



■ Education Sector Plan



2010-2015

April, 2012

**DEPARTMENT OF ELEMENTARY & SECONDARY EDUCATION
GOVERNMENT OF KHYBER PAKHTUNKHWA**



Education Sector Plan 2010/11 to 2015/16

April, 2012

**Elementary and Secondary Education Department
Government of Khyber Pakhtunkhwa**

The Government of Khyber Pakhtunkhwa, Elementary & Secondary Education Department, Education Sector Plan (ESP) is the result of a collaborative and sustained effort of the following involving various phases from conceptualization and inceptive development in 2006, approval in 2009 and the first revision in 2012.

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**Message by the
Chief Minister, Khyber Pakhtunkhwa**

Education policy 2009 places great emphasis on adoption of sectorial approach. It is a great honour for the Government of Khyber Pakhtunkhwa to have pioneered in developing Education Sector Plan. This Plan is based on National Education Policy and PRSP. Federal Declaration of September, 2011 further indicates our resolve and commitment towards education.

It is an established fact that without quality education no nation can keep pace with the changing global scenario. Education must be meant to develop every aspect of an individual in particular and society in general. Education Sector Plan presents a comprehensive strategy for strengthening the education sector. It will undoubtedly help in elevating standards of education.

This plan shows the commitment and perseverance of E&SE Department towards the promotion of education in the province, it covers issues of Access, Quality, Governance and Literacy. I firmly believe that it is through literacy, and access to quality education, that Pakistan will march ahead to join the ranks of the great nations of the world. Education is the basic ingredient for a better, developed and civilized society.

I would like to extol the efforts of Elementary & Secondary Education Department, and all others, who contributed towards this achievement. It is no doubt a proof of their true dedication to the promotion of education in the province.

A handwritten signature in green ink, which appears to read 'A. Haider'. The signature is written in a cursive style and is positioned above a horizontal line.

Ameer Haider Khan Hoti




**Message by the
Minister Elementary & Secondary Education Department
Government of Khyber Pakhtunkhwa**

It gives me immense pleasure to bring on record that Khyber Pakhtunkhwa became the first province to prepare the Education Sector Plan. This indeed is a major initiative and shows firm resolve of the present Government to bring reforms in the education system of the province.

Education and Progress are closely related endeavours. To realize the dream of prosperous and developed Pakistan in general and Khyber Pakhtunkhwa in particular, we have no other alternative but to eliminate illiteracy and spread knowledge. Preparation of Education Sector Plan is the right step in this direction. This shows the commitment and dedicated efforts of the E&SE department and will go a long way in uplifting the status of education system in Khyber Pakhtunkhwa.

An effort has been made to critically analysis the existing situation and sit realistic and achievable targets. Broader consultation with the stakeholders has not only resulted in reshaping the strategy but would also ensure ownership and continuity.

I would also like to appreciate the technical and financial support provided by GIZ and all others.


Sardar Hussain Babak




FOREWORD

This is the first ever comprehensive plan in the history of the country covering all the aspects of education sector. It covers issues such as reducing regional and gender disparities, access opportunities, quality, infrastructure, capacity building and governance. Strategies have been devised with a view to address these issues. Continuous Policy support would be required to achieve the objectives of Sector Plan. To translate the strategic objectives into action, preparation of District Strategic Plan is underway. It will ensure more focused approach. Roadmap with clear targets would be constantly reviewed to ensure cross-correction as reviewed has been move ahead in the implementation of Education Sector Plan.

I would like to appreciate the efforts by the ex-secretary, Mr. Muhammad Mushtaq Jadoon in the updation and restructuring of the Education Sector Plan 2012-16.

I would like to appreciate the painstaking efforts made by Mr. Riaz Bahar Akhunzada, Director, ESRU and his team, Planning Cell, EMIS and the Directorate to update the Education Sector Plan. The meaningful technical and financial assistance of GIZ made the task possible for which the E&SE Department is highly indebted.

We look forward to planners, educationists and implementing partners to offer their views. It would enable us to correct ourselves.


Muhammad Humayun
Secretary to Government of Khyber Pakhtunkhwa
Elementary and Secondary Education Department

Peshawar
July, 2012

Acronyms and Abbreviations

ACER	Australian Council for Educational Research	E&SE	Elementary & Secondary Education
AD/A.D	Assistant Director	E&SED	Elementary & Secondary Education Department
ADEO	Assistant District Education Officer	ERRA	Earthquake Reconstruction & Rehabilitation Authority
Admn	Administration	ERA	Emergency Response Unit
ADO	Assistant District Officer	ESRA	Education Services & Research Academy
ADP	Annual Development Programme	ETS	Education Testing Service
AJK	Azad Jammu Kashmir	FATA	Federally Administered Tribal Areas
AUSAid	The Australian Agency for International Development	FCE	Federal College of Education
B&AO	Budget & Accounts Officer	FEF	Frontier Education Foundation
B.Ed	Bachelor of Education	GDP	Gross Domestic Product
BISE	Board of Intermediate & Secondary Education	GER	Gross Enrolment Rate
BEIP	Basic Education Improvement Project (Norway Assisted)	GIS	Geographical Information System
CD	Capacity Development	GoKP	Government of Khyber Pakhtunkhwa
CDP	Capacity Development Plan	Govt	Government
CDS	Comprehensive Development Strategy	GIZ	Gesellschaft Fur Internationale Zusammenarbeit (Acronym in German for 'German Agency for Technical Cooperation')
CSR	Composite Schedule of Rates	H/Sec	Higher Secondary
CCI	Council of Common Interest	IER	Institute of Education and Research
CT	Certificate of Teaching	ILD	International Literacy Day (8th October)
CIDA	Canadian International Development Agency	IFTD	Institutional Framework for Teacher Development
DAP	District Action Plan	KPI	Key Performance Indicators
DCO	District Coordination Officer	LC	Learning Coordinators
DCTE	Directorate of Curriculum & Teacher Education	LCO	Local Circle Office
DDEO	Deputy District Education Officer	LFA	Literacy For All
DDO	Deputy District Officer/Drawing & Disbursing Officer	LGO	Local Governance Ordinance
DDMA	District Disaster Management Authority	LTRC	Local Training & Resource Centre
DEO	District Education Officers	M&E	Monitoring and Evaluation
DESE	Department for Elementary & Secondary Education, Khyber Pakhtunkhwa	MCQ	Multiple Choice Question
DFID	Department for International Development	MDG	Millennium Development Goals
DRMP	District Disaster Risk Management Plan	MPA	Member of Provincial Assembly
DSP	District Strategic Plan	MRR	Maths Resource Room
Dev	Development	MTBF	Medium-Term Budget Framework
DO	District Officer	NBB	Needs-Based Budget
DPC	Development Policy Credit	NDMC	National Disaster Management Commission
DRU	District Reconstruction Unit	NDMA	National Disaster Management Authority
DE&SE	Directorate of Elementary & Secondary Education	NEAS	National Education Assessment System
EC	European Commission	NEP	National Education Policy
EDO	Executive District Officer	NESRU	Khyber Pakhtunkhwa Education Sector Reform Unit
EEF	Elementary Education Foundation	NFC	National Finance Commission
EFA	Education For All	NGO	Non-Governmental Organization
EMIS	Education Management Information System	NWFP	North West Frontier Province
EOC	District Emergency Operations Centre	O&M	Operation and Maintenance
		P&D	Planning and Development
		PAC	Provincial Accounts Committee
		PATA	Provincially Administrated Tribal Areas

PBB	Performance-Based Budget
PEAC	Provincial Education Assessment Centre
PERRA	Provincial Earthquake Reconstruction & Rehabilitation Authority
PFC	Provincial Finance Commission
PIHS	Pakistan Integrated Household Survey
PITE	Provincial Institute of Teacher Education
Pre-STEP	Pre-Service Teacher Education Program
PRP	Provincial Reforms Programme
PRSP	Poverty Reduction Strategy Paper
PSLM	Pakistan Social & Living Standards Measurement
PTC	Primary Teaching Certificate/Parent Teacher Council
PTC	Parent Teacher Council
RITE	Regional Institutes of Teacher Education
S&L	Schools & Literacy
SAHE	Society for Advancement of Higher Education
SAC	Structural Adjustment Credit
SDEO	
SET	Senior English Teacher
SSC	Secondary Schools Certificate
STR	Student Teacher Ratio
Supdt:	Office Superintendent
TBB	Text Book Board
UPE	Universal Primary Education
USAID	United States Agency for International Development
WB	World Bank

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Executive Summary

The Education Sector Plan is a medium-term development plan to develop the education sector in Khyber Pakhtunkhwa, increase the stock of human capital and encourage progress, peace and prosperity across the province.

The principal objectives of the ESP are to provide guidelines for the preparation of short term plans (Annual Work Plan) and to serve as a monitoring and evaluation tool to assess progress against the targets set in accordance with the Millennium Development Goals (MDGs) and Education For All (EFA), to which Pakistan is a signatory.

The main focus of the Government of Khyber Pakhtunkhwa is to develop a workable Action Plan based on main aspects of Comprehensive Development Strategy (CDS).

The goals set in the ESP are to achieve Universal Primary Education (UPE) by 2015 through ensuring that all boys and girls complete full course of primary education; promote gender equality, achieve quality basic education for all (EFA goal); achieve 50% improvement in the levels of adult literacy, especially for women (EFA goal); introduce government-financed private school subsidizing for areas with low female enrolments; and reduce rural and urban disparities in education.

Demand side barriers such as poverty, social and conflict have been discussed alongwith peculiar supply side barriers like physical access, flexibility and response to demand.

These barriers, besides others, exist to some extent though their relative importance varies. The ESP outlines a number of strategies designed to address and tide over the constraints.

While the objectives outline the physical targets, with provision of required human and capital resources, this extension will not be at the cost of quality which is the main issue in public sector. Quality challenges range from teachers availability to methodology, curriculum, scarcity of resources, lack of community participation in school management and poor physical learning environment.

The ESP outlines a number of mutually-reinforcing strategies to tackle the issue of quality mainly based on the principles outlined in the Capacity Development Strategy.

Issues of poor governance can have a profound impact on all aspects of education. The strategies outlined in the ESP such as increased involvement of the community, teachers and parents in school management and decentralization of the education sector aim to address this problem through increased transparency and accountability. Khyber Pakhtunkhwa has experienced cyclic waves of law and order during the last three decades. For this reasons risk management has been made part of governance, and it is.

The Eighteenth Amendment in the Constitution of the Islamic Republic of Pakistan represents one of the most important political, legal and institutional reforms ever undertaken in the country. The implications of these reforms are broad-based and shift the balance of political and administrative powers from the Federal to the Provincial governments, particularly in the area of service delivery to

the citizens. At the same time devolution also create more responsibilities and legal obligations for the provinces and that too without Federal financial support.

The strategy to gradually separate the management cadre from the teaching cadre will strengthen the monitoring and supervisory mechanism. Currently pilots are being carried out to improve the supervision through adequate training of the Head and Cluster Head Teachers. The role of PTC has been enhanced and its power of disbursement of funds increased from 0.25 million to 1.000 million. The ESP envisages a much more robust role for the PTCs and communities in enhancing the governance of the system with a view to enhancing citizen voice in the process and improving the quality of education service delivery as a result.

ESP will be followed by separate District Strategic Plan (DSP) for all the districts. The aim is, while adhering to broader parameters outlined in the ESP, the District Strategic Plan would ensure more focused approach. It will also facilitate periodic i.e. reviews and the consequent course-correction.

Education sector Road Map is an approach with focus on current situation and develop a strategy for future. It gives us an opportunity to evaluate the situation to understand the challenges we face at departmental level and progress we are making, through regular stocktaking with leadership.

Main priority areas of ESP would be:

1. Universal Primary Education.
2. Consolidation, including quality and
3. Removal of gender disparities.

To address these three issues E&SE Department has identified key priority areas which are access without discrimination, completion of education and improve quality of education in schools through community participation, creating conducive learning environment, improve quality of teachers and upgrading schools.

The Road Map further emphasises that six areas of action are required at provincial level.

- I. Financial resources.
- II. Monitoring, accountability and data transparency especially on gender divide.
- III. Support, selection and gender-focus of EODs.
- IV. Text books, teachers guidance and training.
- V. Elementary Education Foundation initiatives to improve female access.
- VI. Critical supporting actions that are communicate reform to the system and public, enforce objective criteria for hiring and transferring of teachers, empower PTCs by developing stronger links to districts, enforce corporal punishment bans and develop transport solution in rural areas.

The Education Sector Road Map has been presented by the DFID to Chief Minister, Khyber Pakhtunkhwa and Chief Minister principally agreed to the plan.

And lastly, advocacy is required, both, of bureaucratic and political level to muster support so as to create ownership improvement in governance shall minimize all other risks and would ensure

Part – I

An overview

Introduction of Khyber Pakhtunkhwa

- **Introduction**
- **Historical Background**
- **Socio-economical Indicator**
- **Social Balance Sheet of Khyber Pakhtunkhwa**
- **Demographic Features**

Chapter - I

1. Introduction of Khyber Pakhtunkhwa

1.1. Area and Population

Khyber Pakhtunkhwa covers an area of 74521 square kilometers . In 1998 census the population was 17.7 million¹, while at a growth rate of 2.8% the current population is 24.7 million (2010 estimated). Current population density is 332 per square kilometers. In Malakand and Hazara regions mountains are also inhabited. Most of the population lives in villages and plains. Thus population density in cultivable area comes to 870 persons per square kilometer, making it the most densely populated province.

Geographically the province may be divided into following four zones.

1.1.1. Southern Zone

Area 27% of province, Population is 19.93%. The area is mostly semiarid with high summer temperatures. It comprises of civil divisions of D.I.Khan, Bannu and Kohat.

1.1.2. Central Zone

Peshawar valley including Dargai Sub Division of Malakand Agency. Climatically plain areas of Haripur district are also part of Central Zone. Administratively Central Zone comprises of Peshawar and Mardan Divisions, consisting of 10% area and 35.78% population of Province. It is the most densely populated region of the province. The entire region falls in summer zone.

1.1.3. North-Western Malakand Region

Malakand Civil Division; where Himalyan and Hindukush mountainous ranges meet. Except Bunair district, Dargai Sub Division of Malakand Agency and Besham Tehsil of Shangla the rest of the Division fall in winter zone.

Area 43%, Population 24.79% of Province. Major portion of area is occupied by the inhospitable mountains. Population is mostly confined to valleys and plains.

1.1.4. North-Eastern Hazara Region

Population 19.6%, Area 22.9%, of Khyber Pakhtunkhwa Province.

Major portions of Haripur district few Union Councils of Battagram district, Sherwan Valley of Abbottabad and Tanawal plains of Mansehra district the rest of the Civil Division falls in winter zone. Kohistan district is the confluence point of the world major mountainous ranges of Himalaya and Karakorum.

¹ Bureau of Statistics, Khyber Pakhtunkhwa

1.2. Historical Background

Areas constituting Khyber Pakhtunkhwa and Federally Administered Tribal Areas, remained a gateway between Central Asia, China and the Sub-Continent. It remained famous trade route connecting with China through Silk Route and Afghanistan through famous passes of Bajaur, Chitral, Khyber, Tochi and Gomal.

Waves of invaders from the North, time and again, ravaged its economy but at the same time also enriched its culture and civilization. The area remained centre of Gandhara civilization and seat of learning under Buddhism and Ashoka Rule. From the South came the Sikhs, ruled and ravaged the area for two to three decades, followed by British in 1849.

Islam was introduced into the area much earlier and during the period of Caliph Hazarat Usman (R.A) in 7th and 8th century.

1.3. Administrative aspect

The areas remained as part of Punjab province after annexation by the British. In 1901 it was created as Chief Commissioner Province and named as North-West Frontier Province (NWFP). There were only Six districts namely D.I.Khan, Bannu, Kohat, Peshawar, Mardan and Hazara.

Malakand Agency was created as Federal Agency in 1895. While Dir, Swat, Chitral and Amb-Darband in Hazara regions were princely states. Besides; Gadun (Swabi district) Torghar, Battagram and, left Bank of Indus in Kohistan remained as Tribal Areas of the NWFP.

In March, 1969 all the four princely states of NWFP were merged and declared as Provincially Administrated Tribal Areas (PATA) of NWFP.

Under Article 246 of the Constitution these areas maintained as PATA.

In 80s the numbers of districts were 12 while currently (2011) there are 25 districts and eight Civil Divisions.

In April, 2010 through Eighteenth Constitutional amendment the Province of NWFP was renamed as Khyber Pakhtunkhwa.

1.4. Geo-Strategic position

Since the time of recorded history the Province has remained an important geo-strategic outpost. For the Invaders, and Rulers, from the North it was vital land link with their power base back in Afghanistan and Central Asia. For centuries it remained important trade route between Afghanistan, China and India.

British, in spite of three Anglo-Afghan wars, could not consolidate their position in Kabul. Expansionist designs of Czar of Russia in Central Asia, early 19th Century, alerted the British colonial power in India. Both the Colonial powers initiated pre-emptive measures setting the battle ground for the 'Great Game' which, somehow, still persists.

British succeeded to coerce the Czar of Russia and Iran towards demarcation of Afghan Borders. By late 19th century the Russian were forcing the British to set the Eastern Borders. After intensive diplomacy Durand Line emerged in 1893 and with this the Afghanistan as 'Buffer State'.

Starting from Wakhan Corridor to Ali Kach in South Waziristan Durand Line has given added geo-strategic importance to this Province. In Districts of Chitral and Dir the Province shares boundaries with Afghanistan.

After 1979 invasion of Kabul by the former USSR and in post - 9/11 scenario the Province is now focus of International community.

Events in Afghanistan have always affected, both positively and negatively, the socio-political environment of this Province. Turmoil in Tribal areas and Malakand Division in 2009-10 are such recent examples.

This geo-strategic importance coupled with socio-economic situation and locational disadvantages lead to irresistible conclusion that promotion of quality education is the only viable option.

1.5. Socio-Economic Indicators

Apart from geographic, climatic limitations and locational disadvantages; high population growth in the country are some of the limiting factors affecting the economic growth.

The province has the highest incidence of poverty. Currently Khyber Pakhtunkhwa accounts for 10% of Pakistan's GDP.

1.5.1. Agriculture

Cultivated	23%
Cultivable waste	15%
Unfit for cultivation	44%
Forests	18%

1.5.2. Health (Total number of Union Councils 982)²

No. of Dispensaries	370
No. of Basic Health Units	953
Rural Health Centers	81
Tehsil/District Hospitals	162

1.5.3. Major Health Indicators

	<u>Current</u>	<u>MDG Targets</u>
• Under 5 Mortality Rate	75 Deaths per 1000 live Births	52
• Infant Mortality Rate	79 Deaths Per 1000 Live Births. ³	40
• Life Expectancy	65 (Pakistan 2009) ⁴	63
• Immunization	73 (Children 12 to 23 months)	> 90
• Bed : to Population Ratio	1654	
• Doctor : Population Ratio	6221	

According to UNDP Report 60% bed occupancy in hospitals is due to water born diseases. Low literacy rate and lack of functional literacy are some of the major causative factors in multiplication of health related issues.

² PPHI Khyber Pakhtunkhwa and Khyber Pakhtunkhwa websites

³ Govt. of Khyber Pakhtunkhwa websites

⁴ Data from World Bank, World Development Indicators

1.5.4. Water and Sanitation

Access of urban population to non-surface base source of drinking water is 91% while in case of rural areas it is about 69%. In rural population only 47% have access to tap water. As regard to sanitation about 51% have access to proper sanitation facility and in case of rural areas it falls to 44% (PSLM Survey 2008-09).

1.5.5. Poverty⁵

Eradication of extreme hunger and poverty is MDG-I. In 2005-06 incidence of poverty in the Province was 7% higher than the national average with 29%. But 2009-10 estimates are as high as 39%. Prevalence of caloric poverty is 25%. Labour force participation is 27.65% of the total population as per survey of 2008-2009 (43% male while for female it was 12%). About 44% are employed in agriculture while 33% employed in services.

1.6. Social Balance sheet of Khyber Pakhtunkhwa⁶

Our society, due to geo-strategic importance, is focus of international community. Most of the time negative picture is portrayed. The fact is that every society is sum total of both negative and positive traits.

1.6.1. Positive societal traits

1.6.1.1. Balance of Power

Overall Pakhtun society is egalitarian and based on rule of gerontocracy. Landlordism is weak. Freedom to exercise own will is inherited trait of the society. Least exploitation is seen due to existence of balance of power among the families, tribes and communities.

1.6.1.2. Jirga

In spite of dilution of societal norms and corrupt practices, Jirga is still a potent forum for dispute resolution. Jirga is considered a potent institution to deal with the affairs of the society. One view is that Jirga settles the disputes whereas the courts decide a case.

1.6.1.3. Hospitality

Major outcome of modern life is erosion of social norms. Hospitality is still the hallmark of Khyber Pakhtunkhwa. The traditions of hospitality are still alive as an important feature of everyday life of community. It is a much vast concept and can be positively utilized for community mobilization.

1.6.1.4. Dynamic and extrovert

People are generally enterprising and dynamic. With quality education the locals can excel anywhere and in every field of life.

1.6.1.5. Love for freedom

Since centuries, the society being nomad, has enjoyed uninterrupted freedom. At times it even becomes a governance problem. Local community is vibrant and vigilant.

⁵ Khyber Pakhtunkhwa, MDGs (Government of Khyber Pakhtunkhwa and UNDP) Report 2011

⁶ Conceptual Framework for Literacy Programme by Muhammad Mushtaq Jadoon (Elementary Education Foundation (EEF) - UNESCO Publication 2008)

1.6.1.6. Respect for elder and women

Pakhtun society has inherited culture of respect for elders and women. Elders have great influence over the community. Such informal control is a positive sign to ensure societal stability.

1.6.1.7. Mutual cooperation

It is a close-knitted society. Mosque and Hujras are important social institutions ensuring coordination, cooperation and participation of community.

1.6.1.8. Attachment with religion and traditions

Khyber Pakhtunkhwa is a traditional society. It has a strong attachment with religion, traditions and values, codified under the name of "Pakhtunwali". Locals are highly sensitive about their religion and traditions and react strongly to any social transplant which is perceived contrary to their belief and traditions.

1.6.2. Negative Traits

1.6.2.1. Violence and enmity

Violence and enmity is one of main factor and cause of backwardness. Prolonged enmities over minor issues and disputes take many lives and may continue for generations. Resultantly scarce resources are diverted for non-productive activities. Female and children are the first victims of such environment. Violence and militancy have been forcing the successive governments to allocate more resources to maintain law and order; unfortunately at the cost of education.

1.6.2.2. Rights of women

Despite of much improvement during the last three decades low women literacy is due to gender bias. Women are, usually, deprived of their due share in the property. Remarrying of widows is frowned upon. Education is equated with the job and since certain segment of society is against job and employment of women therefore wrong conclusion is arrived at that they are not in need of education. Besides, spending on female education is considered as wasteful expenditure.

1.6.2.3. Extravagant attitude

Spending on irrelevant activities is one of the negative trait. Locals are notorious for spending on death and marriages and other non-economic activities just for the sake of false pride and vanity.

1.6.2.4. Violation of laws

For centuries the local have been enjoying freedom under an egalitarian tribal society, engaging in free trade and unhindered movement across the present borders. This tendency somehow persists even today. Smuggling is equated with trade and taxes are considered as extortion. In nutshell violation of laws is viewed as exercising God-given freedom.

1.6.2.5. Ritualistic Islam

Pakhtuns are quite emotional about their religion and ready to die for it but, at time, not ready to live in accordance with the true spirit of Islam. Observance of rituals is considered sufficient while Islam lays equal stress on duties and obligations. Injunctions like mandatory education for men and women, share of female in property and widows right to remarry are usually ignored.

Education

- **Khyber Pakhtunkhwa**
- **Country overview**
- **Historical Background of Education Policies in Pakistan**
- **Education Policies**
- **Autonomous Bodies**
- **Devolution of 2001**
- **Educational Institution**
- **Progress in Literacy**
- **Infrastructure**
- **Demographic Feature**
- **Enrolment**
- **Main reasons of low retention and high dropout**
- **Community Participation**
- **Financial Resources**
- **Existing Capacity**
- **Disasters**
- **Resource Allocation**
- **Demographics**

Chapter - II

2. Education

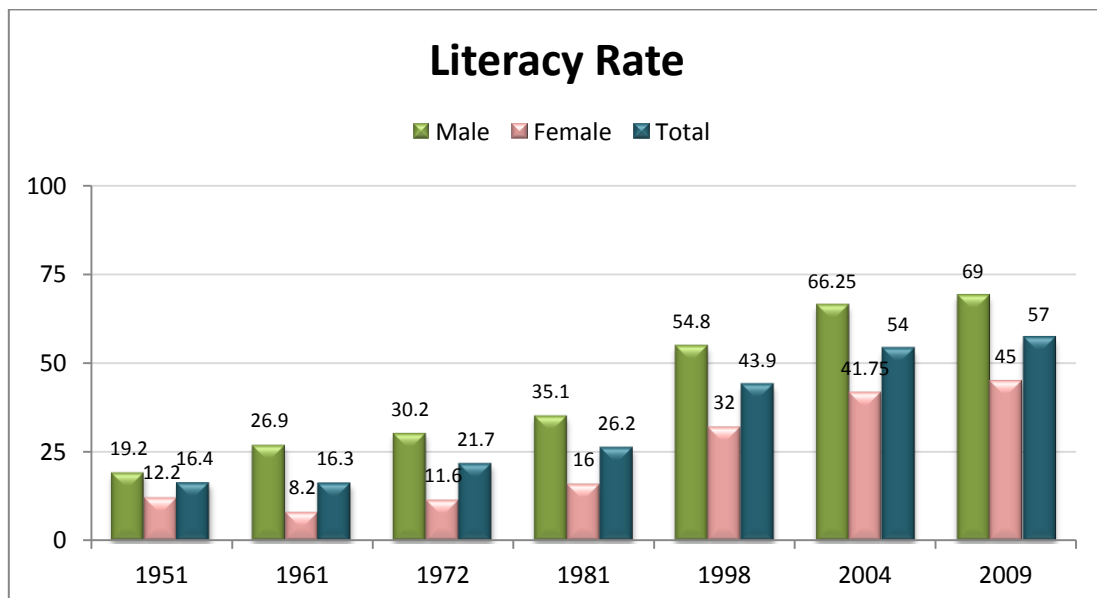
2.1. Khyber Pakhtunkhwa

Khyber Pakhtunkhwa was created as Chief Commissioner Province in 1901 and given status of Governor Province in 1937. About 45% area, comprising of entire Malakand Division, Amb state in Mansehra, Gadoon Tribal Area in Swabi, Battagram and Torghar districts and left bank of Indus in Kohistan district remained outside the purview of direct British administration. The locals, throughout British rule of 100 years, waged political and armed struggle against the colonial rule. While the local system of education had collapsed, much before the arrival of British, the locals refused to join the educational institutions established by the British. Except princely state of Swat and Malakand Agency the rest of the states and tribal areas virtually remained without educational institutions worth the name. Female education was viewed as against injunctions of Islam and traditions as late as 80s.

As per 1998 Census, the overall literacy was 37%. We have inched towards 53% overall Literacy in 2010 (72% male and 35% female). In 7 districts the female literacy is less than 20%.

2.2. Country overview

At the time of independence, the literacy rate of Pakistan was 16.4% (male 19.20% and female 12.20%), As per 1951 Census. The standard for literacy was declared as “one who can read a clear print in any language”. With slow growth rate, it stands at 57% (male 69% : female 45%) (2010 estimate). As per standard definition, “one who can read and write a simple passage in any language and also knows basic numeracy with understanding”. This definition of literacy is far behind the standards of developed world as literacy even includes computer literacy. The gradual growth in literacy rate is as below;



Source: Pakistan "Where & who and the World Illiterates" UNESCO, Education for All, Global Monitoring Report 2006 Literacy for Life.

By all means it is very slow progress and the late starters like South Korea, Malaysia, Sri-Lanka and Indonesia have surpassed us.

2.3. Historical Background of Educational Policies in Pakistan

2.3.1. Constitutional position

Education in Pakistan has, historically, featured prominently in the constitutional framework. Though the federal government assumed the role of policy formulation and, at times, macro planning till 1973 it remained mostly a provincial subject. Government of India Act 1935 was adapted as the provisional constitution of Pakistan in 1947 as Independence Act 1947. It remained in force till the adoption of Constitution of 1956. The Act provided three legislative lists namely; federal, concurrent, and provincial. The subject of education featured in the provincial legislative list. Education and the related affairs were neither the part of the concurrent legislative list nor the federal legislative list. The first Constitution of Pakistan, adopted in 1956, also had three legislative lists and education (including university education, technical education, and professional training) was assigned to the provinces. 1962 Constitution provided for a Presidential form of government with a single legislative list of 49 federal subjects. Although education was mentioned in Fundamental Rights under Chapter 1, Article 12(3), and Principles of Policy Chapter 2, Article 7, there was neither an operative provision regarding education nor was it included in the Central Legislative List.

The trend of delegating education to provinces saw a major shift in 1973, when education was formally incorporated in the Concurrent List in the Constitution of Pakistan 1973. The subject of education featured prominently in Federal as well as Concurrent List. In the Federal Lists three entries deal with education (Entries: 15, 16 & 17). Whereas the Concurrent List included curriculum, syllabus, planning, policy, centres of excellence, standards of education, and Islamic education (Entries: 38 & 39). According to Article 37 (b) 'The State shall remove illiteracy and provide free and compulsory secondary education within minimum possible period'. Article 25-A in the 18th Amendment states that, "The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law". Although Article 37 (b) exclusively dealt with removal of illiteracy and provision of free and compulsory secondary education but did not prescribe a time period rather the provision mentioned, 'within minimum possible time'. With Article 25-A in the Constitution, education has become an enforceable right. The caveat however, remains that the compulsory education to all children shall be provided, 'as may be determined by law'. The subordinate legislation has to be enacted by the respective provincial legislatures. So far, none of the Provincial Assembly in Pakistan has passed the requisite legislation.

With the insertion of Article 25-A in the Constitution education has, now, become an enforceable right and has the prior responsibility of the state.

Under 1973 constitution, education was reflected in Concurrent Legislative list which has been repealed through 18th Constitutional Amendment 2010. Now Curriculum, Policy and Planning are entirely provincial subjects. Research, medical, legal education and standards for higher education have been incorporated in Federal Legislative List Part-II and thus falls within the preview of Council of Common Interest (CCI). Provinces will be having great say in formulating policies with regard to subjects falling in Federal Legislative list part-II.

Educational Policy, 2009 was formulated without taking into account the possible constitutional amendments. As a consequence of 18th amendment, more responsibilities have been assigned to provinces but the federal financial support also stopped as a consequence, which put additional financial burden on the provinces. Thus capacity building is required especially in planning, policy and curriculum etc.

Now education is an enforceable right. Khyber Pakhtunkhwa is the first province which has drafted a law in this regard to ensure the implementation of this constitutional provision. So for the state has not been able to provide physical access to every child therefore, enforcement of proposed law has financial, administrative and developmental implications; which are being worked out. It was become all the more important to have a strategic plan with a clear roadmap.

2.4. Education Policies

The first Education Conference was held in 1947. It laid the foundations followed by series of educational polices. The last one being “The National Education Policy 2009”. List of educational Policies is at **(Annexure-I)**.

None of National Education Policy (NEP) was fully implemented which can be attributed to lack of ownership and political commitment, non- allocation of required resources and lack of capacity building to monitor and implement.

Besides, the Education Policies were not translated into Strategic Planning and Action Plan. While Higher Education has been retained at Federal level, the Elementary and Secondary Education (E&SE) has been deprived of Federal patronage. Pakistan is signatory to UN Conventions, World Conference on Education for All, Dakar Declaration and MDGs.

Government of Pakistan, with a view to re affirm its commitment to the cause of education, in the meeting of all the Chief Ministers and Federal Government in September 2011, has signed a Joint Declaration on education to meet international commitments. Text of declaration is at **(Annexure-II)**.

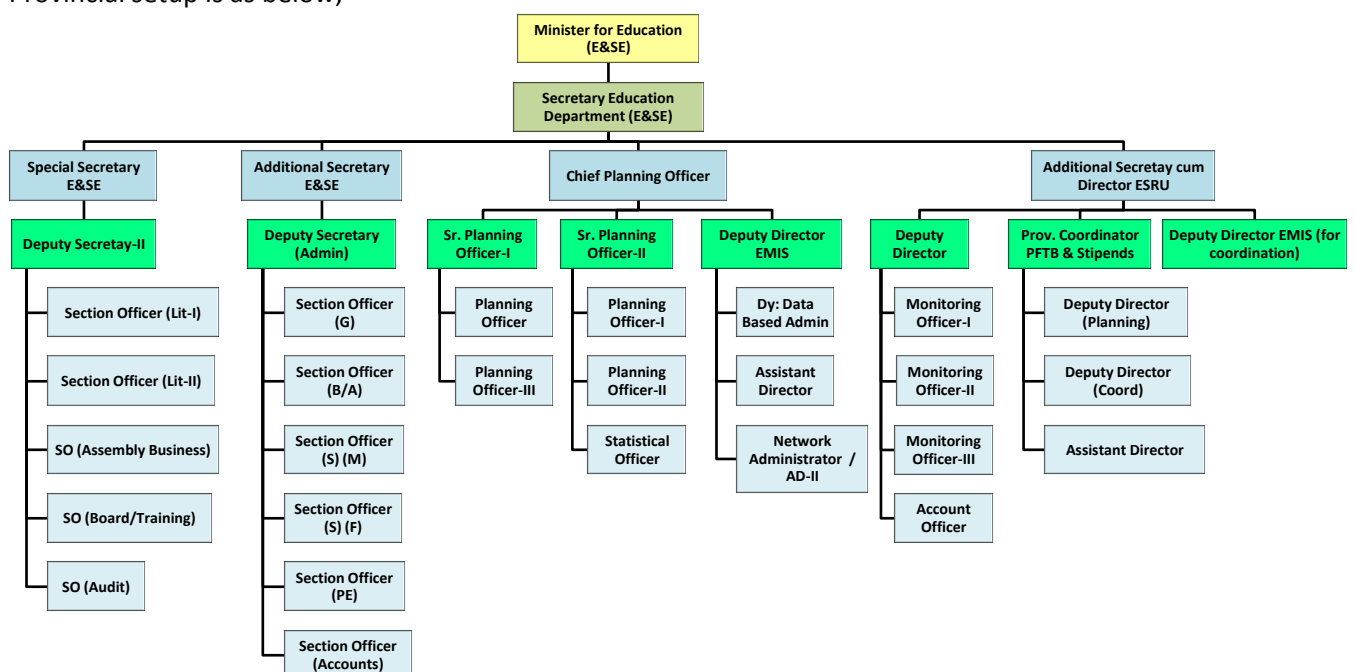
The National Educational Policy (NEP) 2009, subject to constitutional amendment, shall continue to be jointly owned by Federation and the Provinces.

2.5. Organizational Setup

2.5.1. Elementary and Secondary Education Department

Federal Ministry of education has been abolished in June, 2011. International coordination and Donors assistance has been assigned to Planning Division, Economic Affairs Division and Higher Education Commission.

Provincial setup is as below;



Directorate of Elementary and Secondary Education (E&SE), headed by Director E&SE, Directorate of Curriculum and Teachers Education (DCTE) and Provincial Institute for Teachers Education (PITE) are Attached Departments as per Rules of Business.

2.5.2. Directorate of Elementary & Secondary Education (DE&SE)

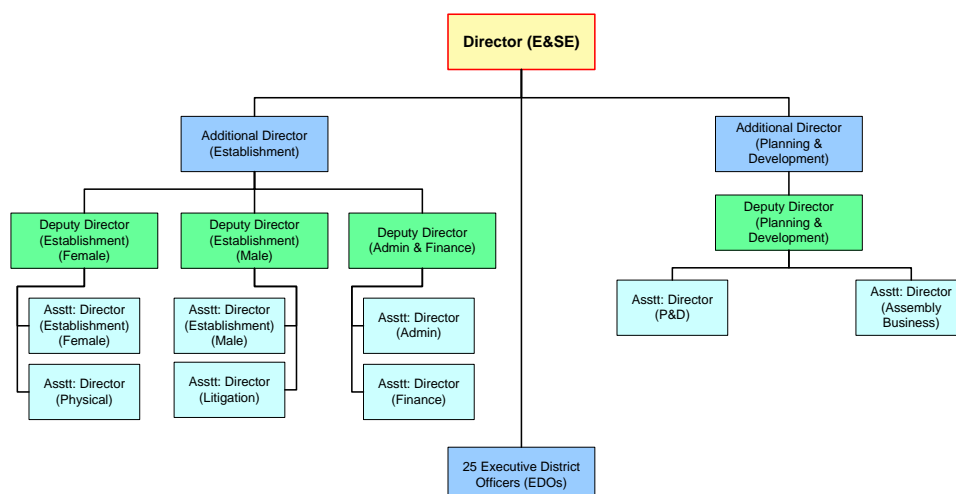
The Directorate of Elementary & Secondary Education is the provincial arm of the E&SED responsible for implementation of government policies on education under the instructions and guidelines issued by the E& SED. The Director of E&SE, a senior (BS-20) officer, is in-charge of the directorate and is assisted by two BS-19 Additional Directors, for Establishment and for Planning and Development, who in turn are aided in their day to day responsibilities by a staff of 109. Before devolution, there used to be two directorates, one for secondary education and the other for primary education, both with a total of 367 staff and resources. Both directorates were merged under the devolution plan.

The Directorate of Elementary & Secondary Education (DE&SE) is responsible for service matters pertaining to the 115,714 school teachers such as recruiting, postings, promotions, retirement, disciplinary matters, coordination with all the school staff of the districts, monitoring and reporting etc. The Directorate is also responsible for the service matters of its 60,000 school support staff. The Directorate is responsible for the recruitment of BPS-16 Teachers and all the cases of promotion up to BPS-16. Service record of all levels of officers is also kept at the Directorate. Inter-district transfers are also one of its responsibilities. Pension cases, GP Fund cases, and all types of leave cases are prepared and scrutinized by a section of the directorate.

On the planning side, the PC-1 and PC-IV, received from the districts, are scrutinized at directorate level, and project activities are also coordinated by the directorate. The directorate is also responsible for the audit paras, PAC and DAC. The reconciliation of funds allocated to the department is also the responsibility of the directorate. It is also the responsibility of the Directorate to deal with Khyber Pakhtunkhwa Governor’s directives, Chief Minister's directives and Assembly business. As the number of schools and teachers increases year by year, the Directorate is overloaded and under-staffed. The Directorate of Elementary & Secondary Education is currently housed in the hostel of a girls’ school, which is quite inappropriate to the needs of a provincial-level office. The physical working conditions are inadequate and incommensurate with its mandate, responsibilities and expectations.

Immediate decisions need to be taken regarding DESE future role, organization and coordination with district government. A structural adjustment of the DE&SE needs to be carried out on the basis of functions, personnel requirements and capacity development needs.

Structure of Directorate of Elementary and Secondary Education



2.5.3. District Elementary & Secondary Education Office

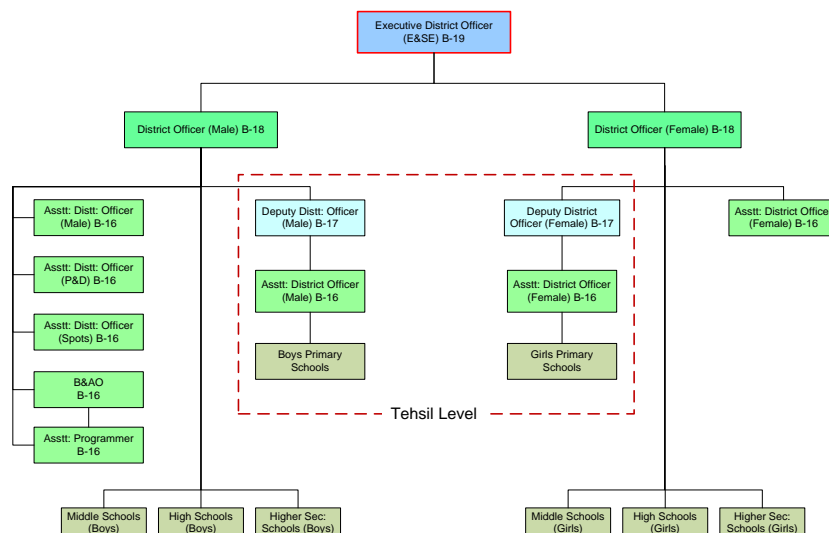
Prior to the devolution of powers to district governments, the District Elementary & Secondary Education Department, or Education Department as it was then known, comprised of four BS-19 District Education Officers (DEO), 2 (One Male + One Female) for secondary education and 2 (One Male + One Female) for primary education, four BS-18 Deputy District Education Officers (DDEO), four BS-17 Assistant District Education Officers (ADEO), all with respective support staff and vehicles etc. The district office had a larger degree of freedom and delegation of authority to make transfers, postings, appointments, sanction leave of school teachers and staff and approve development schemes.

Since the advent of the District Government system, the district education office has been given additional responsibilities in terms of operational and procedural mandate and reporting but subservient to the District Coordination Officer (DCO). The Executive District Officer (EDO) for Schools does not have any of the powers mentioned above which were exercised prior to devolution. The district school management structure has been cut down substantially to just one BS-19 Executive District Officer (EDO), two BS-18 District Officers (DO) male & female and two BS-17 Deputy District Officers (DDO) male and female at Tehsil level. The drastic administrative downsizing has affected the ability of the department to manage and supervise the schools effectively. Its capacity was already strained due to the ever increasing number of schools. The district offices, responsible for implementing all education programmes at district level, are seriously understaffed and over-worked.

This has directly affected the system of supervision of schools and teachers previously done by a large number of supervisors at Circle, Sub-division, District, Division and Provincial levels. The Education Department Khyber Pakhtunkhwa before devolution had a good system of supervision using a devolved approach. There were Learning Coordinators (LCs) below the sub-divisional level to supervise the Primary and Middle schools. These posts of LCs were abolished and as a result of devolution the present tier of supervisors, the Assistant District Officers, was created to supervise the schools within a Circle. A Circle is a group of schools at the level below sub-division, the span of control far bigger than that of LCs. The number of schools is so large that it is virtually impossible for district-level officers to visit these institutions for supervision and professional guidance of teachers.

The ADO is the actual link between the primary schools (students, teachers, PTCs and community) and the administration (the district and provincial). This tier of administration needs to be strengthened further to enhance its supervisory function as a community trainer and teacher trainer. The performance of primary schools at the circle level depends on the efficiency and effectiveness of the ADO.

Organisational Setup at District Level

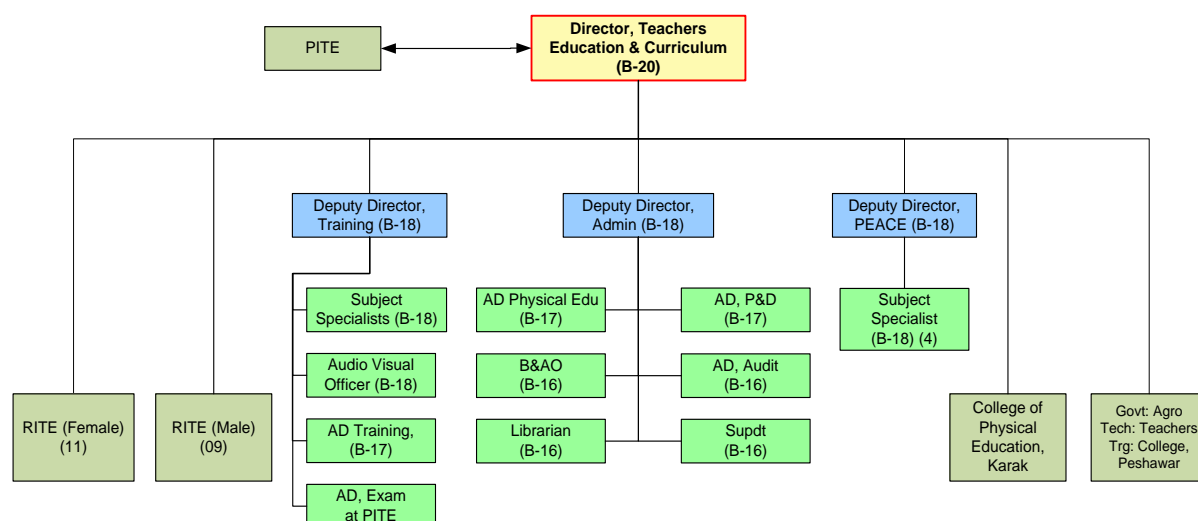


Female schools management is the worst affected. Prior to devolution there was separate and independent District Education Officer (Female) which has been merged with EDO office and downgraded.

2.5.4. Directorate of Curriculum and Teacher Education (DCTE)

The DCTE is responsible for curriculum development and teacher education in the Province. The Director works under the Secretary to Govt. of Khyber Pakhtunkhwa, E&SED and is assisted by two Deputy Directors. The Director supervises the work of the 20 Regional Institutes for Teacher Education (11 for males and 9 for females). The Deputy Director (Training) supervises the work of Subject Specialists, AV (Audio Video) Aids Officer, AD Training and AD Examinations. The Deputy Director (Admin.) looks after the work of Assistant Directors Physical Education, Audit and P&D, Librarian, Budget and Administrative Officer and Office Superintendent.

Structure of Directorate of Curriculum and Teachers Education



In the post 18th amendment scenario DCTE has gained added importance as curriculum has been devolved to the provinces. Changes have been made in the Rules of Business and DCTE declared as focal agency for curriculum.

2.5.5. Khyber Pakhtunkhwa Education Sector Reform Unit (ESRU)

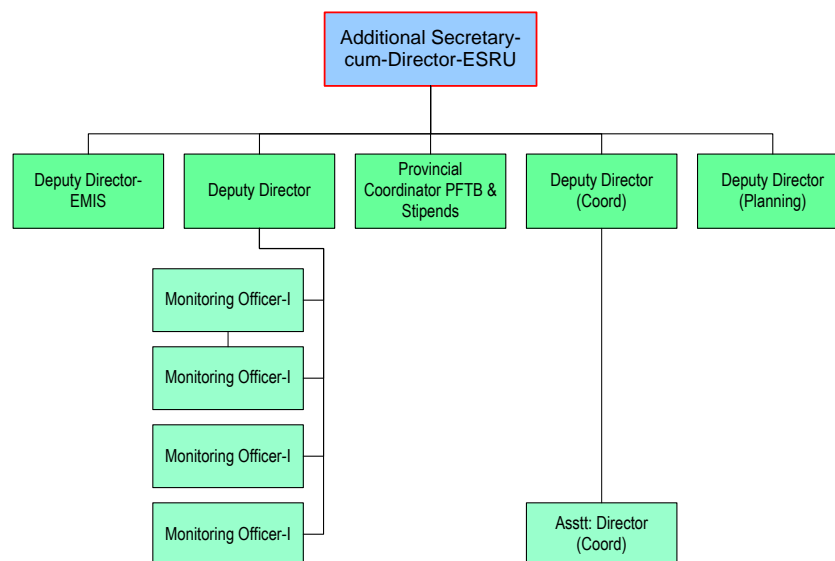
The Khyber Pakhtunkhwa Education Sector Reforms Unit (ESRU) is an integral part of the E&SED. The ESRU was established in 2007 on temporary basis. However keeping in view the importance of the unit the Government converted to current side in July, 2010. The unit has an important role in formulation and monitoring of reforms. Besides, it is also coordinating with major development partners regarding their support in education.

Some major objectives of the ESRU are:

- Leading the overall independent monitoring and data collection unit to be established soon both at provincial and district levels.
- Provide support to the roadmap team and prepare reports to be used in the stocktakes at the level of Chief Minister and Chief Secretary.
- Interact and provide support to the development partners for implementation of Education Sector Plan.

- Act as secretariat for the education sector roadmap and ESP.
- Collection and analysis of documents regarding the reforms programme.
- Processing and implementing of other activities under the programme to be carried out at the provincial level, e.g. teacher training, awareness campaigns, monitoring and evaluation, free textbook distribution, stipends to girl students, etc.
- Engaging the services of NGOs and local consultants for third party impact evaluations and research studies.
- Preparing periodic financial statements and accounts.
- Dissemination of progress reports, interim review reports, and final evaluation reports.
- Coordinating with district governments on:
 - School development estimates.
 - Release of funds and their utilization for development works by the PTCs.
 - Examining the agreements between the Provincial Government and the District Governments for implementation of the programme.
 - Obtaining periodically, physical and financial, progress reports from the districts.
 - Carrying out inspection and coordination activities at the district level.
 - Setting benchmarks and obtaining comparative data for the purposes of output and outcomes evaluations.
 - Up-dating the district profiles of all the districts of Khyber Pakhtunkhwa and development of District Strategy Plan.

Structure of Khyber Pakhtunkhwa Education Sector Reform Unit (ESRU)



2.6. Autonomous Bodies

2.6.1. Text Book Board (TBB)

Text Book Board (TBB) is a statutory body under an Act. Chief Minister Khyber Pakhtunkhwa is the Controlling Authority. It is headed by chairman with two members, Secretary and subject specialists. Main job of Text Book Boards is to publish text books according to approved curriculum. Supplementary Learning Material is also developed.

2.6.2. Boards of Intermediate and Secondary Education (BISE)

All the eight Boards established under the Act of Provincial Assembly. These are Autonomous Body-Corporate. Chief Minister Khyber Pakhtunkhwa is the controlling authority. BISEs conduct Matric and Intermediate examinations. Besides under “Establishment of Private Educational Institutes Act 2003”

respective BISEs act as Controlling Authority for registration and affiliation of private educational institutions. Now a separate Controlling Authority is being setup under a new law.

2.6.3. Language Authority

An Act for the establishment of the Khyber Pakhtunkhwa Regional languages Authority for the purpose of teaching and promotion of regional languages has been passed by the Provincial Assembly.

Pashto, being one of the ancient languages of the world, represents a rich and deep culture. Similarly, other regional languages spoken in the Province i.e. Hindko, Seraiki, Kowar and Kohistani etc. have not received proper attention for their promotion so far. Hence this Act and the Language Authority.

2.6.4. Elementary Education Foundation (EEF)

An autonomous body-corporate established under an Act. It is being managed under Board of Directors, headed by Chief Minister Khyber Pakhtunkhwa. Its mandate is to promote public private partnership, streamlining of Madaris and female education with active participation of community.

2.7. Devolution of 2001

Directorate and its district level offices were weakened after devolution in 2001. Prior to devolution there were four separate district units which were clubbed into one unit.

In order to make the organizational structure of education more efficient and responsive, the education administration was decentralized and restructured in 1979. The Directorate of Education was bifurcated to create two separate Directorates for school and college education. The management of school education, in the province was realigned to create Divisional Directors to oversee school education. The Divisions comprised of districts each having a District Education Office headed by DEO. Under the districts there were sub-divisional education offices in each sub-division or Tehsil, headed by SDEO. In 1990 a separate Directorate of Primary Education was created to address the issues in primary education. Under the devolution, the Administration of education was bifurcated into Schools and Literacy Department (now renamed as Elementary & Secondary Education Department) and the Department of Higher Education, Archives, Libraries, and Sports. The two directorates of Primary and Secondary education have been reintegrated into one Directorate of Elementary and Secondary Education. As a result of the devolution 771 positions of Learning Coordinators (LC) were abolished and 300 positions of Assistant District Officers were created. The LCs was a management and teacher support tier between the sub-division and the school. In all 849 positions were lost in the process. Pre and Post devolution comparison is below:⁷

Table No. 1: Pre and Post devolution comparison

Description	Posts
Before Devolution:(On June 30,2001):	4,004
After Devolution:(on July 01, 2001):	3,619
Posts reduced	385
Reduction after re-structuring in November 2001	428
Posts reduced	813
Further Re-structuring of Directorates (May 2002)	36
Total number of posts reduced	849

⁷ Grand Thornton Study on education by World Bank 2009.

Divisional cadre was abolished which weakened the monitoring system. Under the devolution education was devolved to Local Government and placed under the district Nazims. Thus an already politicized department was over politicized. With the return of democracy in 2002, an opposition government came into power in the province. Since district Governments were creation of military regime of General Pervez Musharaf the Province witnessed a tug of war between the Provincial and District Governments.

The District Govt. were placed in hostile position and virtually deprived of operational autonomy. Power was devolved to the District Governments which were not allowed to operate independently and did not have the capacity. On the other hand the divisional supervisory tier was abolished and administrative control of the Directorate and Secretariat almost finished under new legal arrangements. During the last decade education management remained virtually under administrative paralysis.

2.8. Educational Institutions⁸

There are 37,988 educational institutions of various categories in Khyber Pakhtunkhwa (2010-11). 27,207 (72%) were provincial government institutions. 6,101 (16%) non-provincial government institutions (including private sector) and 4,680 (12%) Deeni Madaris [EMIS 2010-11]. Current enrolments demonstrate the main provider of education is still the public education system and thereby considerable responsibility rests on government shoulders to carry forward the mission of providing education for all. At the primary level, enrolment in government schools was 2,776,642, in Madrassas 72,493 and in private and other non-provincial government schools as 914,846. The overall picture cloaks sharp disparities in enrolments between districts; so some areas will demand more attention than others to overcome these differences.

2.8.1. Sector and gender wise

Table No. 2: Number of Institutions

Number of Institutions					
All Level Institutions	Male	Female	Co-Edu:	Total	%age
Government (Public Sector)	17727	9480	-	27207	72%
Non-Government (Private)	558	339	5204	6101	16%
Deeni Madaris (Private / Community)	3795	885	-	4680	12%
Total	22080	10704	5204	37988	100%

Table No. 3: Literacy Rate of Population 10 Years and Above

Area	2008-09 PSLM *			2011-12 **		
	Male	Female	Total	Male	Female	Total
Pakistan	69	45	57	72	48	60
Khyber Pakhtunkhwa	69	31	50	72	35	53
Punjab	69	50	59	72	53	62
Sindh	71	45	59	74	48	62
Balochistan	62	23	45	65	26	48
Note: * Pakistan Social and Living Measurement						
** Projected @ 1% per year						

⁸ EMIS Elementary and Secondary Education (E&SE) Government of Khyber Pakhtunkhwa.

2.9. Progress in Literacy

The 10+literacy rate in Khyber Pakhtunkhwa is 50 percent, 7 percent less than the national average. The gap is even more stark for female literacy, estimated at 31 percent for Khyber Pakhtunkhwa, as compared to national average of 45percent.⁹

Table No. 4: Progressive Literacy Rate in Khyber Pakhtunkhwa

Year	Male	Female	Overall	%age increase	Source
2003-04	60.54	25.16	42.97		PSLM
2004-05	64	26	45	5%	PSLM
2005-06	64	30	46	2%	PSLM
2006-07	67	28	47	2%	PSLM
2007-08	68	33	49	4%	PSLM
2008-09	69	31	50	2%	PSLM
2009-10	70.1	32.3	50.9	2%	LFS
2010-11	72	35.1	53.2	5%	LFS

The overall literacy rate in the Province has risen by 16 percent during the last 12 years making an improvement of 1.33% per annum.

2.9.1. District wise Literacy

While considering the district wise literacy historical background of the district must be taken into account. About 45% area of the province remain outside the ambit of direct administration during the colonial rule. Such princely states and tribal areas include the entire Malakand Division, Battagram and Kohistan districts and part of Mansehra district. District wise literacy rate, in descending order, at (Annexure-III) indicates that some of the districts like Chitral and Lower Dir have made good progress during a span of about forty years.

2.10. Infrastructure

Conducive learning environment is a pre requisite for quality education. Due attention has been given to fulfil the infrastructure needs of the schools. The details of the existing infrastructure are given in the tables below.

Table No. 5: Public Sector Schools running in Government Buildings

School Level	Male	Female	Total
Primary	11357	7213	18570
Middle	1462	969	2431
High	1181	516	1697
Higher Secondary	195	95	290
Total	14195	8793	22988

Table No. 6: Public Sector Schools running in Rented Buildings / Tents

School Level	Male	Female	Total
Primary	3413	625	4038
Middle	65	44	109
High	48	14	62
Higher Secondary	6	4	10
Total	3532	687	4219

⁹ All current reference of data means actual and projected for the year 2009-10.

2.10.1. Mosque/Maktab Schools:

2677 Boys Schools are running in mosques. Strategy is being devised to convert these mosque schools into regular primary schools in a phased manner.

2.10.2. Private Sector

Private sector constitutes about 27% of education sector. It is fast growing specially in urban areas. While still unregulated, and having little support from the Government, the private sector contribution in quality education is much better than the public sector. Precisely for these reasons the Provincial Govt. has launched a financial and administrative support programme (2011-12) with an initial allocation of 500 million rupees. It will be executed through Elementary Education Foundation. Currently Board of Intermediate and Secondary Education (BISEs) are the controlling authority for Private Sector. Elementary and Secondary Education Department has drafted a new Act which envisages an independent authority for regulation of private sector. Regional offices would also be established. Promotion of Private Sector is inevitable to achieve the MDGs and also ensure true implementation of Article 25-A of the constitution.

The private sector has been playing a very crucial and important role in the provision of quality education in Khyber Pakhtunkhwa for many decades. The private sector is a fast growing entity, especially in urban and semi urban centres and accounts for approximately 23% of the schools in Khyber Pakhtunkhwa, a share which needs to increase substantially if the government is going to address the issue of article 25-A and UPE successfully.

Table No. 7: Private Sector Schools running in Own Buildings

School Level	Male	Female	Co-Education	Total
Primary	28	61	655	744
Middle	48	17	498	563
High	72	33	395	500
Higher Secondary	12	15	78	105
Total	160	126	1626	1912

Table No. 8: Private Sector Schools running in Rented Buildings

School Level	Male	Female	Co-Education	Total
Primary	106	116	1355	1577
Middle	100	32	1283	1415
High	134	35	795	964
Higher Secondary	58	30	145	233
Total	398	213	3578	4189

Table No. 9: Deeni Madaris by Religious Education Levels

Religious Education Level	Male	Female	Total
Hifz-o-Tajweed	3113	685	3798
Takhtani	360	79	439
Moqouf Aalah	191	33	224
Daura-e-Hadith	99	83	182
Iftah	32	5	37
Total	3795	885	4680

Data in Table No.5 indicates that there are 22988 schools in Public Sector running in Government buildings. The following table indicates a dismal picture, of missing facilities.

Table No. 10: Missing Basic Facilities in Public Sector Schools

School Level	Boundary Wall			Water Supply			Electricity			Toilet		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Primary	4011	632	4643	4393	2150	6543	5955	3561	9516	3288	696	3984
	27%	8%	21%	30%	27%	29%	40%	45%	42%	22%	9%	18%
Middle	472	72	544	435	210	645	494	271	765	272	64	336
	31%	7%	21%	28%	21%	25%	32%	27%	30%	18%	6%	13%
High	259	12	271	180	41	221	181	41	222	113	14	127
	21%	2%	15%	15%	8%	13%	15%	8%	13%	9%	3%	7%
Higher Secondary	23	1	24	21	2	23	13	2	15	11	0	11
	11%	1%	8%	10%	2%	8%	6%	2%	5%	5%	0%	4%
Total	4765	717	5482	5029	2403	7432	6643	3875	10518	3684	774	4458
	27%	8%	20%	28%	25%	27%	37%	41%	39%	21%	8%	16%

2.11. Demographic features

According to 1998 Census the total population of the then NWFP, was 17.1 million, having a density of 332 persons per square kilometer. With highest annual population growth of 2.8% it has reached to 24.6 million¹⁰. It is the most densely populated province in the country. Population analysis indicates that 85% population is less than 45 years of age. This broader paradigm indicates that Khyber Pakhtunkhwa has the youngest population in the country. It is a potential asset as well as threat to the very social fabric of the society if not provided quality education.

Table No. 11: Population composition and projection

Age Cohort	1998			2011*		
	Both	Male	Female	Both	Male	Female
0-4	2.89	1.48	1.4	4.14	2.12	2.00
5-9	3.02	1.58	1.44	4.32	2.26	2.06
10-14	2.47	1.31	1.16	3.54	1.88	1.66
15-19	1.87	0.95	0.91	2.68	1.36	1.30
20-24	1.46	0.71	0.75	2.09	1.02	1.07
25-29	1.19	0.58	0.62	1.7	0.83	0.89
30-34	0.98	0.49	0.49	1.40	0.70	0.70
35-39	0.74	0.38	0.37	1.06	0.54	0.53
40-44	0.76	0.37	0.4	1.09	0.53	0.57
45-49	0.61	0.3	0.3	0.87	0.43	0.43
50-54	0.55	0.28	0.26	0.79	0.40	0.37
55-59	0.35	0.18	0.16	0.50	0.26	0.23
60-64	0.33	0.18	0.15	0.47	0.26	0.21
65-69	0.18	0.1	0.08	0.26	0.14	0.11
70-74	0.17	0.1	0.08	0.24	0.14	0.11
75+	0.17	0.1	0.75	0.24	0.14	1.07
Total	17.74	9.09	9.32	25.40	13.02	13.35

* projected @ 2.8% Growth Rate per annum.

¹⁰ 2010 projected population.

2.12. **Enrolment**

Legal school going age is 5-9 years. Students are enrolled in Kachi class and moved upto grade 5 in six years. Category wise enrolment of Public and Deeni Madaris is as under;

Table No. 12: Category wise enrolment

School Level	Boys	Girls	Total
Primary	1815795	960847	2776642
Middle	142238	77449	219687
High	384743	177825	562568
Higher Secondary	127824	77075	204899
Total	2470600	1293196	3763796

Table No. 13: Private Sector Schools*

School Level	Boys	Girls	Total
Primary	119129	83922	203051
Middle	252876	107208	360084
High	406823	164224	571047
Higher Secondary	117090	52827	169917
Total	895918	408181	1304099

* Projected @ 6% Average Annual Growth Rate

Table No. 14: Deeni Madaris

Religious Level	Boys	Girls	Total
Hifz-o-Tajweed	123750	24413	148163
Mutawasta	13317	2773	16090
Aamma	11033	2042	13075
Khaasa	7720	1439	9159
Aallia	4300	866	5166
Doura-e-Hadith	2934	543	3477
Iftta	152	69	221
Others	4281	553	4834
Total	167487	32698	200185
			0.20 million

Female enrolment in Public Sector is just 34% while in case of private schools it is 31%. In case of Deeni Madaris the female percentage is 16%.

2.13. **Main reasons of low retention and high dropout**¹¹

- Education department's insufficient resources to support a good monitoring system.
- The quality of education in government schools is considered poor while lower middle and middle strata of the society sending their children to private schools.
- The record for transition from government to private schools is not properly maintained to track the children, though a system exists to keep such record during verification of "School Leaving Certificate" from an institute the child is getting admission into.
- Girls' education remains a low priority for poor and conservative families preferring sending them to a religious school to practice Islamic teachings to address the inner fear of the girls' empowerment.

¹¹ Research study (2007) conducted by Mr. Hamid Naveed Khan, District Coordinator, UNICEF, Swabi.

- Non-existence of middle-schooling opportunities for girls discourages parents to value the primary school education.
- Inadequate space and facilities in schools and corporal punishment scare the children away from schools.
- Socio-cultural constraints including observance of 'purdah' and societal pressures to keep growing girls home contribute to the drop out at class-3 and beyond.
- Migration of the tenant community and families movement to big cities in search of jobs.
- Girls reportedly kept at homes to help mother in household chores.
- Teachers absenteeism.

Table No. 15: Class-wise Drop-Out, Repetition and Promotion Rates

Rates	Kachi	Pakki	Class-2	Class-3	Class-4	Class-5	Class-6	Class-7	Class-8	Class-9
Drop-Out Rate	11.52%	6.80%	6.63%	6.35%	9.26%	15.06%	7.83%	5.63%	15.16%	13.45%
Repetition Rate	7.17%	6.45%	6.09%	5.75%	5.80%	7.98%	6.78%	4.74%	4.48%	3.66%
Promotion Rate	81.31%	86.75%	87.28%	87.90%	84.94%	76.96%	85.39%	89.64%	80.36%	82.88%

About 25% dropout at Kachi, Pakki and class 2 means that the children relapse into illiteracy and added to vast pool of left out illiterates.

2.14. Human Resource

Most precious resource with institutional knowledge of centuries. Utilities of all other inputs greatly depend upon quality of human resource.

Public Sector (Category & Gender wise)

Table No. 16: Teaching Staff

School Level	Male	Female	Total
Primary	45412	25591	71003
Middle	9385	5458	14843
High	16223	5742	21965
Higher Secondary	5589	2314	7903
Total	76609	39105	115714

Table No. 17: Non-Teaching Staff

School Level	Boy's Schools	Girl's Schools	Total
Primary	11905	8581	20486
Middle	3201	2059	5260
High	7467	2991	10458
Higher Secondary	2950	1305	4255
Total	25523	14936	40459

Table No. 18: Private Sector (Category & Gender wise)

School Level	Male	Female	Total
Primary	4234	7052	11286
Middle	9364	11001	20365

High	14983	13360	28343
Higher Secondary	4860	3802	8662
Total	33441	35215	68656

Table No. 19: Non-Teaching Staff

School Level	Male	Female	Total
Primary	1331	820	2151
Middle	2235	1119	3354
High	4418	1365	5783
Higher Secondary	2619	463	3082
Total	10603	3767	14370

Table No. 20: Deeni Madaris – Teaching Staff

Religious Education Level	Male	Female	Total
Hifz-o-Tajweed	7547	1573	9120
Takhtani	1749	260	2009
Moqouf Aalah	1191	205	1396
Daura-e-Hadith	926	580	1506
Iftah	376	79	455
Total	11789	2697	14486

Table No. 21: Student Teacher Ratio at Primary and Secondary Levels

Students : Teachers Ratio (STR) in Government Schools			
School Level	Male	Female	Total
Primary	1 : 40	1 : 38	1 : 39
Middle	1 : 15	1 : 14	1 : 15
High	1 : 24	1 : 31	1 : 26
Higher Secy.	1 : 23	1 : 33	1 : 26
Total	1 : 32	1 : 33	1 : 33

Students: Teachers ratio beyond primary level is hardly relevant because of variety of subjects and the requirement of teachers accordingly.

2.15. Community Participation

Association and involvement of community is essential for promotion of education specially at elementary level.

2.15.1. Parent Teachers Councils (PTCs)

Mobilizing communities and increasing their involvement in schools is an additional means of developing and improving the education sector. PTCs (Parent Teacher Councils) are the official parental bodies constituted in 27207 schools in the Province. Communities are very important stakeholders, which, if properly mobilized, can contribute to an extent that others cannot.

One approach to enhance PTCs as well as improve school functioning is to provide schools and PTCs funds for purchasing instructional material and undertaking minor repairs. Community contributions may be raised in some cases in order to pave the way for successful phasing out of external support.

Recently, the Govt has enhanced the financial power of PTCs from Rs. 0.250 m to Rs. 1.00 m. PTC Guide has also been developed and being updated for efficient functioning of school affairs. Keeping in view the social analysis of this province and cultural sensitivities the organizers must be well-versed with the social set up. In March 2011 Third Party Evaluation of PTCs was carried out.

PTCs elections have been carried out in 12 districts, while the balance task will be completed by June, 2012. PTC Guide revised and PTCs are being established in the light of findings of Third Party Report.

2.16. Financial resource

Out of total provincial budget, amounting to Rs. 249 billion during 2011-12, the share of Education Sector is 20%. The Govt is considering social sector as a priority sector by allocating more funds.

Table No. 22: Five - year allocation to Education Development (Development)

S #	Year		Current (Provincial)	Current (District)	Development Budget*	Total (Rs. In billions)	%
1	2006-07	(Revised Budget)	0.2	17.61	3.031	20.841	
2	2007-08	(Revised Budget)	0.22	19.71	3.526	23.456	12.55%
3	2008-09	(Revised Budget)	0.25	22.17	4.576	26.996	15.09%
4	2009-10	(Revised Budget)	0.29	25.28	6.830	32.400	20.02%
5	2010-11	(Revised Estimate)	0.41	36.8	8.557	45.767	41.26%
6	2011-12	(Budget Estimates)	0.55	38.82	10.180	49.550	8.27%

*Developmental budget with donor assistance

2.17. Existing capacity

The E&SE Department is one of the largest public sector departments in Khyber Pakhtunkhwa. There are 177,913 employees (excluding FATA), which is 47% of the total provincial government employee strength of 377132. The total budget of the E&SED for Financial Year 2011-12 is Rs.46.481 billion, which is 19.85% of the total provincial budget (Rs. 234.141 billion). There are two Directorates, presently, functioning: the Directorate of Elementary & Secondary Education Khyber Pakhtunkhwa and the Directorate of Curriculum & Teacher Education Khyber Pakhtunkhwa.

2.18. Curriculum and Syllabus

Under the Constitution of 1973, education remained a joint function of federal as well as provincial govts. At federal level, Ministry of Education formulated policies, plans as well as the national curriculum. The provinces were to develop their own planning and implementation schemes in accordance with the national education policies and plans.

Formulation, evaluation, and approval of curriculum have been the mandate of Federal Bureau of Curriculum (Curriculum Wing) established at the Federal Ministry of Education under the Federal Supervision of Curricula, Textbooks and Standards Act 1976. The Federal Bureau of Curriculum was supported by the Curriculum Bureaus in every province. These Bureaus provided the academic support to the Federal Bureau of Curriculum. The responsibility of textbook development according to the National Curriculum rests with the provincial and regional Textbook Boards. In the early 60's, the use of multiple textbooks was a very common practice in Pakistan. Later on, this practice was stopped after the creation of Provincial Textbook Boards in the government sector to develop textbooks for both public and private schools. The textbooks developed by the Provincial Textbook Boards prior to being printed and circulated required final approval from the Federal Bureau of Curriculum (Curriculum Wing) under the Federal Supervision of Curricula, Text Books and Standards Act 1976. The Curriculum Wing Committee and the National Textbook Review Committee was responsible for evaluation and approval of the textbooks. In 2007 a National Textbook and Learning

Material Policy was formulated by a committee consisting of Chairmen of all the Provincial Textbook Boards, and Joint Educational Advisor Curriculum Wing, Federal Ministry of Education.

The recent 18th Constitutional Amendment in the Constitution of Islamic Republic of Pakistan is a landmark in the constitutional history of Pakistan. Insertion of Article 25-A in the Constitution has guaranteed the provision of free and compulsory education by the state to all children in the age cohort of 5 to 16 years, 'The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law'. The amendment and insertion of Article 25-A has the potential to accelerate the pace of achievement of national and international targets towards the achievements of MDGs since right to free and compulsory education has been recognized. The implementation of Article 25-A is linked with further legislation by the Provincial Governments and the Federal Government; in case of federal territories. Khyber Pakhtunkhwa is the first province to implement the 18th Amendment by declaring Directorate of Curriculum and Teacher Education (DCTE) as Directorate for Curriculum, Syllabus and Teacher Education. Besides, draft law on Compulsory Education has been prepared and vetted by Law Department.

2.19. Recent initiatives

2.19.1. Rokhana Pakhtunkhwa Taleemi Programme

1	Name of Programme	Public Private Partnership in Education through Rokhana Pakhtunkhwa Taleemi Programme
	Duration	Dec, 2011 – Dec 2012
	Amount	Rs. 500.00 million
	Execution	Elementary Education Foundation
	Description	Provision of quality education in rural areas through strengthening the private sector. Reducing financial burden of poor parents by sharing, enhanced, school fee. Creating Government ownership of private schools system. Rokhana Pakhtunkhwa would also lead to creation of jobs. Standardization of schools. Lessening the burden on government sector by encouraging private sector. Enhance community participants in promotion of education.

2.19.2. Conditional Grant (DFID Support)

Piloted in two districts of Buner and D.I. Khan. The basic philosophy of Conditional Grant Project is to replace the Input Based budgeting with Out Put Based Budgeting (OBB). Indicators such as decrease in dropout and increase in enrolment, with cost effectiveness will be developed for budget demand. PTCs would be playing central role in implementation of activities.

2.19.3. Stoori Da Pakhtunkhwa Programme:

The purpose of the scheme is to encourage talent among the marginalized segment of society. All the top ten students of Matric and Intermediate in the disciplines of Science and Arts will be given monthly scholarships of 10000 and 15000, respectively.

2.19.4. Model Schools

To provide quality education, at affordable cost model, schools have been established under "Establishment of Educational and Training Ordinance 1971". Few such examples are Abbottabad Public School, Cadet College Kohat, Peshawar Public School, Mufti Mehmood Public School D.I. Khan, Swabi Model School Swabi, Bacha Khan Model School Buner, Excelsior College Swat, etc.

2.19.5. Development Partners:

A Memorandum of Understanding (MoU) was signed in March 2009 between Government of Khyber Pakhtunkhwa (E&SE Deptt, Finance Deptt and P&D Deptt) and seven Development Partners. The purpose of the MoU was to harmonize donor's support to the Elementary & Secondary Education Sector in the Province so as to avoid duplication of efforts and ensure effective utilization of funds provided by the donors. Different donors/NGOs had signed MoU with the E&SE Department.

2.19.6. Bilateral

1	Name of Donor	DFID (UK)
	Name of Programme	Interim Support of DFID (UK) to the Khyber Pakhtunkhwa
	Duration	2009 – 2011
	Amount	£28 million (budgetary support)
	Description	<ul style="list-style-type: none"> • Provision of Free textbooks to all student of Class 1-12 • Stipends to female students from class 6 to 10
	Name of Programme	Khyber Pakhtunkhwa -Education Sector Reforms Programme
	Duration	2012 – 2016
	Amount	£203 million
	Funding Type	<ul style="list-style-type: none"> • 60% Budgetary Support • 30% Schools construction • 10% Technical Assistance Consulting Engineering firm (TACE), in consultation with Govt Of Khyber Pakhtunkhwa (C&W and E&SE)
Description	<ul style="list-style-type: none"> • Improved literacy, numeracy and critical thinking • Improved school performance • Girls Stipend Programme and voucher scheme • Collaboration with (i) madaris and (ii) the low cost private sector schools • Strengthening community level management • Improving teacher management • Return to learn opportunities for (i) boys and girls and (ii) older women • Establishment of Internal Audit System and Output-Based Budgets 	
3	Name of Donor	GIZ-Germany
	Name of Programme	German Development Cooperation, Education Sector Development Programme Khyber Pakhtunkhwa
	Duration	2008 – 2015
	Amount	€14.5 million (Technical assistance)
	Description	<p>The Education Sector Development Programme has three components:</p> <ul style="list-style-type: none"> • Governance structures • Capacity development, and • Quality and relevance.
5	Name of Donor	Canada-Ausaid
	Name of Programme	Communication for Effective Social Service Delivery (CESSD) in Education Sector-Khyber Pakhtunkhwa
	Duration	2008 – 2015
	Funding Type	<ul style="list-style-type: none"> • Technical Support

	Description	<ul style="list-style-type: none"> • Training of Parent Teachers Councils (PTC) • Training of Assistant District Officer (ADO)-Circle • Facilitation for Teachers Guide and Manuals
6	Name of Donor	Norwegian
	Name of Programme	Basic Education Improvement Project
	Duration	2003-4 to 2009-10
	Amount	Rs. 640.014 million (Grant)
	Description	<ul style="list-style-type: none"> • Training of Mangers and Mentor support teachers. • Main streaming of Madrasa education • Strengthening and Re-activation of PTCs • Construction of local circle offices.
7	Name of Donor	CIDA-Canadian
	Name of Programme	“Capacity Building of Elementary Teachers Training Institutions in Khyber Pakhtunkhwa” Pak- Canadian Debt For Education Conversion.
	Duration	2006 – 2013
	Amount	Rs. 1035.319 Million
	Funding Type	Canadian Debt For Education Conversion
	Description	<ul style="list-style-type: none"> • Capacity Building of Elementary Teachers • Improvement in Existing Facilities of Teachers Training Institutions
8	Name of Donor	Germany
	Name of Programme	Debt for Education Swap-II
	Duration	2005 – 2011
	Amount	Rs. 928.568 million.
	Funding Type	Debt for Education Swap-II
	Description	<ul style="list-style-type: none"> • Construction work • Provision of library books to schools
9	Name of Donor	USAID
	Name of Programme	Reconstruction of damaged schools in Malakand Division
	Duration	2009 – 2012

2.19.7. Multilateral Donors:

1	Name of Donor	World Bank¹²
	Name of Programme	North West Frontier Province Development Policy Credit
	Duration	2006 – 2009
	Amount	US \$ 130 million (Loan)
	Description	Credit for policy reforms.

2.19.8. UN Agencies

1	Name of Donor	World Food Programme
	Name of Programme	Promotion of Primary Education for Girls in selected districts of Khyber Pakhtunkhwa
	Duration	2005 - 2012
	Funding Type	In kind (Food)
	Description	<ul style="list-style-type: none"> • To promote Primary Education for girls in Rural Food insecure areas and increase female literacy. • To increase enrolment, reduce dropouts, and improve

¹² International Development Association Program Document May 8,2007

		<p>attendance and retention rate in selected Girls Primary Schools.</p> <ul style="list-style-type: none"> To reduce absenteeism of female teachers and to enhance their role by frequent interaction with the community
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2	Name of Donor	Norwegian
	Name of Programme	Assistance to BEIP-II for repair/rehabilitation of flood affected Girls Schools in Khyber Pakhtunkhwa
	Duration	Jan 2011 - Dec 2012
	Funding Type	Rs. 450 Millions
	Description	Repair/Rehabilitation of 137 flood affected girls schools in 12 districts of Khyber Pakhtunkhwa.

2.20. Disasters

2.20.1. Earthquake 2005

Earthquake hit Hazara Division and Shangla District of Khyber Pakhtunkhwa. Educational institutions, due to large number, were the worst affected.

Table No. 23: Detail of damaged infrastructure and rehabilitation

Progress	Primary			Middle			High			Higher Secondary			Total Units		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Total Institutions damaged	1224	559	1783	174	60	234	101	21	122	17	6	23	1516	646	2162
Construction completed	217	169	386	31	26	57	25	9	34	6	2	8	279	206	485
Under construction	594	264	858	86	26	112	52	9	61	4	3	7	736	302	1038
Tendering Process	393	115	508	55	5	60	21	3	24	7	0	7	476	123	599
Designing	20	11	31	2	3	5	3	0	3	0	1	1	25	15	40
Total	1224	559	1783	174	60	234	101	21	122	17	6	23	1516	646	2162

Final survey list of Earthquake and Rehabilitation Authority (ERRA) had vital omissions as about 910 schools, partially damaged and demolished, were not included. Such schools have been placed in the category of "Non-strategy schools". Detail of such schools is as below;

Table No. 24: No Strategy Schools

S#	District	Sector	No. of facilities
1	Abbottabad	Education	62
2	Mansehra	Education	333
3	Battagram	Education	94
4	Shangla	Education	75
Total			564

2.20.2. Militancy Hit damaged schools Infrastructure of Khyber Pakhtunkhwa.

The Law & order situation started worsening in district Swat engulfing the whole of Malakand Division. The most effected districts of Malakand Division are;

- Buner
- Dir Lower
- Dir Upper
- Shangla
- Malakand

A total 640 schools were damaged out of which 273 schools fully damaged and 367 schools were damaged partially.

2.20.3. Militancy damaged schools other than Malakand Division:

Total 94 schools including 50 fully and 44 partially damaged schools due to bomb blast in districts other than Malakand Division.

2.20.4. Floods 2010

In Khyber Pakhtunkhwa this was the worst ever flood since 1929 and 25 districts are said to be hit. Many people have been affected. Charsadda, Swat, Nowshera, Peshawar, DI Khan, Shangla and Upper Dir were the worst affected districts. A total 1694 school were damaged due to flood 2010 including 152 fully and 1542 partially damaged.

2.21. Resource Allocations

Resource allocation under the budgetary arrangement of the province are made as current budget (salary and non-salary budget) compiled and released by the Finance Department.

Developmental budget is prepared by the department, vetted and approved by the Planning and Development Department as part of Annual Development Programme (ADP)

Table No. 25: Development Budget 2002-03 to 2014-15 (Rs. In million)

Rs. in Millions					
S.No	Year	Allocation	% increase	F.A Allocation	Local & F.A.
1	2002-03	985		348	1,333
2	2003-04	1,769	80%	344	2,113
3	2004-05	1,903	8%	834	2,737
4	2005-06	2,295	21%	406	2,701
5	2006-07	2,754	20%	277	3,031
6	2007-08	3,526	28%		3,526
7	2008-09	4,576	30%	-	4,576
8	2009-10	5,574	22%	1,256	6,830
9	2010-11	7,115	28%	1,442	8,557
10	2011-12	7,115	0%	3,065	10,180

Table No. 26: Current Budget E&S Education Department 2002-03 to 2014-15 (Rs. In million)

Rs. In million				
Base year	Salary	N-Salary	Total	% increase
2002-03	8022	801	8823	
2003-04	9217	1161	10378	18
2004-05	11056	1200	12256	18

2005-06	14,119	760	14,879	21
2006-07	15,531	836	16,367	10
2007-08	17,084	919	18,003	10
2008-09	19,840	1051	20,892	16
2009-10	30,943	1028	31,970	53
2010-11	34,937	2003	36,940	16
2011-12	38,992	2180	41,172	11
2012-13	48,740	2725	51,464	25
2013-14	60,925	3406	64,331	25
2014-15	76,156.02	4,257.15	80,413	25
Note: Projected increase of 25% per year due to increase every year in the budget				

During 2010 schedule rates for construction were enhanced by 20% while taking into accrued annual population growth of 2.8% and increased in scheduled rates the developmental programme from 2009-10 remained around 7 billion rupees which means almost 23% less allocation in real terms.

Increase in budget allocation during 2009-10, 2010-11 and 2011-12 may be attributed to expansion but also to increase in salaries and escalation in the prices of consumable and utility bills.

2.22. Demographics

- With 428 persons cultivated per square kilometer population densely, the province is on the top in the country.
- Population of the province was 17.7 million in 98 while the current estimated population is 24.78 million.
- The data indicates that Khyber Pakhtunkhwa province has the most youngest population as 85% falls under 45 years of age. It can prove an asset provided the population is properly educated otherwise it may lead to social anarchy.
- The reason for having majority of younger population is early marriages, poly marriages, high fertility rate and social resistance to birth control and birth spacing.

Why Education Sector Plan?

- **Why Education Sector Plan (ESP)?**
- **Salient features of ESP**
- **Mission**
- **Vision**
- **Goal**
- **Way forward**

Chapter – III

3. Education Sector Plan (ESP)

3.1. Why an Education Sector Plan (ESP)?

National Education Policy 2009 gives an overall assessment of the situation and set the broader objectives towards achievement of desired goals.

A critical analysis of past educational policies reveals that the goals were only partially achieved. Again ambitious targets were set for, yet another, educational policy. Main reasons for non-achievement of goals may be attributed to lack of political ownership, continuity and allocation of resources. All the National Education Policies were framed at Federal level, and purportedly, in consultation with the provinces. Education is a provincial subject, specially the Elementary Education. Provinces could not, due to scarcity of resources and lack of political will, make budgetary provisions as per actual requirements.

To translate the policy guidelines of National Education Policy into action, with a clear road map, strategic planning is required. National Education Policy has many options but under Strategic Planning we may opt for viable options.

Even Sector Plan is not enough unless an Action Plan is developed at Provincial Level.

Implementation framework of National Education Policy, 2009 recognizes the centrality of the Provinces in implementation of Policy measures.

Due to variation in the districts, and Khyber Pakhtunkhwa Province has a distinct history of evolution of districts as discussed elsewhere, there is need to develop District Strategic Plan alongwith District Action Plan (DAP).

Once this Education Sector Plan is finalized and put into operation, District Strategic Plan will be developed. ESP is flexible and rolling plan as it will enable the Elementary & Secondary Department to make course-correction in the Plan as we move on.

3.2. Salient features of ESP

During revision the ESP has been restructured with re-costing. Its main features are;

i. An introduction of Khyber Pakhtunkhwa Province

Its evolution to the current status with brief history of districts, Social Balance Sheet of Pakhtun Society, Socio Economic indicators, Geo-Strategic importance and Demographic features.

ii. Socio-economic analysis

A brief analysis to portray the real picture. On the basis of socio economic and geographic analysis, strategy has been devised. It will be also helpful in analysis of risk management.

iii. Existing situation

Organizational set up, resource allocation, physical environment, demographic analysis, enrolment, human resource and current capacity has been explained.

iv. Political and Bureaucratic ownership

ESP has been approved by the provincial Govt. It has been analyzed and concurred by the Finance and Planning & Development Department and finally approved by the Chief Minister, Khyber Pakhtunkhwa.

Prior to approval exhausted briefing were given to all the stakeholders, including donors and standing committee of provincial assembly on education. All the political parties have representation in the standing committee.

The valuable inputs by the departments, donors and public representative have contributed in reshaping the ESP. Broader consultation with the educationists and private sectors were also held.

The consultation in the preparatory stage would continue during the implementation of ESP.

v. Integrated Approach

The Sector Plan signifies the initial steps towards a comprehensive long-term approach to improve the service delivery. The Sector Plan represents the future course of policy and actions of the government of Khyber Pakhtunkhwa over the next five years upto 2015-16. It is an indigenous and conscious effort of the Elementary and Secondary Education Department to set a course to manage the education reforms agenda effectively with a systematic and coordinated approach.

It symbolizes the first step in overcoming the, hitherto, piecemeal approach of non-coordinated government and bilateral cooperation interventions. The Sector Plan approach will entail critical review, adjustments and gradual 'mainstreaming' of on-going programmes and projects into one coherent long-term approach.

The present plan will be further developed in the next stage within an operational framework to serve as the basis of annual development and recurrent budgeting and review. To ensure that investments are planned, and managed, in a systematic and sustained manner consistent with the long-term goals and objectives. The Sector Plan will be systematically translated into prioritized activities and timelines in the form of Annual Work Plans.

The Sector Plan will form the basis of:

1. Communication to ensure that all stakeholders and partners have equal information and understanding
2. The annual budget, to ensure a regular recurrent budget which sustains investments, and a development budget which follows agreed plans and priorities.
3. Plans for consolidating and upgrading existing educational facilities, institutions and efforts to meet the modern world challenges in education.

It will be a working document and the basis for annual budgeting and review and donor coordination. The plan will be further developed on the basis of yearly updates and reviews by the E&SE Department to ensure relevancy, ownership and sustainability. Capacities of all relevant staff will be built according to the approved Capacity Development Plan which seeks to provide the necessary capacities for a successful implementation of the sector plan.

The Education Sector Plan, 2007-08 to 2015-16¹³, is a strategic tool for promoting development in the education sector, specifically in the Elementary & Secondary Education. It is intended to serve as

¹³ The basis of the costing is 2007-08 EMIS data, therefore, the plan period is from that academic/financial year.

a guideline for the preparation of the Annual Development Programme as well as a monitoring and evaluation tool to measure progress in the sector. This is a living framework for actions, open to review and adjustments during its lifespan in the light of new developments in different subcomponents. The targets set in this document are in accordance with the Millennium Development Goals (MDG) and Education for All (EFA) to which Pakistan is a signatory; the National Education Policy; PRSP; ESR and the Khyber Pakhtunkhwa Comprehensive Development Strategy (CDS) 2010-15 and the approved Capacity Development Plan (CDP) 2010-2015. The importance of the implementation of the latter two documents, specifically, is huge in the light of the 18th Amendment, but also with increased salaries, CSR, increased responsibilities and future financial constraints.

vi. Course correction

And effort has been made to provide in-built mechanism of flexibility. Continuous review, monitoring and evaluation would ensure on time course correction. The strategy is thus not based on straight-jacket recommendation.

vii. District Strategic Plan (DSP)

Due to inter and intra region socio-economic and geographic disparities district strategic plan will be developed. DSP would ensure more focused approach. It would be helpful in developing synergy, both for local and international efforts, better coordination among all the stakeholders and avoiding duplication. DSP will provide linkage between the district development and the provincial strategy.

Elementary education has close nexus with other social sectors like rural developed and health sectors. Thus one of the objective of DSP to develop a local strategy and action plan with sectoral coordination and active participation of the community. Overall aim to develop a broader strategy at the provincial level and strategize at district level.

viii. Gaps

a) Resources

Additional financial allocation is required both for development and managerial purposes. While we see substantive increase in financial allocation the impact has not been proportional. Thus not only financial resources are relevant but can be more productive with the development of human resources and its management. Capacity development strategy (CDS) preparation is the first step towards this direction but it has to be translated into action.

b) Governance

It includes managerial as well as policy decisions. At both levels these are issues ranging from merit based policy decisions and efficient management. It is also one of the reasons for wasteful expenditure. There is need to develop capacity performance indicators leading to accountability and efficient utilization of resources.

Parliamentary system federalism has its own implications but we have to work with it, and follow the best parties elsewhere.

At managerial level there is needed to put in place institutional mechanism to develop internal control with regard to audit accounts and financial management. Independent data

collection is vital for planning and devising future strategy the existing system is flawed due to lack of independent data collection, its quality, credibility reporting and analysis for remedial measure. There are many areas lacking baseline and benchmark.

Under ESP there will be special force on this aspect so that measure the progress and impact of policies.

c) Ownership

Ownership is essential to ensure continuity and success of policy and programmes. A good strategy must take into account this important aspect. Ownership is required at all the levels that are political, bureaucratic and community. The past experiences vouch for the fact that a Govt.-specific planning lead to abrupt ending with more damage than it conceived benefits.

This aspect of ownership was thoroughly deliberated upon at the preparatory stage of ESP. based on past experiences a strategy was devised to develop consensus among the managers of education, planning and finance. It was to be followed by developing ownership at the level of political leadership, community and the bureaucracy with regard to community the participation is to be ensured through the Parent Teachers Councils and other Non-Governmental Organizations.

3.3. Mission

The mission of education in Pakistan, according to the Education Sector Reforms (ESR), is:

“Developing human resources in Pakistan as a pre-requisite for global peace, progress and prosperity”

The Pakistan Development Forum has further elaborated the mission for education in Pakistan in these words:

“The National Education System exists to meet the basic learning needs of our society emphasizing basic literacy and life skills; increase access to and completion of quality education; address gender, geographical and structural disparities; and enhance the efficiency of education governance.”

3.4. Vision

Complementing this Mission, the Vision for the education sector is as follows:

- Provide quality education, enabling all citizens to reach their maximum potential;
- Produce responsible and skilled citizens;
- Integrate Pakistan into the global framework of human-centred economic development.

The National Education System should be meaningful and relevant in order to alleviate poverty and sustain growth through the provision of quality education for all Pakistanis, without discrimination, thus facilitating the creation of a knowledge-based society. (Pakistan Development Forum)

3.5. Goal

The Vision, in turn, has helped to inform the Goal of education in Pakistan:

"Human capital increased; better educated and skilled citizens; progress, peace and prosperity in Khyber Pakhtunkhwa Province".

The mission and vision are consistent with the EFA and MDGs and the objectives of the National Education Policy, Education Sector Reforms (ESR) and CDS.

The achievements under the Provincial Reforms Program show good progress in meeting the challenge of the MDG to reach universal primary education by the year 2015. Khyber Pakhtunkhwa has made considerable progress in enhancing school enrolment, as well as the ratio of female-to-male in the system and literacy rates. However, much still remains to be done.

3.6. Way forward

Based on available data, analysis of existing situation, gaps and constrains future strategy and road map has been prescribed. As the ESP gets under way, due to in-built mechanism of review, the Department would be in a position to constantly analyze the situation and initiate the corrective measures.

Districts Strategic Plan would further facilitate focused approach at the level of basic unit of administration.

Part – II

Strategy

Enhancement of Enrolment

- **Enhancement of Enrolment**
- **Reasons of low enrolment and high dropout**
- **Measures to maintain retention**
- **Enhancement of enrolment**
- **Background**
- **Issue**
- **Objectives**
- **Recommendations of the Khyber Pakhtunkhwa Education Commission**
- **Projections with Simulation Model**

Chapter-IV

Based on edifice demographic historical and socio-economic peculiarities of Khyber Pakhtunkhwa a viable strategy for Education Sector Plan is to be devised. Learning from the past educational policies and programmes can lead to deducing viable conclusions; provided critically analyzed.

What strategically options are available to us under given circumstances and how the same are to be strategized are some of the pertinent to questions begging answers.

A strategy can only be viable if based on critical analysis with clear road map of operational plan for achieving the set objectives and goals.

Any strategy must address constitutional legal, managerial, financial social and administrative issues.

4. Enhancement of Enrollment

Enhancement of enrolment requires a comprehensive strategy. It is not to be viewed as, merely, an increase in number of learners. Decrease in dropout and retention is essential to enhance, and sustain, the enrolment in real terms. This issue can not be tackled in isolation. Many related factors such as improving social and physical access, quality improvement and community mobilization are to be addressed. Factors contributory to enhancement of enrolment in real terms are briefly discussed.

4.1. Reasons of low enrolment and high dropout

4.1.1. Social Access

Due to cultural issues in Khyber Pakhtunkhwa such as unwillingness of parents and gender bias are some of the causative factors. Deteriorating law and order situation is a negative factor limiting social access specially in case of female.

Social and religious conservancy are some of the perception barriers. Gender bias is patent social factor. Modern education is equated with “westernization” and female schools are the targets of militants. An environment of fear has traumatized, specially, female children.

4.1.2. Physical Access

The climate of Khyber Pakhtunkhwa varies immensely from region to region and within the districts. Due to climatic and geographic constraints schools in most of the areas are not in easy reach of all the communities, to be safely accessed by girls and younger children or adapted to the needs of the disabled. Absence of middle or primary female school may cause dropout as locals resent co-education.

4.1.3. Gender access

Cultural and attitudinal barriers include traditional assumptions about gender roles, discrimination on the basis of gender, ethnicity or other basis, or perceptions of the “in- educability” of certain groups (e.g. disabled children, or children of particular indigenous groups or girls).

Income distribution, urban-rural divide, as well as male-female differences determine the varying access to education. There are also wide variations across gender within urban as well as rural areas with males enjoying a higher access than females.

4.1.4. Economic Access

About three quarters of the population in Khyber Pakhtunkhwa are wholly or partially dependent on agriculture and this includes many of the poorest households. About 70% of the value of production is crops and 30% livestock products. Devastating floods in the summer of 2010 rendered 20 million people homeless, submerged 50,000 sq. kilometres and inflicted a massive damage of \$10 billion to public and private infrastructure as well as wiped out an estimated 2% points from the growth rate. About one-third population lives below poverty line. Locals cannot afford to arrange transport and accommodation due to poverty. Investment in female education is considered as “non-profitable”.

4.1.5. Community Participation

For improving quality of education and retaining students in school, community participation is essential. In this context, Parents-Teacher Councils (PTCs) were established in schools but most of these bodies remained disorganized and ineffective. Lack of effective community participation is one of the main factor in limiting enrolment and high dropout. Redressal of socio-economic problems is a long term process. These problems are even beyond the scope and capacity of education managers. It is through community mobilization, creating awareness and motivation that the goals can be achieved.

4.2. Measures to maintain retention

4.2.1. Quality Education

The Students: Classroom Ratio (SCR) is higher than the standard (i.e. 40:1), therefore it is difficult to maintain access to quality education in all public sector schools. Beside the high SCR, the low quality of teaching is another hindrance in access to quality education. Teacher’s absenteeism and high Students:Teacher Ratio (STR) also affect the quality. Besides the above, the poor physical environment of the public sector schools also plays part in the low quality of education. Like most of the public sector primary schools are two room’s schools with single teacher having no basic facilities like electricity, water, boundary wall, latrines etc. Moreover, the cleanliness condition of the building especially that of the class rooms and lawns is the discouraging factors to achieve the quality education.

4.2.2. Teachers

4.2.2.1. Availability

Availability of the qualified teachers especially in the science subjects is the main problem. In rural areas female teachers are not available even at minimum prescribed qualification criteria, hence criteria relaxed but still shortage is being experienced in some districts. Most of the schools are without qualified Head Teachers.

4.2.2.2. Motivation Level

Low motivation of teachers also affects the quality. Reward-punishment mechanism rarely applied which de-motivates the teachers.

4.2.2.3. Capacity

There is no continuous professional development and feedback system which leads to poor quality of human resources, i.e. teachers, which affects the quality of education adversely. Another factor is the command on subject by the teachers.

4.2.3. Needs based Education

The current curriculum is merely based on literacy and numeracy. The market oriented education is a big issue. Parents and students have less incentives to continue with leads to low retention.

4.2.4. Community Mobilization

The Education department is having more than 50% workforce of province. This department has 27,000 schools throughout the province. The monitoring of such huge number of scattered schools is a real challenge for the government. To improve the quality in all the schools the government has decided to involve the parents in schools monitoring. The concept evolved in early 90s in its raw form in Khyber Pakhtunkhwa. The concept was refined more in 90s and early 2000 by giving the PTCs the administratively controlled financial powers. In 2007 it was decided that PTCs should be given more financial and administrative authority for improving quality of education in the schools.

It is a bigger challenge for the government to mobilize the community for ensuring active participation by the parents in the school day to day affairs.

Community can play a vital role in improving quality of education once they are mobilized and their trust is gained.

4.2.5. Awareness

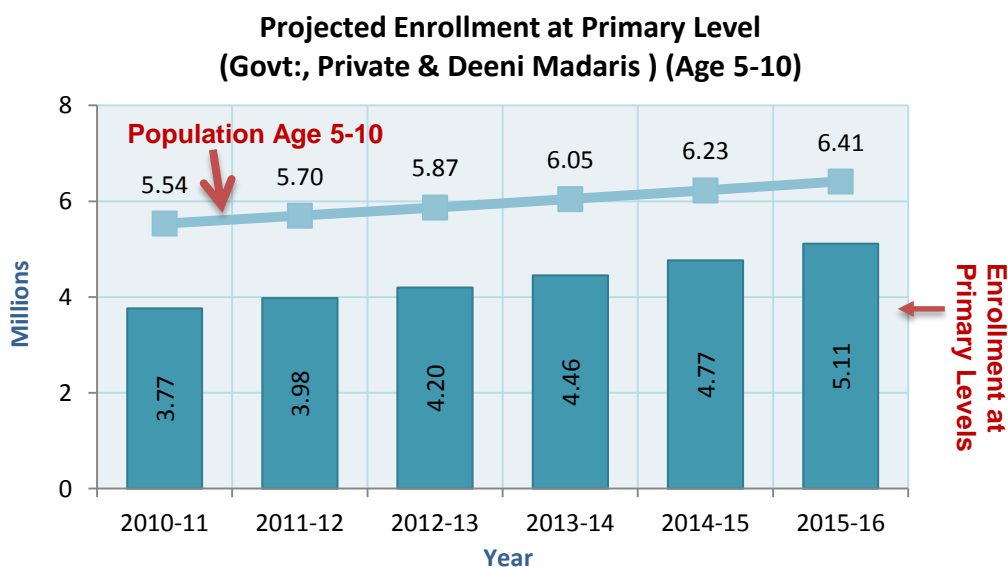
Awareness means educating the community regarding the importance of quality education. Communication is one of the tools for awareness raising in the community.

4.3. Enhancement of enrolment

Education Development, quantitative expansion to meet EFA and MDG targets by increasing the enrolment. Provision of teachers, improvement of physical environment, stipend to female students and active role assignment to PTC are some of the catalysts to enhance the enrolment.

4.4. Background

The goal is Universal Primary Education (UPE). Primary education in Khyber Pakhtunkhwa includes the early-childhood year, Kachi, so that the primary cycle consists of six years from age 5+ to 10+. The 5-10 age group population in Khyber Pakhtunkhwa in 2010-11 was 5.4 million. Demographic projections based on the 1998 census indicate an increase of a further 0.88 million children between the periods 2010-11 to 2015-16, when the total 5-10 age year population will reach 6.41 million.



UPE would involve an increase in enrolment from the present 3.77 million to 5.11 million by 2015-16, a total increase of about 1.13 million. About half that increase would come from increasing entry to Kachi class; the other half would come from keeping children in school instead of dropping out before the end of the cycle. For the increase to happen, all sectors – public, community schools, private and Deeni Madaris – will have to play an increasing role in enrolling primary students, and keeping them in school.

There were 37,988 educational institutions of various categories in Khyber Pakhtunkhwa in 2010-11. 27,207 (72%) were provincial government institutions, 6,101 (16%) non-provincial government institutions (including private sector) and 4,680 (12%) Deeni Madaris. Current enrolment demonstrates the main provider of education is still the public education system and thereby considerable responsibility rests on government shoulders to carry forward the mission of providing education for all. In 2010-11, 3,763,796 children of all levels were enrolled in government schools, 1,304,099 in private sector schools and 200,185 in religious institutions (Deeni Madaris). At the primary level, enrolment in government schools was 2,776,642 in madrassas 72,493 and in private and other non-provincial government schools 914,846. The overall picture cloaks sharp disparities in enrolments between districts; so some areas will demand more attention than others to overcome these differences.

The overall Apparent Intake Rate of Age 5+ which is 84% in 2010-11 will have to be boosted over the next few years to enroll the approximately 284,334 children aged 5+ who are currently not entering the Kachi class, and then up to 284,482 children annually who will join the 5-year-old age group by 2015.

Education indicators of girls (public-private sector combined) GER of 72% (Age 5-9) and 58% (Age 5 to 10) in Khyber Pakhtunkhwa have traditionally been low compared to boys (public-private sector combined) GER of 97% (Age 5-9) and 77% (Age 5-10). Substantial efforts, however, over the last few years have been made to increase girls' enrolments through various incentives and schemes. Girls' education has been a declared policy initiative of the government which has yielded positive results, although with much still remaining to be done. At the same time, the effects of such policy on stagnating boys' enrolments needs to be carefully examined and remedial measures introduced without delay.

The low female enrolment in private sector institutions, 69% for boys and 31% for girls, is also a concern. This clearly indicates a need for an in-depth analysis into this phenomenon as households with reasonable incomes are not sending their girls to private schools. Hence, the low female enrolment rates suggest there are very strong societal attitudes and forces at work, depriving girls' opportunities and participation in education. Very committed and focused interventions will be required over the medium and long terms to overcome this apparent negative societal attitude.

The government, through innovation and change in its policy and strategy, can overcome the issue of access and disparities across districts, keeping in view their socio economic conditions and geographic location. Stagnating enrolments over the course of the last few years in general suggest diverse and district/area specific strategies need to be adopted to overcome this problem. Furthermore, policy makers still seem shy to tap the huge influence potential that exists within the non-formal religious sector namely, Deeni Madaris and clergy, to address the problem of access especially for females. The considerable role and the influence exerted by religious leaders at all levels of the community in the sphere of education have always been neglected. The religious

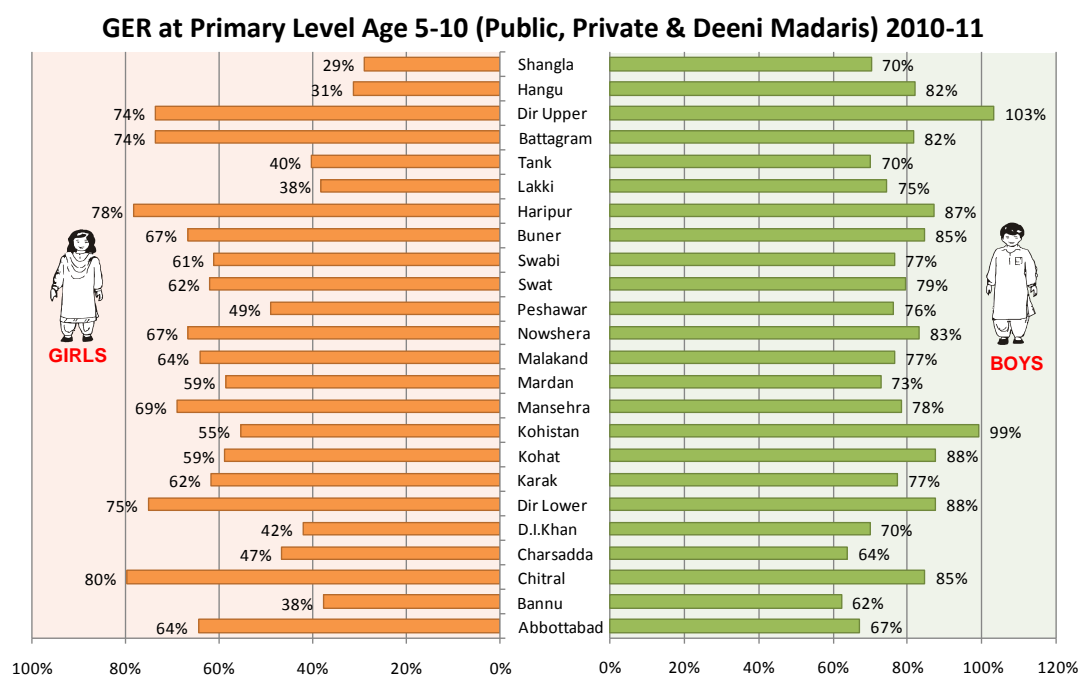
leaders are significant moulders of public opinion and need to be properly cultivated within an arrangement of mutual cooperation, trust and respect.

Unless this large and well-established community of religious leaders and opinion makers are taken into confidence and brought within the loop of regular government policy interventions, the road to UPE will continue to fall short of meaningfully achievable objectives and targets.

The outlet from primary school is another concern. The age of entry to middle school, 11+, is one which in many countries is seen as part of primary school, and is much too young for children to be leaving school. However, the capacity for absorbing increased transition from primary to middle classes is inadequate. There are only 1,642 female and 2,957 male Middle and Secondary schools, compared with the 7,838 girls' primary schools and 14,770 male.

4.5. Issue

The primary education sub-sector has traditionally been the main target of government efforts in its pursuit of UPE. However, there are serious societal and cultural issues that form parental opinions about school and schooling, some of which cause an unwillingness of many families to send all their children to school. These underlying factors need to be identified and addressed in policy. Problems contributing to low enrolment are not confined to low resource supply but are coupled with high population growth (roughly 2.63% annually¹⁴), so education planners also need to take into consideration the following hard realities which rarely figure in government plans.



The components of this harsh reality include:

- Lack of overall community interest in education.
- No compensation for the opportunity costs to poor families and lack of ownership by community and district governments of educational programmes.
- Out-dated teacher attitudes and apathy at critical formative stages of schooling encouraging high drop-out.
- Lack of teacher commitment and non-availability of qualified teachers especially in rural areas.

¹⁴ Planners now consider these population projections are probably too high, so that the projected needs may well be lower than shown here.

- Low teacher competencies at the level of induction.
- Problems of female mobility.
- Weak coordination with private and religious sectors hindering a joint strategy to address the problem of education.
- Lack of capacity at all levels.
- Education programmes/strategies mainly supply-side driven and based on ambitious plans and unrealistic assumptions.
- Lack of support for education from community and dearth of home grown ideas and initiatives. and
- Political interference which has become the major government issue.

An effective way to address the problems is to base strategies on localized approaches rather than centralized strategies which render few results. The multifaceted plans and strategies are predominantly based on supply driven approaches taking into account resources and how best to utilize funds rather than how best to address issues and resolve problems. As a result, substantive investments without realizing targeted objectives as plans and strategies are not suited to the practical requirements of the situation.

4.6. Objectives

The Dakar Framework for Action on Education For All (EFA) adopted in April 2000, the Millennium Development Goals (MDGs), Poverty Reduction Strategy Paper of the Government of Pakistan and the Provincial Reforms Programme (PRP) of the Government of Khyber Pakhtunkhwa define the policy framework for education in Khyber Pakhtunkhwa, the objectives of which include:

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable disadvantaged children;
- Ensuring that by 2015 all children with special emphasis on girls and children in difficult circumstances have access to and complete free and compulsory primary education of good quality (EFA & MDG);
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning, life skills and citizenship programs;
- Achieve a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic and continuing education for all adults;
- Eliminating gender disparities in primary and secondary education and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills (EFA & MDG);
- Study possibility of introducing government-financed private school subsidizing for areas with low female enrolments;
- Prepare plan for transition from multi-grade teaching wherever feasible; and
- Reduce rural and urban disparities in education.

A combination of the following strategies can achieve the above objectives:

1. Education For All (EFA) plan to be adopted and implemented at provincial and district levels.
2. Introduce and institutionalize formal Early Childhood Education (ECE) at primary school level.
3. Declare primary education for all children (boys and girls) as compulsory and free through legal mandate (implementation of 25-A).
4. Involve communities in education to increase access, reduce drop-outs, improve and run school facilities - 'Partnership in education is partnership for development'

5. Provide further incentives to increase access and participation of girls in mainstream education through free textbooks, stipends for girls at secondary level, voucher scheme, scholarships, hostel facilities for female teachers etc. and facilitating female teachers transportation to and from school;
6. Develop diverse district strategies to promote overall enrolments and enhancement of girls' participation in particular rural areas and increase opportunities for girls at middle school level
7. Strengthening teacher training institutions for quality training and linking training with promotion.
8. Develop linkages between all levels of education and curriculum.
9. Improve examination system with re-introduction of uniform centralized examination system at 8th and 5th class levels.
10. Improve school-level monitoring with the help of PTCs.
11. Separate teaching and management cadres in Elementary and Secondary sector.
12. Rationalization at all levels i.e. primary, middle, high and higher secondary.
13. Development and implementation of Spatial Decision Support System (SDSS) i.e. Web-based GIS enabled system for Planners/Researchers/Donors both at Provincial and District level.
14. Use of Educational Management Information System (EMIS) data in education planning.
15. Development of Financial Management Information System (FMIS).

With these efforts every child in Khyber Pakhtunkhwa will be provided free and fair access to quality education with equal opportunities for all to prosper, excel and discover the full potential of their talents and wisdom with dignity and dedication for the betterment of society.

4.7. Recommendations of the Khyber Pakhtunkhwa Education Commission

The funds spent upon the construction of large buildings for colleges and schools should have a better return through increased utilization. This can be achieved in the following ways:

- In cities where the educational standard is falling due to the pressure of new admissions, a second shift should be started with the number of students per class limited to 40. The first group of 40 students should be taught in the morning shift while the rest should attend the second shift. All those students who are unable to get education because they are working and earning income for their families may be placed in the second shift. In the same govt., buildings these students should receive free education. At the same time they should be taught work skills and rules of good health care.
- For those schools in rural areas where the number of students is small in comparison with the space of the school, arrangement for the accommodation of female teachers may be made in the unused rooms.
- Promote Literacy for All with specific focus on adolescents and adult literacy using the facilities in the late afternoon and evenings or when the buildings are otherwise vacant.
- In cities and rural areas where children are unable to seek admission to public and private schools the children may be accommodated in mosque schools of the Mohallah.

4.8. Projections with Simulation Model

Costs of increasing enrolment to meet the Plan objectives are projected using a simulation model using 2010-11 enrolment and other EMIS data as the starting point. The principle of the model is that enrolment in a given grade (class) in any year will be the sum of the numbers of students promoted from the lower grade at the end of the previous year, and those who repeat the grade. Incremental numbers of textbooks, teachers and classrooms needed are projected in relation to the growth in enrolment. Projections are made for total enrolment, data for girls and boys combined.

The model can only represent the potential effects of different rates of change in variables such as entry to primary school, promotion from one class to the next, and class size. In the real world,

specific interventions are needed to achieve these changes: for example, changes in promotion rates will require improvements in teaching-learning quality, and so will not occur unless there are specific interventions to achieve these improvements. Also the model calculations are based on overall, province-wide data. But differences among districts mean that specific interventions will be especially needed in those places where there are the greatest problems. The E&SE Department will modify model projections as time goes on to take account of developments.

The model assumptions used include a progressive increase in entry rates to Kachi, reduced dropout (annual dropout rates would fall from about 11.5 average to about 5%) and repetition rates, and increased transition to middle school classes as primary and middle school eventually become incorporated into a unified “elementary” structure. Schools run by communities, the private sector, and Madrassahs take a progressively increasing proportion of enrolment.

Institutions projections are shown in Tables 28 and 29 below and Enrolment projections are in Table 30 and 31. Tables 32 and 33 shows projections of numbers of teachers needed at primary and secondary.

Table No. 27: No. of institutions (Primary)

Institutions (Primary)	EMIS 2010	Projections 2015	Annual Average
Government Schools	22,608	26,899	858
Community Schools	-	6,717	1,343
Private Schools	2,321	8,618	1,259
Deeni Madaris	4,680	4,882	40
Total Institutions	29,609	47,116	3,501

Table No. 28: No. of institutions (Secondary)

Institutions (Secondary)	EMIS 2010	Projections 2015	Annual Average
Government Schools	4,721	6,666	389
Private Schools	3,780	4,812	206
Total	8,501	11,478	595

Table No. 29: Enrolment projections – Primary (Kachi to Class 5)

Enrollment (Primary)	EMIS 2010	Projections 2015	Annual Average
Government Schools	2,776,642	3,918,497	228,371
Community Schools	-	493,882	98,776
Private Schools	919,078	1,659,901	148,165
Deeni Madaris	72,493	121,881	9,878
Total	3,768,213	6,194,162	485,190

Table No. 30: Enrolment projections –Secondary

Enrollment (Secondary)	EMIS 2010	Projections 2015	Annual Average
Government Schools	987,154	1,415,229	85,615
Private Schools	385,021	1,084,058	139,807
Total	1,372,175	2,499,287	225,422

Table No. 31: No. of Teaching Staff (Primary)

Teachers (Primary)	EMIS 2010	Projections 2015	Annual Average
Government Schools	71,003	83,177	2,435
Community Schools	-	6,717	1,343
Private Schools	11,963	24,557	2,519
Deeni Madaris	5,346	6,186	168
Total	88,312	120,637	6,465

Table No. 32: No. of Teaching Staff (Secondary)

Teacher (Secondary)	EMIS 2010	Projections 2015	Annual Average
Government Schools	44,711	58,547	2,767
Private Schools	60,812	68,224	1,482
Deeni Madaris	9,240	21,401	2,432
Total	114,763	148,172	6,682

Table No. 33: Physical Targets - Expanding Primary Enrolment

Activities	Unit	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Primary							
Free Textbooks	No. of students	2,982,675	3,199,533	3,427,400	3,666,847	3,918,497	17,194,952
Teacher Training	No. of Teachers	18,300	18,878	19,485	20,124	20,794	97,581
Incentive to Female Students	No. of students	1,319,597	1,452,384	1,595,291	1,748,969	1,959,249	8,075,491
Incentive to Female Teachers of 7 Backward Districts (Primary)	No. of Teachers	3772	3962	4163	4373	4594	20,863
Provision of Uniform	No. of students	2,982,675	3,199,533	3,427,400	3,666,847	3,918,497	17,194,952
Library Books for Students	No. of students	2,982,675	3,199,533	3,427,400	3,666,847	3,918,497	17,194,952

Table No. 34: Cost Projections – Annual Projection Costs of Expanding Primary Enrolment

Rs. in Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Primary						
Free Textbooks	1,034	1,190	1,368	1,573	1,809	6,975
Teacher Training	550	576	601	628	657	3,012

Incentive to Female Students	850	980	1,122	1,258	1,465	5,675
Incentive to Female Teachers of 7 Backward Districts (Primary)	45	48	50	52	55	250
Provision of Uniform	1,790	1,920	2,056	2,200	2,351	10,317
Library Books for Students @25/std.	30	32	34	37	39	172
Total (Primary)	4,298	4,745	5,232	5,749	6,376	26,401

Table No. 35: Physical Targets - Expanding Secondary Enrolment

Activities	Unit	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Secondary							
Free Textbooks	No. of Students	1,003,470	1,097,356	1,193,630	1,274,803	1,356,076	5,925,335
Teacher Training	No. of Teachers	12,252	13,484	13,689	13,724	13,791	66,941
Girls' Stipends - Secondary (Per Student)	No. of Students	368,261	424,290	485,771	545,420	636,853	2,460,595
Provision of Uniform	No. of Students	1,043,781	1,139,794	1,240,196	1,326,650	1,415,229	6,165,649
Library Books for Students @25/student	No. of Students	1,043,781	1,139,794	1,240,196	1,326,650	1,415,229	6,165,649
Provision of Sports Facility@50/std.	No. of Students	1,043,781	1,139,794	1,240,196	1,326,650	1,415,229	6,165,649

Table No. 36: Cost Projection Annual Projected Cost of Expanding Secondary Enrolment

Rs. in Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Secondary						
Free Textbooks	552	635	730	839	965	3,721
Teacher Training	321	362	368	368	370	1,789
Girls' Stipends - Secondary (Per Student)	884	1,018	1,166	1,309	1,528	5,905
Provision of Uniform	1,051	1,151	1,252	1,334	1,414	6,202
Library Books for Students @25/student	26	28	31	33	35	154
Provision of Sports Facility@50/std.	44	48	53	56	59	260
Total	2,877	3,243	3,599	3,940	4,372	18,032

Table No. 37: Cost projections – annual schemes at district level

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
School Report Card	10	33	33	33	33	142
Aid for Orphans @ 1% of Enrollment	0.05	0.06	0.06	0.06	0.06	0.29
Total	10	33	33	33	33	142

4.9. Incentives for Female Teachers

In order to encourage female teachers to work in difficult areas, the Government intends to provide special incentives to female teachers in those areas. It also intends to build cluster hostels for female teachers where there is no alternative (hostels are discussed in Chapter-VI).

Table No. 38: Incentives to female teachers in 7 backward districts

Activities	Units	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Incentive to Female Teachers of 7 Backward Districts.	No. of Teachers	3,772	3,962	4,163	4,373	4,594	20,863
Incentive to Female Teachers of 7 Backward Districts (unit cost Rs.12,000 p.a.)	Rs. In Millions	45	48	50	52	55	250

Improving Quality

- **Learning Achievement**
- **Empowering schools to develop annual School Improvement Plans (SIP)**
- **Issues**
- **Strategies**
- **Textbooks and Learning Materials Development**
- **Assessment**
- **Issues**
- **Strategies**
- **Financial Resource/Budget Outlays for the Plan period**
- **Teacher training and needs-based training for different cadres of employees of the Department**
- **Pre-Service Teacher Education Program (Pre-STEP)**
- **Progress to date**
- **Strategies**
- **Physical & Financial Targets (Teacher Education)**

Chapter-V

5. Improving Quality

5.1. Learning Achievement

5.1.1. Background

The quality of education provided in the public school system is not up to the mark, with little focus on actual learning achievements of children or assessment of the core competencies of teachers. The poor quality of the teaching and learning achievement, especially in the early classes of primary school, is one of the main reasons for the high dropout in primary school.

Efforts are being made to enhance access and meet global commitments. This commitment is also reflected in the government's policy documents (National Education Policy 2009 and Education Sector Reforms 2001-05).

There is an immediate need for a shift in government policy regarding the allocation of resources to improve quality and learning achievements. The government has invested heavily in short-term gains in school infrastructure. The lack of policy initiatives to improve the quality of education and enhance learning achievement, has seriously affected education. One feature, illustrating this lack of policy initiatives is the complete lack of school supervision and guidance in Khyber Pakhtunkhwa.

The first ever student assessment was carried out in Khyber Pakhtunkhwa in 1998 by the Education Department. The exercise was repeated over the next few years and results indicated initial improvements, presumably as the system of in-service teacher training and school supervision had been established. This was followed by a fall in achievement. One explanation for the decline is the downsizing of the district-based school support system under devolution, which negatively affected teaching/learning processes because of the reduction of classroom-level pedagogical assistance by Learning Coordinators (LCs). The E&SE Department lost 771 Learning Coordinators who were responsible for providing academic support and training that led to improvement of teachers' performance and enhancing students' learning achievements. This gap was later attempted to be filled by school-cluster based mentors who offered support to the other teachers of the cluster. However, this approach resulted in the loss of teaching time while the mentors were visiting neighboring schools, and was also discontinued.

The National Education Assessment System (NEAS) and the Provincial Education Assessment Centre (PEAC) in Khyber Pakhtunkhwa were established with the purpose of developing procedures to institutionalize the plan to, "Build assessment capacity at the school, provincial and federal levels to measure learning outcomes and improve the quality and effectiveness of programme interventions". This is a step towards institutionalization of a homegrown assessment mechanism in Khyber Pakhtunkhwa. But without an in-built regular and continuous system of classroom assessment within the public school system, it is difficult to significantly improve the quality of education due to the lack of reliable and objective information about what children are actually learning. Classroom-level assessment is essential to teachers and teacher training institutions. A regular year-round practice of classroom assessment is being prepared for initial piloting at primary school level and subsequent replication in all primary schools in a phased manner. Coupled with the re-introduction of the external examination at Grade 5, the overall level of teaching and learning in the classroom will improve.

Corresponding to similar exercises in other provinces, 99 out of 100 schools and 1631 of the targeted 2000 students of grade 4 were assessed in Urdu and Mathematics in the provincial pilot project. Details regarding the sample design and instruments development are given in the 'Khyber Pakhtunkhwa Assessment Report 2005'. The findings of the first ever assessments were very interesting and gave for the first time an insight into the public school system's cognitive standings and its apparent strengths and weaknesses. For instance, Khyber Pakhtunkhwa scored significantly lower in Urdu (327) than the national mean score of 378 in the grade-IV assessment. Similarly, the score for Khyber Pakhtunkhwa in Maths was also lower (415 compared to the national mean of 426).

A number of issues regarding students' learning achievement can be directly linked to teachers themselves.

5.2. Empowering schools to develop annual School Improvement Plans (SIP):

SIPs are designed to chart all activities to be undertaken, supervised or monitored by the PTCs, specifically:

- *Prepare and engage:* create a planning process based on a shared vision of where the school is now, what the PTC wants it to accomplish and a clear idea of how the SIP can help;
- *Inside the classroom:* set objectives for improving teaching and learning that consider standards of achievement and pupil well-being;
- *Learning potential:* reach a common understanding of the factors that affect pupils' learning potential and identify ways to help all pupils achieve their full potential;
- *Beyond the classroom:* identify ways to improve the well-being of all pupils in the school and community through extended services and other provisions;
- *Personalise:* assess the needs of targeted pupils or cohorts in order to develop personalised interventions and demonstrate their impact;
- *Develop and prioritise solutions:* generate and prioritise solutions to school improvement objectives and define indicators of success; and
- *Plan delivery and evaluation:* create a practical and achievable plan for implementing and evaluating the agreed school improvement objectives.

Administrative, financial and planning powers need to be delegated to the school-level.

5.3. Issues

- A general sense of neglect and abandonment in children of government schools. The outdated approach of traditional schooling that focuses on rote memorization and corrodes the confidence and learning potential of children needs to be changed.
- There are numerous problems within the primary school in terms of concepts, skills, management and operational resources. In particular the Kachi and Year 1 classes containing young (early-childhood) children tend to be over-crowded, and not child-friendly, causing high levels of drop-out.
- Priorities in the public schools have traditionally been focused on access rather than quality.
- Poorly qualified teachers add to low achievement by students.
- Government institutes responsible for teacher quality lack of capacity or understanding of modern concepts and techniques about educational assessment.
- Regular in-service and pre-service training of teachers have been a constant feature for many years. The curriculum for pre-service teacher education is however not appropriate to provide teachers to deliver quality education. In-service training is not developmental but is provided ad hoc based on the priorities of the funding agency.
- Current teacher training programmes do not focus on actual teaching practices and student achievement.
- There is no system for Training Need Assessment (TNA).

- There has been little focus on regular and continuous assessment to gauge the level of quality of teaching. There is no system of academic support or supervision to school teachers at school level.
- District offices are not equipped technically and lack capacity to assist the large number of schools.
- Lack of female supervisors affecting performance of girls' schools.
- No regular and viable structure of teaching and learning and assessment in the public sector.
- Lack of institutional system of external examination below secondary level.
- A lack of technical knowledge and expertise in understanding concepts suitable for localized assessment.
- Parental lack of awareness towards teacher or children competencies.
- Home environment generally not conducive to learning.
- Irrelevance of education to national needs.
- Proliferation and weak capacity of BISEs leading to deterioration in standards of assessment and examination.
- Lack of training of question paper setters.

5.4. Strategies

Improvement in the quality of education can only be achieved through a series of well-defined and reinforcing strategies over a period of time. The Government of Khyber Pakhtunkhwa has identified a number of initiatives that will form the policy basis for development of key core areas towards this objective.

- The Institutional Framework for Teacher Development (IFTD) is the notified strategy of government for the improvement of teacher education and teacher professional development in the province. Based on ITFD, Department prepared Capacity Development Strategy in 2010.
- Continuous and regular system of classroom assessment requiring:
 - Coordination and technical exchange of information sharing and support between PEACE/NEAS.
 - 300 operational Local Circle Offices (LCOs) with staff, office budget and physical resources including transport to Assistant District Officers (ADOs), especially female officers, to improve their overall ability to supervise, manage and monitor.
 - Notification of 5400 Mentors for Primary School teachers and provision of financial increment in salary from recurrent budget to compensate for the travel involved. However, it should be taken care avoiding the loss of teaching time with mentors taking one day off from their teaching week for their mentoring tasks/issues.
- Reducing overcrowding in Early-Childhood classes (Kachi and Class 1), and to introduce a modified curriculum and child-friendly teaching practices, appropriate for children of this age.
- Preparation of framework for Head Teacher development.
- Re-activation of co-curricular activities in schools.
- Budget for sports equipment.
- Improving the quality of learning in primary schools through better qualified teachers, localization of teacher support through Local Circle Offices (LCOs) and improved teacher management, improved quality textbooks and materials, paying greater attention to outcomes at the school level and the involvement of communities/parents in school supervision and management.
- Establishing a regular year-round system of classroom assessment of teachers and students.
 - Opening resource centers at the district level.
 - Introducing a uniform centralized examination system at 5th and 8th class to assess primary and middle level teachers and students.

- Establishing a system of regular and comprehensive classroom assessments in primary schools.
- Developing institutional capacity for test development & administration, statistical analysis and report writing.
- Analyzing student performance with reference to variation in instructional context.
- Identifying strong and weak areas of student learning with reference to the curriculum and target competencies, set up minimum standards.
- Providing feedback to policy makers.
- Informing parents, community members, Parent Teacher Councils and other stakeholders about the quality of education.
- Establishing professional linkages with relevant provincial, national and international institutions.
- Reforming examinations for a more objective and cognition-based assessment system
- Introduction of a management cadre with an appropriate share of females.

The physical and financial implications for the establishment of the Directorate of Departmental Examinations are outlined here:

Table No. 39: Financial targets (Examination Reforms)

Rs. In Millions

Level/Class	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Class-V	174	175	168	173	209	900
Class-VIII	90	99	108	123	130	549
Total	264	274	276	296	339	1,449

5.5. Textbooks and Learning Materials Development

5.5.1. Background

Prior to the passage of the 18th constitutional amendment the curricula were prepared and endorsed at federal level by the Ministry of Education's Curriculum Wing. At that time the Provincial Directorate of Curriculum and Teacher Education (DCTE) was the organization responsible in Khyber Pakhtunkhwa for preparing provincial proposals for curriculum of different subjects at all levels of school education. Now after the 18th amendment the DCTE is charged by the Government to be the competent authority for curriculum reforms and approval of textbooks. GIZ, EU and DFID has been supporting the Khyber Pakhtunkhwa Text Book Board in improving textual materials and capacity building of book professionals in preparing high quality textbooks.

The Government of Khyber Pakhtunkhwa has been providing free textbooks to all the children in the public school system since 2003-04.

5.5.2. New National Textbook Policy 2007

In 2007 a National Textbooks and Learning Materials Policy and Plan of Action were developed and notified by the Federal Government in consultation with all provinces. The core objective of the policy was to introduce a system of competitive publishing for provision of quality textbooks at affordable prices. The implementation of this policy was to begin with the implementation of the new curriculum 2006.

Under the new National Textbook Policy increased emphasis has been given to private sector publishing, with the provincial textbook boards having the role of regulating, facilitating, and monitoring the production of textbooks by private publishers.

Khyber Pakhtunkhwa has adopted this new textbook policy. The provincial government under the articles of the new policy has the discretion to set the time frame keeping in mind the local conditions, training programmes, and other influencing factors.

All the textbook boards and publishers must adhere to:

- Introducing the new textbook development policy;
- Setting up the Inter-Provincial Standing Committee on Textbook Policy;
- Reform and capacity development of textbook boards;
- Development of textbooks by publishers;
- Submission of manuscripts, review and approval process;
- Supporting the development of textbooks by publishers;
- Development of school reading and learning materials (other than textbooks) by publishers;
- Printing, marketing, sale and distribution

5.5.3. Embracing diversity

In allowing the provinces complete autonomy in terms of policy development, the 18th Amendment has provided an opportunity to embrace far greater diversity in what the provinces can do than even before. This extends to the areas of curriculum and medium of instruction, which have hitherto been the domain of the Federal Government and which for various reasons, ranging from provincial harmony to a desire to deal with fewer policy variables across the country, have been areas with restricted room for discussion. However, now the provinces are at liberty to embrace diversity, by reviewing and renewing both the curriculum and the medium of instruction to make them more relevant and support (rather than hinder) the encouragement of learning. Regional languages are being introduced.

5.5.4. School Libraries

Currently, substantial funds are being invested in the establishment of infrastructure without addressing the factors that encourage learning and creativity and contribute to improvement in educational achievement.

Table No. 40: No. of Libraries, Computer Labs, Science Labs and Math Resource Room in Government Secondary Schools.

Facility (2010-11)	Male Schools	Female Schools
Library	814	304
Computer Lab	241	164
Science Lab	1130	506
Maths Resource Room (MRR)	46	11

5.6. Assessment

Currently Assessment is most result- based. Teachers performance is assessed on the basis of annual school results which has its own demerits and affecting the quality of education negatively.

Demerits of result based assessments.

- The teachers started encouraging cheating in the examination in 80s as both the assessment and teaching staff were teachers.
- This led to malpractices in examinations and resultantly government was compelled to introduce EETA to assess the quality of education. It tantamount to discrediting the entire examination system and examination institutions.
- Assessing the students on the basis of annual results is flawed as timely correction is not possible.

5.6.1. Setting the Performance Indicators

There will be performance indicators for the teachers and the teachers should be assessed on the basis of these indicators.

The key performance indicators should be:-

- Punctuality
- Dress
- Morality
- Command over teaching
- Motivation

Beside this teacher and students must be assessed on monthly basis.

5.6.2. Capacity Building

There should be a proper mechanism for the capacity building and continuous feedback system. Training needs assessment (TNAs) will be developed before preparing any training manual. There will be three types of capacity building trainings for teachers:-

- Techniques and behavioral trainings common to all
- Need based on the basis of teachers and learners assessment
- Area specific for managers and teachers for better understanding of local problems

There will be impact assessment and continues feedback mechanism on the teachers trainings.

5.6.3. Documentation of the Trainings

All the trainings must be properly documented in terms of the needs addressed in the training and data of teachers who received the training along with recommendations for follow up and future planning.

Millions of rupees and hours gone into capacity building but institutional memory is badly lacking.

5.6.4. Internal and External Assessment

Internal assessment system is weak and non-systematic. Previously there used to be formal grade 8th (Middle) examination by a special Board in the DCTE. One indicator to measure the quality of learning assessment is rate of promotion from class 1 to class 5th which is 87% and class 6th to class 8th which is 85%. In class 9th students are subjected to first formal external assessment which is done by B.I.S.E. 9th class pass percentage was 54% in March, 2011

Strategy is being developed to introduce Third Party Assessment at grade 5 and grade 8, in phases.

5.7. Issues

The system of producing school textbooks and educational material in Pakistan is very out-dated, in large part due to the centralized textbooks policy over the last 40 years. Textbook publishing was completely controlled by the textbook boards in the public school sector and, as a result, the publishing industry has not been exposed to new techniques and innovations that have taken place in the publishing industry. This very important sector is facing a number of problems:

- There is no culture of reading books within society.
- Schools do not have libraries to inculcate reading habits in children and teachers.
- Lack of public libraries contributes to the perceived lack of interest in books in society.
- Lack of capacity at TBB and DCTE to manage curricula and textbooks development is a limiting factor.
- Instructional Material Development (IMD) Cell at PITE is not fully developed or utilized.
- Non-involvement of subject teachers in preparing text books or curricula.

- No effective quality control by government on the textbook development and printing.
- Problems in assessment and distribution of textbooks.
- ECE is not treated as a priority since it lacks funds, text- and guide-books, trained teachers and expertise. and
- Teacher guides and learning material developed so far are not used by teachers.
- Periodic review of training modules based on impact assessment.
- Learning assessment review and reforms in syllabus.

5.8. Strategies

The following strategies are highlighted for textbook publishing and development of teacher educational aids:

- The delivery of quality education at all levels for improving the quality of social capital is to be achieved by rewarding expertise, providing access to improved teacher training programmes, curriculum reform and innovative projects, and capacity building of publishers;
- A comprehensive plan for a holistic implementation of the new curriculum 2006.
- Develop a system of feedback and evaluation of the curriculum.
- Develop capacity of DCTE for coordinating the implementation of the curriculum and organizing feedback.
- Prepare a plan of action to implement the new textbook and learning material policy.
- Review the issue of responsibility of curriculum related issues to remove the over-lap and uncertainty in the roles and responsibilities of DCTE and Khyber Pakhtunkhwa TBB;
- Development of ECE training modules;
- Provide quality learning and instructional materials to students and teachers.
- Build assessment capacity at the school, provincial and federal level to measure learning outcomes better;

5.9. Financial Resource/Budget Outlays for the Plan period

The physical & financial targets and financial implications over the period from 2011-12 to 2015-16 are as follows:

Table No. 41: Physical targets Provision of textbooks to students

Numbers of sets of books & materials	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Text Books - Kachi	651,412	682,793	710,012	737,798	766,478	3,548,493
Text Books - Pakki	480,069	571,585	613,799	650,313	687,697	3,003,463
Text Books - 2nd	439,701	445,642	529,988	574,759	612,859	2,602,949
Text Books - 3rd	438,769	412,498	420,249	501,832	550,947	2,324,295
Text Books - 4th	417,908	412,971	391,976	401,099	480,684	2,104,638
Text Books - 5th	348,783	387,041	389,023	373,690	384,917	1,883,454
Text Books - 6th	265,747	284,572	323,076	334,354	329,448	1,537,197
Text Books - 7th	213,579	235,875	255,353	292,322	306,214	1,303,343
Text Books - 8th	190,730	199,051	219,966	238,912	273,894	1,122,553
Text Books - 9th	151,827	158,323	168,538	189,736	210,233	878,657
Text Books - 10th	151,827	158,323	168,538	189,736	210,233	878,657

Table No. 42: Financial targets (provision of textbooks to students) (Rs. In million)

Rupees Million	Unit Cost	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Text Books - Kachi	300	205	236	271	312	358	1,381
Text Books - Pakki	330	189	217	249	287	330	1,272
Text Books - 2nd	350	156	179	206	237	273	1,052
Text Books - 3rd	400	165	190	218	251	289	1,112
Text Books - 4th	400	165	190	218	251	289	1,114
Text Books - 5th	400	155	178	205	235	271	1,044
Text Books - 6th	550	157	180	207	238	274	1,055
Text Books - 7th	550	130	149	172	197	227	875
Text Books - 8th	550	109	126	145	167	191	738
Text Books - 9th	550	87	100	115	132	152	587
Text Books - 10th	550	69	79	91	105	121	466
Total		1586	1824	2098	2413	2775	10,696

5.10. Teacher training and needs-based training for different cadres of employees of the Department

5.10.1. Background

The basis of a teacher development framework or concept is to build and reinforce existing teacher education and training systems. The teacher development framework encompasses policies, programmes and activities designed to improve teacher output by enhancing knowledge and attitudes, building professional career paths and increasing performance standards.

5.10.2. Work force

The ES&E Department constitutes the largest employed work force in the public sector in Khyber Pakhtunkhwa. There are **71,003 (45,412 male & 25,591 female)** primary, **14,843 (9,385 male & 5,458 female)** middle, **21,965 (16,223 male & 5,742 female)** high and **7,903 (5,589 male & 2,314 female)** teachers in higher secondary schools teaching **3.76 million** children. The Pupil-Teacher ratio is **39:1** at primary level and **21:1** at secondary level. Approximately **12,000** more teachers for grades 6-12 in government schools will be required between 2011 and 2015, and over **9,000** primary teachers for classes from Kachi up to class 5. The private sector will need about **1,000** additional primary teachers a year. In addition, on average at least **1,000** new primary teachers and **2,000** secondary teachers will need to be recruited each year to replace attrition in the existing government teaching force. Suitably qualified trainers will also be needed for the RITEs and for the major INSET programmes which are planned.

5.10.3. Teacher Training Institutes

Teacher education in Khyber Pakhtunkhwa is provided by 20 (9 male and 11 female) Regional Institutes of Teacher Education (RITE) under the overall administration of the Directorate of Curriculum & Teacher Education (DCTE). The DCTE is the apex public institution responsible for pre-service teacher training and a partner with PITE in the delivery of in-service teacher training. DCTE develops instructional material for RITEs; performs evaluation and assessment of curriculum; and research in education.

The Provincial Institute of Teacher Education (PITE) at Peshawar is responsible for the training of management cadre staff and Master Trainers for teacher training at RITEs. This institute will be converted into Education Services & Research Academy (ESRA) to differentiate from other institutes, making it a seat of higher learning and research.

5.10.4. Training and teachers to be trained

The challenge presently is the professional development of the 115,714 teachers in the public school sector and to enhance their professional capacity so as to increase their basic competencies and output. The government has to provide resources to ensure the province keeps pace with changing global scenarios and requirements of society and industry to ensure students graduating from schools are properly educated.

Table No. 43: Number of teachers in the public school system by educational attainment (2010-11)

School	Under Matric	Matric Arts	Matric Science	F.A	F.Sc.	B.A	B.Sc	M.A	M.Sc	M. Phil	PhD	Other
Primary	157	12923	2828	19110	568	18926	717	14752	861			17
Middle		732	291	1425	46	4478	120	6798	338	19	3	593
High		1096	221	1467	61	5364	457	11045	1437	43	3	766
High/Sec.		188	40	340	18	1328	135	4082	1569	59	6	137
Total	157	14939	3380	22342	693	30096	1429	36677	4205	121	12	1513

An Institutional Framework for Teacher Development (IFTD) has been developed by the E&SE Department which marks its intention to initiate the long-awaited policy shift from simple subject-based teacher training practices to a long-term teacher development approach. In order to bring about changes in the attitudes, knowledge and skills of the whole teaching force, changes in the current curriculum of teachers' training institutes will be introduced.

Quality teachers can provide quality education and produce quality students. Teachers must refresh professionally during their career at schools. Quality can be ensured through an institutionalized teacher training system. Teachers' promotion must be linked to on-going professional training relating to their new assignments. The same will apply for those teachers who become head teachers/principals.

In the light of IFTD some policy initiatives have been notified such as: Kachi education in all Government sector primary schools in the province; piloting of on-site teacher development in selected districts; professional development of school heads in primary schools in the province; and a system of regular and comprehensive classroom assessments in primary schools.

5.10.5. Localized school support

Year-round periodic and continuous on-the-spot pedagogical support and supervision is the basic necessity of any teacher support system. Three hundred Local Circle Offices, (150 male and 150 female) are being constructed under the Norway-assisted Basic Education Improvement Project to form the basis of a localized teacher academic support and management supervision system. 256 of the 300 LCOs have so far been constructed and operationalized in various districts of the province. The LCOs will constitute the nucleus of a cluster-based school in-service teacher training and monitoring system, which will be further reinforced down to grass root level through the introduction of approximately 5,000 mentors to support primary school teachers.

The role of LCOs in elementary education is crucial. It establishes a good link on the one hand with the community, the PTCs, the teachers and the students and on the other hand with the administration at the district and provincial levels. This is the tier through which the system of cluster-based continuing education, mentoring and monitoring for the primary schools teachers can be implemented. The cluster system of training, containing 5-8 primary schools with about 20 teachers per cluster, will provide one day of training per month, in a school on rotation, using the PITE- and RITE-developed materials and audio-video training aids. There will be a rotation of schools in a cluster for the next training day.

Regular training is necessary to achieve qualitative improvement in students' learning achievement, teachers' performance and preparation, and use of the modern teaching methods and materials. Pre-service training is essential, but continual professional development for teachers has its own importance over time. However this huge undertaking will require considerable resources and an extended timeframe to achieve. Domestic resources need to be allocated for in-service and teacher development.

The subjects to be covered in the training programme for the whole year will have to be notified in advance and the participation of the teachers will be mandatory.

Table No. 44: Cluster Training

	2011-12	2012-13	2013-14	2014-15	2015-16
Cluster training programme for teachers	In 1 pilot district	Extension of the programme to 5 more districts	Extension of the programmes to 6 more districts	Extension of the programmes to 6 more districts	Extension of the programme to all districts
Training of ADOs in cluster training	Specialized training organized by DCTE/PITE for 3 districts	Specialized training organized by DCTE/PITE for 3 districts	Specialized training organized by DCTE/PITE for 6 districts	Specialized training organized by DCTE/PITE for 6 districts	Specialized training organized by DCTE/PITE for 6 districts

5.10.6. Sustainable Teacher Development

Teacher training from development funds strengthened by donor money over the years 1992 to 2006 (15 years) has reached more than 0.107 million teachers with the following breakdown:

Table No. 45: Teachers Training

Source	No. of teachers with certificates				
	PST/PTCs	SETs	CTs	Other	Total
Annual ADP (DCTE)	823	2838	6207	573	10,441
Donor Funds	*107,000	-	-	-	0
Total	107,823	2838	6207	573	117,441

Note: As many as 40,000 primary school teachers were trained twice during the course of 13 years.

Teacher development envisages more than mere teacher training and requires continuous, career-long support, both conventional and non-conventional. The Government's capacity development plan addresses this issue through:

- a) Institutional Framework for Teacher Development.
- b) Capacity Development programme for the school sector which will target improvement of teacher competencies as a major focus.

5.11. Pre-Service Teacher Education Program (Pre-STEP)

The Pre-Service Teacher Education Program (Pre-STEP) in Pakistan is a five year program funded by the United States Agency for International Development (USAID). Pre-STEP is implemented by a consortium comprising Pakistani and American academia and development partners.

The overall objective of Pre-STEP is improvement of classroom teaching throughout the education system of Pakistan.

The implementation strategy adopted by the Pre-STEP is bottom-up where the Provincial Govt, and their professional bodies have to play a significant role in achieving the objectives of the Pre-STEP program.

The objectives of Pre-STEP are:

- **Work with Government to improve system and policies:**
 - Design new national teacher HR Policy
 - Enhance the capacity of education managers
 - Support education research programmes

- **Provide support to develop/revise elements of pre-service teacher education degrees**
 - Foreign scholarships for faculty members (PhD & MEd)
 - Upgrade physical facilities in the universities
 - Improve capacity of faculty members/instructors
 - Development of subject-based teaching standards
 - Upgrade curriculum/modules for new 4-year B.Ed. Hons.
 - Develop standards, curriculum/modules for new teachers' Diploma

- **Help government develop plans to implement *new curriculum* for new and existing teachers**
 - Scholarships to increase number of teacher trainees
 - Scholarships for in-service teachers to upgrade qualification

5.12. Progress to date

5.12.1. Organizational

- The Pre-STEP office in Khyber Pakhtunkhwa is in place and functioning.
- Provincial Steering Committee constituted
- Provincial Advisory Committee constituted
- Teaching excellence hub established in the Higher Education Commission

5.12.2. Technical

- A baseline survey undertaken to assess and track annual progress of Pre-STEP program in achieving the desired outcomes.
- An institutional capacity assessment conducted of 7 RITES of Khyber Pakhtunkhwa and Faculties of Education in 2 universities to develop the strategy for upgrading their institutional capacity.
- After consultation with DCTE, 3 RITES have been selected for the up-gradation of their academic capacity for teaching the Diploma course.
- Performance monitoring plan prepared.
- National Plan for formulation of subject and skills-based standards is in process.
- Coordination with other donors' programmes such as CPBEP (CIDA).

5.12.3. Issues

The issues concerning teachers and teacher development are at the core of the education system as teacher's performance is integral to the learning achievements of children. Without a proper teacher career structure, the system will not attract well-qualified and committed graduates nor will the professional worth of those who enter into the system develop further. The preparation of the IFTD and its notification as the government's official policy document on issues of teacher professional development is a fundamental step towards re-structuring the system along professional lines.

The IFTD addresses most of the system weaknesses and irregularities. One aspect that needs to be looked into very carefully is the issue of teacher rationalization, which has remained a problem for the Department over the last decade. Previous attempts to rationalize staff positions vis-à-vis school enrolments have met with stiff resistance from teacher unions and political interests.

The following problems affect teacher development in the province:

- Obsolete pre-service curricula.
- Low teacher competencies;
- Lack of political will to implement teacher rationalization plans;
- Nepotism and political interference in teacher management and widespread irregular transfers;
- Lack of institutional research or feedback system to improve teacher performance and training systems;
- No linkage of in-service trainings with promotions of teachers/head teachers;
- Less community involvement in teacher deployment and monitoring;
- Ineffective teacher academic support and supervision system;
- Irregular institutional training for in-service teachers on a regular basis;
- Proliferation of un-regulated teacher training activities in the districts;
- High absenteeism among teachers;
- Weak training-classroom linkage;
- Very limited mentor programme for teachers of middle and high schools; and
- Lack of focus on Early Child Education (ECE) in teacher development programmes.

5.13. Strategies

The Institutional Framework for Teacher Development (IFTD) conceptualizes a continuous and systematic approach of teacher professional development initiatives which, over a period of time, will gradually and coherently build teacher competencies and teaching skills in modern and needs-based teaching techniques. An essential part of this is reforming the government in-service and pre-service teacher training systems and the development of a professional cadre of teacher trainers. In comparison to conventional teacher education and training, teacher development is a more comprehensive and holistic concept. It provides continuous support to teachers in the system, for a wholesome and career-long development of professional competencies and of skills necessary for meeting the challenges and demands of a productive learning environment in classrooms.

At the same time, the need to continue to improve the present system of training of teachers cannot be overlooked either. The following are the targets for professional development of teachers presently in the system, which will grow substantially through to 2015-16 if the objectives of Universal Primary Education are to be realized as new primary schools are opened and more school places provided leading to more demand for teachers. It is estimated that approximately 19,000 more teachers for grades 6-12 in government schools will be required between 2009 and 2015, and over 40,000 primary teachers for classes from Kachi up to class 5. Suitably qualified trainers will also be needed for the RITEs/PITE and for the major INSET (In-Service Teachers Trainings) programmes which are planned. Providing this number of trained teachers presents a daunting challenge to the government teacher training and development establishment.

The IFTD envisages a three-pronged strategy to help the establishment and subsequent regular updating of a data base for policy formulation and informed decision making at all the concerned levels:

- a) The DCTE and PITE as institutes of teacher education
- b) The E&SE Department as the users of teacher-education output; and
- c) The provincial Education Department as the controlling authority.

The following are the main elements of the teacher professional development strategy (IFTD):

- Implementation plan for the Institutional Framework for Teacher Development (IFTD);
- Conceptualize and pilot the system of 'integrated Teacher Development' for up-scaling to

the rest of the province;

- Condensed in-service training based on the new curriculum for the teachers needs to be organized so that they are oriented to the concept of skills development;
- Rationalize staff deployment, adjust teacher staffing patterns to changes in enrolments, and reduce absenteeism;
- Establish quality assurance & monitoring systems to support policy and decision-making;
- Develop the system of cluster based school academic support and supervision by strengthening Local Circle Offices (LCOs) with adequate staff and budgetary resources;
- Introduce a standardized system of teacher training within the framework of IFTD to eradicate disparate and uncoordinated teacher trainings in the province. On annual basis 20% teachers should receive at least one input of in-service training in subject matter upgrading and pedagogy;
- Establish a primary school mentor support system and its extension to middle and high schools; and
- Develop training modules for early childhood education. Integrate the modules into the primary teacher education (pre-service and in-service);
- Increase the number of school working days and reduce the number of holidays;
- Establish resource centre at district headquarters for middle & high school teachers.

5.14. Physical & Financial Targets (Teacher Education)

Table No. 46: Numbers of Physical Targets (Teacher Education)

S#	Nomenclature of the Project	2011-12	2012-13	2013-14	2014-15	2015-16	Total
1	Construction of Hostels for 100 Trainees in RITEs	-	1	1	1	1	4
2	Repair of Existing Buildings of RITEs	-	1	2	3	4	10
3	Construction of Hostels for 8 Teachers	-	2	2	2	1	7
4	Construction of hostel for BPS-17-18 Officers of PITE	-	4	-	4	-	8
5	Construction of Residence for Director of PITE.	-	-	1	-	-	1
6	Furniture for RITEs No. of Sets (Table & Chair)	-	500	500	500	500	2,000
7	Furniture for Hostels of RITEs No. of Sets (Cot, Table & Chair)	-	500	500	500	500	2,000
8	Furniture for PITE No. of Sets (Table & Chair)	-	50	-	50	-	100
9	setting up of Computer Labs in RITEs & PITE.	-	1	1	1	1	4
10	In-service Training of Teachers (30 days Training per teacher per annum)	-	10,000	12,000	15,000	20,000	57,000
11	Trainings in Science Practicals for science teachers in Science Education Center at PITE & Follow-up of the trainings	-	1,000	1,000	1,000	1,000	4,000
12	36 days Trainings of 3000 cluster heads and its rollout at cluster level in Civic & PEACE education	-	500	600	700	700	2,500

13	Management Cadre Training (90 Days training for 600 Management Cadres)	-	150	150	150	150	600
14	Training in Admn & Financial Management For Principals/ Headmasters (14 days training per annum).	-	1,600	1,600	1,600	1,600	6,400
15	Training in Planning Admn & Financial Management for ADOs/DDOs/ Dos/ EDOs (14 days training per annum)	-	400	400	400	400	1,600
16	Training/ Capacity Building of Parent Teacher Councils (PTCs.)	-	15,000	15,000	15,000	15,000	60,000
17	Establishment of Education Services and Research Academy in PITE.(Equipment etc.)	-	1	-	1	-	2
18	Establishment of Regional Institutes of Teacher Education in Khyber Pakhtunkhwa.	-	1	1	1	1	4
19	Trainings in Language Skills (Regional)	-	-	-	-	-	-
20	36 days Training of Expected 1000 School Heads	-	250	250	250	250	1,000
21	Establishment of Lab Model School & Hostel at PITE	-	1	-	-	-	1
22	Establishment of Library & Purchase of Books	-	1	-	-	-	1
23	Teacher Trainiings, Management & Information System	-	1	-	-	-	1
24	Followups of the Training at workplace by E&SE Department, PITE & Directorate of E&SE	-	1	1	1	1	4
25	Training of PTC Council	-	3	2	2	2	9
26	Improvement in existing facilities in RITEs	-	1	1	1	1	4
27	Pre-Service Scholarships	-	100	100	100	100	400
28	Vehicles for PITE	-	1	-	-	-	1
29	Support to Mentors	-	3,580	3,845	4,130	4,435	15,989

Table No. 47: Financial Targets (Teacher Education)

Rs. In Millions

S #	Nomenclature of the Project	Unit Cost (Millions)	2011-12	2012-13	2013-14	2014-15	2015-16	Total
1	Construction of Hostels for 100 Trainees RITEs	30.00	-	30	30	30	30	120
2	Repair of Existing Buildings of RITEs	4.00	-	4	8	12	16	40
3	Construction of Hostels for 8 Teachers	10.00	-	20	20	20	10	70
4	Construction of Hostel for BPS-17-18 Officers of PITE	3.00	-	12	-	12	-	24
5	Construct Residence for Director of PITE.	5.00	-	-	5	-	-	5

6	Furniture for RITEs	0.01	-	3	3	3	3	10
7	Furniture for Hostels of RITEs	0.01	-	5	5	5	5	20
8	Furniture for PITE No. of Sets (Table & Chair)	0.01	-	0	-	0	-	1
9	setting up of Computer Labs in RITEs & PITE.	1.00	-	1	1	1	1	4
10	In-service Training of Teachers	0.02000	-	200	240	300	400	1,140
11	Trainings in Science Practicals for science teachers in Science Education Center at PITE & Follow-up of the trainings	0.01	-	5	5	5	5	22
12	36 days Trainings of 3000 cluster heads and its rollout at cluster level in Civic & PEACE education	0.13	-	63	76	88	88	315
13	Management Cadre Training (90 Days training for 600 Management Cadres)	0.30	-	45	45	45	45	179
14	Training in Admn & Financial Management For Principals/ Headmasters	0.02	-	24	24	24	24	96
15	Training in Planning Admn & Financial Management for ADOs/ DDOs/Dos/EDOs	0.02	-	6	6	6	6	24
16	Training/ Capacity Building of Parent Teacher Councils (PTCs.)	0.01	-	150	150	150	150	600
17	Establishment of Education Services and Research Academy in PITE.(Equipment etc.)	5.00	-	5	-	5	-	10
18	Establishment of RITEs in Khyber Pakhtunkhwa.	100.00	-	100	100	100	100	400
19	Trainings in Language Skills (Regional)	-	-	-	-	-	-	-
20	36 days Training of Expected 1000 School Heads	0.13	-	32	32	32	32	127
21	Establishment of Lab Model School & Hostel at PITE	100.00	-	100	-	-	-	100
22	Establishment of Library & Purchase of Books	7.00	-	7	-	-	-	7
23	Teacher Trainings, Management & Information System	3.00	-	3	-	-	-	3
24	Followups of the Training at workplace by E&SE Department, PITE & Directorate of E&SE	1.00	-	1	1	1	1	4
25	Training of PTC Council	0.50	-	2	1	1	1	5
26	Improvement in existing facilities in RITEs	5.00	-	5	5	5	5	20
27	Pre-Service Scholarships	0.00	-	0	0	0	0	1
28	Vehicles for PITE	4.00	-	4	-	-	-	4
29	Support to Mentors	1,000	43	46	50	53	57	249
	Total		43	873	806	898	979	3,598

Infrastructure and Environment

- **Improvement of the physical environment for education**
- **School Infrastructure at a glance**
- **UPE in terms of school infrastructure**
- **School categories at primary level**
- **Classroom repair scenario**
- **Missing basic facilities**
- **Some basic unit costs of school construction**
- **Issues**
- **Strategies**
- **Financial Resource/Budget Outlays for the Plan Period**

Chapter-VI

6. Infrastructure & Environment

6.1. Improvement of the physical environment for education

6.1.1. Background

The Elementary & Secondary Education Department is the largest Department in Khyber Pakhtunkhwa with correspondingly similar large infrastructure that requires special attention for maintenance and repair. Regular and proper maintenance has been a challenge for the provincial government as the school infrastructure is spread over a vast geographical area. There are a total of 27,207 public educational institutions (22,608 Primary, 2540 Middle, 1759 High and 300 Higher Secondary Schools) excluding Provincial and District Management offices and teacher training institutes (PITE, DCTE & RITES)

Majority of the educational institutions require maintenance of varying nature which is not sustained due to resource constraints, favoritism and lack of prioritization. A huge amount is required for development, rehabilitation, maintenance and repair of schools buildings. Under 2010-2011 Annual Development Programme an amount of Rs.7,115 million was allocated for infrastructure development.

6.2. School Infrastructure at a glance

Table No. 48: School Infrastructure

Government Institutions 2010-11	Institutions			Students		
	Male	Female	Total	Male	Female	Total
Primary	14,770	7838	22,608	1,815,795	960,847	2,776,642
Middle	1527	1013	2540	142,238	77,449	219,687
High	1229	530	1759	384,743	177,825	562,568
Higher Secy.	201	99	300	127,824	77,075	204,899
Total	17,727	9480	27,207	2,470,600	1,293,196	3,763,796

6.3. UPE in terms of school infrastructure

The 2010-11 Khyber Pakhtunkhwa population of age 4-9 children was 5.34 million, out of which 3.77 million (male 2.48 million, female 1.29 million) are enrolled in Government Primary Schools. Based on rough calculation of 40 children to 1 classroom, approximately 94,094 additional classrooms are required to accommodate existing numbers enrolled. In addition, there are 228,238 “un-admitted” children (155,257 male, 72,981 female) in primary schools, for which 5710 rooms are presently required. According to EMIS 2010-11, there are 63,339 classrooms in Govt: Primary Schools - a gap of about 32,420 classrooms to accommodate the existing students. Chapter 2 showed that on “realistic” assumptions about increased enrolment, government and community schools would together need 103,000 classrooms by 2015. In other words, 42,500 additional classrooms would need to be built for government and community primary schools to cater for projected enrolment, including for those schools which currently do not have enough rooms for existing enrolment.

Table No. 49: Pupil Classroom Ratio (PCR)

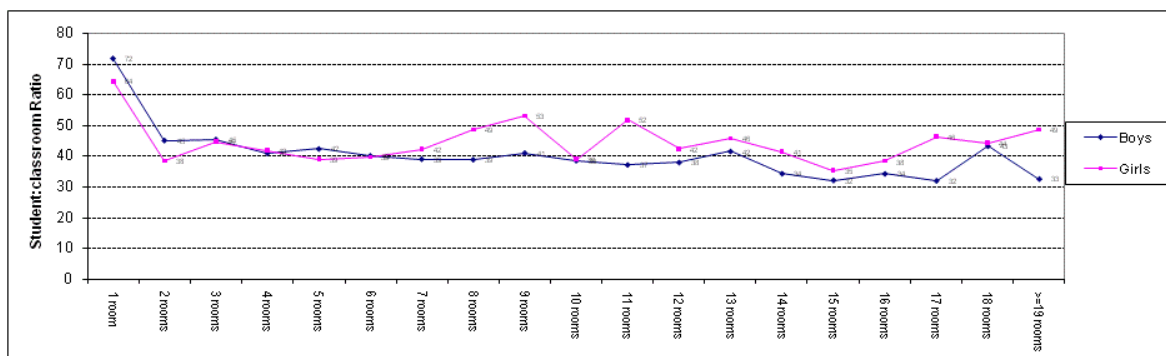
Level (2010-11)	Students			No. of Classrooms			Density of students per classroom		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Primary	1,815,795	960,847	2,776,642	40,495	22,844	63,339	45	42	44
Middle	142,238	77,449	219,687	4,868	3,182	8,050	29	24	27
High	384,743	177,825	562,568	10,491	4,037	14,528	37	44	39
H/S	127,824	77,075	204,899	3,277	1,366	4,643	39	56	44
Total	2,470,600	1,293,196	3,763,796	59,131	31,429	90,560	42	41	42

6.4. School categories at primary level

The highest concentration of school categories is found in the Primary School sub-sector where school size ranges from single room schools to schools with up to 24 classrooms, in some instances. Table 51 below shows the complete picture. The density of students per classrooms at the primary school level is generally within acceptable limits, except for 1 room schools where the density of students per classrooms is quite high at 1:72 for boys and 1:64 for girls. The government has to revisit the wisdom of maintaining the policy of 1 room schools which do not provide the enabling teaching and learning environment for the students to benefit and is an impediment to the provision of furniture and educational aids for children. This policy also does not conform to internationally acceptable standards of basic schooling.

Table No. 50: No. of Classroom in Government Primary Schools

Classrooms (2010-11)	Boys' Schools				Girls' Schools			
	No of Schools	Enrolment	No of classrooms	Class:Student Ratio	No of Schools	Enrolment	No of classrooms	Class:Student Ratio
1 room	107	7669	107	72	69	4446	69	64
2 rooms	5941	535,403	11,882	45	4412	337,798	8824	38
3 rooms	1662	226,337	4986	45	1129	151,081	3387	45
4 rooms	1377	225,484	5508	41	772	129,231	3088	42
5 rooms	691	146,225	3455	42	472	92,100	2360	39
6 rooms	692	166,458	4152	40	348	82,434	2088	39
7 rooms	296	80,855	2072	39	122	36,109	854	42
8 rooms	224	69,626	1792	39	84	32,605	672	49
9 rooms	112	41,313	1008	41	42	20,048	378	53
10 rooms	102	39,315	1020	39	26	10,144	260	39
11 rooms	53	21,658	583	37	9	5120	99	52
12 rooms	55	25,032	660	38	22	11,168	264	42
13 rooms	25	13,489	325	42	7	4160	91	46
14 rooms	17	8169	238	34	9	5215	126	41
15 rooms	22	10,603	330	32	5	2638	75	35
16 rooms	13	7123	208	34	6	3672	96	38
17 rooms	6	3262	102	32	2	1571	34	46
18 rooms	7	5444	126	43	2	1592	36	44
>=19 rooms	13	9055	278	33	2	2088	43	49
TOTAL	11,415	1,642,520	38,832	42	7540	933,220	22,844	41

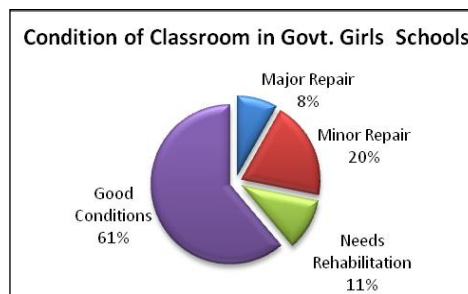
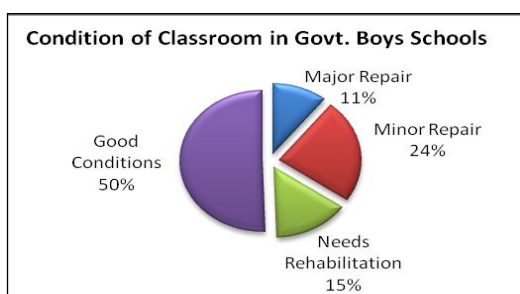


6.5. Classroom repair scenario

According to 2010-11 EMIS ASC, a large number of school classrooms require repair, rehabilitation and reconstruction. In numbers, 11% of present classrooms in male schools require major repairs whereas 8% of classrooms in female schools require major repairs. Table No.52 below presents the breakdown by level of school and the extent of repairs needed. The cost in terms of funds spent and recurring repairs to school infrastructure consumes a substantial portion of the yearly development budget at the expense of quality improvement measures and interventions to improve governance and operational viability.

Table No. 51: No. of Classroom in need of immediate repair in Government schools (2010-11)

Level	Government Boys Schools					Government Girls Schools				
	Rooms	Major Repair	Minor Repair	Needs Rehabilitation	Good Conditions	Rooms	Major Repair	Minor Repair	Needs Rehabilitation	Good Conditions
Primary	41116	4102	9841	6146	21027	23242	1763	4629	2421	14429
Middle	6951	832	2156	887	3076	4533	375	895	397	2866
High	14411	1806	3149	2262	7194	5646	598	1151	721	3176
Higher Secondary	4481	487	788	659	2547	1790	160	337	204	1089
Total	66959	7227	15934	9954	33844	35211	2896	7012	3743	21560
%		11%	24%	15%	50%		8%	20%	11%	61%



6.6. Missing basic facilities

Provision of basic facilities is a fundamental pre-requisite for all schools, especially in female schools, to ensure that parents send their children to schools. Still large numbers of schools are without necessary basic facilities such as water supply, boundary wall, group latrines and electricity.

According to the 2010-11 EMIS Annual Statistical Report:

1. 4,643 primary schools have no boundary walls, 6,543 primary schools are without water supply, 9,516 primary schools are without electricity and 3,984 primary schools have lack toilet facilities.
2. Middle schools face a similar situation with as many as 544 without boundary walls, 645 without water facility, 765 without electricity and 336 without toilets.
3. Even high schools face a situation where 271 have no boundary walls, 221 no water facility, 222 no electricity and 127 no proper toilets.
4. Higher Secondary schools also face a similar situation with having 24 without boundary walls, 23 without water facility, 15 without electricity and 11 without toilets.

The partnership agreements signed with the district governments during 2006-07 and 2007-08 have made it obligatory to ensure all schools offer proper facilities covering water, sanitation and security.

6.7. Some basic unit costs of school construction

The rising costs of construction within the public works sector spiraled post-earthquake October 2005 period whereas the quality of construction is often substandard, as was tragically revealed by the earthquake. The agreement in principle of the government to allow PTCs to spend up to Rs. 10,00,000/- of development funds on school development including construction of additional classrooms, providing basic facilities and general repairs is a positive step towards some degree of de-commissioning of construction from public works departments to the community.

High construction costs within the school sector indicate the government may need to look into the option of contracting some construction to the private sector. A glance at Table No.53 shows the unit costs of construction and indicates how difficult it may be to ensure continuous provision of buildings for education within a resource starved economy at the expense of other social sector services, security, employment, poverty alleviation initiatives, communication, etc.

Table No. 52: Unit cost construction, equipment & furniture

(Rs in Million)

S#	Type of Works	School Sub-Sector	
		Primary	Secondary
1	Construction of new building	4.100	12.000
2	Up gradation of existing High school to next higher level	0.00	18.000
3	Construction of additional classroom	1.0000	1.2000
4	Basic facilities		
	i. Water supply	0.200	0.200
	ii. Sanitation/Latrines	0.150	0.150
	iii. Electricity	0.200	0.200
	iv. Boundary Walls	0.500	0.500
5	Repair and rehabilitation	0.380	1.200
6	Computer Labs	0.00	1.000
7	Science Labs	0.00	3.000
8	Examination Hall		7.000
9	Establishment of Middle School		7.200
10	Upgradation of Middle to High Level		9.500

The future plans for infrastructure rehabilitation in the public school system and associated costs are given at the end of the chapter. The costs indicated are based on present day CSR 2009 and are subject to future adjustments as per policy of the government. Costs of capacity expansion to meet enrolment targets are shown in Chapter 2.

Table No. 53: Improvement of Physical environment

Rehabilitation of Damaged Schools

Level	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Existing Primary Schools	100	384	388	391	399	1,662
Existing Middle Schools	402	438	475	511	548	2,373
Existing Secondary Schools	504	528	540	564	588	2,724
Total	604	912	928	955	987	4,386

6.8. Issues

Issues of public sector infrastructure are hidden from public scrutiny as there is very little interaction between the government and the public on this matter. The policy of investing heavily in infrastructure also reflects lack of capacity and expertise of government to meaningfully invest in areas that ensure qualitative improvement of education and attainments of children. Heavy reliance on investing in infrastructure is seen as an effort to secure utilization of funds which otherwise remain mostly un-utilized in other areas.

Continuous intervention to improve physical infrastructure is required due to following reasons:-

- School building design and structure not in line with schooling needs.
- Non-existence of maintenance and repairs policy.
- Spiraling costs of construction consuming funds to be spared for other purposes.
- Lack of basic facilities (boundary wall, water supply and sanitation) an impediment to girls' education.
- Poorly constructed public school infrastructure adding to a vicious cycle of school repairs.
- Selection of schools sites on political grounds rather than "need" leading to under-utilization of school buildings.
- No community role in construction and monitoring of school infrastructure development and repairs.
- Up-gradation of primary schools to middle status a misnomer for "establishment of 3-room middle school buildings in independent locations.
- Lack of qualified staff within the school management to coordinate development matters with the Works & Services Department.
- Insufficient funds allocated to schools for maintenance and repair. And
- Poor site selection for schools such as Nalla beds and landslides-prone areas.

6.9. Strategies

The following are possible strategies to address the issues of school infrastructure:

- Development of public sector infrastructure development, maintenance and repairs policy.
- Increased use of EMIS/GIS for need-based infrastructure placement and development.
- Low cost alternatives to school construction, such as adobe structures.
- Establishing community schools for under-served areas.
- Improved school design in line with modern education needs.
- Delegating repair and maintenance of schools to PTCs/community and strengthening their

role to do this effectively.

- Provide missing facilities to all deficient schools on priority.
 - Special policy for establishment of new schools for marginalized areas (e.g. urban slums).
 - Partnership agreements with local governments for construction and repair of schools and provision of missing facilities.
 - Expanding partnerships with NGOs and private sector education providers to improve overall coverage and cost-effectiveness of education at all levels.
 - Define minimum school infrastructure and standards, including number of teachers, furniture and other educational aids, for all schools to ensure effective teaching and learning.
 - Improve provincial and district school management offices and facilities.
 - More debt swaps to improve infrastructure and relieve pressure on provincial resources.
- And
- Filling of posts of engineering staff in the Directorate of Elementary & Secondary Education.

6.10. Financial Resource for the Plan Period

Projections of construction needs of additional classrooms to cater for increased enrolment are discussed in Chapter-IV, and cost projections given there. Similarly, costs of stipends for girl secondary students are included in Chapter-IV (since they relate to increasing enrolment); cost of textbooks and other teaching/learning materials are discussed in Chapter-V, relating to the quality of education. The following tables concern construction and furniture needs of those existing schools which do not have sufficient classrooms or furniture for the children enrolled, as well as construction or provision of missing facilities in existing schools.

Table No. 54: Physical Targets (Primary Education)

Activities	Unit	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Primary							
Establishment of School inc Furniture	No.	300	265	285	305	327	1,482
Construction of Additional Rooms	No.	191	206	221	237	254	1,108
Rehabilitation/Blown up schools	No.	-	101	102	103	105	411
Provision of Basic Facilities		4,938	4,938	4,938	4,938	4,938	24,690
Group Latrine	No.	797	797	797	797	797	3,985
Boundary Wall	No.	929	929	929	929	929	4,645
Electricity	No.	1903	1903	1903	1903	1903	9,515
Water Supply	No.	1,309	1,309	1,309	1,309	1,309	6,545

Table No. 55: Financial targets - revised cost projections, rehabilitation and providing facilities, existing primary schools

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Primary						
Establishment of School inc Furniture	1,140	1,007	1,082	1,160	1,243	5,632
Construction of Additional Rooms	191	206	221	237	254	1,108
Rehabilitation/Blown up schools	100	384	388	391	399	1,662
Provision of Basic Facilities	1,266	1,266	1,266	1,266	1,266	6,332
Group Latrine	159	159	159	159	159	797
Boundary Wall	465	465	465	465	465	2,323
Electricity	262	262	262	262	262	1,309
Water Supply	381	381	381	381	381	1,903
Total (Primary)	2,697	2,863	2,957	3,055	3,162	14,734

Table No. 56: Physical targets - Secondary Education

Activities	Unit	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Secondary							
Establishment of Schools inc Furniture	No. of Schools	58	77	80	79	84	378
Upgradation of High to HS School	No. of Schools	124	142	147	146	155	713
Construction of Additional Rooms	No.	973	1,037	1,103	1,168	1,238	5,519
Computer Labs @ 1% of Schools	No.	212	219	227	235	244	1,138
Science Labs	No.	212	219	227	235	244	1,138
Refurbishing of HS	No. of Schools	106	110	114	118	122	570
Rehabilitation/Blown up schools		97	104	110	117	124	552
Construction of Examination Halls		11	11	11	12	12	57
Playground Facility wth BW	No. of Schools	11	11	11	12	12	57
Provision of Basic Facilities		-	229	229	229	229	916
Group Latrine	No.	-	35	35	35	35	140
Boundary Wall	No.	-	74	74	74	74	296
Electricity	No.	-	59	59	59	59	236
Water Supply	No.	-	61	61	61	61	244

Table No. 57: Financial Targets – Revised Cost Projections, Rehabilitation and Providing Facilities, Existing Secondary Schools.

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 t 2015-16
Secondary						
Establishment of Schools inc Furniture	2,229	2,681	2,783	2,758	2,928	13,379
Upgradation of High to HS School	773	887	921	913	969	4,463
Construction of Additional Rooms	973	1,037	1,103	1,168	1,238	5,519
Computer Labs @ 1% of Schools	213	225	235	247	259	1,179
Science Labs	63	66	68	71	74	341
Refurbishing of HS	53	55	57	59	61	285
Rehabilitation/Blown up schools	906	966	1,015	1,075	1,136	5,097
Construction of Examination Halls	39	39	39	42	42	200
Playground Facility wth BW	11	11	11	12	12	57
Provision of Basic Facilities	-	66	66	66	66	265
Group Latrine	-	5	5	5	5	21
Boundary Wall	-	37	37	37	37	148
Electricity	-	12	12	12	12	47
Water Supply	-	12	12	12	12	49
Total	5,259	6,033	6,297	6,411	6,784	30,783

Table No. 58: Physical Target (Sets of Furniture)

	2008-09	2009-10	2010-11	2011-12	Sub Total	2012-15	Total
Primary	156000	163800	171990	180590	672,379	902947	1575327
Middle	273000	286650	300982	316031	1176664	1580158	2756822
High	332000	348600	366030	384331	1430961	1921657	3352619
H/Sec	100000	105000	110250	115762	431012	578812	1009825

Table No. 59: Financial Targets (Sets of Furniture)

	2008-09	2009-10	2010-11	2011-12	Sub Total	2012-15	Total
Primary	156.0	163.8	172.0	180.6	672.4	225.7	898.1
Middle	409.5	430.0	451.5	474.0	1,765.0	592.6	2,357.6
High	664.0	697.2	732.1	768.7	2,861.9	960.8	3,822.8
H/Sec	200.0	210.0	220.5	231.5	862.0	289.4	1,151.4

RS. in Millions

Existing secondary schools. Hostels for Female Teachers

In order to encourage female teachers to work in difficult areas, the Government intends to provide special incentives, as discussed in Chapter-IV, and to build cluster hostels for female teachers where there are no alternatives.

Table No. 60: Construction of hostels for female teachers

Project		2011-12	2012-13	2013-14	2014-15	2015-16	Total
Construct Cluster Hostels for Female Teachers, capacity 10 Persons	No. of Hostels	2	3	4	5	5	19
Construction of Cluster Hostels for Female Teachers	Rupees Millions	60	90	120	150	150	570

Non-Formal Education and Community Schools

- **Adult Literacy and Non-Formal Education**
- **The Illiterates**
- **Literacy Analysis 2001-11**
- **Role of Elementary Education Foundation (EEF)**
- **Publications**
- **Quality Education**
- **Quality Education**
- **Challenges**
- **Risks**
- **Future Programmes**

Chapter-VII

7. Non-Formal Education and Community Schools

7.1. Adult Literacy and Non-Formal Education

7.1.1. Background

In 1951, the number of illiterate persons in Pakistan was approximately 20.25 million whereas according to the 1998 census, 48.8 million people in Pakistan were illiterate¹⁵. Pakistan ranks 6th among the 7 SAARC Countries and figures even lower on Asian and global standards. The overall 10+ male literacy rate stood at 70.2% and for female at just 46.3%, whereas in Khyber Pakhtunkhwa overall literacy rate stands at 53.2% (70.0% males and 35.1% females)¹⁶.

It is estimated that there are about 7.7 million illiterates among the age group of 9-39 in Khyber Pakhtunkhwa¹⁷. Illiteracy will remain a huge problem in the province even if 100% enrollment in primary education is reached by 2015. At that time the number of illiterates will still be about 10 millions. It is, therefore, important to increase enrollment in Kachi and Pakki grades simultaneously, in order to avoid the backlog increase of illiterate population. According to the PIHS statistics 2001/02 the overall literacy ratio was 38 % in Khyber Pakhtunkhwa and as per latest Labour Force Survey 2010-11 the literacy rate in Khyber Pakhtunkhwa is estimated as 53.2% (72% male and 35% female)¹⁸. The situation has improved since 2001-02 but still a consistent gap has been widened up between urban and rural literacy in Khyber Pakhtunkhwa¹⁹.

7.2. The Illiterates²⁰

The purpose of discussing the illiterates is to highlight its importance. It does not mean that the illiterates are some distinct social entity or a separate social institution. Neither they are segregated on the basis of illiteracy. The illiterates are also not confined to a geographic locality. These illiterates, though important segment of society, are intermixed. Some of the illiterates are also part of religious segment. Quite a few 'Ulema' who have memorised the Quran and also teach verbatim translation of Quran are technically illiterate. Such 'Ulema' were enlisted as learners under 'Literacy for All' Project²¹.

Various countries have set benchmark to define the literacy and the literate. The term, "illiterates" carries somewhat negative connotation. It is exclusive in nature. The different definitions of literacy, all over the world, define the bare minimum benchmarks. The current, broadly accepted, definition of literacy states that, "anyone who can read and write a simple passage, in any language, and also knows basic numeracy with understanding."²² is considered as literate.

Functional literacy is also the focus of attention. The illiterates should not be viewed as a "condemned lot". At no stage the ignorance should be confused, and equated, with the illiteracy.

¹⁵ Literacy Trends in Pakistan UNESCO, 2003.

¹⁶ LFS 2010-11.

¹⁷ Calculations based on Bureau of Statistics and EMIS Report on enrolment (E&SE Department).

¹⁸ Labour Force Survey 2010-11.

¹⁹ ESP (E&SE Department) 2007-08 to 2015-16.

²⁰ Conceptual Framework for Literacy Programme by Muhammad Mushtaq Jadoon, (Elementary Education Foundation – UNESCO Publication, 2008) www.paklife.net UNESCO Resource Library.

²¹ Conceptual Framework for Literacy Programme by Muhammad Mushtaq Jadoon, (Elementary Education Foundation – UNESCO Publication, 2008) www.paklife.net UNESCO Resource Library.

²² UNESCO LIFE definition.

The illiterates may be an 'educated' and a respected lot. In an egalitarian society like Khyber Pakhtunkhwa, such 'illiterates' might be farmers, skilled workers, and even tribal elders. They are also well-versed with the cultural values and in some cases better than the literates. In fact, illiteracy is a technical 'disability' and that too of temporary nature which can be cured. Sagacity and local wisdom of illiterates is to be given due respect.

Illiterates are identified through need assessment and motivated to be enrolled in literacy centers. It is to be followed by social mapping of this class. Such social mapping may include collecting and recording details such as age, socio-economic background, marital status and types of illiterates. Such types of illiterates may be either dropout or left out of the schools. Predominant muslim population of Khyber Pakhtunkhwa is Quranic literate. Quranic literacy is a facilitating factor for acquiring literacy skills because of commonality of words and similarity of script. The data collected from a sample of 168478 learners, in all the 24 districts under 'Literacy for All' Project (2005-2011) indicates that 57% of illiterate learners were Quranic literate. In case of Dir and Mansehra the percentage of Quranic literates was more than 65%.²³

7.2.1. Types of illiterates

While launching a literacy programme, it is not only essential to find out the number of illiterates but finding their location, concentration, age-group, gender, socio-economic background and causes of dropout. Since ultimate target group of literacy programme is the illiterates therefore it is vital to devise and operationalize the literacy programme as per local environment, requirements and available resources.

7.2.2. Left Out

Khyber Pakhtunkhwa has certain geographic, climatic and socio-economic constraints. The regions of Malakand and Hazara are rugged mountains with chilly winter. The Province has the highest population growth rate and incidence of poverty. Highest per cultivated population density, unfriendly human environment, scarcity of land coupled with harsh climate and highest population growth rate are some of the factors adding to the miseries of locals.

In case of Khyber Pakhtunkhwa we have a backlog of almost 100 years. Some of the areas remained as princely states. As a whole, about 45% area and 40% population of Khyber Pakhtunkhwa remained outside the ambit of direct British administration. Infrastructure facilities could not be developed in these areas.

Even in administered areas the locals fiercely resisted the establishment of government educational institutions. Unfortunately their indigenous religious educational institutions had already collapsed due to disruption and discontinuation of government patronage.

In post-independence era the locals remained either opposed or at least reluctant to formal literacy.

Thus lack of infrastructure facilities, coupled with socio-economic and locational constraints, are some of the major causes of large number of illiterates as 'left out'. Since 1947 successive governments preferred to open male educational institutions. The local population was so conservative that they did not allow the females to be enrolled even in class-I. Now, barring few areas, girls are allowed to be enrolled in male schools, and continue their education, at least, up to class-5. Social and geographic barriers prove as hindrance for promotion of female literacy. While the males could walk for miles to reach the school, the females could not do so due to social

²³ Literacy For All Project. Elementary Education Foundation, Khyber Pakhtunkhwa (2005-2011).

restraints. Low overall literacy rate, specially female literacy, is indicative of the grave situation of illiteracy. All these factors have resulted in estimated left-out of 1.3 million (5-9 years) and 2.7 million (10-14 years)²⁴.

7.2.3. Dropout

Dropout rate in Khyber Pakhtunkhwa is also of serious concern. In initial two years of enrolment the dropout rate is 9% and in third and fourth year it is 6%. In third and fourth year of enrolment, the dropout rate is 12%. In fifth and sixth year it becomes 7% and at the stage of seventh and eighth year the dropout raises to 14%²⁵. Random survey of Batch-1 June 2005 (4388 Literacy Centers) in the 24 districts of Khyber Pakhtunkhwa indicates that in some cases dropout from grade 4 were not technically literate to fulfill the bare minimum standard of definition of literacy in Pakistan²⁶. It is an issue of environment and the time-lag. A grade 4 dropout may relapse into illiteracy due to the environment. Such learners get engaged in petty blue colour jobs or farming and remained un-touch with the literacy for almost five years to more than a decade. Such learners still remember some digits or can read few words but have weak or no writing skills.

7.2.4. Causes of Illiteracy

7.2.4.1. Poverty

Poverty is one of the main causes of illiteracy. In case of Malakand and Hazara Regions, urban to rural migration is on the increase. The parents can only afford to enrol a child in a school while residing and carrying on business in rural areas. Migration to urban areas put such families under tremendous economic and even socio-psychological pressures and thus forcing the parents, either, not to enrol or to pull out the children from schools and put them to child labour. Such children perform petty jobs ranging from home servant to working in workshops and restaurants. In rural areas they are engaged in farming. For rural conservative population female literacy is the least priority. Obviously male child gets preferential treatment over the female. Spending on female literacy is not considered a viable option.

7.2.4.2. Insensitivity to Literacy specially to female Literacy

Poverty is not the sole cause of low enrolment or high dropout. As the data indicates that developed districts having good infrastructure facilities, are graded with low literacy districts. Illiteracy in such areas is due to insensitivity of parents towards literacy. Female child is the first victim of such insensitivity. The eldest female child is pulled out of the school to take care of her younger brothers and sisters or assist the family in farming or household work.

7.2.4.3. Physical Disability

Though authentic data of such dropout does not exist yet instances are not uncommon that physical disability such as malnutrition and weak eyesight are also some of the causes of dropout. Parents and teachers instead of realizing such physical disability resort to corporal punishment. Fortunately now there is growing awareness among the parents. Teachers are also sensitized during the training.

7.2.4.4. Social Problems

Social issues include family disputes, separation and dissolution of marriages, enmities specially in tribal society of Khyber Pakhtunkhwa and Baluchistan, temporary or permanent migration of

²⁴ Calculations based on Projected population of Bureau of Statistics 2010 and the enrolment in Khyber Pakhtunkhwa, EMIS, (E&SE Department) 2010-11.

²⁵ Annual Statistical Report 2010-11, EMIS, (E&SE Department).

²⁶ Literacy For All (LFA) Project.

families due to enmities, economic constraints or natural disasters. Portion of Khyber Pakhtunkhwa population in Malakand and Hazara Regions temporarily migrate to hills during the summer season and to urban centres during winter for want of jobs.

In areas and pockets which are more religious and conservative, the female students are forced to dropout from male schools or they are not enrolled in the first place.

In some cases, dropout of female students is also due to economic problems and gender discrimination. Whenever a family feels economic pressure girls become the first victim as male children are given priority over the females. Social mindset is that male would become the ultimate bread-earner for the family. There is selfish thought that the educated girls would be ultimately married away, so the real beneficiary would be someone else. Still there is widespread perception that since the females are not supposed to do jobs, or not allowed to, therefore literacy is not a basic requirement for the females.

7.2.4.5. Lack of infrastructure

Lack of formal institutions, specially female schools, is one of the main causative factor of deprivation of school going children.

Lack of roads and rough terrain, especially in mountainous regions is a vital factor. Inclement weather is also an inhibitory factor. Thus the mere counseling of illiterates would just highlight the gravity of the situation but analysis of data, in the context of cited factors, would not only provide us a comprehensive picture but also facilitate in devising the remedial measures.

7.3. Literacy Analysis 2001-11

Various sources and statistical analysis show the gradual increase in literacy at National and Provincial level. The growth rate over last 10 years is summarized as below;

Table No. 61: Literacy analysis: 2001-11.

	Gender	PIHS 2001-02	PSLM 2004-05	PSLM 2006-07	PSLM 2007-08	PSLM 2008-09	LFS 2010-11
Pakistan	Male	58%	65%	67%	69%	69%	70%
	Female	32%	40%	42%	44%	45%	46%
	Total	45%	53%	55%	56%	57%	59%
Khyber Pakhtunkhwa	Male	57%	64%	67%	68%	69%	72%
	Female	20%	26%	28%	33%	31%	25%
	Total	38%	45%	47%	49%	50%	53%

Source: GOP Statistics Division, PIHS 2001-02 and PSLM 2004-05 to 2008-09 and LFS 2010-11.

The National Education Foundation (NEF) working for non-formal community based education has been closed as a result of 18th Amendment. Literacy For All (LFA) Project of Provincial Government has also been closed. The Elementary Education Foundation (EEF), Khyber Pakhtunkhwa has however been tasked to help improve literacy by opening non-formal basic schools for left-out and dropout children of primary schools. The current growth rate will be accelerated with the opening of more non-formal basic schools and adult literacy centres.

7.4. Role of Elementary Education Foundation (EEF)

The Elementary Education Foundation (EEF) Khyber Pakhtunkhwa was established in 2002, to strengthen elementary education in the private sector in line with the education policy of the government. The EEF's mandate was also extended to plan and implement literacy programmes in

Khyber Pakhtunkhwa systematically. The function of the EEF is to take measures for the promotion, improvement and financing of education and development of human resources in the province by strengthening elementary education institutions in the private sector. The objectives of the EEF are as follows:

- To provide loans to an individual or non-governmental organization to establish elementary education schools;
- To improve literacy, with a particular focus on women, through the opening of girls community and non-formal schools and employment of teachers;
- To improve the quality of education through effective and systematic teacher training programmes;
- To promote community participation and ownership of elementary education programmes at the grass roots level;
- To assist national efforts at mainstreaming the education imparted in religious madarassahs and mosques;
- To introduce innovative educational programmes relating to literacy and skills oriented disciplines for disabled and disadvantaged children.

To achieve its objectives, EEF has started the following programmes with its meager resources;

7.4.1. Girls Community Schools (GCS)

EEF has established 199 Girls Community Schools with the participation of community by providing free accommodation. Teachers training, salaries and class room consumables are provided by EEF. Around 11803 girls students have been enrolled.

7.4.2. Community Learning Centers (CLC) for women empowerment

To empower women through income generation skills and literacy EEF has established 116 Community Learning Centers (CLCs). Around 3000 women and girls have been benefited from the programme through imparting income generating skills.

7.4.3. Private Schools Teachers Training Programme (PSTTP)

To improve the quality education in private sector, 8,927 untrained teachers of private sector have been trained since 2006-11 covering all districts.

7.4.4. Rokhana Pakhtunkhwa Talimee Programme

To help the poor community for attainment of quality education, Public Private Partnership (PPP) in education in the name of "Rokhana Pakhtunkhwa Talimee Programme" is being launched as pilot project with the cost of Rs.500.00 million. Work Plan of the programme has been approved by the Chief Minister Khyber Pakhtunkhwa.

Table No. 62: Cost Summary

S.No	Description	Total Cost Rs.(in million)
1	Financial Assistance to Schools	405.80
2	Recurring/ Administrative	54.37
3	Non-Recurring Developmental Cost	21.68
Total Cost		481.85
Physical and Price Contingencies @1.5% of Total Cost		7.23
Total Cost		489.07

7.4.5. Provision of Community Science Teachers.

To overcome the deficiency of science teachers in Govt. schools and improve the quality of education EEF plans to provide Science teachers from community on need basis. The estimated cost of the proposed facility has been worked out for Rs.36.00 million. The activity will continue for three years as planned subject to availability of funds of Rs.216.00 million to EEF.

Table No. 63: Provision of Community Science Teachers

S.No	Category	Salary per month in Rs.	No. of Teachers	Phase-I	Phase-II	Phase-III	Total Cost (Rs. In Million)
				300 Teachers (Rs. In Million)	(300 + 300) 600 Teachers (Rs. In Million)	(600 + 300) 900 Teachers (Rs. In Million)	
1	F.Sc	8000	100	9.6	19.2	28.8	57.6
2	B.Sc	10000	100	12	24	36	72
3	M.Sc	12000	100	14.4	28.8	43.2	86.4
Total			300	36	72	108	216

7.4.6. Functionalization of non-functional schools through community participation.

To functionalize the non-functional schools of the E&SE department, EEF plans to functionalize these schools through provision of teachers from the community and classroom consumables. The comparative cost of fictionalization through EEF and E& SE department is Rs.1:17.

The estimated cost is of the scheme is Rs.552.47 million, for three years. As the department enables to functionalize the school on its own, EEF will shift and establish the school on need basis in other identified area. The schools will be fictionalized as per identification of the department, covering all districts across the province.

Table No. 64: Functionalization of non-functional schools through community participation

S.No	Particular	1st Year Cost	2nd Year Cost	3rd Year Cost
1	Teacher Salary	84000	168000	252000
2	Teacher Training & Materials	5000	5000	5000
3	Watchman	72000	72000	72000
4	Furniture	20000	20000	20000
5	PTA for Community Mobilization	5000	5000	5000
6	Text books	By Department		
7	Sign Board	1000	1000	1000
8	Postal /Correspondence	1000	1000	1000
9	School Stationary	5000	5000	5000
10	Student Assessment Expenses (EDOs & Third Party)	5000	5000	5000
11	Seminar / Awards	5000	5000	10000
12	Monitoring	By EEF staff & EDOs		
13	Report Card	500	1000	1000
14	Building Renovation / Maintenance	5000	5000	10000
15	Allied Facilities/ Perishables	1000	2000	2000
16	Misc	10000	5000	8000
Total Cost Per School (in million)		0.2195	0.3	0.397
Total Cost of 548 Schools		120.286	164.4	217.556
Cumulative Total		132.31	313.15	552.47

7.4.7. Literacy For All (LFA) Project

The EEF designed the “Literacy for All” (LFA) Project (2004-2011), launched in June 2005, with the opening of 5000 Literacy Centers. Till June 2011 more than 1.250 Million learners (age 9-39) have been passed out as literates through establishment of 61000 literacy centers from 2005-11, out of which 61% are female. LFA was implemented through government funding only (through the development budget) with an allocation of Rs. 996.78 million. The LFA project was closed in June 2011. It was a very successful project and won the international recognition of Islamic Educational, Scientific and Culture Organization (ISESCO) Literacy Award 2009.

Table No. 65: Target and Achievements of LFA Project (June, 2005 to June, 2011)

Batches	Literacy Centers				Learners
	Target	Achievements			
		Male	Female	Total Established	
I	5,000	1,788	2,600	4,388	98496
II	5,000	1,671	3,156	4,827	108833
III	7,000	2,053	4,013	6,066	138584
IV	8,000	2,680	4,361	7,041	154716
V	8,000	2,894	4,535	7,429	162769
VI	6,000	2,039	3,381	5,420	121760
VII	4,000	1,311	2,153	3,464	91551
VIII	4,000	1,492	2,229	3,721	78334
IX	5,000	1,828	2,819	4,647	100704
X	4,000	1,391	2,271	3,662	77384
XI	4,000	1,379	2,136	3,515	72613
XII	3,850	1,192	1,909	3,101	62515
XIII	4,000	1,486	2,322	3,808	81944
Total	67,850	23,204 (34%)	37,885 (56%)	61,089 (90%)	1350203 (1.35 M)

7.5. Publications

- LFA Project has developed learning material of its own, matching local culture, traditions and religion.
 - Primers
 - Urdu Book-1
 - Urdu Book-2
 - Basic arithmetic
- Two English Manuals
 - Conceptual Framework for Literacy Programme (Part-I)
 - Operationalization of Literacy Program (Part-II)
- Training Need Assessment (TNA) for managerial / supervisory staff.
- Two Urdu Manuals
 - Social & Functional Literacy (Amli o Samaji Khawandgi)
 - Teacher’s Guide (Rehnuma Tarbiat-e-Asateza)
- MIS with 27 SRs (Sector Returns); Developed.

- Bi annual News letter “ Dasthak-e-Khawandagi”
- Teacher’s Training Manual
- Research Paper “Literacy Overview”
- Instructional Charts.
- Motivational Posters.
- Flash Cards of Urdu, English and Maths.

All publications are available on UNESCO, Paklife.net resource library website.

7.6. Quality Education

To assist the national efforts in promotion of quality education, EEF was entrusted with the establishment of quality institutions. So far the following institutions have been established.

- Mufti Mehmood Public School Dera Ismail Khan.
- Swabi Model School Kotha Swabi.
- Bacha Khan Model School, Buner.
- Bacha Khan Model School, Pabbi, Nowshwera.

7.7. Challenges

- Achieving Universal Primary Education (UPE) during the currency of ESP and as per MDGs.
- Improving retention as per MDGs.
- Community and resource mobilization.
- Linkages with formal sector of education.
- Advocacy at bureaucratic and political level for allocation of resources.

7.8. Risks

- Success of programme greatly depends upon community awareness and mobilization.
- Requirement efficient monitoring system.
- Literacy trained personnel availability and time constraints in capacity building.
- Development of standardization and equivalency.
- Politically non-formal education is not a vote- generating activity.

7.9. Future Plans

7.9.1. Establishment of community primary schools.

To achieve 100% enrolment it will need at least additional schools around 4000 schools immediately which is not possible, keeping in view the weak financial position of the province. Informal sector need to be strengthened to assist the formal system. The salient features of the informal system are easy establishment, cost effectiveness, community ownership and doorstep facility. Accommodation, watch and ward and utilities are provided by community.

Table No. 66: Cost estimated for establishment of 4000 Non-formal Basic Primary Schools

S.No	Particular	1st Year Cost	2nd Year Cost	3rd Year Cost
1	Teacher Salary (per month @Rs.7,000/-)	84000	168000	252000
2	Teacher Training & Materials (Annual)	5000	5000	5000
3	Furniture	20000	20000	20000
4	PTA for Community Mobilization	5000	5000	5000
5	Text books	By Department		
6	Sign Board	1000		1000
7	Postal /Correspondence	1000	1000	1000
8	School Stationary	5000	5000	5000
9	Student Assesment Expenses (EDOs & Third Party)	5000	5000	5000

10	Seminar / Awards	5000	5000	10000
11	Monitoring	By EEF staff & EDOs		
12	Report Card	500	1000	1000
13	Building Renovation / Maintenance	5000	5000	10000
14	Allied Facilities/ Perishables	1000	2000	2000
15	Misc	10000	5000	8000
Total Cost Per School per year (in Million)		0.1475	0.227	0.325
Cost of 1334 school per year (in Million)		196.765	302.818	433.55
Total Cost of 4000 Schools, to be established in 3 years==>1334 schools per year including administrative charges @ 10%		216.44	333.10	476.91
Cumulative cost in Rs. (Millions)		216.44	549.54	1026.45

7.9.2. Establishment of Community Learning Centers

CLC is a programme for women empowerment through literacy and skills. It was initially started by EEF in 2007 in collaboration with UNESCO in 15 districts which was later on extended to all 24 districts.

The programme is highly appreciated by the community. The achievements and beneficiaries are 3000 women and girls. EEF plans the extension of the programme up to 1000 CLCs across the province with estimated assistance of Rs.435.66 million.

Table No. 67: Establishment of Community Learning Centers

Year	5 years phasing for establishment of 1000 CLCs	Per Unit Cost Rs.	No. of CLCs	Total Cost Per Batch Rs. (in Millions)	Cumulative Cost
2011-12	Phase I (200 CLCs)	356,800	200	71.36	71.36
2012-13	Phase II (200 CLCs)	356,800	200	71.36	78.50
	Phase III (200 CLCs)	356,800	200	71.36	86.35
2013-14	Phase IV (200 CLCs)	356,800	200	71.36	94.98
	Phase V (200 CLCs)	356,800	200	71.36	104.48
Total			1,000	356.8	435.66

7.9.3. Return to Learn Programme for Adult Literacy

To literate the illiterate population of around 10 million is a huge task. It cannot be achieved alone by the Government. Assistance of International donors is inevitable to meet this challenge. Keeping in view the experience of LFA project EEF plans to meet this challenge. Estimated cost of one ALC Rs.37300/-, while to literate 02 million out of 10 million illiterates, Rs.3,174 million will be required to establish 66,668 ALCs. It is essential to achieve MDGs regarding adult literacy.

Along with basic literacy and numeracy skills functional literacy will be imparted with objectives of facilitating learners in application of literacy skills and tackling daily life issues. Main themes of functional literacy are proposed to be;

- i. Islamic education.
- ii. Values and attitudes.
- iii. Ethics.
- iv. Responsibility as active citizen.
- v. Environment protection.
- vi. Health and hygiene.
- vii. Child-Mother care.
- viii. Road safety.
- ix. Disaster Management.

- x. Life skills (Patience, Decision making).
- xi. Gender equity and social issues.
- xii. Importance of female education.

Income generation skills main themes are proposed as;

- i. Dress Making.
- ii. Local handicraft.
- iii. Mushroom growing.
- iv. Rearing of sheep.
- v. Home savings.
- vi. Income generation activities at local level.

Table No. 68: Return to Learn Programme for Adult Literacy

S.No.	4 years phasing for establishment of 66668 million ALCs	Year	Cost Per Unit Rs.	No. of ALCs	Total Cost Per Batch Rs. (in Millions)	Administrative Cost @ 10%	Cumulative Cost
1	Phase I (16667 ALCs)	2012-13	37,300	16,667	621.68	62.17	684
2	Phase II (16667 ALCs)	2013-14	41,030	16,667	683.85	68.38	752
3	Phase III (16667 ALCs)	2014-15	45,133	16,667	752.23	75.22	827
4	Phase IV (16667 ALCs)	2015-16	49,646	16,667	827.45	82.75	910
	Total			66,668			3,174

- * 2 Million illiterates need 66668 ALCs
- ** 30 learners per ALCs
- *** 10% cost increase per year
- **** Duration of one ALC is 6 months

7.9.4. Private Schools Teachers Training Programme (PSTTP)

As per EMIS (E&SE) data 2009-10, the employment in private sector is 68,656 teachers out of which 3,341 are male whereas 35,215 are female. To enhance the capacity of teachers in private sector EEF plans to train annually 5000 teachers. The estimated cost for 5 year plan is Rs.107.30 million.

Table No. 69: Private Schools Teachers Training Programme (PSTTP)

S.No.	Year	5 years phasing for training of 25000 trainees	Cost Per Training Rs.	No. of Trainings	Total Cost (in Million Rs.)
1	2011-12	Phase I (5000 trainees)	175750	100	17.575
2	2012-13	Phase II (5000 trainees)	175750	100	19.33
3	2013-14	Phase III (5000 trainees)	175750	100	21.27
4	2014-15	Phase IV (5000 trainees)	175750	100	23.39
5	2015-16	Phase V (5000 trainees)	175750	100	25.73
		Total		500	107.30

7.9.5. Assistance to the Madaris to enroll more students

The Madaris not only contribute to the enhancement of the literacy rate but also produce Ulema and scholars in their respective fields, yet there is a general feeling that the students of Madaris lack understanding of English & Mathematics. With a view to impart basic primary education to the students of the Madaris, the in-charge (Mohtamim) will be encouraged to open primary schools in the premises of their Madaris. The teachers will be appointed by the Mohtamim whereas the

expense on account of pay of the teacher and classrooms consumables/textbooks will be provided by the project. In the initial stage 2000 schools (1400 male & 600 female) will be opened in the Madaris as follows:

Table No. 70: Physical targets (Deeni Madaris)

	Male	Female	Total
No. of Madaris	3,795	885	4,680
Teachers	1,600	800	2,400
Students	10,000	5,000	15,000
Additional students of formal education	10,000	5,000	15,000
Total Schools	400	200	600

Table No. 71: Financial targets (Deeni Madaris)

Financial Implication	(Rs. In Millions)		
	Male	Female	Total
Grant of Rs. 2000 per student per six months	40	20	60
Overhead Expenses	10	10	20
Total Expenses for 600 schools	50	30	80

Governance

- Governance in Education
- Constitutional and legal structures
- Provincial setup
- Education Department after devolution
- Post Devolution Management issue
- Policy Planning and Implementation
- Implementation
- Lack of coordination and communication
- Options to improve coordination
- Improving governance and coordination with District Governments
- Provincial Government
- District Government
- Key Performance Indicators (Khyber Pakhtunkhwa I)
- Monitoring & Evaluation
- Establishment of M&E Cell at District Level
- Establishment of School Sector Management Cadre
- Improving governance at school level
- Preparation of the Capacity Development Plan
- Strategies
- Community Participation
- Governing Bodies
- Improving governance
- Issues
- Strategies
- Financial Resource/Budget Outlays for the plan period
- Restructuring of the Department
- Management/Teaching/Teacher training cadre
- Risk Management

Chapter-VIII

8. Governance

8.1. Governance in Education

Alvin Toffler in his book 'Power Shift' describes three instruments for control of the state: Power, wealth and knowledge. Governance of education will be discussed under planning and policy and its effective implementation.

Pakistan is signatory to UN Conventions, Protocols, declarations and Treaties and UN Protocols being implemented through UN agencies like, UNESCO, UNICEF, WHO, UNDP, WFP.

Pakistan is also signatory to MDGs, DAKAR World Declaration 2000 and Jomeitin Education Conference Thailand.

There are bilateral agreements such as DEBT SWAP For Education and Conditionalities of IDFI. All these MoUs, agreements have close nexus and have bearing on governance.

8.2. Constitutional and legal structures

Pakistan is Federal state with parliamentary system of governance. Since independence, policy planning and implementation has been mandated for provinces and at-times federalized. Under 1973 constitution, policy planning and implementation was part of Concurrent List. After 18th Amendment it has been devolved to provinces.

Federalism is not an ideal system of governance specially with parliamentary system. Tracheotomy of powers is usually referred as pillar of federation, but in real terms, there is overlapping of powers in this system. Members of provincial and national assemblies are the Chief Executives, Ministers and Advisors. The crux of the matter is that Chief Ministers, having usually thin majority under coalition governments are subject to political maneuverability. Education Department by virtue of its huge size, localized nature of duties and engagement in election duties is highly politicized. While the students unions have been banned by Supreme Court, we see all sort of employees associations assuming the role of 'trade unions' in Education Department. For political dividends, the parties have extended their wings among all the teaching cadres. And the teaching community is politicized on the basis of political affiliation as well as unionism based on grads etc.

8.3. Provincial setup

At secretariat level, the department has been organized as secretariat and directorate. PITE and DCTE are attached directorates, while BISEs, Text Book Board, EEF are autonomous bodies.

8.4. Education Department after devolution

In order to improve governance and service delivery, the Education Department was bifurcated under the Devolution of Powers Plan into the Schools & Literacy Department (renamed Elementary and Secondary Department in 2008) and Higher Education Department in 2001. Both the departments were notified as full-fledged administrative units with complete authority for policy development, planning and decision-making. The bifurcation was deemed to provide more administrative space for better management, especially in the school sector which was growing at a rapid pace in terms of quantitative expansion, finances and human resource development. A separate department for higher education, it was thought, would provide the much needed focus and impetus for improved policy development at college level which had remained overshadowed and stifled due to priority being given to basic education by successive governments.

Table No. 72: Budget 2011-12 at a glance – Summary (Recurrent)

(Rs. in million)

	Salary	N-Salary	Total:
Total:	39,366.13	7,115.00	46,481.13
Total Provincial Budget: (Revenue):	149,000.00	85,141.00	234,141.00
%age of E&SED budget V/S Provincial revenue budget:	26.42%	8.36%	19.85%

The E&SE Department is one of the largest public sector departments in Khyber Pakhtunkhwa. There are 174,364 employees (excluding FATA), which is about 46% of the total provincial government employees. The total budget of the E&SED for Financial Year 20011-12 is Rs.46.481 billion, which is 19.85% of the total provincial budget (Rs. 234.141 billion). There are two Directorates presently functioning: the Directorate of Elementary & Secondary Education & Directorate of Higher Education, Khyber Pakhtunkhwa. The Directorate of Curriculum & Teacher Education Khyber Pakhtunkhwa and Provincial Institute for Teacher Education are also working for teacher training. However PITE will be upgraded to an Education Services & Research Academy (ESRA).

8.5. Post Devolution Management issue

As per Local Government Ordinance 2001, education is a devolved department. Legally, administratively and financially education department, at district level, falls within purview of district government with DCOs as Principal Accounting Officer. Since last decade, while de jure control with the district government, defective control has been with the provincial government and in violation of rules. It has resulted in chaotic management providing escape routes for non-performance.

8.6. Policy Planning and Implementation

Education is now provincial subject. While Department formulates the Policy and Planning, technical clearance is required at the level of P&D and Finance departments. In case of administrative matters, the concurrence of Law and Establishment Department is required. For land acquisition and disputes, which may cause law & order situation, role of Revenue Department and Home Department also arises.

As scarcity of resources is always there and so are the time constraints, prioritization and allocation of resources to education becomes a policy and political question to be settled among conflicting interests of various stakeholders.

In a Federal Parliamentary system such conflicting demands are to be adjusted. So allocation of resources requires continuous and effective advocacy at all levels. Expansion of activities may be politically favourable but non-formal education and consolidation, which include quality, require vision of statesmen.

8.7. Implementation

More than policy planning and resource allocation, implementation is big issue even less allocation can deliver results provided transparency and effective monitoring regime is in place. The quality of delivery depends upon effective implementation strategy.

8.8. Lack of coordination and communication

The devolution of power plan emphasizes the need and necessity for strong coordination and communication procedures for improved provincial and district government processes and working relations. In the aftermath of devolution, enough attention has not been paid to developing inter-departmental coordination and communication channels between the provincial departments and district government remained defective. There is a lack of combined vision, strategy and plan for the

long term development of the whole education sector, which resulted in initiatives that were designed with short-term perspectives without considering the whole context over the long-term. The E&SE Department and Higher Education Department are two branches of mainstream education but continue to function separately without effective channels of formal interaction and cooperation. Strong leadership is required from the political level to coerce divergent policy initiatives between both departments towards a common point to ensure coherent and sustainable policy making.

8.9. Options to improve coordination

In order to improve coordination for effective policy formulation, sector development and governance between both arms of the education sector, there are a number of options that can be explored:

1. Establish a permanent Steering Committee comprising of Secretaries of Education, Planning, Finance and Establishment, Directors of Education, Managing Directors of Education Foundations and representative of Chairmen BISEs to rectify all policy decisions.
2. Create a sub-committee of the planning staff of both departments to ensure coherence in planning and donor coordination functions.
3. Establish a sub-committee of the directors of education to improve information sharing and coordination at field level.

8.10. Improving governance and coordination with District Governments

The Government of Khyber Pakhtunkhwa is taking steps to create awareness and build the capacity of communities and local stakeholders, parents, education staff, politicians, religious groups, and other members of society under various initiatives. The district governments are being involved under a Partnership Agreement (PA) with the provincial government to improve social indicators at district level, especially education indicators under the umbrella of the Khyber Pakhtunkhwa Education Sector Reforms. The management of education at district level will be improved against performance-based criteria requiring districts to improve overall service delivery and school management to achieve carefully selected benchmarks and deliverables. The performance system is linked to a prescribed set of activities based on budgetary incentives for the districts. Districts performing well have been pledged additional resources. Similarly, districts failing to achieve results may face reduction in funds in successive years. Hence, the emphasis is very much on districts demonstrating their ability to improve social services delivery.

The Partnership Agreements reflect the following areas of responsibility and duties:

8.11. Provincial Government

- Funds will be transferred from the Provincial Government to the District Government as tied grants for improvement of schools. The funds will be utilized for the prescribed activities in education sector and will not be re-appropriated for any other purpose.
- Free textbooks will be provided by districts to all students studying in government schools from Kachi to class XII.
- Financial structure to promote female education.
- Resources, allocated for improvements of schools, will be distributed among the districts on the basis of performance to be evaluated vis à vis baselines and targets.
- The Provincial Finance Department will release funds for school PTCs in the 1st week of July to the district government, in addition to resources provided to schools by the district government through its own budget or sources, which will release the funds to PTCs by 1st week of August.
- The Provincial Government will make arrangements for capacity building of PTCs and train PTC members in auditing, accounting, planning and monitoring, etc.

8.12. District Government

- Maintain non-salary and development budgetary allocations to schools from the Financial Year 2010-11 (whether the district will reasonably increase budgetary allocations to schools in the next financial year 2011-12, commensurate with the increase in the non-salary/developmental budget of the district by the provincial finance commission).
- Ensure timely distribution of textbooks among the students as per approved mechanism and schedule given by E&SE Department.
- Guarantee timely distribution of stipends to girl students through the EDOs.
- Undertake recruitment of teachers as per approved criteria.
- Use funds given for infrastructure improvement for provision of missing facilities in government schools.
- Utilize the funds for the improvement of schools.
- Operationalize all non-functional schools.
- Support the initiatives of the Provincial Government for improvement of literacy, enrolment and retention rate.
- Reduce the allocations for the District, during the succeeding financial year, in case of failure to comply with the Terms of Partnership agreements.
- Through the EDO concerned, collect and maintain a database of the performance indicators, performance targets, achievements of physical targets, outcomes, and utilization of funds by individual line item and regularly provide this information to the department.
- In collaboration with the Provincial Government, develop and maintain a comprehensive District profile, containing information about population, sex ratios, age groups, number of schools, enrolment, drop outs and retention rates, distances between educational institutions, availability of infrastructure, missing facilities, teachers, out of school children, private schools and deeni madaris, additional classrooms, total area covered and uncovered area of the school etc. so that an effective planning tool is readily available.

8.13. Key Performance Indicators (Khyber Pakhtunkhwa I)

The following are the key performance indicators against which the districts will be measured and future extent and flow of funds determined:

- Increase in enrolment (boys and girls) at primary, middle and secondary school level;
- Reduction in missing facilities;
- Increase in budgetary allocations to education and increase non-salary and development budget;
- Transparency, accountability and efficient utilization of resources.
- Active community participation decisions making and ownership.
- Receipt of budget allocations by PTCs within 2 weeks of the funds received from provincial government;
- Increased completion rates at primary level.
- Enforce accountability mechanisms to improve teacher attendance;
- Number of closed schools made functional; and
- Reduction in drop-out primary level (boys and girls);

8.14. Monitoring & Evaluation

Monitoring is a management instrument to ensure that progress is being made towards objectives (quantitative and qualitative). Monitoring is also an essential accountability tool for executing agencies and other stakeholders. Evaluation is basically concerned with the assessment and measurement of impact and effectiveness. Monitoring and evaluation activities should reinforce each other and enable stakeholders to have informed decisions about the future of on-going programmes. These milestones would help in developing structured information gathering instruments.

Education Sector Reform Unit (ESRU) was converted to permanent entity in 2010 with a mandate to monitor the reform initiated and propose new reforms, however due to lack of resources, the unit is facing problem in achieving the set objectives. Besides, a separate cell for M&E is required to be established at provincial level for regular monitoring of schools and development projects.

8.15. Establishment of M&E Cell at District Level

An M&E cell will be created at District level. The district cell will work under the direct supervision of the M&E cell at Provincial level which will be established in Directorate of E&Se, Peshawar. The basic responsibility of the Cell will be monitoring developmental and academic activities; evaluating system efficiency and suggesting improvement measures; as well as preparing Action Plan for districts; preparing presentations through districts education managers, and preparing resource maps to ensure best utilization of resources. All these initiatives will be taken under the overall strategy of District Strategic Plan (DSP).

8.16. Establishment of School Sector Management Cadre

The public school system is made up of a single cadre of 'teachers' who also perform the roles of managers, supervisors and teacher trainers according to need. In order to improve overall social service delivery and create specialization of services, the Government of Khyber Pakhtunkhwa has bifurcated the present uni-cadre establishment of teachers into two distinct and separate set ups of 'teaching cadre' and 'management cadre'. The management cadre has a new career path, comprising of a blend of experienced serving school teachers and newly recruited qualified personnel from the open market through the Public Service Commission. The cadre personnel, notified, required intensive training by government civil service institutions and private sector institutions in management within a career-oriented service structure. The school teaching and management cadres function in parallel but obviously interact, providing reinforcing systems to improve the public school system.

8.17. Improving governance at school level

The ultimate objective of improving governance is to ensure better functioning schools, better teaching, improved student learning achievement and societal confidence that the public school system is functioning and yielding positive results. In order to provide the missing academic supervision and support, 300 Local Circle Offices (LCOs) are being operationalized. Travel costs for approximately 5000 trained primary school mentors also needs to be institutionalized and made part of the regular budget. Both concepts are integral to the system of continuous classroom assessment which is presently being piloted in selected districts. Given the proper operational resources and institutional support these measures will provide the much-needed basis for improvement in school performance. The Govt. of Khyber Pakhtunkhwa has introduced a cluster system of schools in which male/female schools have been clustered with High/Higher Secondary Schools to promote good governance and improve financial management. The Cluster Head will be a DDO for the concerned primary/middle schools. E&SE Department will strengthen the cluster heads.

8.18. Preparation of the Capacity Development Plan

The capacity of national institutions has been recognized as a key success factor for sustainable development. The Paris Declaration has placed capacity development firmly at the forefront of international development cooperation. The Khyber Pakhtunkhwa E&SE Department acknowledges the need to increase its capacity and sets this as a major goal.

Capacity, in general terms, is the ability of an individual, group, or organization to perform tasks and produce outputs, to define and solve problems, and make informed choices.

Capacity development is the process whereby people and organizations create and strengthen their capacity over time.

Capacity development, however, is not as simple as merely providing equipment or training. These are normal components and approaches to develop capacity, but in and of themselves they are not sufficient. Other factors, such as organizational structure; the legal and policy framework; budgetary considerations, processes and procedures; and especially the overall human resource management system – hiring, transfers, promotion, etc – all place demands and limits on an organization. Therefore a holistic approach to developing capacity is needed.

Capacity is a gradual and developing process that can be imposed on an individual or institution but the will to develop and improve has to come from within the system. Strong leadership from within the institution will be required. Outside agencies can assist technically and financially, but ownership and initiative has to come from government.

The following systematic approach has been identified in the preparation of capacity development plan for the E&SE Department:

1. Information gathering / TNA
2. Analysis of data
3. Conceptualization of approaches
4. Strategy development / Selection
5. Planning Implementation
6. Monitoring implementation
7. Monitoring impact

8.19. Strategies

The overall objectives of the capacity development plan will be to ensure that the E&SE Department and its attached sections and units have a level of capacity and capability whereby they are able to:

- Set objectives
- Develop strategies
- Draw up Action Plans
- Develop and implement appropriate policies
- Develop regulatory and legal frameworks
- Build and manage partnerships
- Foster an enabling environment for civil society
- Mobilize and manage resources
- Implement Plans, and
- Monitor progress and analyze effects.

8.20. Community Participation

8.20.1. Parent Teacher Councils (PTCs)

The number of schools within the responsibility of every officer at district level has drastically increased. Assistant District Officers (ADOs) have to supervise 50 to 60 schools on the average for female ADOs and 75 to 100 on the average for male ADOs. Each ADO is required to visit a primary school 3 times in an academic year. Without any transport and the work load, ADOs hardly visits half the schools within their jurisdiction even once a year.

Within this given scenario, the only viable option to monitor schools and teachers attendance is the community. It has therefore been decided that PTCs will be made into viable school monitoring means for the government. PTCs will be re-constituted and given more authority in school affairs to create a sense of ownership and trust.

Parent Teacher Councils for all 27,207 functional schools are being reconstituted and subsequently trained. In order to improve the understanding of the PTCs and their workings, a PTC guide has been developed which provides important information on the functions of PTCs and how to utilize funds provided by the government for classroom consumables and petty repairs. The Government of Khyber Pakhtunkhwa allows schools PTCs to utilize up to a maximum of Rs.1,000,000 on school repairs and construction of missing facilities and class rooms. The PTC guide contains instructions on the various items of repairs, the development funds can be used for and the accounting procedures involved to ensure proper record keeping is done. The funds would be subject to third party validation and survey. So far elections in 13 District have been held for the PTCs. The PTCs will be organized at Union Council and District levels.

8.21. Governing Bodies

Governing bodies, headed by notables, are being constituted for the High and Higher Secondary schools. PTC would be integral part of this body. GB will comprise of representatives of district Administration, Education and community.

8.22. Improving governance

The need to strengthen institutions, systems and processes to achieve results cannot be stressed enough. Improving governance thus forms a central pillar of the education policy and serves as a cross-cutting enabler to be adopted for the development and subsequent implementation of the education policy. This covers a vast landscape, ranging from strengthening the existing regulatory regimes, striving for greater transparency in recruitment, improving oversight of teacher performance through linking learning achievement with performance appraisal and involvement of PTCs, and separation of teaching and management cadres. Work on some of these elements has already begun, but there needs to be far greater focus than at present, particularly in terms of making the regulatory regimes more robust in terms of setting minimum service delivery standards at various tiers of service and putting in place a mechanism for regular and effective oversight, both in the public and private sectors. The role of the Elementary Education Foundation for example needs to be reviewed and sharpened in terms of it being a body that sets standards and ensures compliance, rather than as an implementing agency. Likewise, the role of the Boards of Education as oversight agencies for the private sector schools they register needs to be strengthened. In the wake of the proposed changes to the local government structure---a bill for the new Local Government Act has already been tabled in the Provincial Assembly---there is also a need to rationalize the roles and responsibilities of the province and the districts, ensuring clarity in inter-governmental relationships relating to administrative and financial powers assigned to different tiers of service, following the principle of subsidiarity---that is, devolving powers to the lowest tiers where they can be performed best.

8.23. Issues

Governance and management are major issues for concern and require serious attention to improve the performance of the school sector. Governance issues have not been addressed adequately over the years leading to a continuous deterioration. Governance has suffered because of a lack of political will, political interference, nepotism, lack of a professional approach and erosion in confidence of public in government, lack of motivation, and so on. Continued interference has paralyzed the system and created a sense of frustration in honest government officials. Governance has to be improved to ensure credibility and sustained output.

The following issues affect governance and need to be addressed within a comprehensive policy initiative:

- Devolution of power brought no improvement of governance at school level. Transfer of authority from provincial to district level with the same bureaucratic intricacies has not helped the public.
- The community does not have adequate say in governance and is not properly consulted.
- There is no meaningful communication between community and managers.
- Widespread pressure on school managers to secure favourable postings.
- Concentration of powers in District Coordination Office (DCO).
- Circle ADOs do not have adequate administrative powers and mobility for their assigned tasks.
- There is confusion in the hierarchical set-up as the EDO (Schools) is no longer administratively answerable to provincial administrative departments. There is dual control of district government and provincial government. This system of diarchy has paralyzed the management.
- School managers have no professional understanding of school management.
- Insufficient resources seriously affecting governance.
- Low capacity of the District offices and Directorate.
- Lack of resources and effective monitoring.
- No coordination with other Departments in District.

The education system was built on a system of governance answerable to provincial, divisional and district bureaucratic structures, but now finds itself having to re-align to a system of district government with no previous experience of managing education. Involvement of the district government can be a positive development in itself, provided the necessary ownership for education at district level can be developed. Governance can be substantially improved by forging a positive understanding and working relationship between the provincial and district governments. Partnership agreements serve as the basis of strengthening governance and improving capacity to administer and monitor education more effectively.

8.24. Strategies

8.24.1. Capacity Building:

- Periodic and intensive training to all schools managers including school heads. Principals in office, financial and personnel management.
- Job descriptions for managers in the E&SE Department to be developed.
- Job training for district & provincial managers of the E&SE Department.

8.24.2. Coordination with the Districts:

- Involve district governments in education programmes and secure commitment to education improvement and district's own resources for education.
- Make districts accountable for schools and schools accountable for their performance.
- Provision of teachers and facilities for additional classes.

8.24.3. Evaluation:

- Empower Parent Teacher Councils (PTCs) to supervise, monitor and manage schools including transfer of teachers who do not perform or are frequently absent.
- Strengthening EMIS systems to conduct annual school census, improve monitoring and evaluation and promote information-based decision making.
- Take measures to deal with teacher absenteeism with severe punitive actions.
- Raise awareness of politicians about education and secure commitment to support administration in strengthening the school system.
- Encourage females and provide incentives to females to join management.

8.25. Management/Teaching/Teacher training cadre

- Improve education management and teacher management.
- Establish separate school teaching, management, training and ministerial cadres
- Directorate of Curriculum & Teacher Education (DCTE) to set up a working team to explore options for the establishment of a teacher training cadre in the province.

8.26. Restructuring of the Department

- Directorate & District offices to be restructured and a separate section to be established for:
 - Promotion and personal file record keeping, and ACR.(separately for Male and Female)
 - Pension and audit
 - Planning & Development
 - Posting transfer
 - Accounts
 - Sports
 - Litigation and regulation
 - Coordination of projects
 - Monitoring and evaluation
 - Community participation and private schools to be established
 - Private Schools Regulatory Authority (PSRA)
- Strengthening and empowerment of education managers at all levels.
- Establishing a minimum school managerial incumbency duration to ensure continuity, sustainability and sense of security.
- Strengthening and empowering school management.
- Transition towards a more devolved school management system.
- Establish positions of the ESRU and the Provincial Education Assessment Centre (PEAC)
- Modifying Educational Code 1935.
- A transparent and trustworthy system of quality and learning assessment is to be developed at all levels.

8.27. Financial Resource/Budget Outlays for the plan period

The physical and financial implications are presented as follows:

Table No. 73: Physical targets: M&E Cell at district level under direct supervision of Directorate Monitoring Cell (E&SE)

Nomenclature of the Project	2011-12	2012-13	2013-14	2014-15	2015-16	Total
No. of Officers	25	-	-	-	-	25
Supporting Staff	100	-	-	-	-	100

Table No. 74: Financial targets M&E cell at district level under direct supervision of Directorate Monitoring Cell (E&SE)

(Rs. In millions)

Nomenclature of the Project	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Operational Cost	30.00	33.00	36.30	39.93	43.92	183.15
No. of Officers	36.00	39.60	43.56	47.92	52.71	219.78
Supporting Staff	21.00	23.10	25.41	27.95	30.75	128.21
Total	87.00	95.70	105.27	115.80	127.38	531.14

Table No. 75: Capacity Development

Rs. In Millions

Outcomes	2010-11	2011-12	2012-13	2013-14	2014-15	Total Cost
Strategic and aligned operational plans, developed according to the best available data, are the basis of all activities.	10.503	10.503	14.005	14.005	21.007	70.023
The implementation of operational plans is monitored regularly and changes in the plan made accordingly. Evaluation of the impacts (changes brought about by) operational plans and strategies take place regularly and the results of these evaluations are disseminated and used for future planning	13.981	13.981	18.641	18.641	27.962	93.205
School, circle, district and provincial level administration is professionalized (job descriptions and personnel profiles and requirements established and enforced, evaluation and promotion based on performance)	3.690	3.690	4.920	4.920	7.380	24.600
Teachers receive appropriate academic & professional support that enhances teaching learning process.	25.969	25.969	34.625	34.625	51.938	173.125
The decentralized levels of the education system are empowered and enabled to make decisions regarding their daily operations, including personnel and budgetary decisions	11.475	11.475	15.300	15.300	22.950	76.500
Each school and de-central unit has the appropriate staff needed to fulfil their mission. Staff rationalized.	8.798	8.798	11.730	11.730	17.595	58.650
Parent Teacher Council (PTCs) fulfil their governance and supervisory roles	12.003	12.003	16.005	16.005	24.007	80.023
Leaders are appointed and evaluated according to objective performance criteria and subordinates are given ample opportunities to learn leadership skills throughout their careers	12.885	12.885	17.180	17.180	25.770	85.900
Book keeping is done according to national standards	8.798	8.798	11.730	11.730	17.595	58.650
Career paths for administrative & teaching staff are established and suitable work-enhancing professional development opportunities are provided	108.053	108.053	144.070	144.070	216.105	720.350
TOTAL COST	216.154	216.154	288.205	288.205	432.308	1441.025

8.28. Risk Management

Due to conflicting interests and re alignment of priorities government may not allocate sufficient resources.

- Desired structures are not created.
- Methodologies and processes are not adopted towards good governance.
- Even if all the above are met there is likelihood that lack of political will inherent flaws in the system and external variables may force the government to resort to violation of merit, transparency and accountability.

8.28.1. Natural disasters

Khyber Pakhtunkhwa is a disaster prone area. Its Northern areas lie on active fault line. Experts have prescribed earthquake resistant construction.

The devastating earthquake of October 8, 2005 in the northern parts of Khyber Pakhtunkhwa and Azad Jammu & Kashmir (AJK) brought home the perilous and dangerous conditions in which hundreds of thousands of children in the northwest of Pakistan attend too frequently poorly constructed public schools.

Table No. 76: Rehabilitation of educational activities in earthquake affected areas.

No. of institutions damaged		Financial implications by district Rs. In million	
Level	No. of govt. institutions damaged (February 06 estimates)	District	Based on Feb 06 estimates
Primary	2322	Abbottabad	3048
Middle	237	Battagram	1744
High	157	Kohistan	1081
Higher Secondary	30	Mansehra	5191
College	13	Shangla	892
Vocational	6	University	2000
University	1		
Total	2766	Total	13956

The Government of Pakistan has promulgated a National Disaster Management Ordinance 2006 for coherent disaster risk-management system through the National Disaster Management Commission (NDMC) and National Disaster Management Authority (NDMA). A District Disaster Risk Management Plan (DDRMP) has been established for the earthquake-affected districts. The DDRMP identifies the following as potential natural risk hazards in the earthquake areas:

The first step is the preparation of a District Disaster Risk Management Plan. A District Disaster Management Authority (DDMA) under the District Nazim has been established in all the earthquake affected districts within the framework of the Disaster Risk Management Plan (DRMP). The DDMA is assisted by a District Emergency Operations Centre (EOC). The DRMA is responsible for coordination, planning, supervision and all administrative and financial functions pertaining to risk management. Institutional and legal arrangements are prepared and subsequently roles and responsibilities are defined and notified, coordination and response structures established and capacity needs identified for development.

Disaster Risk Management has been developed on a cascade approach from district down to tehsil and subsequently union council level to ensure proper understanding and involvement in the system to give adequate and prompt response to risks and emergencies at all levels.

8.28.2. School Safety Measures²⁷

Children are the most valuable asset and are amongst the most vulnerable segments of society. Destruction caused by major earthquakes in the South-East Asian region of the past few years remind us of insufficient progress towards safe schools. One of the most tragic aspects of the October 8, 2005 earthquake in Pakistan was the disastrous collapse of schools where over 8,000 schools were either destroyed or damaged beyond repair. Over 17,000 school-age children perished within school compounds due to partial or complete collapse of 7,665 school buildings structures (approximately 23% of the total earthquake deaths), and over 20,000 children suffered serious injuries. Post – earthquake trauma even still persist while initial shock last almost two years.

There, generally, is an agreement among experts that many schools collapse due to lack of knowledge and lack of policy formulation and guidelines for school site selection, design, construction and use of construction material, etc. Equally contributing to such factors is lack of preparedness in school in terms of evacuation plans, designated evacuation areas, and safety awareness. It is know that existing technology and knowledge can be applied in a cost effective manner to lower risks to schools.

8.28.3. Why safe schools?

A safe school can provide a safe space for the present and the future generations of children to live and grow. Investment in safe schools have multiple benefits as schools can also be used as ‘safe havens’ for shelters and relief activities center during and after a disaster, frequencies of which are increasing every day. As schools have major role in the development, transferring knowledge and acting as safely messengers, teaching risk to children is a good investment as children often have a high capacity of learning. The task can be achieved in a safe investment of a school.

8.28.4. Safe School Underlying Themes

- Some common themes that underscore school safety as emanating from the these listed commitments, and others include (but not limited to),
- Promotion of cost effective, cultural sensitive and replicable retrofitting techniques for strengthening of existing small dwellings and public buildings.
- Raising awareness and enhancing school risk management knowledge and skills through capacity building and training programs.

8.28.5. Challenges and Barriers

In spite of these understandings and efforts, some of key education institution and school safety related barrier and challenges that we face today relate to;

1. Absence of development plans, policy and institutional Mechanisms to integrate DRR into policies and plans at all levels for disaster prevention, mitigation, preparedness and vulnerability reduction.
2. Absence of disaster risk assessment and risk reduction of existing institutional buildings.
3. Non-implementation of structural and non-structural measures in the planning and development of institutional building projects.
4. Lack of training for teachers in schools disaster preparedness, prevention and response activities.
5. Lack of institutional capacity for safe construction.
6. Lack of public-private partnerships / financing mechanism for safe schools.
7. Lack of training of students in schools disaster preparedness, prevention and response.
8. Lack of facilities in institutions for prevention and response.

²⁷ Guidance Notes on Safer School Construction. (ISDR, INEE, The World Bank)

8.28.6. Strategies

The following short, medium and long-term strategies have been adopted to restore normalcy and resuscitate economic life in the earthquake-affected districts of Khyber Pakhtunkhwa:

- Comprehensive reconstruction and rehabilitation policy announced by the Federal and Provincial Government for earthquake affected areas;
- Coordination improved between Federal Government, ERRA/PERRA and the Provincial Government and between Provincial Government and District Government affected by the earthquake to improve and consolidate earthquake reconstruction and rehabilitation efforts;
- Rehabilitation and reconstruction of schools within the framework of District Disaster Risk Management Plans prepared;
- Third party inspections and surveys of school buildings constructed by the government public works dept to ensure conformity to acceptable construction standards;
- A comprehensive strategic is required to train the teachers and students to deal with earthquake. Post disaster rehabilitation plan and therapy for trauma.
- Full facilitation of schools in earthquake area for disaster prevention.

8.28.7. Financial Resource/Budget Outlays for the plan Period

The following are the physical and financial implications of reconstruction of the schools sector. The AJK data is also given for the sake of comparison of extent of damage:

Table No. 77: Educational Institutions Damaged in Earthquake

Level	Khyber Pakhtunkhwa	
	November 05	February 06
Primary	2894	2322
Middle	235	237
High	121	157
Higher Secondary	19	30
College	13	13
Vocational	6	6
University	0	1
Private	676	0
Total	3964	2766
Government Only	3288	2766

Table No. 78: Non Strategy Schools (Physical Targets)

S#	District	Sector	No. of facilities
1	Abbottabad	Education	62
2	Mansehra	Education	333
3	Battagram	Education	94
4	Shangla	Education	75
Total			564

Table No. 79: Non Strategy Schools (Financial Implications)

Rs. In Millions

Detail	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Non Strategy Schools	455	1,365	1,365	910	455	4,550

Final survey list of Earthquake and Rehabilitation Authority (ERRA) had vital omissions as about 910 schools, partially damaged and demolished, were not included. Such schools have been placed in the

category of “Non-strategy schools”. It is also one the major challenge for the provincial government to locate potential donors for intervention in this area.

8.28.8. Conflicts and internally displaced persons

The military operation against the insurgents in Malakand Division caused displacement of approximately 3.5 million people in May, 2009. Militancy is on the rise since 2002. Events and rural areas, due to close proximity, also effect the adjacent settle districts. Female schools and staff have been the worst victim of the militancy. It is resulted in IDPs and closure of schools. Even if there is no displacement of local population, security of female become is a major issue is such hostile environment. It is a continuous problem and alternate strategy must be in place. At times, there are problems with the certain pockets of district. So a counter strategy must be in place. Such situation can only be neutralized with the help of community and religions scholars.

8.28.9. Response to man-made and natural disasters

Both the education staff and students have learn a lot from these disasters. Department has also gained experience in making alternate arrangements with the help of NGOs and INGOs, Comprehensive Development Strategy (CDS), Capacity Development Strategy and PCNA are in place. There is need to document all these experiences so as to create institutional memory. State of preparedness and response will be integral part of District Strategic Plan. Since nature of disasters varies, therefore, appropriate region-wise, district-wise and tehsil-wise preparedness and capacity response will be developed.

8.28.10. External Factors

Events outside Pakistan and on its boundaries have been effecting Pakistan specially this province. Educational institutions are considered as an extension of Western philosophy. Any hostile act of the West, like the one in Afghanistan, may lead to a chain counterproductive reaction leading to adverse impact on the entire education sector.

8.28.11. Political Risk

8.28.11.1. Continuity

In a democratic system, coupled with **unstable** political environment, continuity of policy is big question mark. All efforts be focused not to identify a programme with a political party although no one can deny the due credit goes to the party in power. It is a positive sign that education has been given the top priority in the manifesto of all the major political parties. There is a risk of prioritization by the future governments. So advocacy is required both at bureaucratic and political level. Caucus for the elected and political representatives is one way of building strong advocacy to ensure continuity. Worsening law and order situation and disasters may force the governments to divert the resources to more pressing human needs. Above all it is tenacity of locals which ensures continuity. Both natural and man-made disasters, right from 2005 to 2010, did disrupt the education system but it is encouraging to note that children were back in schools within months. In any other society such disruptions would have paralyzed the system for years.

8.28.12. Emergency response

- The E&SE Department accommodated 35,321 families (IDPs) including students, teachers and other government servants in 4739 govt. schools in various districts;
- The E&SE Department provided 3090 food items, 1070 non-food items and hygienic facilities in 1719 schools;
- As per instructions of the E&SE Department, all the teachers of Host Region facilitated the IDPs in schools and camps;
- All schools were declared as base camps for IDPs;

- Relocation of Education Offices including Boards in Mardan;
- Appointment of focal persons, mapping of schools occupied by IDPs and establishment of database; and
- Preparation of Repatriation/Recovery Plan, Reconstruction Plan, and special package for Rehabilitation of IDPs occupied schools in Host Region.

8.28.13. Assessment of Damages:

As per assessment, a total number of 356 schools were reported as damaged, of these, 141 girls' and 63 boys' schools were fully damaged and 59 girls' and 93 boys' schools are partially damaged.

Table No. 80: Statement Showing Number of Institutions Damaged Due To Law & Order Situation (Fully Damaged Schools)

Fully Damaged Schools

Category	Swat			Buner			Dir Upper			Dir Lower			Shangla			Malakand			Grand Total		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Primary	16	82	98	2	0	2	14	2	16	6	10	16	2	0	2	0	0	0	40	94	134
Middle	7	25	32	0	0	0	0	2	2	1	2	3	0	0	0	0	0	0	8	29	37
High	8	12	20	3	0	3	1	2	3	2	1	3	0	0	0	0	0	0	14	15	29
Higher Sec	0	2	2	0	0	0	1	0	1	0	1	1	0	0	0	0	0	0	1	3	4
Total (F. Damaged)	31	121	152	5	0	5	16	6	22	9	14	23	2	0	2	0	0	0	63	141	204

Table No. 81: Statement Showing Number of Institutions Damaged Due To Law & Order Situation (Partially Damaged Schools)

Partially Damaged Schools

Category	Swat			Buner			Dir Upper			Dir Lower			Shangla			Malakand			Grand Total		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Primary	16	30	46	2	3	5	1	0	1	7	4	11	10	0	10	0	1	1	36	38	74
Middle	6	7	13	2	2	4	0	0	0	4	2	6	1	1	2	0	0	0	13	12	25
High	15	1	16	2	1	3	3	0	3	4	3	7	7	0	7	1	0	1	32	5	37
Higher Sec	5	1	6	0	1	1	2	0	2	1	1	2	1	0	1	0	0	0	9	3	12
LCO	1	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	2
Darul Uloom	2	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	2
Total (P. Damaged)	45	40	85	6	7	13	6	0	6	16	10	26	19	1	20	1	1	2	93	59	152
Grand Total	76	161	237	11	7	18	22	6	28	25	24	49	21	1	22	1	1	2	156	200	356

8.28.14. Preparedness and Future Plan

The E&SE Department has prepared the following plans for restoration, reconstruction and rehabilitation of govt. educational institutions in Malakand Division:

- Early Recovery Plan.
- Permanent Reconstruction Plan.
- Special Incentive Package for Malakand Division in Education Sector.
- Rehabilitation of IDPs occupied schools in Host Region.
- Requirements for New Educational Institutions in Malakand Division.
- Rehabilitation of schools learning environment.
- Strategy for physical rehabilitation and learning environment.

The Government of Khyber Pakhtunkhwa has chalked out a phase-wise relief and recovery plan. For that purpose two projects are being prepared:

8.28.15. **Monitoring & Coordination**

The E&SE Department, ESRU and Planning Cell supervised the overall activities of the projects These offices were entrusted the following responsibilities:

- Maintain close liaison with the Provincial Office and seek its guidance in implementation of the recovery works.
- Coordinate with various agencies including Governmental, donors and Non-Governmental organizations working in the relief and recovery activities in the education sector.
- Facilitate implementation of the developmental activities of recovery work of schools in the area at Malakand Division.
- Play a link role between the Govt: and development partners.
- Ensure community participation in implementation of the activities.
- Guide and assist the district education departments in all issues needed for taking prompt decisions.
- Take timely decisions and to avoid delay in implementation of developmental works.
- Conduct periodic meetings with all stake holders.
- Monitor, evaluate and submit reports to the Secretary E&SE Department.
- Analyze staff deficiencies in the restored schools and submit proposals/take actions for provision of teaching staff.
- Take all necessary measures required for restoration of teaching-learning opportunities in all schools of the affected area.
- Ensure availability of teaching staff and classroom consumables in these schools.
- Donor coordination to support Educational Sector Plan.
- Policy, Planning , Strategy and Development.

Table No. 82: Statement showing details of institutions damaged due to law & order situation in Malakand Division (Fully Damaged Schools)

fully damaged schools

S.No.	Category	Fully Damaged		
		No. of Units		
		M	F	T
1	Primary	40	94	134
2	Middle	8	29	37
3	High	14	15	29
4	Higher Secondary	1	3	4
S. Total (Fully Damaged)		63	141	204

Table No. 83: Statement showing details of institutions damaged due to law & order situation in Malakand Division (Partially Damaged Schools)

S.No.	Category	Partially Damaged		
		No. of Units		
		M	F	T
1	Primary	36	38	74
2	Middle	13	12	25
3	High	32	5	37
4	Higher Secondary	9	3	12
5	LCO	1	1	2
6	Darul Uloom	2	0	2
S. Total (Partially Damaged)		93	59	152
Grand Total		156	200	356

8.28.16. Educational Institutions Damaged due to the Flood 2010

During the disastrous floods in July/August, 2010, infrastructure of government schools were badly damaged. In the affected schools furniture and equipment were also destroyed or damaged. The E&SE Department has collected data through its districts and provincial setup. There were 1125 schools affected or damaged due to the flood, which needed repair/rehabilitation/reconstruction.

Table No. 84: No. of Institutions damaged due to flood in Khyber Pakhtunkhwa

S#	Category	Fully Damaged			Partially Damaged			Grand Total		
		No. of Units			No. of Units			No. of Units		
		M	F	T	M	F	T	M	F	T
1	Primary	88	36	124	520	224	744	608	260	868
2	Middle	15	1	16	70	48	118	85	49	134
3	High	10	1	11	77	22	99	87	23	110
4	Higher Secondary	1	0	1	9	3	12	10	3	13
S. Total		114	38	152	676	297	973	790	335	1125

The schools located near the affected areas were also disturbed due to influx of the IDPs, as some 2600 schools were used for hosting IDPs and related activities.

8.28.17. Reconstruction/Rehabilitation

Reconstruction and rehabilitation of the flood affected schools is a challenging task for the Government especially at time when the Government exchequer is over-burdened due to militancy and the law & order situation in the province. However, the Government is committed to early restoration, repair, rehabilitation and reconstruction of the affected schools.

Table No. 85: Reconstruction of fully damaged schools

Rs. In Millions

S#	Category	Fully Damaged Schools					
		Total No. of Unit			Total Cost		
		M	F	T	M	F	T
1	Primary	88	36	124	391.047	190.668	581.715
2	Middle	15	1	16	130.285	7.390	137.675
3	High	10	1	11	169.436	3.630	173.066
4	Higher Secondary	1	0	1	26.850	0.000	26.850
Total		114	38	152	717.618	201.688	919.306

Table No. 86: Repair / Rehabilitation of Partially Damaged Schools

(Rs. In Millions)

S#	Category	Partially Damaged Schools					
		No. of Unit			Cost		
		M	F	T	M	F	T
1	Primary	520	224	744	508.073	204.524	712.596
2	Middle	70	48	118	100.904	45.913	146.817
3	High	77	22	99	125.040	49.045	174.085
4	Higher Secondary	9	3	12	50.295	7.971	58.266
Total		676	297	973	784.31	307.45	1091.764

Table No. 87: Total Cost Fully & Partially Damaged Schools

(Rs. In Millions)

S#	Category	Grand Total					
		Total No. of Units (FD+PD)			Total Cost (FD+PD)		
		M	F	T	M	F	T
1	Primary	608	260	868	899.120	395.192	1294.311
2	Middle	85	49	134	231.189	53.303	284.492
3	High	87	23	110	294.476	52.675	347.151
4	Higher Secondary	10	3	13	77.145	7.971	85.116
Total FD+PD		790	335	1125	1501.929	509.141	2011.070

8.28.18. SWOT Analysis

Based on aforementioned discussions, with regard to risk management, the situation is summarized in SWOT analysis.

8.28.18.1. Strength

Commitment of political leadership is our major source of strength. Khyber Pakhtunkhwa is a religious and close-knitted society. Ulema and elders can play vital role in mobilizing the local community. Political leaders and District Government may contribute in a positive way. Active community, enterprising nature of locals and forbearance towards hardships is sign of hope.

8.28.18.2. Weakness

- Geographic and climatic disadvantages.
- Non-availability of qualified female teachers.
- Lack of experienced organizational setup.
- Lack of teaching, supervisory and managerial skills for such a huge task.
- Lack of effective monitoring system.
- Public awareness, mobilization and participation.
- Risk of discontinuity due to man-made and natural disasters.

8.28.18.3. Opportunities

- Desire of Government and political parties to attach priority to education.
- Possibility of Federal and Donors funding, due to geo-strategic importance.
- National Education Policy 2009 and reaffirmation of the Federal and all Provincial Government leading to September, 2011 Declaration.
- Pakistan Commitment to Declarations and conventions.
- 18th amendment and the resultant autonomy to provinces.

8.28.18.4. Threats

In spite of qualified optimism risks cannot be ruled out. Few enumerated as under;

- Ambitious targets which might at the end; prove unachievable.
- Discontinuity of Government policies, due to internal and external unforeseen factors.
- Gender bias and probable resistance or reluctance towards adult female literacy.
- Bureaucratic inertia and Government issues.
- Keeping in view the aforementioned SWOT, analysis the approach under the ESP would be to;
- Capitalize and build on our strength.
- Tide over weaknesses.
- Make all out efforts to avail opportunities.
- And to take all possible measures to circumvent the threats.

Private Sector Participation in Education

- **Background**
- **Public Private Collaboration**
- **Frontier Education Foundation**
- **Private sector development programme**
- **Bacha Khan Education Foundation (BEKF)**
- **Elementary Education Foundation**
- **Strengthen relationship with Deeni Madaris**

Chapter-IX

9. Private Sector Participation in Education

9.1. Background

In Pakistan before 1972, the private sector had a crucial role in the field of education. There were two distinct types of institutions, one offering indigenous education leading to secondary schools and higher secondary schools certificates/and university degrees of Pakistan, and the second were institutions affiliated with foreign universities and offering 'O' and 'A' level certificates. All the institutions were well organized, had permanent staff and well-defined service structure of their employees.

Their nationalization in the Education Policy of 1972-80 was heavy blow to these institutions. The whole set-up established, after years of efforts, was destroyed. Private investment in this vital field was lost. The entire burden of providing education fell to the government, which was unprepared for the task. The number of institutions was short of the needs, and the government could not expand the system due to the heavy burden of recurring expenditure of salaries and maintenance costs.

The gap between the availability of resources and the actual needs continued to widen, and the subsequent Education Policy of 1979 reversed this decision and enabled the private sector to operate education institutions. The Federal and Provincial Governments established educational foundations to assist the private sector in opening and expanding activities of educational institutions.

As a result, there was a mushroom growth of private institutions, though in the beginning the investors were hesitant to open schools for the fear of reversal of government decision. The majority offered the courses and used the same books as in the English medium schools, though very few of them were preparing students for the 'O' and 'A' levels.

The National Education Census 2005 (MOE AEPAM, FBS) indicates a total of 76,047 private institutions in Pakistan surveyed with 12,121,394 enrolment and 632,926 teaching staff. In Khyber Pakhtunkhwa the number surveyed was 10,041 private schools with enrolment of 1,585,038 and staff of 78,891.

9.2. Public Private Collaboration

Public Private Collaboration (PPC) was started in 2001. Under this programme government school buildings were offered to the private sector to run upgraded classes in the afternoons under agreement. The fee structure was reasonable and uniform for all the schools so as to make it affordable for the middle and lower middle classes. During its first two years (2001-2002) 140 schools were opened in 15 districts. It is positive to note that more schools were opened for girls than for boys, mostly upgrading of schools to higher secondary level in rural areas..The programme that was launched at provincial level was shifted to districts in 2003. Later, in 2006-07, it was decided that allocation of schools as PPC will be only to educationalists not to businessmen.

9.2.1. Issues

- The programme was shifted to the districts at a premature stage;
- Different EDOs in the districts adopted different ways to establish the PPC;
- No updated statistics of PPC is available;

- The programme has not been evaluated;
- Since the monthly fee ranges from Rs.150-300 for different levels of classes and the private party has to meet all the expenses i.e. teachers salary and other non-salary expenditure out of this amount the quality of services provided is not good in smaller schools;
- Since no incentives have been provided to the head teacher/principal of the concerned government schools, in most cases they view this programme as a threat to their authority and interference in their jurisdiction.

9.2.2. Objectives

1. Supplement the efforts of the government in the achievement of Education for All (EFA) goals;
2. Develop partnership and build confidence between the public and private sectors;
3. Encourage and strengthen the private sector as a mode for improving quality and access.

9.2.3. Strategies

Several strategies to promote private sector participation in education will be implemented.

- Government school buildings will be offered to the private sector to run upgraded classes in the afternoon. The private sector will be allowed to run schools in the government school buildings, which are either unutilized or under-utilized. Funds would be kept at the disposal of the private party on a quarterly basis for the salary, non-salary and development expenditures;
- Introduction of a student voucher system to the private school as per capita payment that is comparable to the amount that the government school receives per student. This amount would be paid to the private party equal to the number of students enrolled in a particular school to meet out the expenses of teachers' salary etc. This would encourage the private sector to enroll more students. EEF, as per its mandate, will be assigned lead role in PPC.
- Collection and analysis of existing PPC schools data;
- Evaluation of the PPC programme and assess the viability of enhanced private sector involvement;
- Consultative meeting with the PPC partners i.e. private parties and government officials;
- Recommendations for the improvement of the PPC programme and preparing a proposal for government on modalities of partnership;
- Handing-over of unutilized and underutilized government school buildings to private parties under the specific agreement like Bacha Khan Education Foundation; and
- Supporting private schools operating in other premises through a voucher system.

9.3. Strengthening relationship with Deeni Madaris

Madaris are an important part of the educator sector. As per Deeni Madaris Census 2004, there are 4680 Madaris, amongst which 3795 are male and 885 are female. In this regard a PC-1 was prepared for mainstreaming of Madrassa Education at federal level in consultation with the Ministry of Religious Affairs, P&D Division and representatives of Wafaqs. The PC-1 was discussed at different forums and lastly with P&D Division on 23 August, 2003. The PC-1 was revised at a cost of Rs. 6587 Million and submitted to the ECNEC. The ECNEC in its meeting held on 7th January, 2004 approved the scheme at a cost of Rs. 5759.395 Million.

This project was implemented in all the four provinces, AJK, FATA and FANA. In Khyber Pakhtunkhwa the project was launched and a PMU was established. Applications were invited from all over the province through the press for Financial Assistance and teaching of formal subjects in Deeni Madaris. Project authorities in 24 districts of the province were motivated but only 200 Madaris out of 4680 applied for the assistance, of which only 68 met the criteria of the project and were financed.

9.3.1. Issues

- The Madaris were not interested in the project due to various factors:
- Fear of Govt: interference in Madaris
- No consultation with Wafaq-ul-Madaris during preparation of PC-1.
- Project grant was from non-muslim countries.
- Lack of understanding between the Madaris & Government institutions, due to name of the Project i.e Madrassa Reforms Project.
- Mostly un-registered Deeni Madaris applied for support.
- Concern of registration with Wafaq ul Madaris was a problem in execution of the project.
- Registration of Madaris with Education Deptt:/Industries Deptt:/Social Welfare Deptt:.
- Timing of education was confusing, full/part time; the students of Madaris were already overburdened with their own curriculum.
- The start of Madaris sessions were not the same as for the Education Department.
- Trust-deficit between government and Madaris.
- Lack of teaching staff for Curriculum of government schools in Deeni Madaris.
- Lack of training of Madaris teachers.
- Scheme of studies is not applicable.

9.3.2. Strategies

- Consultation with Wafaq-ul-Madaris and consensus building.
- Census of Deeni Madaris
- Registration of Madaris with the E&SED.
- Stronger affiliation of the Department with Madaris.
- Facilitating the teachers of Deeni Madaris to get training in the public training institutes.
- Establish Provincial Registration Authority at Secretariat or Directorate level to monitor the development of Deeni Madrassa to mainstream them in the education system.
- To include different subjects of Govt: Schools in Madaris Curriculum.
- Efforts to bridge the trust gap.

Table No. 88: National Education Census 2005

	Pakistan	Khyber Pakhtunkhwa	% of Pakistan
No. of Private Schools surveyed	76,047	10,041	13%
Enrolment	12,121,394	1,585,038	13%
No. of teachers	632,926	78,891	12%
No. of Deeni Madaris surveyed	12,153	2,568	21%
Enrolment	1,549,242	336,983	22%
No. of teachers	58,391	12,058	21%

Source: National Education Census Highlight, Ministry of Education, AEPAM, Federal Bureau of Statistics, 2005

9.4. Private sector development programme

The private sector has been playing crucial role in the provision of good quality education in Khyber Pakhtunkhwa for many decades. Reputable education institutions have made a name for themselves and provide a much needed quality input that is often missing from the public school system. The private sector is a fast growing entity, especially in urban and semi urban centers and accounts for approximately 24% of the schools in Khyber Pakhtunkhwa, a share which needs to increase substantially if the government is to address the issue of UPE successfully.

9.5. Bacha Khan Education Foundation (BKF)

Bacha Khan Education Foundation is a Khyber Pakhtunkhwa-based education foundation supported by foreign donors. Many donors are interested to invest in education in Khyber Pakhtunkhwa and they are in search of a local foundation which caters to the local environment. Bacha Khan Education Foundation (BKF) is such a foundation and provides a rich environment and quality education in their school. Presently BKF, in consultation with the Government of Khyber Pakhtunkhwa, to sign an MoU. The BKF has requested the E&SE Department to hand over non-functional schools for them to rehabilitate and use.

In the Khyber Pakhtunkhwa two organizations, namely the Elementary Education Foundation (EEF) and Frontier Education Foundation (FEF), are responsible for promoting private sector efforts in basic and higher education, respectively. Though it is the top priority of these organizations, unfortunately their functions and activities have changed from their original mandate which are often parallel to those of the E&SED and Department of Higher Education.

9.6. Elementary Education Foundation

The Elementary Education Foundation (EEF) was established by the Government of Khyber Pakhtunkhwa in 2002 under an Ordinance for the support of private sector school education in the province.

Table No. 89: Achievement of EEF as included in the PC1

Period	Year 1		Year 2		Year 3		Total
	Jun. 2005- Oct. 2005	Nov. 2005- Mar. 2006	Apr. 2006- Aug. 2006	Sep. 2006- Jan. 2007	Feb. 2007- Jun. 2007	Jul. 2007- Nov. 2007	34 months
Centres	5000	5000	7000	8000	9000	10000	44000
Learners in million	0.125	0.125	0.175	0.200	0.225	0.250	1.100

9.6.1. Achievements:

- Established 199 community schools with total enrolment of 6544 as reported in EEF document of 2006
- 3 Model Schools --- Mufti Mahmood Public School in DIK, Swabi Model School in Swabi and Buner while 4th one i.e. BKMS, Pabbi is under construction.
- Established 67,850 Learning Centers under Batch 1 to 13 and 1.35 million learners have passed out.
- To support private sector in background areas new programme with initial outlay of Rs.500 million has been launched for 2011-12.
- Action Plan for more community schools is being launched.

9.7. Frontier Education Foundation

The Frontier Education Foundation (FEF) was established as a corporate body by the Government of Khyber Pakhtunkhwa under Section 4 of FEF Act III of 1992. The FEF is managed by a Board of Directors (BOD) headed by the Chief Minister Khyber Pakhtunkhwa with Ministers Education and Finance and Secretary of P&DD as representatives. The BOD and is empowered with decision-making on all issues relating to the affairs of FEF.

The objectives of the FEF are to:

- Support private sector education so that it is able to provide quality education alongside with public sector in the province;
- Take measures for promotion, development and financing of education in private sector;
- Provide loans to individuals or NGOs for construction of buildings, purchase of equipment, furniture and educational material, including books and stationery for establishment of educational institutions;
- Grant scholarships to students on merit cum non-affordability basis in public and private sector educational institutions;
- Develop education in all sectors with emphasis on female education, technical and vocational education in rural areas;
- Conduct or contract surveys and studies of educational and innovational programmes;
- Research and field test educational approaches, methodologies and technologies;
- Facilitate education-related seminars and workshops;
- Promote projects in educationally deficient areas;
- Procure, distribute and develop educational materials and tools;
- Implement schemes for training of teachers and other staff;
- Implement schemes for improving the quality and standard of education in privately managed institutions.

9.7.1. Issues

- EEF and FEF are functioning outside their original mandate of promoting private sector education.
- Lack of coordination of private institutions/NGOs working in education.
- Different type of taxes on private schools.
- The BISEs are the regulatory authority for registration and deregistration of private schools.
- No section for community participation in the department.

9.7.2. Strategies

- EEF & FEF need to revert back to their original mandate, of promoting the private sector.
- At provincial level a community participation cell will be established in the ESED.
- Re- scheduling of the educational institution tax.
- Provincial registration authority at secretariat or directorate level be established.
- The Directorate of Education and EDO Schools will be the Regulatory authority for private schools.
- At present all documents/certificates of private schools will be signed by the BISE authority.
- All private schools need to be categorized.
- Assistance to the Madaris to enrol more students. The Islamic Madaris not only contribute to the enhancement of the literacy rate but also produce ulema and scholars in their respective field yet there is a general feeling that the students of Islamic madaris have lack understanding of English & Mathematics. With a view to imparting basic primary education to the students of the Islamic Madaris the In-charge of the Madaris (Mohtamim) will be encouraged to open primary schools in the premises of their madaris. The teachers will be appointed by the mohtamim whereas the expense on account of pay of the teacher and classrooms consumables/textbooks will be provided by the Department. In the initial stage 2000 schools (1400 male & 600 female) will be opened in the Islamic madaris with the following plan.
- Focused approach to strengthen the private sector.

Table No. 90: Physical targets target (Deeni Madaris)

	Male	Female	Total
No. of Madaris	3,795	885	4,680
Teachers	1,600	800	2,400
Students	10,000	5,000	15,000
Additional students of formal education	10,000	5,000	15,000
Total Schools	400	200	600

Table No. 91: Financial Target (Deeni Madaris)

Financial Implication		(Rs. In Millions)		
Detail	Male	Female	Total	
Grant of Rs. 2000 per student per six months	40	20	60	
Overhead Expenses	10	10	20	
Total Expenses for 600 schools	50	30	80	

9.8. Rokhana Pakhtunkhwa Talimee Programme

A recent initiative of Khyber Pakhtunkhwa Government to strengthen the Private Sector through the Elementary Education Foundation (EEF). A Project with a grant of Rs.500 million has been launched in all the 25 districts. Under this programme four private schools in each district will be given financial and administrative support. Currently out of 982 Union Councils of Khyber Pakhtunkhwa, 153 Union Councils are without Boys High Schools and 477 Union Councils where no Government Girls Schools exists. In such Union Councils enhanced tuition fee (upto 40% addition) will be paid to support the poor community and the Private Sector.

Financing Education

- Targeted use of resources
- Innovations in financing
- Performance-Based Budgeting (PBB)
- Needs-based Budgeting (NBB)
- Issues
- Strategies
- Funding Education Public Expenditure
- Textbook Costs

Chapter-X

10. Financing Education

10.1. Budgets and Finance

10.1.1. Background

The E&SE Department is the largest government department of the Provincial Government. It has a sanctioned staff strength of about 177,093 employees, approximately 46.84% of the total provincial government staff, and 74% of the devolved setup government staff. It maintains a network of about 27,707 schools with 3.76 million children enrolled. In some districts the staff strength of ESED is 82% of the total staff of the devolved district departments. District EDOs/Dy. DOs (Schools) have the largest responsibilities in terms of staff strength, with budgetary and financial transactions on average of Rs.702.324 million (Rs. 3545.064 million salary budget-2010-11, 53% of the total salary & 77% of the salary budget of the devolved departments). The Department has the largest number of junior staff at district level, about 40,459 class-IV employees, constituting 60% of the total class-IV staff.

The E&SED accounts for 45.46% of the total revenue budget of the province for financial year 2010-11. The salary component is 45.46% of the total salary budget and 34% of the total budget. However, this apparent dominance in the allocation of resources cloaks the negligible allocation made for non-salary, just 4.36% of the total school budget in 2010-11. It is this disparity in priorities which is the primary source of contention between school planners and managers and the province's financial managers as it directly affects the operational viability of the school system. The increasing annual burden for salary on the government exchequer over the years has seriously reduced non-salary provisions and eroded the overall quality of education, as it impairs the ability of the schooling system to maintain meaningful operational credibility in terms of lack of actual inputs required for effective teaching and learning within the classroom.

The following table shows an increase in education spending and the share of primary and secondary education vis-à-vis other sub sectors of education.

Table No. 92: Khyber Pakhtunkhwa expenditures in million rupees ²⁸

Expenditure Recurring and Development	Item	1990-91	1993-94	1996-97	1999-00	2002-03	2005-06
	Total social services	4124	5958	8190	10951	14316	20009
	Total Education	2712	4334	6244	8296	11449	15614
	Edu. Exp as percentage of total for Social Services.	66	73	76	76	80	78
	Total for Primary & Secondary	1925	3108	5223	6968	9202	14148
	% of Edu. Exp.	71	72	84	84	80	91
Expenditure Recurring only	Recurring expenditures						
	Total social services	3299	5186	7108	10042	13412	*
	Education	2500	3932	5505	7729	10833	*
	Edu as % of total for Soc Services	76	78	77	77	81	*
	Primary and Secondary	1897	3065	4542	6461	8852	14475*
	% of edu. rec.	76	78	82	84	82	*

Source: Khyber Pakhtunkhwa Economic Report 2005 (Govt of Khyber Pakhtunkhwa & World Bank)

*figures not yet available

²⁸ 2005-06 to 2007-08 District Reconciled Expenditure figures are awaited from the district governments.

A sub-sector analysis shows the following trends, with spending per secondary student more than two and a half times as high as that for primary students:

Table No. 93: Per student public expenditure in primary & secondary education

Per Student Public Expenditure 2010-11				
	Actual Expdt:	Students	Expdt: per student	
			Annual	Monthly
Administration Primary, Middle, High, Higher Secondary	52572.779	3.76	13834.941	1152.91

10.2. Limited financial control

Prima facie both the salary and non-salary budgets (operational expenses) have been devolved to the district governments, the non-salary devolved in phases and salary from 2006-07. The real control of the salary budget, however, still rests with the provincial government. Any savings on this account are adjusted in future releases. Creation of new positions is in the power of the provincial finance department. On the other hand, the district governments are getting nominal non-salary budgets to meet O&M requirements of the devolved setup, e.g. Rs.22897.396 million is the total non-salary budget for the entire devolved setup under Provincial Finance Commission (PFC) Award 2010-11, which is 9.28% of the total non-salary budget and 24% of the non-salary budget retained for provincial level departments/offices (& 10% of the salary budget of the devolved departments). Thus in real terms, control of resources still rests with the provincial government.

10.3. Delegation of financial powers

The EDOs and Dy. DOs have limited financial powers under the existing delegation of financial powers. Financial sanctions at district level are often delayed in the offices of DCOs. In some cases the position is vague and references are made to the provincial government. The delegation of financial powers and powers of re-appropriation rules need to be amended.

The lack of realistic and need-based allocation of resources for schools has always been a prime concern for education planners and managers and one of the main obstacles to improving the school environment and the quality of education in Khyber Pakhtunkhwa. Over the decades, the public financial system has failed to respond to the growing and changing demands of education and continues to be dominated by considerations of salary and past tradition/ practice rather than pragmatic investment in education, which requires quality inputs to yield positive impact in terms of outcomes and learning achievements.

Efforts to improve education in Khyber Pakhtunkhwa are unlikely to be effective without a realistic operational capacity to provide the inputs necessary for good teaching and learning. Years of scant attention to quality-enhancing inputs and the lack of a performance-based culture have caused stagnation in the school system.

Except for salary allocation, which is a relatively inflexible cost to the government, the E&SED has virtually no say in the allocation of resources for non-salary budget required for school improvements, repairs, class room teaching aids, operational costs, etc. Funds are generally allocated to districts by the Finance Department on a lump sum basis based solely on availability of resources, without taking into consideration other issues such as the number of schools, enrolment, need, or strategic goals. This negative trend is being addressed through performance-based budgeting (PBB) and needs-based budgeting (NBB) in the hope that realistic inputs to improve the quality of school, education, management and supervision will be provided by the government.

Operational capacity cannot be achieved without adequate spending authority. Prior to the devolution of powers, school heads were allowed to recruit staff and purchase supplies locally, thereby ensuring operational readiness for their schools. Similarly, district education offices had adequate spending and recruiting authority that ensured the affairs of schools were addressed readily within given resources. The post-devolution scenario and financial system has centralized this authority in the office of District Coordination Officer creating a heavily centralised system which virtually eliminates any efforts to induce quick decision-making vital for improved service delivery.

Considerable debate on these aspects has taken place over the last few years under the umbrella of the Khyber Pakhtunkhwa Provincial Reforms Programme. Substantial reforms have been agreed to improve government performance and facilitate a better allocation of resources and improved service delivery to the people. This objective has still not been met and resource allocation seems to follow patterns of previous years as is evident from the financial year 2010-11 recurrent budget details. The provincial non-salary budget is 5.7 % of the overall provincial non-salary budget and 33.50% of salary budget. This does not include the non-salary budget for district education offices which is provided from the district. The non-salary allocation for middle, high and higher secondary schools constitutes only 1.86% of the overall budget for schools. This lack of attention to non-salary needs of the educational systems is very marked. Allocation for primary schools is 7.4% of the total school budget which for children in the formative years of their institution and learning is inadequate. International studies have proven the early years education has a crucial impact on the cognitive development of children in the later stages of learning. An impaired learning environment in the formative years is further exacerbated given the lack of attention to middle and high school education.

Table No. 94: Budget 2010-11 at a Glance

Budget 2010-11 at a Glance – Summary			
			<i>Recurrent</i>
Elementary & Secondary Education Department:			
	Salary	N-Salary	Total
Total:	34,936.71	2,003.04	36,939.76
Analysis			
Total Provincial Budget: (Revenue):	104,352.76	35,147.22	139,499.98
%age of E&SED budget V/S Provincial revenue budget:	33.48%	5.70%	26.48%

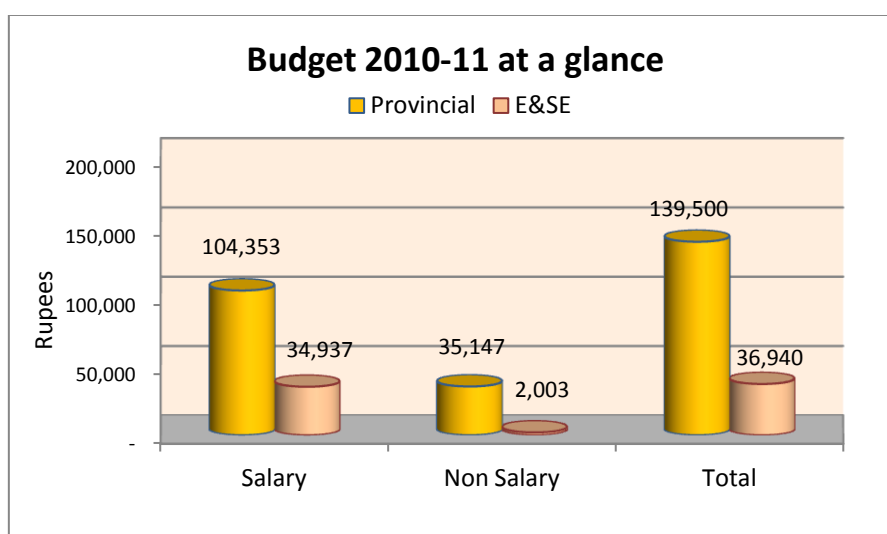
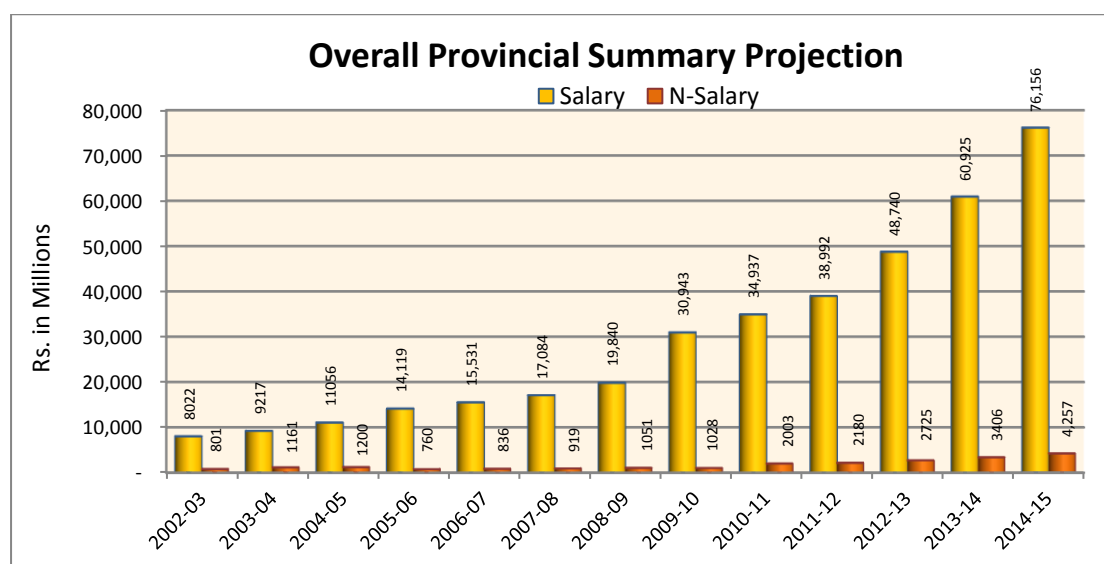


Table No. 95: Budget at a Glance 2001-02 to 2014-15

Rs. In million

Base year	Salary	N-Salary	Total	% increase
2002-03	8022	801	8823	
2003-04	9217	1161	10378	18
2004-05	11056	1200	12256	18
2005-06	14,119	760	14,879	21
2006-07	15,531	836	16,367	10
2007-08	17,084	919	18,003	10
2008-09	19,840	1051	20,892	16
2009-10	30,943	1028	31,970	53
2010-11	34,937	2003	36,940	16
2011-12	38,992	2180	41,172	11
2012-13	48,740	2725	51,464	25
2013-14	60,925	3406	64,331	25
2014-15	76,156	4,257	80,413	25

Note: Projected increase of 25% per year due to increase every year in the budget



10.4. Targeted use of resources

The effective targeting of financial and technical resources assumes paramount significance given gender disparities; the variation in budgetary allocations across districts; the need to address opportunities and poverty issues that exist in the province; and the limitations imposed by fiscal space. Appropriate targeting of public investments is an instrument for empowerment of the most vulnerable groups. However, this targeting is not well executed. For example Kohistan district is the lowest ranked district in Khyber Pakhtunkhwa on the District Education Index²⁹ and the most deprived district in Pakistan as per the Index of Multiple Deprivation yet allocations to it under the ADP are amongst the lowest in the province. To ensure that distribution of development funds under the ADP (geographically and in terms of gender parity) and to ensure that the gap between the larger, better off districts and the poorer ones is addressed, the policy will:

- promote a greater focus on girls education;
- clearer focus on primary, middle and secondary needs; and

²⁹ MICS-2008

- target the most vulnerable districts and the poorest performers in terms of districts and schools—linking to the concept of the School Improvement Plans, offering incentives for good performers in the form of top-up financing channeled through performance and results oriented conditional grants.

10.5. Innovations in financing

The 7th National Finance Commission Award offers an opportunity for the provinces to improve their fiscal space through more favourable vertical and horizontal distribution criteria. In the case of Khyber Pakhtunkhwa, it also offers additional fiscal flows for Hydel royalties. However, these do not alleviate the challenges of inadequate fiscal space and its implications for improving access to and quality of services in the education sector. While the overall development budget is projected to increase from the current level of Rs.69 billion in FY2010-11 to nearly Rs.104 billion in FY2013-14, the ESP projects that salary and non-salary costs alone will amount to Rs.66 billion in FY2014-15, highlighting the need for greater financing requirements than is currently catered for under the projections made by the Finance Department. It is clear that financing innovations need to be adopted, exploring opportunities for raising financing from the capital market, through instruments such as Education Bonds backed by guarantees from the Provincial Government. In addition, other special savings and investment instruments could be launched in partnership with private sector banks, National Savings Schemes and the Mutual Funds Association of Pakistan. This would allow the sector financing needs to be viewed from a sustainable, market-driven perspective, rather than be continuously constricted by the public sector financing landscape.

Innovations such as voucher schemes and Charter Schools will provide more opportunities for the private and civil society sectors to contribute to overall policy objectives for the education sector. Voucher schemes can be an effective tool as they aim to ensure educational equity by subsidising the direct costs of schooling for the poor; provide greater choice and flexibility to parents; create competition for public funds, leading to improvement in quality of public schools; and lead to the growth of low-cost non-public schools, thus contributing to enhanced access to education. However successful implementation of voucher schemes requires effective targeting of the poorest segments in slum and rural areas as well as a robust regulatory mechanism and strong oversight capacities.

In addition, charter schools can be used to increase access and improve service delivery through a mechanism that involves pooling of resources between the private and public sector, with the former bringing in its management expertise and the latter its physical infrastructure and financial resources. Under this intervention, primary or secondary schools that receive public funds are selected and handed over to the private or civil society sector, without subjecting them to some of the rules, regulations, and statutes that apply to regular public schools. Funds are provided in exchange for accountability for producing certain results, set forth in each school's charter signed between the private managers and the education department. In order to ensure targeting and continued incentivisation for schooling, the private managers do not charge tuition fees, but can raise funds from the private sector and other donors to support revenues for improving school facilities, teaching aids etc. The principal argument in favour of these kinds of schools is that provision of managerial flexibility enables better learning achievements.

10.6. Performance-Based Budgeting (PBB)

Performance-based budgeting (PBB) is a prescribed system under the Local Government Ordinance to bring about efficiency, effectiveness, accountability and transparency in the working of public sector departments. This has been introduced with the objective to train districts in the preparation of budgets from provincial grants and to effectively prioritize scarce resources towards desired outputs. This will produce budgets that are output-driven rather than input-driven and develop a

culture of linking expenditure to performance, thereby creating the conditions required to improve governance and alleviate poverty.

PBB was introduced in July 2005 in two pilot districts of Peshawar and Kohat, in the Departments of Health, Education & Agriculture. Institutions/units from both districts were selected for the pilot phase. Vision, goals, annual objectives and performance indicators were defined for the respective sectors. Moreover, sensitization and awareness workshops were conducted for all stakeholders. A sum of Rs. 30.00 million was allocated for the 201 pilot units to meet their non-salary operating expenses. The district governments contributed 50% of the funds and the Provincial Government provided the remaining 50% as matching grants. The system received very positive evaluation results and was consequently extended to another two districts, raising the number of pilot districts to 4. Population Welfare was also included in the pilot sectors and the results of the 4 departments in the districts of Peshawar, Kohat, Bannu and Haripur were very encouraging, with all the performance indicators showing good progress. Funds were allocated to the pilot schools on the following basis:

10 High Schools (5 male + 5 female)	Rs.150,000/- per school
20 Middle Schools (10 male + 10 female)	Rs.60,000/- per school
40 Primary Schools (20 male + 20 female)	Rs.30,000/- per school

However, the Govt had introduced Output Based Budgeting (OBB) in 3 Departments including E&SED during 2009-2010. OBB was then scaled up to 12 Govt Departments in 2010-11. under OBB, the Department has achieved 11 out of 16 indicators as per Khyber Pakhtunkhwa M&E Report.

10.7. Needs-based Budgeting (NBB)

In order to align demand-side budgetary allocation to budgetary preparation, needs-based budgeting (NBB) has been introduced in the ESED. The pilot was restricted to high- and higher secondary schools. The school heads and supporting staff were trained in the new concept of computerized preparation of budget proposals based on a minimum essential annual operational requirement. It is presently estimated that Rs. 1048.171 million is required to meet the minimum essential requirements of the 2,059 high- and higher secondary schools in Khyber Pakhtunkhwa on a needs basis and according to pre-determined criterion of need. This new approach would be made more effective by bringing it within the scope of the PTCs and ensure a degree of transparency in the utilization of resources. The NBB will be a regular feature of the annual school census and up-dated every year.

The non-salary budget provided to schools through the district government is only **0.56%** of the salary budget and it is meant for paying the electricity bills, telephone bills and rents, etc. The provincial government retains most of the 2-3% non-salary as block provision (for jute tats, purchase of furniture, laboratory equipment, repair & maintenance), which is usually released late and hence often lapses due to shortage of time for fulfilment of codal formalities for spending the budget, when the utilization of the budget has not been possible within the fiscal year.

A third source for non-salary items is the Federal Government ESR (Education Sector Reform) fund that is meant also for the repair and construction of additional class rooms etc., 200 million rupees were released by the Federal Government for the fiscal year of 2005/06 to the Provincial Government of Khyber Pakhtunkhwa for distribution to the districts.

Books and laboratory equipment have been financed through the annual ADP.

Table No. 96: Development budget E&SE Department 2001-02 to 2011-12

Rs. in Millions

S.No	Year	Allocation	% increase	F.A Allocation	Local & F.A.
1	2002-03	985		348	1,333
2	2003-04	1,769	80%	344	2,113
3	2004-05	1,903	8%	834	2,737
4	2005-06	2,295	21%	406	2,701
5	2006-07	2,754	20%	277	3,031
6	2007-08	3,526	28%		3,526
7	2008-09	4,576	30%	-	4,576
8	2009-10	5,574	22%	1,256	6,830
9	2010-11	7,115	28%	1,442	8,557
10	2011-12	7,115	0%	3,065	10,180

The development budget of the province has registered steady and high levels of growth since 2001-02 given government's high priority for the improvement of social sector services delivery and poverty reduction. The development budget has increased over the last 10 years at spiralling rates ranging from 150% in 2002-03 to 45% increase in 2009-10 allocations. The same period has, however, seen a generally stagnant level of foreign assistance. The drop in direct foreign assistance is also attributed to international aid commitments under the Paris Declaration seeking more coordinated and programme based approaches to development cooperation rather than project-based foreign assistance. The effort of the E&SED to align its long term policy objectives/goals within a coordinated and cohesive sector strategy against a given budgetary framework becomes imperative for donors with a preference for direct budgetary assistance. This also entails a binding commitment on part of the provincial leadership to make available for education the necessary funds upfront and on time within the approved budgetary framework.

Investment patterns shown by recurrent and development budgets are well-defined and can be easily predicted. A huge chunk of development funds are destined to be invested in infrastructure and repairs, with minor allocations for teacher training, equipment and provision of basic facilities. It is roughly estimated that up to 60-70% of annual development funds are spent on infrastructure as a response to the weak financial and institutional capacity of government to effectively design, plan and implement quality based programmes. Building more schools is much easier than improving the quality of education instruction and learning.

10.8. Issues

The devolution of powers to districts has still not yielded improvements in overall planning, management and delivery of social services. The idea of having a more accessible government close to the doorstep of the people has been elusive. The districts still struggle with the same problems they were afflicted with before devolution but which they are now expected to resolve themselves, regardless of the lack of capacity at all levels.

The reality at district level is characterized by the following:

- No budget for education from the district kitty and a lack of awareness of the situation of education by district authorities;
- No efforts from community to finance education at local level;
- Local trade or industry does not contribute towards education;
- Inadequate and late release of school funds;
- Little funds for school and classroom improvement and quality improvement;
- Lack of understanding of school management on issues concerning school finances;
- Lack of capacity in managing, utilizing, monitoring and reporting on financial issues;
- Allocation for education primarily going into salaries and establishment;

- Major portion of development funds apportioned to civil works and less to quality components;
- High cost of education not matching the low levels of outcomes in terms of enrolment and learning achievement;
- Cost of establishment or teacher salaries continually increasing;
- Funding of sector still too low;
- Not enough advocacy for education;
- No system of cost effectiveness of education; and
- Political interference.

10.9. Strategies

The Sector Plan, once fully operational, will serve as the basis for annual budgeting (development and re-current) and a rolling medium term budgetary framework. The process will help the transition from supply-driven planning and management of resources to a more realistic and need-based approach within a sector strategy. Serious attention to capacity to manage resources at district level has to be taken into consideration to ensure timely and upfront provision of resources to districts based on a performance based system.

The cost effectiveness of education needs to be more systematically determined by:

- analyzing unit costs and comparing with other countries and - in case of alternative providers - between providers;
- analyzing relative shares for salaries, school consumables, equipment, maintenance;
- analyzing relative shares for central and regional administration, central professional institutions, in-service training, inspection and quality assurance;
- reviewing professional personnel, skills and capacities for financial planning, budgeting, accounting, reporting and auditing of the education system.
- providing schools with discretionary funds for petty repairs and maintenance;
- enhancing non-salary budgets to match needs for schools and empower Head Teachers and PTCs to plan non-salary budgets;
- improving budgeting processes and resource allocations to better support quality improvement efforts, ensure timely expenditures and improve resource flows to schools;
- improving the distribution of government education expenditures by supporting a faster growth of expenditures on elementary education services (including teacher training), than on lower priority secondary, non-formal, technical and tertiary sub-sectors;
- ensuring provision of support staff and adequate operational resources for school academic supervision and support the recurrent budget;
- supporting District Government to ensure regular maintenance and operational viability of LCOs from district government resources; and
- monitoring of government's own procurement systems.

10.10. Funding Education Public Expenditure

Education public expenditure will be financed in the Plan period by a combination of sources. The main contributions will be from the provincial budget (the major source), the federal budget, district discretionary funds, and the donor community.

10.11. Textbook Costs

Khyber Pakhtunkhwa has treated expenditure on textbooks as part of the development budget. On the other hand, textbook purchases are recurrent needs: each year additional numbers of students enroll in the system and need books (especially since book policy calls for each primary school child to have a new set of books each year), each year books wear out and a proportion of the stock needs to be replaced. Accordingly the Plan cost projections have treated textbooks as part of recurrent expenditure. Version A of the above table accordingly shows the recurrent financing gap

with textbook costs included in recurrent expenditure.³⁰ For purposes of comparison, Version B shows textbook spending included in development costs rather than recurrent expenditure, and the projected recurrent gap calculated on that basis.

Table No. 97: Financial Summary – Projections of Recurrent Costs - A

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Provincial Salary	324	379	444	519	608	2,275
Provincial Non Salary	221	234	248	263	279	1,245
District Recurrent Education Salaries	38,668	44,081	50,252	57,288	65,308	255,597
District Recurrent Education Non Salaries	1,969	2,424	3,015	3,724	4,572	15,704
Total Provincial + District	41,182	47,119	53,960	61,794	70,766	274,820
PRIMARY (Fresh)						
Teaching & Supporting Staff Salary	266	614	976	1,355	1,754	4,966
Non Salary	430	452	476	500	526	2,384
Total Primary (Recurrent)	696	1,067	1,451	1,855	2,280	7,350
SECONDARY (Fresh)						
Teaching & Supporting Staff Salary	881	2,259	3,697	5,140	6,627	18,603
Non Salary	268	328	388	448	513	1,945
Total Secondary (Recurrent)	1,149	2,587	4,085	5,587	7,140	20,548
Total Recurrent	43,027	50,773	59,496	69,236	80,186	302,719

Table No. 98: Financial Summary – Projections of Developments (Primary)

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Primary						
Establishment of School inc Furniture	1,140	3,514	3,693	3,880	4,078	16,306
Construction of Additional Rooms	682	718	754	792	833	3,778
Library Books for Students @25/std.	30	32	34	37	39	172
Provision of Uniform	1,790	1,920	2,056	2,200	2,351	10,317
Rehabilitation/Blown up schools	100	384	399	414	433	1,730
Free Textbooks	1,034	1,190	1,368	1,573	1,809	6,975
Examination Reforms (Class-V)	174	175	168	173	209	900

³⁰ Other parts of the recurrent costs of the Plan are for items which in Khyber Pakhtunkhwa are often funded through the Development Budget. They are shown as part of the Plan recurrent costs because they are regular, annual expenditures (for example, stipends for female secondary students), rather than one-off investments such as constructing a building.

Teacher Training	550	576	601	628	657	3,012
Incentive to Female Students	850	980	1,122	1,258	1,465	5,675
Incentive to Female Teachers of 7 Backward Districts (Primary)	45	48	50	52	55	250
Provision of Basic Facilities	1,266	1,266	1,266	1,266	1,266	6,332
Group Latrine	159	159	159	159	159	797
Boundary Wall	465	465	465	465	465	2,323
Electricity	262	262	262	262	262	1,309
Water Supply	381	381	381	381	381	1,903
Total (Primary)	7,661	10,802	11,512	12,275	13,196	55,446

Table No. 99: Financial Summary – Projections of Development Cost (Secondary)

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Secondary						
Establishment of Schools inc Furniture	3,056	3,434	3,531	3,507	3,669	17,197
Upgradation of High to HS School	1,061	1,192	1,225	1,217	1,273	5,968
Construction of Additional Rooms	993	1,076	1,161	1,245	1,333	5,808
Provision of Sports Facility@50/std.	44	48	53	56	59	260
Library Books for Students @25/student	26	28	31	33	35	154
Computer Labs @ 1% of Schools	215	232	244	256	273	1,220
Provision of Uniform	1,051	1,151	1,252	1,334	1,414	6,202
Science Labs	65	68	69	72	75	348
Girls' Stipends - Secondary (Per Student)	884	1,018	1,166	1,309	1,528	5,905
Refurbishing of HS	54	56	58	61	63	290
Rehabilitation/Blown up schools	932	1,000	1,063	1,131	1,206	5,332
Free Textbooks	552	635	730	839	965	3,721
Examination Reforms (Class-VIII)	90	99	108	123	130	549
Teacher Training	321	362	368	368	370	1,789
Playground Facility wth BW	11	11	12	12	13	59
Construction of Examination Halls	39	39	42	42	46	207
Provision of Basic Facilities	-	66	66	66	66	265
Group Latrine	-	5	5	5	5	21
Boundary Wall	-	37	37	37	37	148
Electricity	-	12	12	12	12	47
Water Supply	-	12	12	12	12	49
Total	9,392	10,514	11,178	11,672	12,518	55,274

Table No. 100: Financial Summary – Projections of Development Cost (Provincial)

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Provincial						
Revise curricula, conduct quality assessment, develop textbooks using new curricula & Provincial Administration Policy	13	14	16	17	19	79
Creation of Directorate of M&E	-	-	-	-	-	-
Curriculum Development in Regional Languages	198	-	-	-	-	198
Establishment of Cadet Model Schools	60	60	60	60	60	300
Construction of Building for Directorate of E&SE	10	-	-	-	-	10
RITE/PITE/DCTE	66	906	850	953	1,046	3,820
Adult Literacy (EEF)	578	1,656	1,976	2,128	1,534	7,873
Capacity Building in Education Administration	216	216	288	288	432	1,441
Disaster Management	-	670	670	670	-	2,011
Grant-in-aid for Semi Govt: Schools	200	200	200	200	200	1,000
Total	1,341	3,723	4,060	4,317	3,291	16,732

Table No. 101: Financial Summary – Projections of Development Cost (District)

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
District						
Creation of M&E Directorate & Cells at District Level	87	96	105	116	127	531
Construction of 10 Cluster Hostel	60	90	120	150	150	570
School Report Card	10	33	33	33	33	142
Aid for Orphans @ 1% of Enrollment	0.05	0.06	0.06	0.06	0.06	0.29
Construction of EDO Offices	12	24	36	24	24	120
Total	169	243	294	323	334	1,363

Table No. 102: Financial summary – projections of development cost (Community Schools) -

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Community Schools						
Rent for Hiring Community Schools Bldg	873	918	965	1,014	1,066	4,836
Salaries for Teaching & Non Teaching Staff	279	687	1,107	1,524	1,961	5,559
Free Textbooks	47	97	149	204	262	759
Furniture	65	187	314	439	570	1,574
Classrooms consumables/Teaching Materials	5	18	32	46	61	162
New Initiatives	1610	2568	2618	2212	1809	10,817
Total	2,878	4,477	5,185	5,440	5,728	23,707

Table No. 103: Financial summary – Projections of Development Cost (Total Developmental)-B

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Primary	7,661	10,802	11,512	12,275	13,196	55,446
Secondary	9,392	10,514	11,178	11,672	12,518	55,274
Provincial	1,341	3,723	4,060	4,317	3,291	16,732
District	169	243	294	323	334	1,363
Community	2,878	4,477	5,185	5,440	5,728	23,707
Grand Total	21,440	29,758	32,229	34,027	35,068	152,522

Table No. 104: Financial Summary

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Recurrent (A)	43,027	50,773	59,496	69,236	80,186	302,719
Developmental (B)	21,440	29,758	32,229	34,027	35,068	152,522
Grand Total (A+B)	64,467	80,532	91,725	103,263	115,254	455,241

Impact of 18th Amendment

- **Impact of 18th Amendment on Education Sector in Khyber Pakhtunkhwa**
- **Existing Frameworks for Education Sector**
- **Amendments in 18th Amendment regarding free and compulsory education**
- **Other issues**
- **Challenges**
- **Strategies to cope with the added responsibilities of 18th Amendment**
- **Risks**

Chapter-XI

11. Impact of 18th Amendment

11.1. Impact of 18th Amendment on Education Sector in Khyber Pakhtunkhwa

The 18th Amendment to the constitution of Islamic Republic of Pakistan was a defining moment in the constitutional and political history of the country. The changes introduced under the amendment have far-reaching implications. The 18th Amendment has affected 98 articles and two schedules of the constitution. Under the present organizational arrangement, division of responsibilities and capacities therein, the province will be hard-pressed to deliver expected results to the entire satisfaction of its people. The additional burden of devolved responsibilities to the provinces, faced with weak capacity of service delivery, raises many questions and presents big challenges. Devolved functions such as curriculum, standards, policy and planning, amongst others, erstwhile in the Federal Ministry of Education's mandate, are tasks that the provincial departments will dispense in the devolved scenario. In addition, the responsibility of the implementation of article 25-A, declaring free and compulsory education the fundamental right of all children, also now falls upon the shoulders of the provincial governments. More specifically the situation poses the following critical challenges:

- It would be obligatory for the province to perform a wide variety of functions within the available fiscal space and capacity without receiving additional resources from the Federal Government.
- The volume of new functions and responsibilities will add to the financial burden in the current budget resulting in the reduction of fiscal space for development. and
- The possible redundancy of certain functions as a result of new priorities is an essential part of this paradigm shift.

These changes are anchored in principles of provincial autonomy and more equitable inter-governmental relations. An effort has been made by the legislators to strike a balance between the powers of different tiers of government and its responsibilities to serve its citizens more effectively. In seeking to empower provinces the legislators have moved to accomplish the agenda of the original version of the constitution.

11.2. Existing Frameworks for Education Sector

The implications of the reforms implied by the 18th Amendment are broad-based and shift the balance of political and administrative powers from the Federal to the Provincial governments, particularly in the area of service delivery to the citizens. The enhanced provincial autonomy provided through the Amendment and in particular the abolition of the Concurrent Legislative List, empowers Provincial Governments in several ways including in the area of policy making. In the education sector, earlier national policies were developed with the Federal Government in the lead, although the provinces were part of the process in developing these policies.

Prior to the 18th Amendment, the policy space for the provincial education sectors was restrictive. Although the Constitution identified education other than higher education, as a provincial subject, in practice not only were education policies developed by the Federal Government but they also prevailed in a number of areas including curriculum, standards setting and training. In the wake of the Eighteenth Amendment however, provinces are now responsible for developing education policies that reflect political and sectoral priorities and that are closely aligned to the specific needs of the provinces.

11.3. Amendments in 18th Amendment regarding free and compulsory education

The 18th Amendment with the insertion of Article 25 A, declares education as a fundamental human right of children of age group 5-16 years:

Article 25 A: Right to Education.... “The state shall provide free and compulsory education to all children of the age of 5 -16 years in such manner as may be determined by law.

This builds on the provisions of principles of policy, enshrined in article 37 (b): “remove illiteracy and provide free and compulsory secondary education within minimum possible period”.

While 37 (b), was meant to provide the constitutional direction for education sector policy, Article 25-A makes education a right for all children in the specific age group. It is now upto the Provincial Government to legislate under article 25-A. Subject to Provincial legislation free and compulsory education shall be an enforceable fundamental right.

The following tables lay out the actual physical targets for the implementation of the articles 37 (b) and the newly inserted article 25 A in the constitution.

Table No. 105: Physical targets (Primary) - Article 25-A and 37 (b)

Nomenclature of the Project	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Popoulation Age 5-10	5,535,152	5,700,009	5,869,990	6,045,256	6,225,976	29,376,384
Enrollment Class Kachi-V	3,768,213	3,890,674	4,022,700	4,164,552	4,316,691	20,162,831
Out of Schools Children	1,766,939	1,809,335	1,847,290	1,880,705	1,909,285	9,213,553
No. of Additional Primary Schools required	-	18,093	380	334	286	19,093

Table No. 106: Physical Targets (Secondary) - Article 25-A and 37 (b)

Nomenclature of the Project	2011-12	2012-13	2013-14	2014-15	2015-16	Total
Popoulation Age 11-15	3,322,644	3,421,467	3,523,354	3,628,403	3,736,714	17,632,581
Enrollment Class 6-10	1,380,383	1,496,884	1,617,129	1,723,712	1,831,920	8,050,028
Out of Schools Children	1,942,261	1,924,583	1,906,225	1,904,691	1,904,794	9,582,553
No. of Additional Secondary Schools required	-	6,014	-	-	-	6,014

Table No. 107: Financial Targets - developmental (Primary & Secondary) - Article 25-A and 37 (b)

Rs. In Millions							
Nomenclature of the Project	Units	2011-12	2012-13	2013-14	2014-15	2015-16	Total
No. of Additional Primary Schools	3.8	-	69,875	2,650	2,567	2,477	77,568
No. of Additional Secondary Schools	12	-	72,172	-	-	-	72,172
Total Primary + Secondary	-	-	142,046	2,650	2,567	2,477	149,740

Functions devolved to the Provincial Education Department (E&SE) after the 18th Amendment are Policy and Planning, Curriculum, Syllabus, and Standard of Education. As a result, the Department will face implications in the following areas:

- Capacity for Curriculum Development
- Law and capacity for implementation of Article 25 A
- Additional legislation required for curriculum and compulsory education

11.4. Other issues

- National coordination
- Fate of National Education Policy 2009
- Need for Standards of Education
- Future of Inter-provincial Education Ministers' Conference

11.5. Challenges

- Enhance Capacity for Curriculum Development
- Preparation for change in Law and capacity for implementation of Article 25 A
- Formulation for additional legislation required for curriculum.
- Enhancement of capacity building of Directorate of Curriculum and Khyber Pakhtunkhwa Textbook Board.
- Strengthening of the existing weak and inefficient coordination between the organizations in the education sector, and their coordination with other public sector institutions and organizations.

With a view to these issues and challenges the in first National Education Conference in September 2011, Chief Minister of the Khyber Pakhtunkhwa, alongwith other provincial counterparts, and the Prime Minister signed a 'joint declaration on education'. In the declaration all participants unanimously endorsed that the "National Education Policy 2009, subject to such adaptations as are necessitated in view of the 18th constitutional amendment, shall continue to be jointly owned national document". With regard to the article 25 (A), the Declaration includes an agreement on enactment of provincial legislation for its implementation. The Declaration also envisions and calls for the establishment of a planning system, and a joint monitoring system for follow up on progress and to take decision on how to improve the situation vis-à-vis the national and international commitments.

The September 2011 declaration pave way for Provincial level Education Policy development in the longer run, by augmenting the current framework for policy making. The current framework for policy making consists of several strategic and legal documents that provide a medium-term outlook for the sector. These include a 'living' Education Sector Plan (ESP), the Comprehensive Development Strategy (CDS), the Local Government Act 2001, and the Medium term Development and Expenditure Framework under preparation. While these documents provide the sector, financial and institutional contexts, the imperative for a provincial Education Policy for Khyber Pakhtunkhwa in the longer run, is clear and strong from several perspectives. Not only is it needed to articulate a sector vision, but also to express a public commitment to translate that vision into reality..

Moreover, while this Education Sector Plan highlights key policy areas, it rightly focuses more on the implementation aspects rather than on a sector vision. An education policy would anchor these implementation plans in the appropriate policy framework and enable a more logical relationship between articulation and commitment of public policy for the education sector, and the managerial, technical and financial aspects of implementation that the Education Sector Plan contains. The

development of an education policy would also provide a legislative and institutional framework for the implementation of sector policy priorities. By developing an education policy for the province, Khyber Pakhtunkhwa can assume a leadership role in this respect, since none of the other provinces has yet made any substantial move towards developing a policy.

11.6. Strategies to cope with the added responsibilities of 18th Amendment

The Department has developed the following strategies for the post-18th Amendment scenario:

- In the longer term, a Provincial Education Policy will be developed.
- A Research and Development Wing will be established in the E&SE Department.
- Capacity building of Directorate of Curriculum and Teachers' Education (DCTE) in terms of infrastructure, human resource, curriculum development experts etc in order to cope with the challenges of developing curricula, syllabus and education standards.
- The Textbook Board will be strengthened to take the added responsibilities of printing text books in light of the new curriculum which needs to be prepared
- For uniform curriculum standards, an Inter-Provincial Coordination Review Committee (ICRC) will be activated.
- For uniform examination system the existing Inter-Boards Chairmen Committee will need to be activated.
- E&SE Department will revamp its existing set up departments to take care of the added responsibilities.
- DCTE, Provincial Institute of Teachers Education (PITE), Khyber Pakhtunkhwa Textbook Board and Education Sector Reforms Unit (ESRU) will be assigned the responsibilities relating to curriculum, syllabus, compulsory education, and development of provincial education policies/plans.
- Advocacy at levels, political consensus building to ensure sustainability and required allocation of resources.
- The most important is to implement provisions of Article 25-A through legislation. Provision of free & compulsory education is far reaching legal, administrative and financial implications.

The capacity of the E&SE Department at provincial level will also need to be augmented in terms of expertise, infrastructure, technical know-how and personnel.

11.7. Risks

Post-18th amendment has posed greater challenges. While under National Finance Commission Award (Dec 2009) the Provinces share in Divisible Pool has been enhanced the Federal funding for the Educational programmes have come to stand still. Provincial Governments may not be able to allocate required resource as per Education Sector Plan (ESP) and to meet the provisions of article 25-A of the constitutions. Law and order and disasters may lead to diversion of resources. Federal Education Ministry abolished and the functions assigned to Planning and Economic Affairs Divisions. Capacity issues, donors coordination and delays may hamper the on-time achievement of targets.

Annexure

An over view of Educational and Literacy Policies

- Education Conference (1947).
- All Pakistan education conference (1951)
- Commission for national education (1958-58)
- Educational policy (1970)
- Educational policy (1972)
- National educational policy (1979)
- National Educational Policy (1992-2002)
- National Educational Policy (1998-2002)
- National Educational Policy (1998-2010)
- Program for reforms in education sector (2001-2005)
- Education for all, National strategy (2001-2015)
- National Educational Policy 2009.

Joint Declaration on Education

We, the elected leaders of the Government of Pakistan and the Governments of Punjab, Sindh, Khyber Pakhtunkhwa, Balochistan, Azad Jammu Kashmir, and Gilgit-Baltistan, hereby declare that:

- The Federal and Provincial Governments reaffirm their commitment to Education as a priority.
- National Education Policy 2009, subject to such adaptations as are necessitated in view of the 18th Constitutional Amendment, shall continue to be jointly owned national document.
- Education is a fundamental right of all children aged 5-16, guaranteed through Article 25A of the Constitution of the Islamic Republic of Pakistan, following the 18th Constitutional Amendment, which received assent on April 19, 2010; Provincial Governments shall enact legislation for the implementation of Article 25A.
- Each province/area shall develop an Action Plan which shall commit to appropriately raise allocations for education, set priorities according to provincial needs of access and quality of education and provide implementation strategies/processes with timeframe and key indicators; ensure fulfillment of constitutional needs with respect to education and meet the international commitments including targets of Millennium Development Goals (MOGs) and Education for All (EFA)
- The Planning System (the Planning Commission, Provincial Planning Departments, and Education Departments) shall be jointly the secretariat for the Education Minister's Conference.
- Each year a high level National Summit on Education shall be convened to review progress during the year and take decisions to further improve the situation to achieve national and international commitments.

Literacy Rate (Age 10+) by District (Percent)

No	Region	Urban			Rural			Total		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
	Pakistan	81	67	74	63	33	48	69	45	57
	KP	76	48	62	67	27	47	69	31	50
1	Abbottabad	91	75	84	85	58	70	86	61	72
2	Haripur	91	74	82	80	52	66	81	56	68
3	Mansehra	83	67	75	71	41	56	72	43	57
4	Chitral	83	59	72	70	37	54	71	39	56
5	Malakand	65	33	50	74	39	56	73	38	56
6	Karak	84	53	67	81	28	52	82	30	53
7	Nowshera	73	41	57	72	33	52	72	35	53
8	Peshawar	75	49	62	65	19	43	71	35	53
9	Lower Dir	84	47	67	72	29	51	73	30	52
10	Bannu	86	65	75	74	19	47	74	22	49
11	Kotat	79	52	65	70	19	42	73	28	49
12	Swabi	72	36	53	69	28	48	70	30	49
13	upper Dir	81	38	60	69	24	48	69	24	49
14	Batagram	0	0	0	69	26	47	69	26	47
15	Mardan	66	29	48	67	28	47	67	28	47
16	Swat	81	44	64	66	21	45	68	24	47
17	Hangu	74	32	54	71	11	42	72	16	44
18	Lakki Marwat	77	42	60	69	15	42	69	18	44
19	Charsadda	61	29	46	62	20	42	62	22	43
20	D.I Khan	82	61	72	46	17	33	51	24	39
21	Shangla	0	0	0	63	15	39	63	15	39
22	Tank	73	43	58	57	12	35	59	15	38
23	Buner	0	0	0	63	13	37	63	13	37
24	Kohistan	0	0	0	49	3	30	49	3	30

Source: PSLM 2008/09.

N.B. Literacy is defined as the ability to read a newspaper and write a simple letter.

Table No. 108: Financial summary – Projections of Development Cost (New Initiatives Developmental)

Rs. In Millions

Activities	2011-12	2012-13	2013-14	2014-15	2015-16	Total 2011-12 to 2015-16
Rehabilitation of Blown-up schools	1,006	1,350	1,402	1,466	1,535	6,758
Provision of Uniform to students	2,751	2,889	3,030	3,155	3,281	15,106
Community Schools	462	918	1,374	1,828	2,311	6,892
Examination Reforms	264	274	276	296	339	1,449
Curriculum Development	13	14	16	17	19	79
Creation of M&E Cells at Directorate & Districts	87	96	105	116	127	531
Remuneration to Mentors (New + Existing)	43	46	50	53	57	249
Curriculum Development in Regional Languages	198	-	-	-	-	198
School Report Card	10	33	33	33	33	142
Playground Facility with BW	11	11	11	12	12	57
Aid for Orphans @ 1% of Enrollment	0	0	0	0	0	0
Construction of Examination Halls	39	39	39	42	42	200
Construction of EDO Offices	12	24	36	24	24	120
Establishment of Cadet Colleges	60	60	60	60	60	300
Construction of Building for Directorate of E&SE	10	-	-	-	-	10
PITE	43	873	806	898	979	3,598
Adult Literacy (EEF)	578	1,656	1,976	2,128	1,534	7,873
Capacity Building in Education Administration	216	216	288	288	432	1,441
Grant-in-aid for Semi Govt: Schools	200	200	200	200	200	1,000
Grand Total	6,001	8,698	9,701	10,618	10,985	46,003