

Country Report
on
Decentralization in the Education System of Pakistan:
Policies and Strategies

By

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Abbreviations

Acronym	Description
ADP	Annual Development Program
AEO	Assistant Education Officer
AEPAM	Academy of Educational Planning and Management
CCB	Citizen Community Board
DCC	District Coordinating Council
DCO	District Coordinating Officer
DDC	District Development Committee
DDEO	Deputy District Education Officer
DDO	Drawing and Distribution Officer
DEMIS	District Education Management Information System
DEO	District Education Officer
DoE	Department / Directorate of Education
DOP	Devolution of Power
EDO	Executive District Officer
EDO-E	Executive District Officer Education
EFA	Education For All
EMIS	Education Management Information System
ESR	Education Sector Reforms
FANA	Federal Administrative Northern Areas
HT	Head Teacher
ICT	Islamabad Capital Territory
MoE	Ministry of Education
NARIMS	National Reconstruction Information Management System
NEMIS	National Education Management Information System
NWFP	North West Frontier Province
PSDP	Public Sector Development Program
PTSMC	Parent Teacher School Management Committee
Rs.	Pakistan Rupees
SAP	Social Action Program
SMC	School Management Committee

Abstract

The existing education delivery system is not meeting the needs and aspirations of the society as such particularly, it is a challenge to the provinces and districts for the 21st century. Moreover, prior to devolution, the policy and planning have been undertaken by the central and provincial governments without taking into account the ground realities and without the participation of community. The main objectives of the devolution plan is to empower the community at the grassroots level in planning, management, resource mobilization and utilization, implementation, monitoring and evaluation of the education system to improve the service delivery at that level. The main inherent issues of education systems are: teachers absenteeism, high drop out rates particularly at primary level, high repetition rates, low completion rates, inequalities by gender, location and social groups, low literacy rate and unsatisfactory performance of schools, these issues have been addressed under DOP through empowerment of local communities.

The present government has initiated political and administrative devolution under its reforms agenda under Local Government Plan 2000. The Local Government Ordinance was promulgated on 14th August 2001. Under devolution, political power, decision-making authority, and administrative responsibilities have been moved as close as possible to the village, union council, tehsil and district levels, with only the major policy-making, coordination, and special service functions being retained with the central and provincial governments. The main purpose of the devolution is to improve the service delivery at the grass root level in various sectors.

It is believed that highly centralized system of education is greatly hampering the efficiency and effectiveness of delivery service at the grass-root level. Successive governments addressed this problem in their policies and plans since 1947.

The present government has envisioned with a clear commitment to reform a number of aspects of education system framed within the 1998-2010 National Education Policy and ten year perspective development plan 2001-2011 to increase educational opportunities for all children, to enhance the efficiency and effectiveness of delivery service at grass root level. ESR is an Action Plan for 2001-2005, has been fully integrated into the Interim Poverty Reduction Strategy Paper and about 80% of the ESR packages covers adult literacy, Education for All and technical education. Devolution plan is the mainframe for implementation of ESR. The education sector reforms (ESRs) have been design to address the following areas of education system:

- Comprehensive literacy and poverty reduction program.
- Expansion of primary elementary education.
- Introduction of technical stream at the secondary level.
- Improving the quality of education through teacher training.
- Higher education sector reforms.
- Public-private partnership.
- Innovative programs.

The total estimated cost of the ESR Action Plan (2001-2005) is Rs.100 billion. An amount of Rs.3.74 billion (Rs.1.74 billion reflected in Federal PSDP 2001-2002 and Rs.2 billion

grant in aid from US government) have been released to the provinces/ districts during financial year 2001-2002. An amount of Rs.1 billion for implementation of ESR programs for financial year 2002-2003 allocated by the Ministry of Education would be release by 30th June 2003.

Districts and Provinces/ Federal Areas have been authorized to prepare and implement ESR projects. Generally, funds for rehabilitation of existing physical facilities in Primary/ elementary schools, adult literacy, introduction of technical stream in secondary schools, and revamping of science education facilities at secondary level were transferred to Districts. Nearly 80% of the total funds were meant for execution of these components. Monitoring and evaluation of the ESR program is the responsibility of provincial/district governments.

Under Devolution of Power (DOP) federal government is responsible for national policy formulation, addressing issues regarding access to education, equity and quality of education, setting teacher pay levels, defining required teachers qualifications, setting the norms for national curriculum and assessing students performance through national assessment systems. The main responsibilities of the provincial government include formulation of Provincial Education Policy in the light of National Education Policy, coordination with the federal government for implementation of ESR program as well as with the respective districts, arranging pre service and in-service teacher training, assuring equity, access to schooling, quality of education and influencing curriculum.

Under Devolution of Power district is responsible for planning, monitoring and evaluation of education system at district level. They are also responsible for salary and managing teaching and non-teaching staff at district level. The district has to generate its own funds in addition to the funds transferred by federal and provincial government and now it is the responsibility of the district how much to spend on education.

The implementation of DOP has been initiated since 14th August 2001, therefore, it would be too early to assess the achievements of devolution plan, however, some of the achievements include less cumbersome procedures for approval of small schemes, improvement in accountability of government functionaries, improvement in teacher attendance and public awareness.

During the implementation of ESR and devolution plan some problems and issues encountered, some of the major issues include imprecise fiscal transfer framework and unclear delegation of financial power, multiple reporting line at district level, non availability of funds, the negligible role of School Management Committees and Citizen Community Boards in the management of schools, unsettled issues between province and districts, the centralization of power at district level particularly delegation of financial power to DCO, adopting top down planning approach by the DCOs, lack of capacity building of the officials working at district level and most of the DCOs and EDOs are not familiar with the new set up.

Decentralization in the Education System of Pakistan: Policies and Strategies

1. Political, Economic and Social Context of Pakistan

Pakistan emerged as an Islamic Republic state on August 14, 1947. It has an area of about 796,095 Sq. kilometers. Pakistan comprises of four provinces: Punjab, North West Frontier Province, Balochistan and Sindh and some federating units which include Islamabad Capital Territory (ICT), Federally Administered Tribal Areas (FATA) and Northern Areas (FANA). Islamabad is the capital of Pakistan, which lies in the northern part of the country at the bottom of Margalla Hills near Rawalpindi, is a well-planned city, which was constructed in the beginning of 1960s. The national language is Urdu. A number of regional languages are also spoken in various parts of the country. The medium of education is Urdu but English continues to be used in higher education and professional colleges, particularly in scientific and technical fields. English is widely used for commercial, legal and other official business in the country. About 97 percent of the people are Muslim. The constitution is Federal parliamentary.

1.1 Demographic Characteristics

According to Population Census 1998, the population of Pakistan was about 131 million of which 88 million (67%) were living in rural areas and 42 million were residing in urban areas. The population composition is such that about 68 million (52%) were males and about 63 million (48%) were females. The annual average growth during 1981-1998 was 2.6%. The population is unevenly distributed among the provinces. Punjab is the most populous province comprising about 56 percent of the total population followed by Sindh (23 percent), NWFP (14 percent) and Balochistan (5 percent). Area-wise, Balochistan is the largest province with 45 percent of the country's area. The density of population is 164 persons per Sq kilometer. (Population and Housing Census of Pakistan 1998)

1.2 Political Structure

Pakistan has a federal form of government with provinces as its federating units. It is governed by 1973 constitution having a parliament and a senate at federal level and provincial assemblies in each province. The President of Pakistan is the head of the state and the Prime Minister is its executive head. Political and Civil administration in the provinces is run by Governor and Chief Minister of each province.

1.3 Present Government

Military took over on 12 October 1999 toppling the democratic civilian government of Mian Nawaz Sharif, Ex-Prime Minister. General Pervez Musharraf, Chief of the Army Staff and Chairman of the Joint Chiefs of Staff Committee, suspended Pakistan's constitution and assumed the additional title of Chief Executive. Exercising the powers of the head of the government, he appointed an eight-member National Security Council to function as Pakistan's supreme governing body. Pakistan's Supreme Court on 12 May 2000 unanimously validated the October

1999 coup and granted General Pervez Musharraf executive and legislative authority for three years from the coup date. General Pervez Musharraf, Chief Executive named himself as president and was sworn in on 20 June 2001 replacing Mohammad Rafiq Tarir. Based on the referendum's results held on 30 April 2002, General Pervez Musharraf's presidency was extended by five more years since 20 June 2001 he is President and chief of the state. National election was held on 10 October 2002 and Mir Zafarullah Khan Jamali elected as Prime Minister of Pakistan.

1.4 Administrative Setup

The country is a federation of four provinces. Each province is divided into small manageable units called Districts. In all, there are 105 districts (Punjab 34, Sindh 21, NWFP 24, and Balochistan 26). Each district is further divided into Tehsil or Talukas (sub districts), thus there are 402 Tehsils in Pakistan.

1.5 Economy and Employment

The total GDP (market price) is Rs.4018.1 billion (\$68.7 billion) and GNP (marker price) is Rs.4198.7 billions (\$ 71.8 billion) during 2002-03. The GDP growth is 5.1 percent against the target of 4.5% during 2002-03. The per capita income for the year 2002-03 is US\$ 492. The inflation rate as per consumer price index stood 3.3% during the year 2002-03. Growth in the share index of the Karachi Stock Exchange (KSE) pricing from 1770 point in June 2002 to an all time high of 3117 point on May 27, 2003 indicating an increase of 76%. Exports grew by about 21% during July-April 2002-03. There are indication that exports may cross the target of \$ 10.347 billion and reach over \$10.5 billion. Like exports, imports also grew by 22.5% during July-April 2002-03. Pakistan workers remittances during July-April 2002-03 stood at \$ 3.537 billion.

Foreign investment stood at US \$ 700 million during fiscal year 2002-03. The total foreign exchange reserves stood at \$ 10.531 billion on May 30, 2003, which is sufficient to finance 11 months of imports. The Paris Club debt rescheduling has provided substantial debt relief to Pakistan. An amount of \$ 11.5 billion has been rescheduled. The external debt and foreign exchange liabilities since June 2002 and until March 2003 have been reduced by \$ 2.335 billion to \$ 35.583 billion. Fiscal deficit as a percentage of GDP which used to average 7% of GDP in the 1990s was broad down to 5% during 2000-03.

Based on the requirements of 2350 calories, the Government of Pakistan has adopted the official poverty line in 1998-99 as Rs.670 per capita per month rose to Rs. 748 per month during 2000-01. According to the caloric-based poverty definition (headcount ratio), 28.2 percent people in Pakistan lived below the poverty line in 1998-99. Between 1992-93 and 2000-01 poverty increased by about 5 percent points to 32 percent. Poverty in Pakistan is largely a rural phenomenon as 32 percent rural population lived below the poverty line as against 19 percent urban population in 1998-99. (Source: Economic Survey 2001-2002 and 2002-03).

The population is estimated to have reached 147 million by mid-year 2003. The annual population growth rate is 2.1 per annum. The total labor force comes to 42.75 million during

2002-03. Out of the total labor force 29.69 million (67.7 percent) is in rural areas and 13.06 million (32.3 percent) is in the urban areas. The total estimated employed labor force 39.41 million 2003. The unemployment rate is 7.8 percent during 2003. Unemployment in rural areas is 6.94 percent and urban areas it is about 10 percent in 2003. Agriculture is the largest employer of labor force, which provides employment to 48.4 percent of the total employed in 2002. Agriculture is the dominant sector of economy contributing 24 percent to GDP. (Source: Economic Survey 2001-02, 2002-03 and Statistical Supplement 2001-02)

2. Decentralization Policies and Strategies in Education

2.1 Policies and Goals of Education System in Pakistan

Since independence, attempts have been made to relate the education system to the needs and inspirations of the country. All Education Conference was held in 1947 as per directives of the founder of Pakistan Quaid-e-Azam Muhammad Ali Jinnah. He provided the basic guidelines for the future development of education by emphasizing interalia, that the education system should suit the genius of our people, consonant with our history, culture and instill the highest sense of honor, integrity, responsibility, and selfless service to the nation. It should also provide scientific and technical knowledge to build up our economic life. This was followed by the appointment of various commissions, which submitted their reports periodically. The 1959 Report of the Commission on National Education enjoys a peculiar position in the history of educational reforms. There were several other commissions and policy statements up to 1973.

In 1973 the civilian democratic government came up with a 1973 constitution which provided that the state shall: (a) promote unity and observance of the Islamic moral standards; (b) promote with special care the educational and economic interests of backward areas; (c) remove illiteracy and provide free and compulsory secondary education within minimum possible period; (d) make technical and professional education generally available and higher education equally accessible to all on the basis of merit; (e) enable the people of different areas, through education , training, agriculture and industrial development , and other methods to participate fully in all form of national activities including employment in the services of Pakistan; and (f) ensure full participation of women in all the spheres of national life.

The above-mentioned goals were pursued by various policy documents announced by subsequent governments who came into power from time to time. Each policy stressed on: (a) Islamic ideology and character building; (b) the universalization of primary education and promotion of literacy; (c) science education; (d) quality of education; and (e) reduction in inequalities of educational facilities.

2.2 Formal System of Education in Pakistan.

In formal education system, there are a number of stages, which are illustrated in the diagram in Annexure-I as described briefly below:

Pre Primary Schooling: Pre-primary education is functional and managed in schools through out country. Public schools provide pre-primary education as part of socialization process. The

students attending pre-primary class are called Kachi. National Education EFA Action Plan Policy, 1998-2010 provided recognition to Kachi class as proxy for early childhood education. According to National Education Policy, 1998-2010, the Kachi class will be introduced as formal class in the primary schools. The age group for pre-primary is <3>5.

Primary Schooling: This stage consists of five classes I-V and enrolls children of age 5-9 years. Since independence, the policy makers pronounced to make primary education free and compulsory. According to Pakistan Integrated Household Survey (PIHS) 1998-99, the gross participation rate was 71 percent in 1999, for male it was 80 percent and for female it was 61 percent. For urban female it was 92 and for rural it was 50 percent. The lowest participation rate observed for rural female in Sindh Province that was 33 percent. The net enrolment rate was 42 percent, for urban male it was 47 percent and 37 percent for rural female.

Middle Schooling: The middle schooling is of three years duration and comprised of class VI, VII and VIII. The age group is 10-12 years. The participation rate at middle school was about 34 percent during 2000-2001. Males were 36 percent and females were 33 percent.

High Schooling: The high school children stay for two years in classes IX and X. The Board of Intermediate and Secondary Education conducts the examination. A certificate of secondary school is awarded to the successful candidates. The participation rate at high school was about 22 percent in 2000-2001 of which, 24 percent were males and 20 percent were females. Vocational Education is normally offered in high schooling. There are varieties of trades offered to the students and after completion of the course they get jobs as carpenters, masons, mechanics, welders, electrician, refrigeration and similar other trades. There are 498 vocational institutions with an enrolment of about 88 thousand in 2001-2002.

Higher Secondary Education: The higher secondary stage is also called the “intermediate stage” and is considered a part of college education. Higher Secondary Education consists of classes XI to XII. During two years stay in this cycle of education, a student at the age of 16 years in this stage can opt for general education, professional education or technical education. The Board of Intermediate and Secondary Education (BISE) conducts the examination and awards a Certificate of Higher Secondary School Education (HSSC). According to 1979 Education Policy, all schools were to be upgraded to higher Secondary Schools. Middle sections of high schools were to be linked with primary schools (designating elementary education). This system has limited success and some problems were experienced. Keeping in view the problems this system is being introduced gradually.

Higher Education: To obtain a degree, 4 years of higher education after 10 years of primary and secondary schooling is required. Students who pass their first-degree stage are awarded a Bachelor’s degree in arts or science, typically at the age of 19 years. In order to complete an honors course at Bachelor’s degree level an additional one year’s study is required. Further, a two years course is required for Master’s degree who has completed two years Bachelors’ degree. A doctoral degree requires normally 3 years of study after the completion of a master’s degree course.

Professional and Technical Education: The duration of post secondary education varies in technical and professional fields. The polytechnic diploma is a three-year course. A bachelor's degree in medicine (MBBS) requires 5 years of study after intermediate stage (12 years of schooling). Similarly, a bachelor's degree course both in engineering and veterinary medicine is of 4 years' duration after the intermediate examination.

Madrassah Education: Side by side with modern education system there is also religious education system, which provides Islamic education. These institutions have their own management system without interference from either the provincial or federal governments. However, grants-in-aid are provided to these institutions by the government. During 2000 there were 6761 religious institutions with an enrollment of 934,000, of which 132,000 were female students in 448 institutions (Khan, 2002). Efforts have been made by the present government to bring the Madrassah in the mainstream under Education Sector Reforms. The main purpose of mainstreaming Madrassah is to enlarge employment opportunities for their graduates. Pakistan Madrassah Education Boards are established to regulate the Madaris activities.

Non-formal Education: There are millions of people in Pakistan who have no access to formal education system. It is not possible for the formal system to meet educational needs of the rapidly growing population. Non-formal Basic Education School scheme has been introduced for those who have no access to formal education. This scheme is very cost-effective. Under this scheme primary education course is taught in forty months. Non-formal schools are opened in those areas where formal schools are not available. Government provides teacher's salary and teaching material whereas community provides school building/room. There are 6371 NFBE schools functioning in the country.

Examinations: Examinations are usually held annually, which are the main criterion to promote the students to higher classes or to retain them in the same class. However, recently a system of automatic promotion up-to grade-III has been introduced in some schools. In the primary classes, examinations are conducted by the respective schools. However, at the end of the fifth year of the primary stage a public examination is held by the education department for promotion to the next grade. Another examination is held for the outstanding students to compete for the award of merit scholarships. Similarly, the examinations in Middle Schools are held by the individual schools but there is a public examination at the end of grade VIII conducted by the Education Department for awarding of scholarships. The Board of Intermediate and Secondary Education (BISE) conducts the examinations of Secondary and Higher Secondary. The degree level examinations are conducted by the respective universities. (Fact & Figures Pakistan, 2002)

Teachers' Training

In Pakistan, there are 90 Colleges of Elementary Education which offer teachers' training programs for Primary Teaching Certificate (PTC) and Certificate in Teaching (CT) to primary school teachers. For secondary school teachers, there are 16 Colleges of Education, offering graduate degrees in education and there are departments of education in 9 universities which train teachers at the master's level. There are only 4 institutions which offer in-service teachers' training. Besides these, the Allama Iqbal Open University, Islamabad, offers a very comprehensive teachers' training program based on distance learning; its total enrolment is about

10,000 per annum of which 7,000 complete various courses every year. (Fact & Figures Pakistan, 2002)

Private Education Sector: Private sector involvement in education is encouraging. The Federal Bureau of Statistics survey (1999-2000) indicates that there are 36,096 private educational institutions in Pakistan. About 61 percent of the institutions are in urban areas and 39 percent in rural areas. The percentage share of private sector in enrollment is 18 percent at primary school level, 16 percent at middle school level and 14 percent at high school level.

It has been observed that most of the private schools select their own curricula and textbooks, which are not in conformity with public schools. Majority of the schools are “English Medium” which attracts the parents for sending their children to these schools. Most of the schools are overcrowded and do not have adequate physical facilities. These schools are usually charging high fees from the students. Most of the schools are unregistered; therefore, in most cases the certificates issued by these institutions are not recognized by public schools. Majority of these institutions are functioning in the rented buildings.

The National Education Policy 1998-2010 proposed that there shall be regulatory bodies at the national and provincial levels to regulate activities and smooth functioning of privately managed schools and institutions of higher education through proper rules and regulations. A reasonable tax rebate shall be granted on the expenditure incurred on the setting up of educational facilities by the private sector. Grants-in-Aid for specific purposes shall be provided to private institutions. Setting up of private technical institutions shall be encouraged. Matching grants shall be provided for establishing educational institutions by the private sector in the rural areas or poor urban areas through Education Foundation. In rural areas, schools shall be established through public-private partnership schemes. The government shall not only provide free land to build the school but also bear a reasonable proportion of the cost of construction and management. Liberal loan facilities shall be extended to private educational institutions by financial institutions.

Despite all shortcomings of private education mentioned above, PIHS survey indicates that enrolment rates in public schools have declined since 1995-96 particularly a large decline has been observed in rural areas. It is generally perceived by parents that quality of education in private schools are better than the public schools, therefore, those parents who can afford prefer to send their children to private schools. These trends indicate that the public education system is unable to meet public demand for providing quality education in the country.

2.3 Administrative and Supervisory Structure and Operation

According to the Constitution of Pakistan (1973), the Federal Government is entrusted the responsibility for policy, planning, and promotion of educational facilities in the federating units. This responsibility is in addition to the overall policymaking, coordinating and advisory authority; otherwise, education is the provincial subject. The Federal Ministry of Education administers the educational institutions located in the federal capital territory. Universities located in various provinces are administered by the provincial governments, but are exclusively funded by the federal government through the Higher Education Commission.

The Federal Ministry of Education is headed by the Minister of Education. The most senior civil servant in the Ministry is the Education Secretary assisted by Joint Secretary and Joint Educational Advisors of each wing. There are 6 wings in the Federal Ministry of Education and each wing is headed by Joint Educational Advisor (structure at Annexure-II).

The provincial Education Departments are headed by their respective Provincial Education Ministers. The civil servant in charge of the department is the Provincial Education Secretary. The provinces are further divided into districts for the purpose of administration. The head of the Education Department in a district is Executive District Officer (EDO). Literacy Department functions separately in case of Punjab and Sindh only it is headed by Executive District Officer (EDO) literacy. In the Provinces of NWFP and Balochistan, literacy is the part of Education Department. The hierarchy then runs down to the District Education Officer, Sub-district Education Officer, Supervisors or Assistant Sub-district Education Officers (structure at Annexure-III-VI).

At the grass root level (the union council level), Learning Coordinators (LCs) provide academic guidance as well as supervise the schools. The administrative structure has been decentralized under the Devolution Plan. Village Education Committees (VECs)/ School Management Committees (SMCs) have been set up in the provinces at grass root level.

2.4 Financing of Education

Before devolution, the provincial governments receive most of their revenues (82% in 2000-2001) from the pool of revenues collected nationally. The modalities of the National Finance Commission (NFC) has not changed, however, provincial governments have to develop mechanism for transferring finances to district governments and district governments have been empowered to share these resources with sub-district levels. The transfer of funds is formula based for the financial year 2002-2003. This formula is to be valid for three years. A provincial finance commission is being established in each province to develop the formula. The funds are transferred on monthly basis based on actual receipts. A major departure from the pre devolution scenario is that revenue transfer from the provinces to the districts are to be in the form of one line formula driven block grants which will not be earmarked for specific uses. Another change under the devolution of power for financing of education system is (1) district government's own resources (2) provincial non-earmarked block grants to the districts and (3) adhoc federal education grant to provinces and districts e.g. the money transferred under the ESR.

Table-1**Expenditure on Education during last three years.**

Rs. In million

S.No.		Expenditure								
		1999-00			2000-01			2001-02		
		Rec.	Dev.	Total	Rec.	Dev.	Total	Rec.	Dev.	Total
1.	Federal	5,829	1,053	6,882	5,672	702	6,374	4,075	4,480	8,556
2.	Punjab	23,049	402	23,451	24,672	263	24,935	25,384	976	26,360
3.	Sindh	11,424	178	11,602	12,188	127	12,315	13,862	1,173	15,033
4.	NWFP	7,729	567	8,296	8,292	605	8,897	8,904	1,176	10,080
5.	Balochistan	3,541	230	3,771	3,572	269	3,841	4,553	805	5,359
Total:		51,572	2,430	54,002	54,396	1,966	56,362	56,778	8,610	65,388

Source: Federal Ministry of Education, Islamabad.

The table indicates about 23 percent increase in the development budget from the 2000-01 to 2001-2002.

2.5 Present Scenario of Education in Pakistan

The government of Pakistan recognized that education is the basic right of every citizen; therefore, access to education for every citizen is crucial for economic development and for poverty alleviation. The present government has given much importance to education sector it has not only emphasized raising the present literacy rate but also emphasized improving the quality of education. The over all estimated literacy rate was 50.5 percent, for male 63 percent and for female 38 percent during 2001-2002. Urban literacy rate was 70 percent and rural literacy rate is 30 percent during the same period. Pakistan net primary enrolment rate was 66 percent (male 82 percent, female 50 percent) and gross enrolment rate was 78 percent (male 91 percent, female 64 percent) during 2000-01. About 45 percent children who enrolled in grade-1 drop out before completing primary education cycle (male drop out 45 percent, female drop out 54 percent). There are about 4 million children of 5-9 age group who are left out of school. The left out includes those children who never enrolled and those who drop out.

Enrolment at primary level was 16.63 million during 2000-01. The gross enrolment at middle level was 34 percent, male 36 percent and female 33 percent in 2000-01. The gross enrolment at secondary level was 22 percent, 20 percent for female and 24 percent for male. The total number of Arts and Science colleges were 916 (male 536 and female 380) with the enrolment of 763,000 during 2000-01. There are 68 universities in Pakistan with the enrolment of 1.1 million. Out of the total universities, 40 universities are managed by public sector. There

are 203,439 educational institutions in Pakistan of which 36,096 institutions are run private sector and the share of the private sector is about 18 percent.

The major issues and challenges of the education system include low literacy rate, high drop out rate, wide spread teacher absenteeism, weak management and supervision structure, shortage of trained and qualified teachers specially female, lack of teachers dedication, motivation and interest in their profession and lack of physical facilities. Moreover the curriculum is mostly outdated, irrelevant and does not fulfill the requirements of present day.

The total education budget for the year 2002-03 was Rs.69.874 billion, with a break-up of development budget of Rs.2.770 billion (4 percent) and recurring budget of Rs.67.27 billion (96 percent). The total budget for education for 2002-03 is 1.7 of the GDP; the share of private education is 0.6 percent of GDP (Economic Survey 2002-03).

2.6 Education for All (EFA)

Education For All refers to the global commitment to ensure that by 2015 all children would complete primary education of good quality (Universal Primary Completion), and that gender disparity would be eliminated in primary and secondary education preferably by 2005 and no later than 2015. This commitment was made at the World Education Forum in Dakar, Senegal in April 2000 and reaffirmed in the Millennium declaration in New York in September 2000. The Government of Pakistan is attaching top priority to EFA. The country has ten year Perspective Development Plan (2001-11) to visualize the long term macro-economic and sectoral growth strategies, Poverty Reduction and Human Development is the priority area of the Plan. Sector-wide development approach covering all the sectors of education has been adopted under the Perspective Plan. In order to address the EFA implications linkage plan focusing on development of other sectors of Education has also been prepared.

Nearly 80% of the ESR covers different goals of Education for All by 2015, reducing illiteracy by 50 percent with a focus on reducing the gender gap by 2015, life skills and learning opportunities for youth and adults; and early childhood education. The targeted groups for EFA goals belong to disadvantaged communities with minimal opportunities. These groups are highly vulnerable, without access to learning facilities, or public sector facilities, which are functioning at sub-optimal levels.

3. Decentralisation Efforts in Pakistan

In the arena of human development, many programs have been initiated by governments and world bodies to enhance the living conditions of human beings in Pakistan and elsewhere. While these have met success to some degree, they often suffer from a number of drawbacks, which limit their ability to fully meet their goals. More importantly, their success is often nominal in comparison to programs established by NGOs and civil society organizations, which tend to be more grassroots-oriented than these top-down programs.

Decentralization in development management was introduced in Pakistan during 1974 in the name of Integrated Rural Development Program (IRDP). The program was sponsored by

World Bank based on policy paper to launch an integrated worldwide attack on rural poverty. The program was implemented through area development project covering agriculture, social services, training and rural infrastructure. The program failed due to inflexibility of technological packages to local environment. The major causes of failure of program identified by World Bank report 1987 included lack of government commitment for providing counterpart committed funds , lack of local capacity building and beneficiaries participation (UNDP, Qureshi)

The Village Aid Program initiated in 1960 with the support of USAID. The program was suspended after the withdrawn of Donors support.

Many experts consider these initiatives as different modes of rural development rather than restructuring of the government system towards decentralization.

3.1 Social Action Program

Pakistan launched SAP in 1993-94. This program heavily funded by the Pakistani government and international bodies like the World Bank. The main focus of the SAP was to address a number of Pakistanis' basic needs that was not being met. In particular, primary education, basic health care, population welfare and rural water supply and sanitation. SAP covered all Pakistani government primary schools. Eighty percent of the program's finances were met by the government and the remaining 20 percent by donors. Some of these major donors included the World Bank, the Asian Development Bank, the government of the Netherlands and the United Kingdom.

There are mixed reviews of the real successes of SAP in Pakistan. The Pakistan Integrated Household Survey indicated that net primary enrolments have in fact decreased among males and females, as well as in urban and rural areas between 1991 and 1995. The reasons given for this were political interference, corruption and lack of emphasis on educational quality. However, the social indicators show some improvement in the social sectors covered under SAP. Donor assessments, on the other hand, note that the increase in social indicators as claimed by the Pakistan government is insignificant when they are compared to the huge levels of additional expenditures.

SAP-II, the second phase of the SAP program, was formulated for the years 1996 to 2000. Once again, twenty percent of the total investment made for SAP-II was to be met by foreign assistance. In the education sector, the SAP-II program was expanded to cover non-formal education, middle schooling and vocational education. In terms of social sector development, SAP is still perceived as a major breakthrough. However, like other similar plans of the past, it is not without problems. The biggest among these is the absence of community ownership in SAP's projects and the nominal role NGOs play in their implementation so far.

3.2 Goals of Decentralization

Literature on decentralization identified the following major goals of decentralization:

- Improving economic development through institutional modernization

- Enhancing management efficiency through accountability
- Redistributing financial responsibility
- Effective sharing of powers
- Reinforcing local control through deregulation and genuine participation
- Enhancing collaboration between national, provincial, district levels
- Promoting leadership at local level
- Improving institutional governance

3.3 Main Reasons for Decentralization

One of the crucial reasons for decentralization is to address the equity in the development process. In Pakistan about 68 percent of the population live in rural areas but they are not participating in the decision-making processes, which affect their daily life. They have limited access to social services. According to appraisal report on Social Action Program 1994, the facilities fail to meet users needs because communities are having little involvement in the designing and delivery of these services. The second reason of decentralization is the improvement in transparency and accountability. When the decision-making processes take place at grass root level the local community is having better understanding of the government institutions. When the community is involved in the decision-making processes, the politics of development become more transparent and open to it. The democratic decentralization provides an opportunity to the local community to reject incompetent and corrupt public representatives in the next elections.

The decentralization also improves efficiency by selection of projects, which reflect local priorities. The monitoring becomes more effective, decision-making becomes faster, distances become shorter and communication improves. Decentralization also reduces the cost when the use of local resources is involved. The unit cost of community school in Pakistan is lower than the government school. Decentralization also promotes sustainability. Some of the rural supply schemes in Pakistan have been maintained better where they were locally designed and implemented. It is concluded when communities are involved in decision-making processes from concept to creation the level of commitment improves and the service delivery at grass root level improves by sustained participation of the local community. (UNDP, Qureshi, p.5-6)

3.4 Devolution of Power Under Local Government Plan (2000)

The present government is determined to strengthen good governance by increasing transparency and accountability of its administrative operations and capacity. The National Reconstruction Bureau (NRB) developed Local Government Plan in 2000 and it was finalized and announced on August 14th, 2001. The Devolution Plan devolves powers and responsibilities, including those related to social services, from the federal and provincial levels to elected district level authorities and local councils. Under devolution, political power, decision making authority, and administrative responsibilities were moved as close as possible to the village, union council, tehsil and district levels, with only the major policy-making, coordination, and special service functions were left to the provincial governments.

The Local Government Ordinance was promulgated on August 14th, 2001. The provincial governments also promulgated the Local Government Ordinance 2001 in their respective provinces to install a new integrated Local Government System with effect from 14th August 2001 to function within the provincial framework and adhere to the Federal and Provincial laws.

The Local Government design is based on five fundamentals: devolution of political power, decentralization of administrative authority, deconcentration of management functions, diffusion of the power-authority nexus, and distribution of resources to the district level.

The Local Government Plan integrates the rural with urban local governments on the one hand, and bureaucracy with the local governments on the other, into one coherent structure in which the district administration will be answerable to the elected chief executive of the district. The mechanisms include a bottom-up methodology' consensus building, ownership promotion' and issue-based politics.

Each district will have a district government as well as councils at tehsils (sub-district), and union levels. The councils or the citizens themselves will form Voluntary Citizens' Community Boards (VCCB) at all levels.

The Zilla Nazim is the executive head of the district, and the administration and police is responsible to him. The district administration is co-ordinated by a District Co-ordination Officer (DCO). There are departments in the district government: district co-ordination, finance and planning, works and services, agriculture, health, education, community development, information technology, revenue, law, and magistracy. The district governments have been in operation since 14 August 2001.

4. Decentralization of Education

Many countries of the world particularly developing countries initiated the process of decentralization of education system to transfer power and decision-making authority to local unit of government. Decentralization is a framework, which empower community members who are actual stakeholders to make decisions for development and improvement of education system at grass root levels. According to Fiske (1996), educational decentralization is a complex process that deals with changes in the way schools systems go about making policy, generating revenues, spending funds, training teachers, designing curricula, and managing local schools.

The concept of decentralization relating to School Based-Management has been intensively discussed in the literature. However, various views have been emerged to define decentralization in education. Usually political leaders introduce decentralization of schools' governance; therefore, it is crucial to examine it in the governmental context. According to *Randinelli* and *Cheema* (1983) the decentralization is the transfer of responsibility for planning, management, resource raising and allocation from central government and its agencies to: (a) field units of central government's ministries (education authority level) or agencies (school level); (b) subordinate units or levels of government; (c) semi-autonomous public authorities or

corporations; (d) area-wide, regional or functional authorities; or (e) non-governmental private voluntary organizations.

The passing on responsibility and decision-making from central government to district/local level can vary from simply adjusting workloads within central government organizations or giving all central government responsibilities to district level. There are three main types of decentralization i.e. Deconcentration, delegation, and devolution.

Deconcentration is the handing over of some amount of administrative authority or responsibility to lower levels within central government ministries and agencies, and it is a shifting of the workloads from centrally located officials to staff or offices outside of the national capital, or center. Deconcentration gives some discretion to field agents to plan and implement programs and projects, or to adjust central directives to local conditions, within guidelines set by central ministry or agency headquarters. It is often justified on account of managing public institutions including schools efficiently (*Ibtisam Abu-Dahou, 1999*). In Pakistan deconcentration has been taken place in the form of creating new districts, which are crucial tier of provincial administration.

Delegation transfers managerial responsibility for specifically defined functions to organizations that are outside the regular bureaucratic structure and that are only indirectly controlled by the central government. Delegation has long been used in administrative law. It implies that a central authority transfers to an agent specified functions and duties, which the agent has broad discretion to carry out. However, ultimate responsibility remains with the sovereign authority. (*Rondinelli et al., 1983*).

Devolution is the creation or strengthening, financially or legally, of sub-national units of government, the activities of which are substantially outside the direct control of the central government. Under devolution, local units of government are autonomous and independent, and their legal status makes them separate or distinct from the central government. Central authorities frequently exercise only indirect, supervisory control over such units. This is different from privatization, which is the total transfer of authority to private firms or individuals (*Ibtisam Abu-Dahou, 1999*).

According to *Fiske (1996)*, the weakest form of decentralization is deconcentration, which is no more than the shifting of management responsibilities from the central to regional or other lower levels in such a way that the central ministry remains firmly in control. Delegation, on the other hand, is a more extensive approach to decentralization under which central authorities lend authority to lower levels, “with the understanding that the delegated authority can be withdrawn”. Devolution is the most far-reaching form of decentralization in that the transfer of authority over financial, administrative, or pedagogical matters is permanent and cannot be revoked at the whim of central officials.

Based on the above-mentioned definition, it indicates that devolution emphasis on the self-governance of schools. It recognizes that a central authority is not in position to respond appropriately to the changing needs of the communities. It admits that only effective schools can lead to the development of an effective system. It is pertinent to mention that decentralization or

delegation occurs when a government or center of authority determines that decisions formally made at a central level may be made at a level in its own organization, which is closer to the point of service.

4.1 Decentralisation of Education in the Context of Educational Policies

Pakistan had a weak educational setup at the time of independence. Most of the people were illiterate and numbers of educational institutions were insufficient for educating people. Pakistan inherited administrative setup from British in 1947 and since then the system has improved to some extent through a number of administrative reforms but revamping of administrative structures did not take place. In Pakistan, usually educational administration has been practiced through centralized system. Ministry of education and provincial education departments are regulating the educational laws and policies at federal and provincial levels. The constitution of Pakistan calls for encouragement of local government, but the structure and functions of local government are not enshrined in the constitution. Provincial governments have delegated some functions to the local councils through ordinances. The system of local government before Devolution Plan was established in 1979.

At the time of independence (1947) the organizational structure of local government was vibrant. During 1950s and 1960s local councils, delivered most of the public services. Since 1970 some of the important functions of local councils were moved up to the provincial government.

It is believed that highly centralized current system of education is greatly hampering the efficiency and effectiveness of delivery service at the grass-root level. Successive governments addressed this problem in their policies and plans. A brief review of education policies in respect of education decentralization is given below:

In **1959**, the “Report of the Commission on National Education proposed the creation of separate sections with considerable autonomy within their spheres of responsibility introduced a concept of the devolution of authority that has not received much application in educational administration.

National Education Policy **1970** also proposed the introduction of decentralization of educational administration to ensure academic freedom and financial autonomy required for the healthy and effective growth of educational institutions at various levels.

National Education Policy **1979** stated that educational administration would be decentralized for effective supervision and management of education through providing more powers and facilities to educational management at lower levels.

National Education Policy **1992** emphasized that the process of decision-making will be decentralized. Educational development plans shall be effectively coordinated and monitored. Management of district level education will be improved by associating the local community. (Jatoi. AEPAM, MoE)

In order to make the organization structure of education more efficient and effective the education administration was decentralized in 1973 in the province of Punjab and Sindh whereas the decentralization was implemented in province of NWFP during 1979. For decentralization of education administration, each province was divided into divisions comprising of four to six districts. Each divisional office was headed by a Divisional Director (separate for schools and colleges). The division was further divided into district and the Education Department at district level was headed by District Education Officer who was assisted by Deputy Education Officer/ Assistant Education Officer/ Sub Divisional Education Officer. All the primary, middle, secondary and higher secondary schools were under the administrative control of District Education Officer. The colleges at district level were under the administrative control of Directorate of Colleges.

The National Education Policy 1998-2001 proposed the following provisions for decentralization in education:

- Management and supervision shall be improved through greater decentralization and accountability.
- District Education Officers (DEOs), Assistant District Education Officers (ADEOs), Learning Coordinator and Village Education Committees (VECs) shall be imparted training in management and VEC organization so as to improve the quality of administration and teaching in the school.
- Selected management functions and elementary education shall be decentralized towards the district, the school and community, while helping communities and local bodies organized their efforts more effectively.
- Good Governance in educational institutions will be achieved by imparting intensive training in management and supervision through Provincial Institute of Teacher Education (PITE) to all headmasters/headmistresses and personnel of supervisory cadre.
- District Education Authorities and School Management Committees (SMCs) will be set up for implementation, monitoring and evaluation of the National Education Policy, 1998.

4.2 Education Sector Reforms

Education Sector Reforms (ESR) program is belt on the long term perspective of National Education Policy (1998-2010) and ten year perspective development plan 2001-2011. Government of Pakistan has outlined its policy objectives for promoting economic growth and reducing poverty in the Interim Poverty Reduction Strategy Paper (IPRSP). ESR is an Action Plan for 2001-2005, has been fully integrated into the Interim Poverty Reduction Strategy Paper and about 80% of the ESR packages covers adult literacy, Education for All and technical education. Devolution plan is the mainframe for implementation of ESR. The ESR has emerged from consultation held with more than 600 partners/ stakeholders and has initiated a process of team building for implementing this plan with all stakeholders in each province.

ESR is the comprehensive sector wide program to address the issues of low educational attainment, lack of access to schooling, and educational inequities by gender and location. The ESR will facilitate the development process of education in view of Devolution Plan through improving information on the performance of the education system and developing local capacity building. The most important objective of this program is to develop an educated citizenry in which every person has to complete at least a minimum level of education. To this end compulsory primary education, linked to provision of appropriate facilities, is being introduced gradually.

Education Sector Reforms Objectives

- Universalization of primary education and adult literacy.
- Mainstreaming Madaris to diversify employment opportunities for the graduates.
- Strengthening the quality of education through better teachers, upgraded training options, curriculum & textbook reforms, and competency based examination system.
- Improving the relevance of education – introducing a third stream of gender and area specific technical and vocational education at secondary level with innovative approaches for students’ counseling.
- Setting up mono-techniques/ polytechnics at District and Tehsil levels.

Education Sector Reforms Targets for Each Sub-Sector 2001-2005 are:

<u>Sub-Sector</u>	<u>Bench Mark 2001</u>		<u>Target 2005</u>	
Literacy	from	49 %	to	60 %
Gross Primary Enrolment	from	83 %	to	100 %
Net Primary Enrolment	from	66 %	to	76 %
Middle School Enrolment	from	47.5 %	to	55 %
Secondary School Enrolment	from	29.5 %	to	40 %
Technical Stream Schools	from	100	to	1100
Polytechnics/mono-techniques	from	77	to	160
Madaris Mainstreaming	from	148	to	8000
Public-Private Partnerships	from	200	to	26000
Higher Education Enrolment	from	2.6 %	to	05 %
Quality Assurance	Equivalence of all sub-sectors to international levels Learning competencies for students Teacher competencies Teaching learning materials (equipment) Community participation for school/institutional governance Physical environment conducive to optimum learning.			

The total estimated cost of the ESR Action Plan (2001-2005) is Rs.100 billion. Out of the total, 42 percent has been allocated for elementary education and literacy campaign, 10 percent

for secondary, 10 percent each for secondary, college/ higher education, 15 percent for technical education, 10 percent for quality issuance and .7 percent for Public Private Partnership. (ESR, Action Plan 2001-2005, p.7). An amount of Rs.1.574 billion allocated in federal PSDP 2001-2002 for implementation of ESR. An additional amount of Rs.2 billion with grant in aid from the US government was also allocated for various components of the ESR during 2001-2002.

Mechanism for transfer of funds to provinces/districts and area government was workout as per Devolution Plan and Letters of Agreement signed with provincial/federal areas on 14th January 2002. According to Letter of Agreement, the provincial government will transfer funds to the district government within a period of two weeks. For this purpose a new account – IV was opened for district funds on 1st July 2002 in all districts. The formula of distribution of funds from the federal government to the provinces is given below:

Table-2

NEC Formula for Distribution of Funds

Province	Population (in Million) (1981)	% Share	90 percent distribution on population basis	Weightage of Less developed province	Share (%)
Punjab	47.92	57.88	52.09		52.09
Sindh	19.025	23.28	20.95		20.95
NWFP	11.061	13.54	12.19	5.00	17.19
Balochistan	4.332	5.30	4.77	5.00	9.77
Total	81.710	100.00	90.00	10.00	100.00

Source: ESR, Action Plan 2001-2005

The total allocated funds were released to the provinces in to two installments. The 1st installment was released in January 2002 and the 2nd installment was release in May 2002.

The federal government showed its concern over the non-allocation of ESR specific funds by the provincial/district governments because the federal government has transferred 2.5 percent General Sales Tax (GST) refund to the provinces to be utilized on development of social sector development including education. The provincial governments (Punjab and Sindh) are of the view that 2.5 percent GST funds were given in lieu of Octroi and Trade Taxes abolished by previous government. The provincial governments insist that federal government should provide ESR specific funds to the provinces for completion of ESR schemes. They have stated that if the funds are not provided by the federal government, the ESR program will come to a standstill and the money already spent on these schemes go waste (Minutes of Eight Meeting of the National Steering Committee on Implementation of ESR Program).

Due to non-availability of ESR funds, most of the districts are under immense pressure to complete these schemes, whereas majority of the districts do not have sufficient development funds to complete major schemes. If the funds for completion of ongoing schemes under ESR are

not arranged by federal government, it is presumed that these schemes would stand incomplete and the reforms may not bring the desired change in the education systems of the country.

In view of the above apprehension showed by the provincial governments, the federal government has allocated an amount of rupees one billion for implementation of ESR programs for the financial year 2002-03 by Federal Ministry of Education. It is indicated by Ministry that allocated funds would be released before 30th June 2003 to provinces. Moreover, the Ministry of Education has proposed an allocation of Rs.12.35 billion for Fiscal Year 2003-04, out of which an amount of Rs.8.82 billion would be provided to provinces for implementation of ESR program (Minutes of Ninth Meeting of the National Steering Committee on Implementation of ESR Program).

Implementation of ESR

Districts and Provinces/ Federal Areas have been authorized to prepare and implement ESR projects. Generally, funds for rehabilitation of existing physical facilities in Primary/ elementary schools, adult literacy, introduction of technical stream in secondary schools, and revamping of science education facilities at secondary level were transferred to Districts. Nearly 80% of the total funds were meant for execution of these components.

The Provincial Education Departments retained and utilized at the provincial level funds for integrated implementation of quality components of ESR Program such as teacher training and upgradation schools, establishment of resource centers, curriculum, textbooks and development of teaching learning materials, students' assessment and examinations.

All PTAs/ SMCs are eligible to be registered as legal entities in the form of Citizen Community Boards (CCBs) under the Local Government Plan to access development funds for education. Ministry of Education has adopted the catalyst role of facilitator and resource mobilizer.

Implantation, monitoring and evaluation are the responsibilities of provincial/district governments. As per letter of agreement the provincial governments should submit utilization and progress report to federal government on regular basis. It is indicated by Ministry of Education that the provincial governments do not submit such reports on regular basis. An amount of Rs.3.0 million has been allocated by Ministry of Education for monitoring and evaluation of ESR program, which will be distributed to the provinces.

Major Achievements of ESR Program as of 30th June 2002

Universal Primary Education (UPE)

- Compulsory Primary Education Act/ ordinance: promulgated in Punjab, Sindh, NWFP & ICT. It is being implemented in a phased manner in Sindh & ICT.
- 10,000 schools rehabilitated under ESR / President Program and Khushal Pakistan Program.

- Gender disparities narrowed through mixed primary schools and by appointing female teachers.
- Capacity building program launched in districts & provinces, 12 workshops held.

Adult Literacy - National Literacy Campaign

- Established the National Commission for Human Development (NCHD), facilitated by MoE to promote district based integrated literacy initiative in 16 districts.
- 2000 NFBE schools opened in last 2 years.
- 6000 Adult Literacy Centers established including 451 in ICT.

Technical Stream

- Technical Stream introduced in 50 secondary schools during 2001-02.

Science Education

- 385 science labs constructed and 150 under construction.
- 203 Mathematics resource rooms constructed and 126 in progress-introducing new concepts in mathematics teaching.
- 110 Secondary Schools provided additional science facilities to serve as Science High Schools /Resource Centers.

Establishment of Polytechnics

- Over 1700 teachers/ managers/ planners trained locally/ abroad.
- Curriculum for ongoing technologies revised.
- First women's polytechnic established at Quetta.

Higher Education

- An Ordinance on Higher Education Commission (HEC) has been promulgated and HEC established
- Expansion from 48 Universities in 1999 to 77 in 2002 includes 35 public sector universities.
- Rs.1 billion spent on shift from Humanities to S&T in higher education
- Rs.1 billion Endowment Fund for promotion of research, for Engineering Universities
- IT Education facilities provided to 27 universities.
- Model University Ordinance approved for better governance and management of Public Sector Universities
- Virtual University established.

Quality Assurance

- Revised/updated National Curriculum & Textbooks in Basic Sciences, Computer Sciences, Social Sciences, and Languages from Class I to XII.
- Developed National Curricula on Early Childhood Education through Civil Society support.
- Launched Diploma in Education to upgrade teachers' qualification to 12+1 ½ years, replacing PTC/CT courses.
- Provinces launched major teacher training initiatives through own and federal budgets since 2001. Over 175,000 teachers/ master trainers trained at primary, middle and secondary levels.
- Strengthened existing teacher training institutions and set up 250 Resource Centers.

Assessment & Evaluation:

- National Educational Assessment System (NEAS) launched in Federal and Provincial Areas – 8 Centers of Education Assessment Systems established.
- Part wise Exams introduced at secondary level (class 9th & 10th).
- Aga Khan University given permission to set up private Exam Board.

Mainstreaming Madrassahs

- Financial assistance provided to 148 Madaris (5 computers and 2 printers provided to 75 Madaris each)
- Trained 550 Master Trainers of Madaris in Economics, English, Pak. Studies and Computer Science.
- Rs.800 million allocated in FY 2002-03 for this initiative. It is proposed that this amount may be transferred to the provinces (according to the number of institutions) through a letter of agreement.
- Pakistan Madrassah Education Board established by Ministry of Religious Affairs, Provincial Madrassah Education Boards being set up.

Public Private Partnership

- 6240 schools have been upgraded through Public Private Partnerships in Punjab and NWFP, 60.7 percent are girls schools and enrolment is 60,000 students.
- Computer Education introduced in over 4000 secondary schools through Public Private Partnership
- National Education Foundation (NEF) restructured – Ordinance promulgated. Provincial Education Foundations are in the process of restructuring
- SMCs/ PTAs provided legal cover through CCBs for school improvement and local governance (ESR Action Plan 2001-2005, 2003).

5. Devolution of Education: Implementation Processes and Strategies

During 2001, a series of consultation and technical group meetings were held at provincial and federal levels in order to reorganized education structure under the provisions of

local government ordinance 2001. A number of old structure and posts were abolished to create new structure under DOP for effective and efficient system of education both at provincial and district levels. Changes were made in the rules and job descriptions of educational planners and managers. (MSU, 2002)

The major changes in the education sector for evolving the mechanism for transferring responsibilities for recruitment, salaries and management of teachers and administrators from the province to district level have been introduced. The EDO education is a new position at the district level who is responsible for the entire education sector at district level. He is assisted by District Education Officer Elementary (Male, Female), Secondary, Colleges, Special Education, District Supports Officer, Assistant Director (Planning and Budget) and Deputy DEOs. However, there is variation in the district management structure by the provinces. The main functions of EDO (Education) include implementation of government policies, supervision, coordination of the entire sub sectors of education at district level, formulation of district Annual Development Plan and its implementation, collection and compilation of education data. EDO (Education) is also required to take decisions on allocation of resources within sub sectors of education. It is worth mentioning that the role of head teacher who is the focal point of the education system and well aware about the condition and environment of education institutions remains unchanged under DOP.

Prior to devolution, there were Directorates of Public Instructions at divisional level in all provinces except Balochistan. These Divisional Directorates were abolished but the Directorates of Education (Schools, College) were retained in Punjab, NWFP and Balochistan, whereas, there is no Directorate in the Sindh Province and this responsibility was assigned to the Secretariat where Additional Secretaries are responsible to coordinate with the districts. The government of Punjab also retained Directorate of Elementary Education responsible for coordination with district regarding elementary education. The main functions of these Directorates include consolidation of Annual Development Plan at provincial level, to coordinate with EMIS for data collection and consolidation, inter district transfer of teaching and non teaching staff, follow up of court cases, teacher training, appointment of officers of teaching and non teaching staff in BPS 16 and above, maintenance of service record of BPS 17 and above officers, appellant authority against the decision of EDO (Education).

5.1 Planning Process under DOP

School priorities are determined by the head teacher in consultation with other teachers. He/ She is following the old hierarchical channel and submits her/his requirements to the Department of Education and these schemes are considered in the District Assembly for approval and inclusion in the District Annual Development Budget. Usually the procedure followed for planning processes is that the EDO (Education) makes proposals and identifies schemes, which are submitted to the EDO (Planning/Finance). EDO (Finance) makes the budget by prioritizing schemes and sends these schemes to the District Assembly/District Development Committee (DDC) for consideration and approval. The DDC is chaired by District Nazim among others EDO(education) is the member of DCC. The District Coordinating Officer (DCO) presents ADP and schemes for approval in view of the District budget provision. The approval limit of schemes by DDC varies from province to province, usually it is from rupees two million up to four

million. The DDC is an affective mechanism for community participation. All funds utilized come under discussion and the District Education Department and schools have to show the evidence of the money they spent. If a scheme does not come under the purview of DDC then it is usually send to the province for consideration and approval by the Provincial Development Working Party. The PDWP can approve schemes costing upto Rs.200 million (Annexure-VII).

5.2 Disbursement of Salaries to the Teachers

Since devolution no problem in respect of disbursement of salaries to the teachers has been observed however, some delays have occurred due to some procedural problems. In some cases the grant to School Management Committees was delayed. All the payments to teachers of primary and middle are made through cheques, which are released by Deputy District Education Officers. The teachers of secondary schools get their salaries directly through banks. Both DEOs and EDOs Education are having the signing authority.

The new structure of education department has not been shared with the schools, therefore, most of the primary and middle schools are not aware of EDO education role particularly in financial matter. Schools are mostly concerned with the DDEO who releases salaries to the schools and has the authority to block the salaries of teachers if there are complaints against the teachers. He can also locate contingency grant according to school demand.

The DEO has few powers relating to fiscal issues, he/she has the power to approve and forward his/ her recommendations to the EDO. The DEO has to sign for recruitment and signs all bills if he does not do so the EDO education cannot so directly. Presently, he/she has become simply a signing authority. Most DEOs, except the DEO Secondary in case of Punjab is presently holding additional charge and can be easily pressurized.

Under the present interim arrangements, the DDEO has emerged as the stronger authority as under the rules his approval is needed. In the new situation the clerical staff are creating problems for teachers. The teachers view this to be a deliberate policy to dispossess them.

According to teachers the only advantage in devolution is the settlement of issues for which they previously had to go to divisional / provincial directorates, which can now be dealt with at the district level. For purchase of learning materials, repair and maintenance especially on female side has created problems with audit that is conducted by persons who does not belong to the education department, and does not understand what constitutes learning materials and raise objections.

5.3 Fiscal Decentralization:

Distribution of resources has always been a matter of contention between various provinces of Pakistan. In the past smaller provinces have been agitating over the inequitable distribution of shares of provinces in divisible taxes. The 1973 constitution makes it mandatory for the President to constitute National Finance Commission (NFC) under Article 160. At present, distribution is governed by the seventh 1996-97 awards. According to the present

formula, population is the sole determining factor of distribution of resources between different provinces. The share-ratio of the Federation and provinces is 62.5 and 37.5 respectively. The present government has already hinted at removing provincial disharmony through equitable distribution of federal and provincial resources.

Prior to devolution, provincial governments received most of their revenues from the shared revenues collected nationally. This revenue sharing does not change under devolution. The provincial governments are required to devise mechanisms to transfer revenues to district level governments, and district level governments are empowered to share their revenues with sub-district level government. (Winkler et al, 2002). Provincial Finance Commission in case of Punjab award is based on actual expenditure in 2000-01, which creates major equity issues. In the Sindh province the distribution of funds to districts has been based on population whereas in Balochistan the provincial formula for distribution of funds to districts is based on 50 percent on population and 50 percent on area of the district. In Balochistan the development funds are to be distributed in the ratio of 40 percent to district, 25 percent to tehsils and 35 percent union council.

Decision making power in respect of designation of finance including changes in size of recurring and development budget lie with provincial government. There is no formula for distribution of funds for developmental activities that is having a direct impact on quality of education (Zafar, 2003). Currently the district governments are not empowered to create or abolish posts that hamper districts to meet the shortage of teachers.

The government, under the Local Government Plan 2000, had undertaken fiscal devolution reforms to facilitate people – centered participation, and greater accountability and transparency. Fiscal devolution is an important aspect of the process, which has included as a first step in the transfer of revenues from provincial to district governments. For the education sector this translates into the district education department negotiating/ competing for funds from a one-line budget. The areas identified for measuring aspects of fiscal devolution, include (i) fiscal transfers (ii) new financial arrangements and options (iii) changes in delegation of financial powers (iv) shift in designation of finances i.e. development and non development, and (v) flexibility for need based allocations within existing budgets. (Zafar, 2003)

Before devolution, provincial officials at the provincial level of government determined education budgets and expenditures. Subsequent to devolution, district officials are determining education budgets and expenditures, excepting for those standard-setting and monitoring functions remaining at the provincial and federal levels. (Winkler et al, 2002).

Under Devolution Plan, District Education can be financed from three sources:

- District Government own-sources revenues.
- Provincial non-earmarked block grants to the districts.
- Ad-hoc federal education grants to provinces and districts.

After the implementation of LGO 2001, the district government within a district is dealing each and every matter. The EDO-education is a new position in the district and he/she has the responsibility to allocate resources for all sectors under his office.

Certain problems also arise from an imprecise fiscal transfer framework and mechanisms due to unclear delegation of financial powers and rules of business between the province and district level. Multiple reporting lines and absence of criteria for allocating funds at the school level results in arbitrary decision-making or lack of action providing grounds for political maneuvering by the District Coordinating Officer and the Nazim and more recently by the national and provincial members of parliament. (Zafar, 2003)

5.4 Role of EMIS in Decision Making Under DOP

The availability of valid, reliable, comprehensive and up-to-date educational data are pre-requisite for planning, decision-making, monitoring and evaluation of education system at district level. The major role of EMIS is to provide the needed information to educational planners and managers to facilitate them in decision-making.

National Educational Management Information System (NEMIS) functioning in the Academy of Educational Planning and Management (AEPAM) is the coordinating unit for education statistics/data collection, compilation, report generation and providing technical support to the provincial EMIS units. Each province has established its own EMIS unit in early 1990. The provincial EMIS units are responsible for collection, compilation, analysis and dissemination of education statistics/data of their respective provinces. These provincial units usually collect data through their district EMIS cells by conducting annual school census. The annual school census is usually conducted in October/November by each province. The provincial data is transmitted to NEMIS for consolidation at national level.

AEPAM plays a leading coordination role in addressing crucial issues and problems in respect of compatibility of questionnaires, statistical terminology, data requirement for development of core educational indicators, discrepancy and inconsistency in data, data reliability and validity, non-availability of data on private schools and timely availability of data. At present, the NEMIS is publishing reports covered the educational data of only public sector educational institutions up to higher secondary level.

Local Government Plan 2000 proposed transparent information system at all levels with the Department of Information Technology, developing and supporting the automation systems in each district. Standardized information systems will contain information on crime reporting, accounting, service delivery systems, schools, hospitals, and other departments functioning at district level. National Reconstruction Bureau (NRB) has proposed an integrated information system at district level that is called National Reconstruction Information Management Systems (NARIMS). At present the proposed systems is not operational.

5.5 Current Situation of District EMIS Cells

Currently the existing district EMIS cells are not in position to collect, compile, and analyse education data pertaining to all educational activities in the district. Neither they can manage independent EMIS cell nor able to provide required information to planners and decision makers at district level. Currently most of district EMIS cells are not functional because they do not have the latest hardware and other resources; therefore, provincial EMIS units compile the district data due to which delay occurs in generating district report. EMIS report contains information regarding only public schools, moreover, most of the educational planners/managers do not have skills and knowledge to analyze and use the existing available education data in planning and decision-making, therefore, most of them apply traditional methods in planning and decision making

5.6 Information Requirement under Devolution of Power

Subsequent to devolution district officials are required to prepare district annual development plan and education budget. They are also responsible to implement district annual development plan and to monitor the education development in the district. With the Devolution of Power (DOP) at district level, the entire approach to education development has been changed; therefore, the existing district EMIS cells need redesigning and readjustment to fulfill the information requirements of educational planners and decision-makers. Earlier EMIS set up catered to school education only and provided information to provincial EMIS, the new set up demands data on all educational activities at the district level. This implies entirely a new approach to information management that is more comprehensive than the traditional EMIS approach.

5.7 Civil Service Decentralization:

Prior to devolution, most civil servants belonged either to the Federal or Provincial cadres. High-level provincial education officials belonged to either the Federal or provincial Cadre such as Secretary Education. District education officers, teachers and other education officials belonged to the provincial cadre. Devolution has created a third, district cadre of civil servants, and teachers and most district education officials are to be transferred from the provincial to the district cadres, and most education staff will now directly report to district government administrators. (Winkler et al, 2002)

Major responsibilities of Key persons under DOP are reported below:

Designation	Main Responsibilities
Provincial Secretary of Education	Advises on policy issues; Acts as Chief Executive Officer of the Department of Education and is responsible to implement and evaluate policies and plans in the province.
District Nazim	Is the district political officer responsible for education, including proposing the education budget to the District (Zila) Council and, appointing the District Coordinating Officer (DCO).
District Coordinating Officer (DCO)	Coordinates district administration; appoints and reviews performance of District Officers, including Executive District Officer (EDO).

Executive District Officer (EDO) (Education)	Prepares comprehensive district development plan; implements and monitors educational activities; prepares and controls budget; monitors and supervises public and private educational institutions; Approves procurement of goods and the appointment, transfer, promotion, selection, and leave of teachers and other education staff; has overall responsibility for annual performance evaluations.
District Education Officer (DEO) (Male & Female)	Supervision and monitoring of schools; reports to EDO; there are separate DEOs for different branches/levels of schools.
Deputy District Education Officer (DDEO) (Male & Female)	Supervision and monitoring of schools at Tehsil level, reports to EDO; release salaries to the schools and locate contingency grant according to school demand.
Assistant DEO	Located at the sub-district level; directly reports to the DEO; writes annual performance evaluations of headmasters and teachers.
Learning Coordinator	Gives demonstration lessons to teachers; Advises on classroom management and reports teacher absenteeism.
Tehsil Nazim	Formulate & implement strategies for development of municipal services of the tehsils.
Union Nazim	Participants in Sectoral Monitoring Committees including education; Approves Annual Development Plan and budgetary proposals of the Union Administration; facilitates the formation and functioning of the Citizen Community Boards.
Citizen Community Board (CCB) representatives	Mobilizes resources to improve schools voices community concerns to local government
President of School Management Committees (SMC)	Function of the SMC is to provide general support for maintenance of school facility, monitoring of teachers and checking absenteeism.
Headmaster	Directly supervises teachers; coordinates with SMC.
Teacher	Provides classroom instruction and administers test
Parents	Elect members of SMC, Union Councilor member of Provincial Parliament.

5.8 Community Involvement

The primary objectives of the devolution plan and decentralization in education in particular, is to involve the communities in planning, management, and monitoring and evaluation of service delivery interventions at the grass roots level. In the education sector, the inherent problems of absenteeism, dropouts, adult illiteracy, and unsatisfactory performance of schools can be addressed only if the local communities themselves take charge of their development.

5.9 Monitoring Mechanism

To involve people more actively in community development, grassroots organizations like the Village Councils and Citizen Community Boards will be introduced. These bodies would be responsible for monitoring the functions and delivery of services at grassroots rendering by social sectors. The functions of Village Council and Citizen Community Board (CCB) are:

5.9.1 Village Council

- i. To facilitate the citizen participation in identifying and prioritizing their problems and findings solutions.
- ii. Assessment of financial requirement for projects and mobilizing contribution of people.
- iii. Facilitating the creation and functioning of Citizen Community Board (CCB)

5.9.2 Citizen Community Board (CCB)

- i. The institution of Citizen Community Board (CCB) has been created to enable communities to participate in development related activities in both rural and urban areas.
- ii. A local elected body and its relevant committees may facilitate the creation of CCBs or the citizens themselves may create them. The role of CCBs will be recognized through registration in the District.
- iii. CCBs will organize themselves, determine their own form of functioning, and choose their own leaders through the mechanism they see fit. CCBs may be organized for hospital, basic health unit, schools, colleges, thanas infrastructure etc. After getting register when they mobilize local resources for local development micro projects they may also receive cast sharing support from the government.
- iv. For citizen monitoring function the CCBs will work in close coordination with the monitoring committees of the Union Councils. Their information will be consolidated for the use of Union, Tehsil, Thana, and District Officials as well as Tehsil and Zila Councils will also received this information so that to get an overview the situation on a given theme and their respective level.

5.10 School Management Committees (SMCs)/ Parent Teacher Associations (PTAs)

The Ministry of Education and Provincial Education Departments under various foreign aided projects made a good progress for formulating School Committees for public schools since 1990. The School Committees are known by variety of names – Village Education Committees (VEC) and Parent Teacher Associations (PTAs) in NWFP, Parent Teacher School Management Committees (PTSMCs) and VECs in Balochistan, PTAs in Sindh and School Councils (SCs) in Punjab. These committees have been playing crucial role in the expansion and development of education at the grass root level. The composition and training mechanism for school committees have been different in each province. These committees have positively contributed in various aspects of education system i.e. in monitoring, teacher absenteeism, providing information about students and disbursing funds for repair and consumable items. Under the devolution plan a legally reorganized Citizens Community Board (CCB) for education can play a crucial role in

ensuring effective delivery of education services and assuming school management responsibility where school committee are not functioning.

Preliminary reports indicate that role of SMCs is negligible and there is noticeable tendency for centralization of decision making at district level under devolution. These reports also indicate that district government in not involving the communities in school repair and construction and appointing it own contractors limiting the role community to mere observer. In most of the schools the SMCs have no functional role except for some involvement in school finance. Majority of the SMCs are not clear about their roles and responsibilities. Participation of SMCs in school management has been declined because of discouragement, lack of flexibility in utilization of funds, and lack of training. The weakest link in the fiscal chain is the citizen Community Boards who have not been allocated funds and are unable to come up with 20% matching funds to qualify for registration.

5.11 Federal Role Under DOP

The Federal Government is responsible for setting teacher pay levels, defining required teacher credentials, setting the national core curriculum, and assessing student performance through a national examination. Through the allocation of funds, it, also, plays a shared, role in ensuring equity in education. However, its role in the new system in ensuring disadvantaged children have access to schooling is still not defined.

5.12 Provincial Role Under DOP

The provincial governments have a much more restricted role under devolution than was true pre-devolution. They retain primary responsibility for pre-service teacher training and share responsibility for in-service training with the district governments. Potentially, they have an important role to play in ensuring equity, access to schooling, and they can play other important roles in influencing curriculum and ensuring quality (Winkler et al, 2002).

5.13 District Role Under DOP

The district governments have acquired significantly greater responsibilities under devolution. Under devolution, the responsibility for paying and managing teachers lies at district level, even though teacher pay levels and teacher educational requirements are set nationally. This is a significant change from the pre-devolution arrangement where provincial governments managed and paid teachers.

Education finance is another key Area under devolution that lies with the district government. The source of revenues is Federal revenues that are transferred to the provinces. The provinces retransfer the revenues to the districts as per formula set by Provincial Finance Commission. Now it is the district that will decide how much to spend on education vs. other public services for which it is responsible.

Finally, the district governments have acquired lead responsibilities in deciding where to locate new schools and how to finance their construction and in inspecting schools to ensure the

comply with standards and in carrying out the annual evaluation of teachers and headmasters. Sub-district community organizations called Community Development Boards (CDBs) may, also, play an important role in determining the location and timing of new school facilities, their precise role is still undefined (Winkler et al, 2002).

5.14 Donors Coordination Mechanisms

The total estimated revised cost of ESR program (2001-2005) is Rs.100 billion. It is expected that an amount of Rs.50.5 billion would be provided out of the National/Local resources whereas Rs.49.40 billion would be raised from International development partners. The meeting with national development partners had already been held and they assured the government of Pakistan for their support for the ESR program. The US Agency for International Development (USAID) has selected RTI to carry out is four years, \$ 60 million project to implement Pakistan's Education Sector Reform Action (ESRA) Plan. ESRA is closely working with Pakistani government to develop program for capacity building of education system by strengthening education policy and planning, improving the capacity of teachers and administrators, improving literacy and expanding public-private partnerships in the education sector. Moreover, the Chinese Government is committed to provide grant for upgradation of existing vocational training centers and establishment of quality institute of technology at Gawadar, Balochistan. The feasibility and design would be prepared in consultation with Chinese counter parts.

6. Achievements and Short Coming of DOP

It was observed that it would be too early to assess the achievements of Devolution of Power however some of the achievements of DOP are given below:

- i. Preliminary report indicates that there are less cumbersome procedures for approval of small schemes at district level.
- ii. There is indication in improvement of accountability of government functionaries, because the expenditures are questioned in the District Council Meetings.
- iii. There is some improvement in teacher attendance because a combined team of civil and military officials visits the schools.
- iv. Public awareness about their right to education has been increased and all the actions are questioned in the District Council meetings.

6.1 Issues & Problems Encountered in the Implementation of ESR and DOP

During the implementation of ESR and devolution plan various problems and issues encountered, some of the major issues are given below:

Issues & Problems

- i. Imprecise fiscal transfer framework and mechanism and unclear delegation of financial power, create various problems for the officials working at district level.
- ii. With multiple reporting lines, officials working at district level are hesitant to take decision particularly allocating resources among schools due to lack of criteria / guidance for allocation of funds to schools.
- iii. Non-availability of fund makes it difficult for education managers working at district level to take rationale decision.
- iv. The weakest link in the fiscal chain is the Citizen Community Boards (CCBs) . The issue of allocation of funds for CCBs is outstanding and it needs to be resolved. According to DOP, CCBs are expected to provide 20 percent matching funds however; no progress has been made in this regard because CCBs are unable to provide the matching funds.
- v. The preliminary reports indicate that creating another tier Citizen Community Boards at the community level, the status of SMCs and PTSMCs has been undermined.
- vi. Issues between the provinces and districts require attention. There are, for example, a number of areas in the education sector are the quality component in addition to teacher training and curriculum development such as the upgradation of schools, which are still approved by the provincial government.
- vii. The preliminary reports suggest that the existence of tribal, feudal and kinship structure is a major hurdle to the DOP.
- viii. Amendments in the delegations of power under 1962 financial rules have bestowed the financial fiscal power to the District Coordinating Officer and not to the Executive District Education Officer. Actually financial power has become concentrated at the district level.
- ix. Presently the tehsils and municipalities have no role in education there empowerment is critical.
- x. The public education system is unable to meet the demand for education resulting decreased in enrolment in public schools and increasing enrollment even in rural areas.
- xi. About 80-90 percent of the budget is meant for recurring expenditure particularly on salaries; therefore, very little amount is left for developmental activities.
- xii. The role of District Coordinating Officer in the decentralize set up is considered as a bridge between province and district to facilitate the process of devolution. Usually these officers served in the centralized system as senior bureaucrats, therefore, they are adopting top down approach that may defeat the purpose of decentralization.
- xiii. The relationship between province and districts seems not very cordial on some unresolved matters such as finance, transfer and posting of senior officers within districts, school curriculum, students assessment and teacher training.

- xiv. In some cases there are tension between DCOs and District Nazim on various issues, which may affect the decentralization process.
- xv. Many educationists are of the view that there are some ambiguity about the role and responsibilities among DCO/ EDO and other officers. This ambiguity may create frustration among the officers and that would be very harmful for the decentralization.
- xvi. The non-availability of adequate infrastructure at district level to fulfill the need of local government under DOP may also affect the decentralized education system.
- xvii. There is mismatch between officers and nature of jobs particularly in Sindh Province that most of the District EDOs have been posted from college and technical side who may be good teachers but may not be good managers. The majority of these officers do not have experience and technical skills to deal with planning, financial management and implementation, monitoring and development of schemes. This mismatch can also negatively affect the decentralization process.
- xviii. Preliminary evidence suggests that majority of the District Managers are not yet ready to work in the new system because of non familiarity with the new system.
- xix. Lack of uniformity among provinces with respect to implementation of the provisions of the ordinance concerning education and literacy.
- xx. The issue of accountability of Executive District Officer Education to three tiers of the structure, District Nazim, District Coordination Officer and the Secretary of Education department.
- xxi. Lack of trained staff in the District Officer's Office to make use of such services as EMIS.
- xxii. Frequent transfers of field officers inter-intra district.
- xxiii. Delegation of responsibilities without authority.
- xxiv. Majority of DCOs and EDOs are not familiar the new setup, therefore they need an intensive training in the devolved management system and governance.
- xxv. There is no legal advisor or litigation officer and DEOs and Deputy DEOs have to deal legal court problems personally.

6.2 Lessons Learnt

The following lessons have been learnt.

- i. Decentralized education system would have become more successful if it were implemented on 'pilot basis' rather than 'all-regions-at once'.

- ii. Unless the factors influencing education are affected by the decentralization reform, educational outcomes will not be changed or improved
- iii. Trained personnel in different capacities would have done more justice with the decentralized education system than untrained and non-familiar with the philosophy and purpose of the new system.
- iv. Effective collaboration and coordination between provincial government and the district governments would have served as a 'building block' towards effective implementation of reform.
- v. Technical assistance to each district would have made some more progress towards solving procedural problems.
- vi. Decentralization cannot be enforced through ordinance etc. but it requires willingness, commitment, and readiness of personnel who are engaged in the implementation of changes.
- vii. Chances of success would have been greater if the federal and provincial governments had strengthened infrastructure at the district, Tehsil and union level before implementing new system. There was a need to develop a roadmap for the implementation of decentralization of education system.
- viii. By changing titles of government officials one cannot change their mindsets and beliefs that seem to be passive resistant in sharing their power with other key decision-makers.
- ix. Decentralization may not become effective until devolved management system is created with significant emphasis on the institutional autonomy.
- x. SMCs are being considered as powerful source of creating culture of local management system through participatory decision-making. SMCs may not be a viable mechanism for participatory decision-making until their members with school head teachers are empowered.
- xi. Success of decentralization will highly depend on the level of accountability of key stakeholders, which may not be created by introducing laws. Accountability will emerge as a result of developing sense of moral and professional responsibility.

7. Recommendations

- 1. There is a need for massive capacity building of all stakeholders in order to ensure better performance and understanding of their roles and responsibilities.

2. The communities have to be provided proper orientation as to how they can play their role in the enhancement of education levels and standards.
3. Inter-district transfers should be made with consent of the concerned EDOs
4. The administrative and financial powers of EDOs and DEOs are too limited they should be empowered.
5. There should be a law officer with the EDO's office to assist in perusal of court cases. At present, there is only one such officer in the office of the DCO.
6. The Rules of Business aren't clear enough, especially the financial aspects need more clarity.
7. The physical infrastructure isn't properly in place yet, there, the creation of proper infrastructure is critically important.
8. The monitoring staff needs to be made mobile to ensure effective functioning.
9. The EDO is responsible to the District Nazim, DCO and the Secretary Education as well. He/ She should be made responsible to one management post as these multiple reporting lines are affecting performance.
10. Clear job descriptions are laid down to ensure better and focused performance.
11. The public representatives should refrain from unnecessary interference and political clout over education officials.
12. A number of managerial staff is from teaching cadres. They should be provided with necessary managerial training.
13. There is not enough clarity on the financial aspect of the devolved system. A clear demarcation of financial powers needs to be made.
14. There should be a rationalized balance of power between the DCO and the EDO.

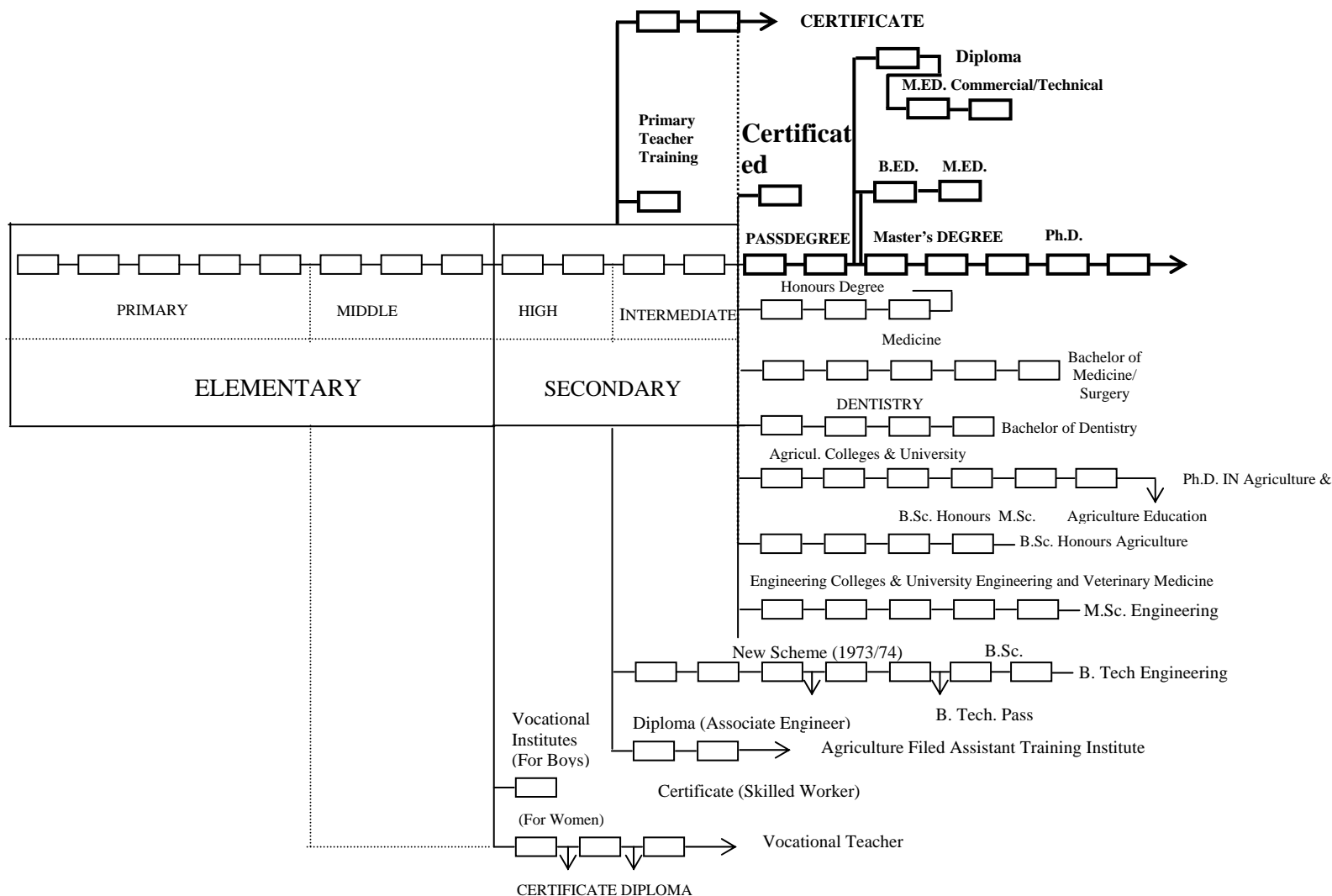
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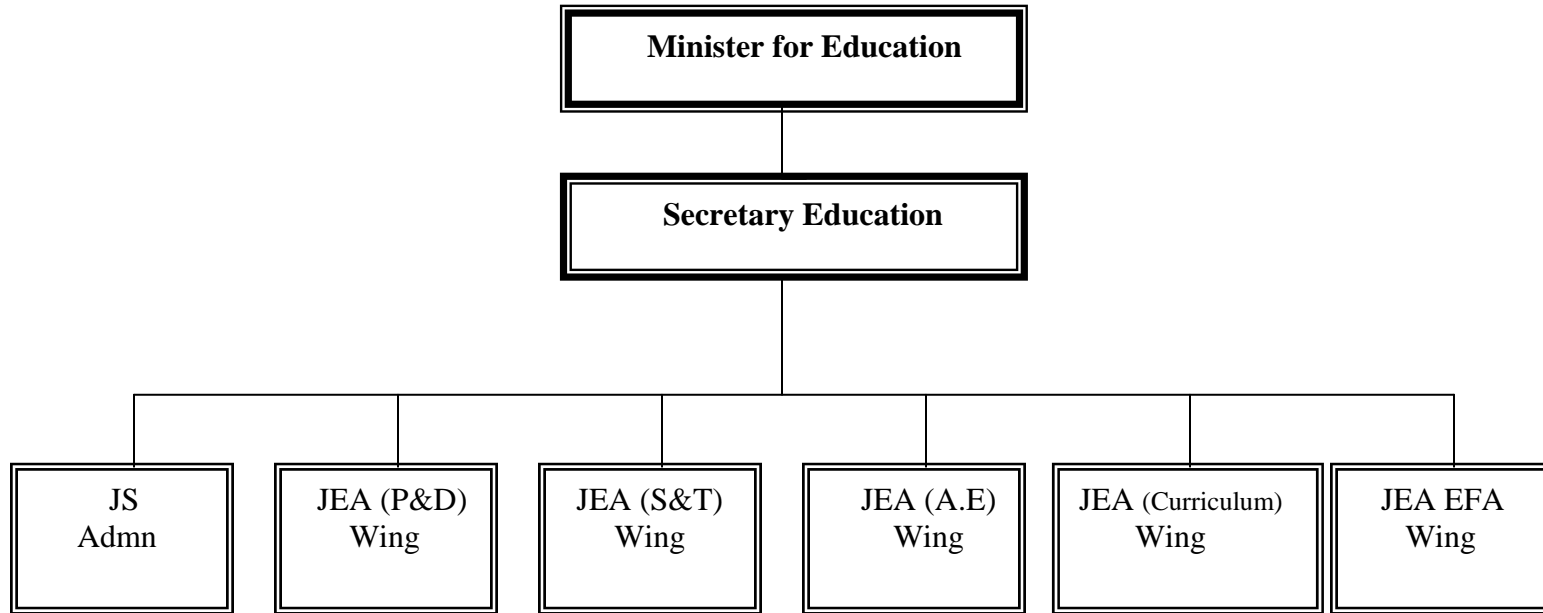
STRUCTURE OF THE EDUCATIONAL SYSTEM (FORMAL ONLY)

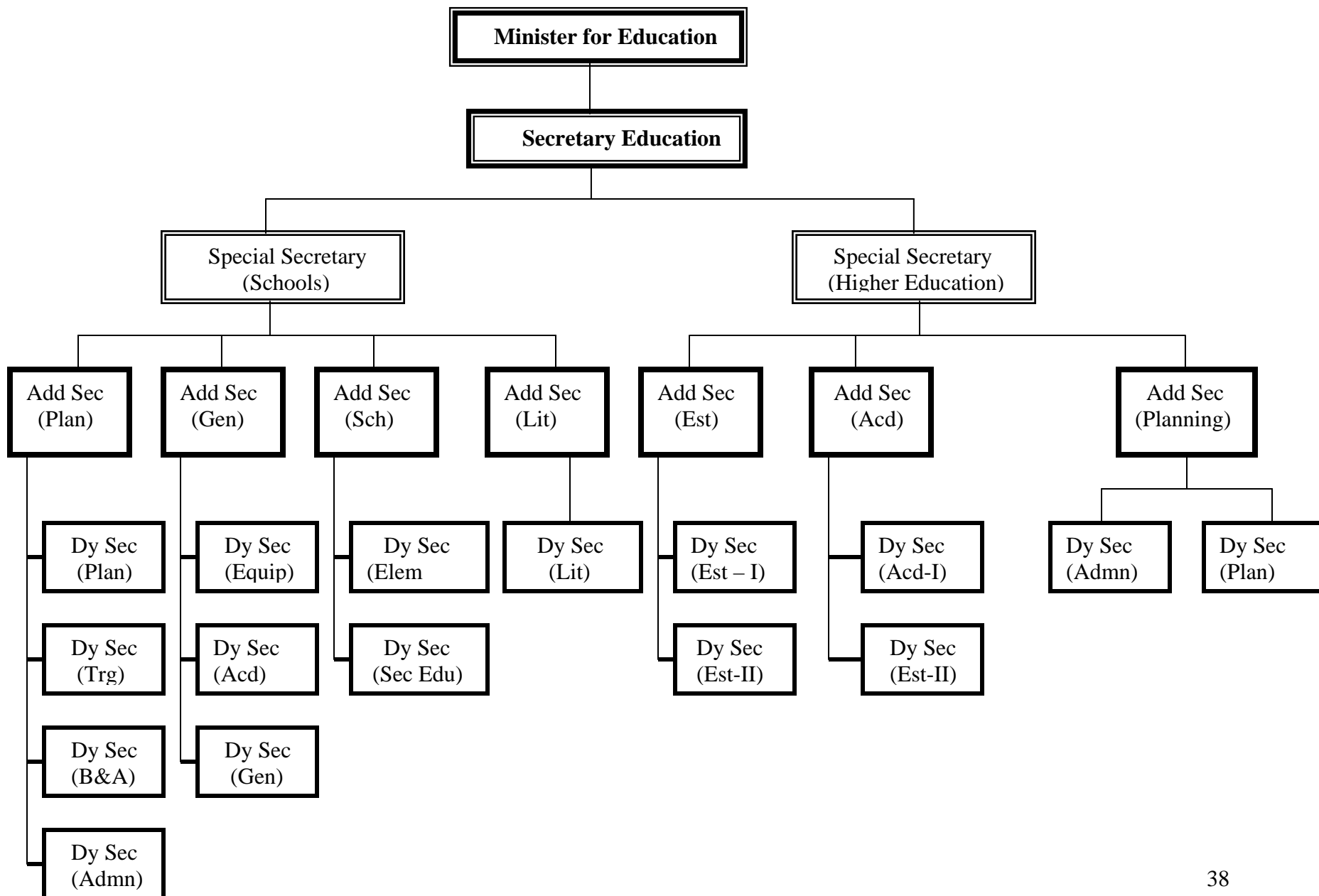
Grade	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	XV	XVI
Age	5/6	6/7	7/8	8/9	9/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21



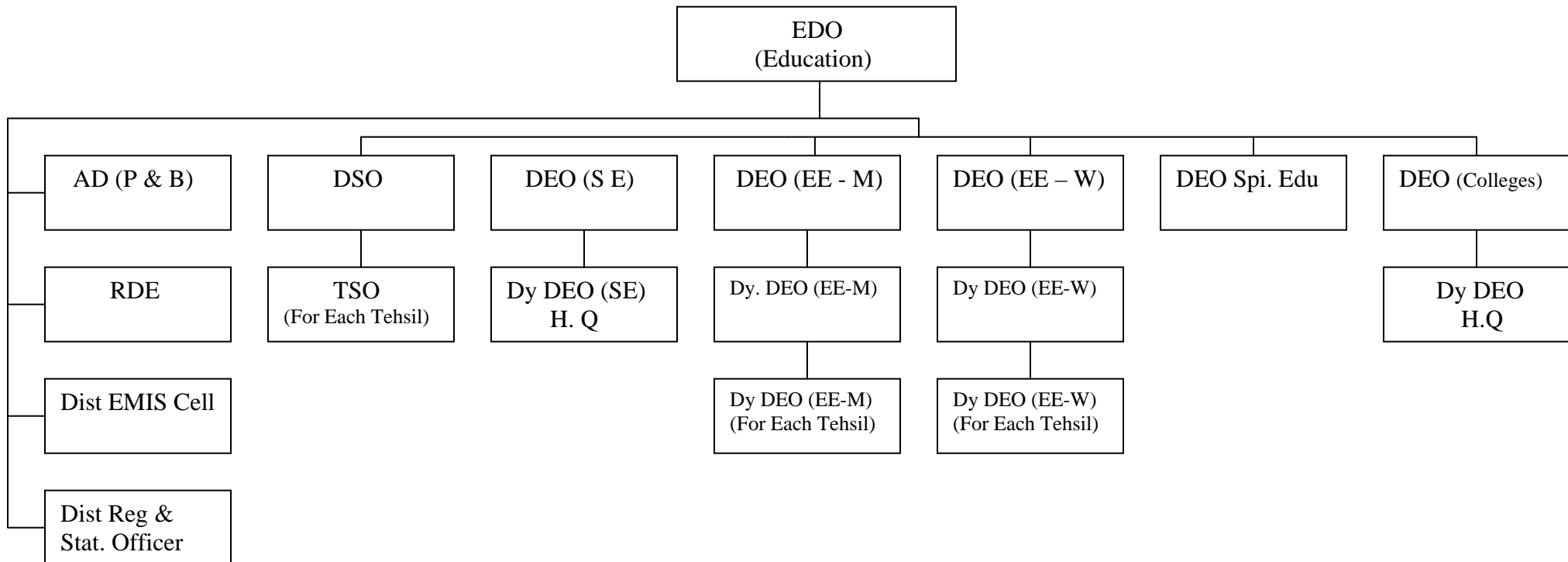
Federal Ministry of Education

Annex-II

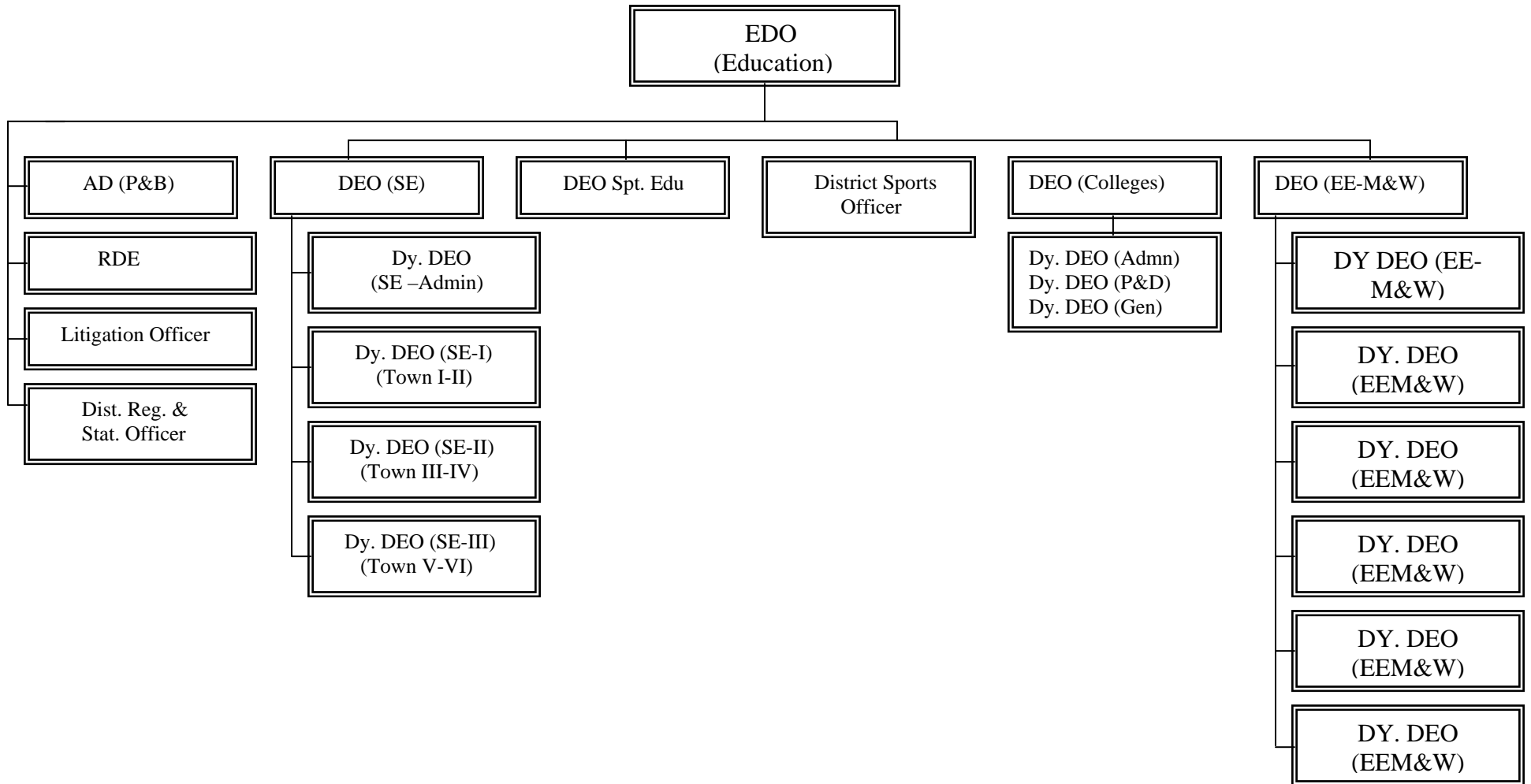




District Education Department (Punjab)

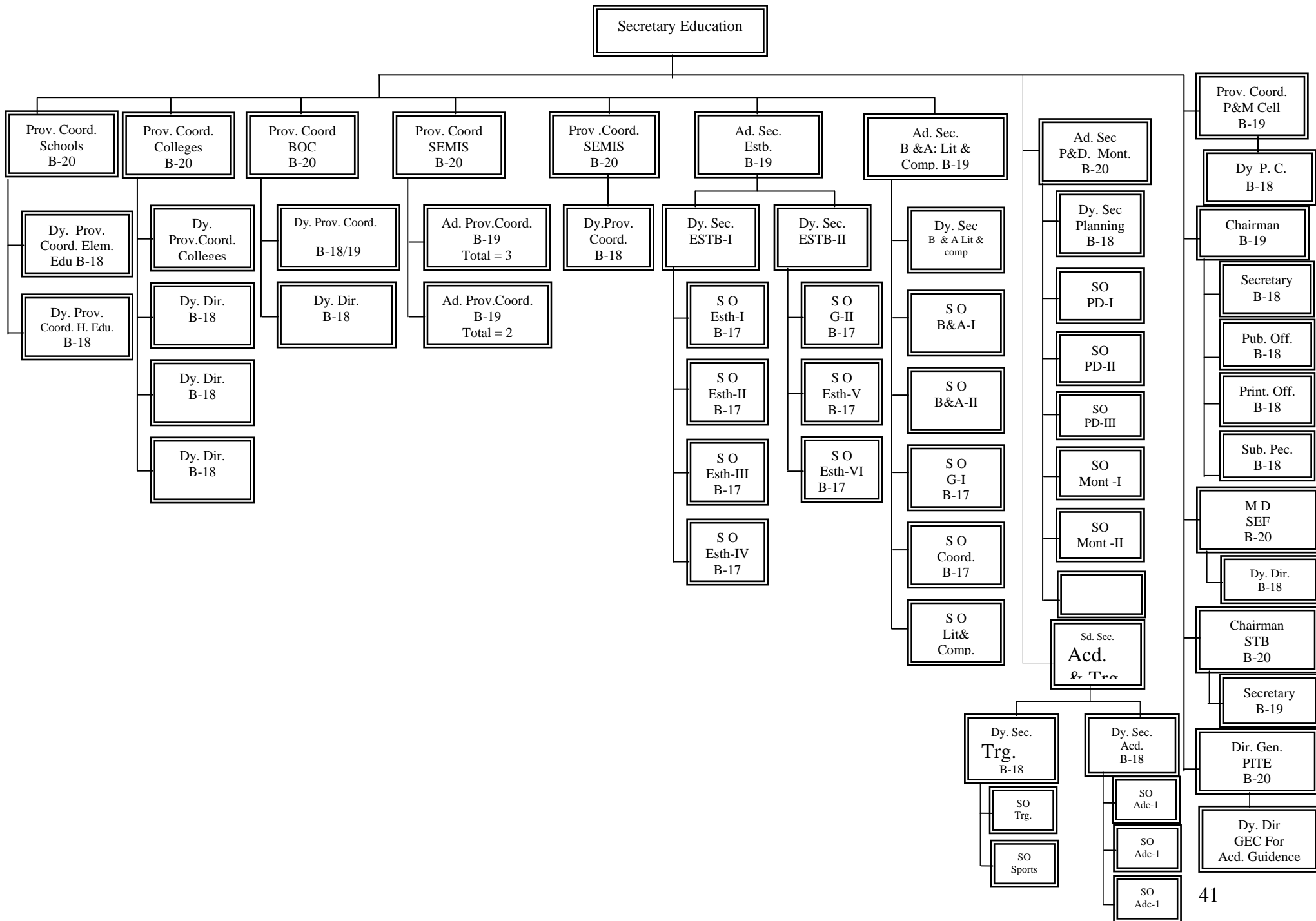


City District Education Department
(District Lahore)



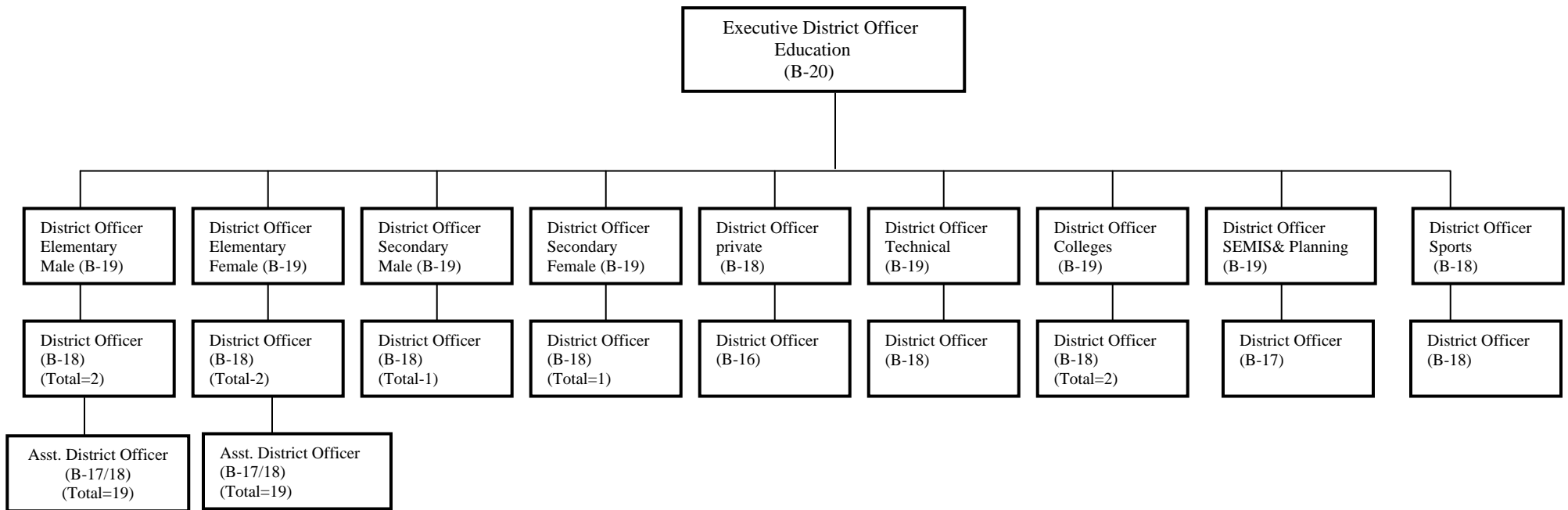
Secretariat of Education Department

Government of Sindh



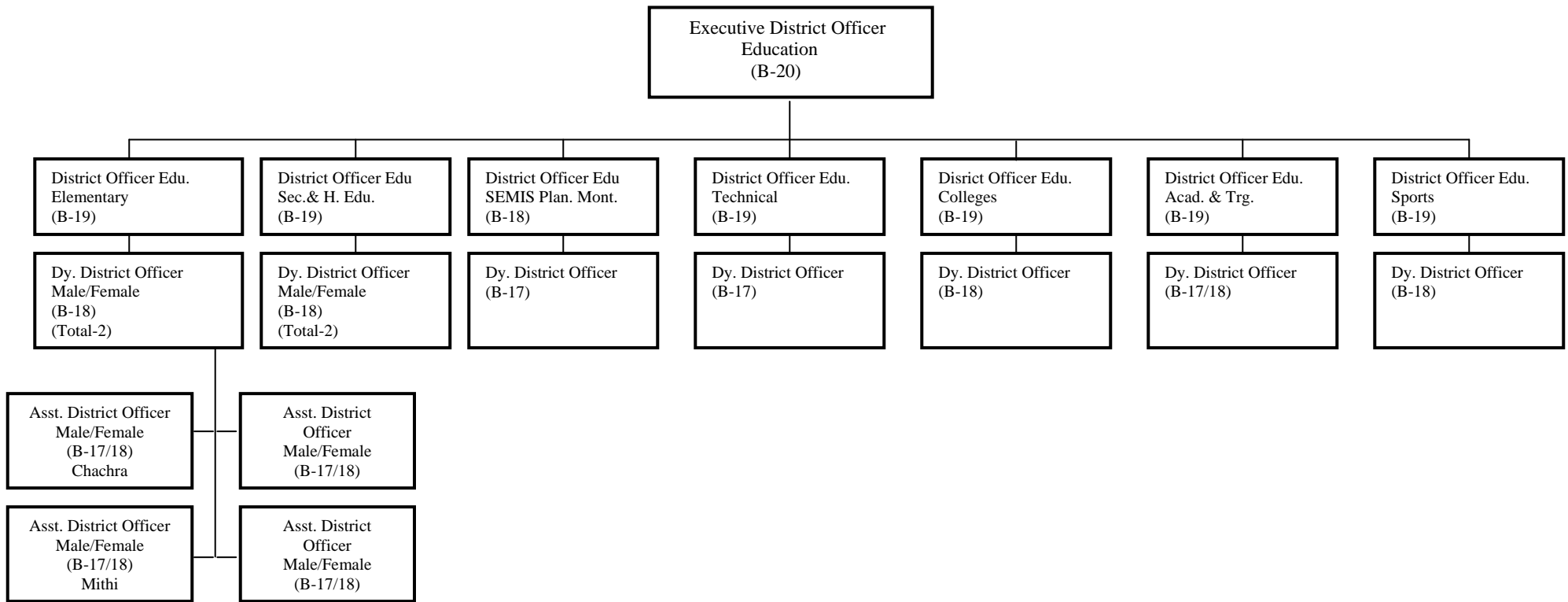
**District Education Department
District Karachi**

Annex-IV-A



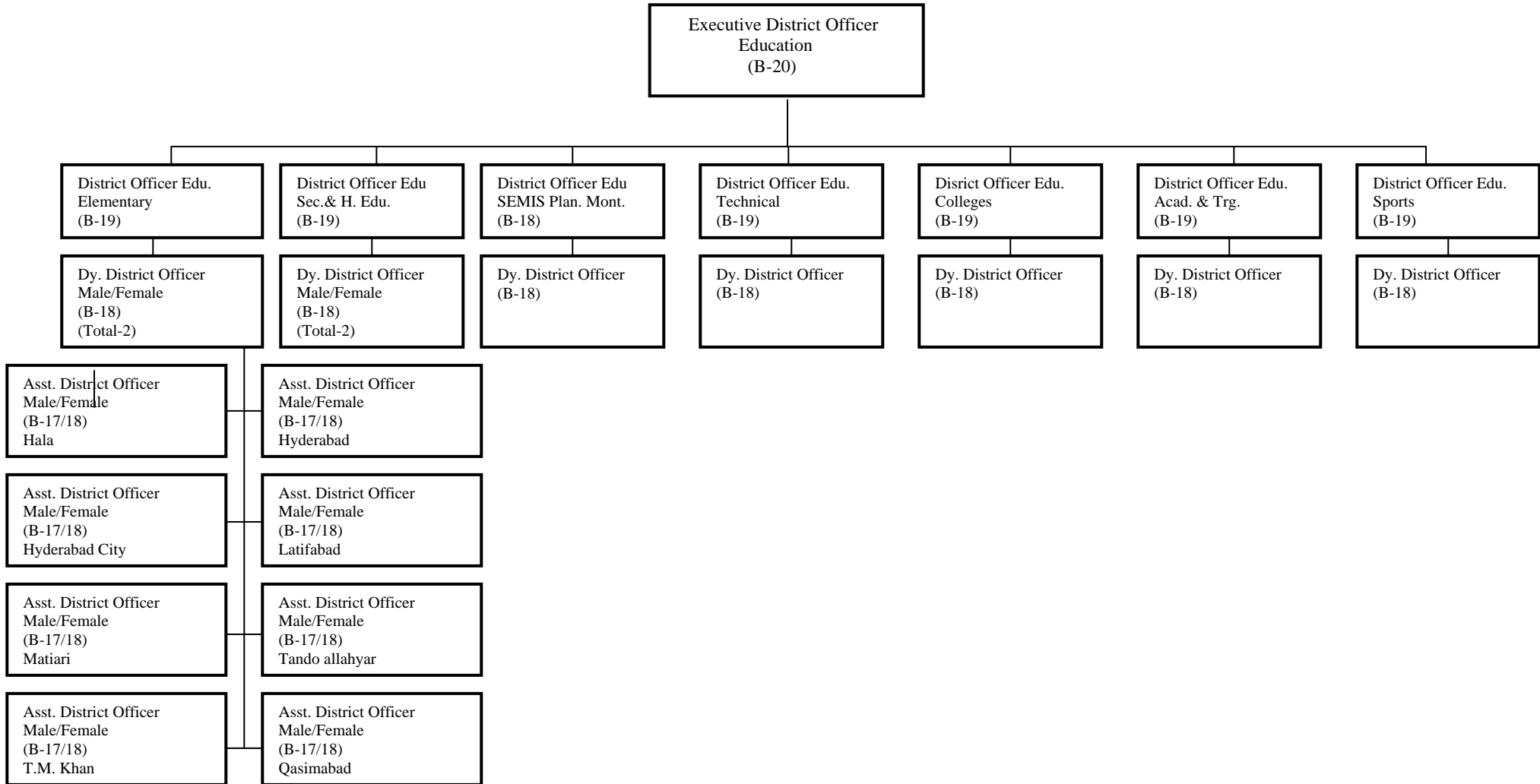
District Education Department, District Thar

Annex-IV-B



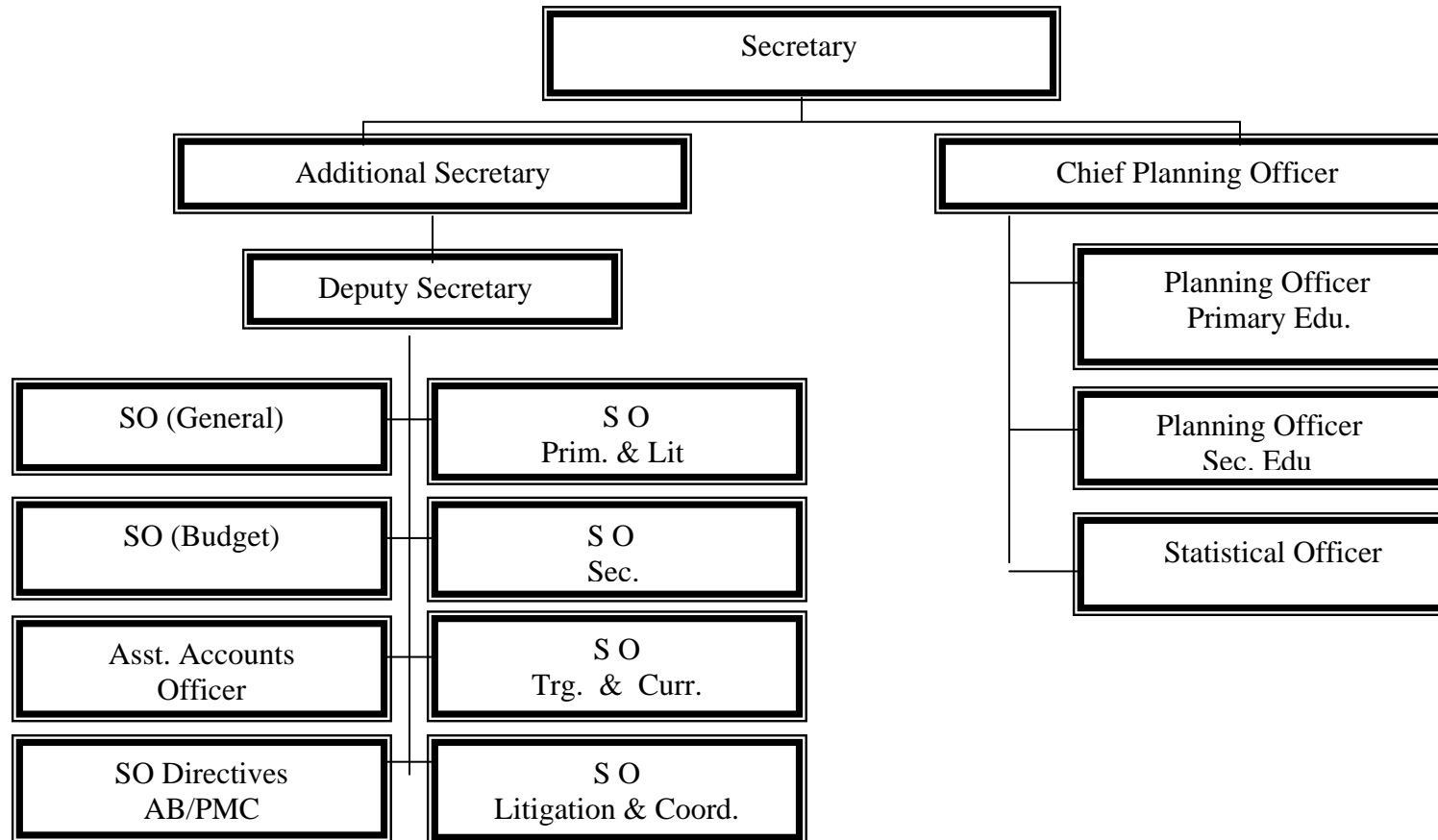
District Education Department, District Hyderabad

Annex-IV-C



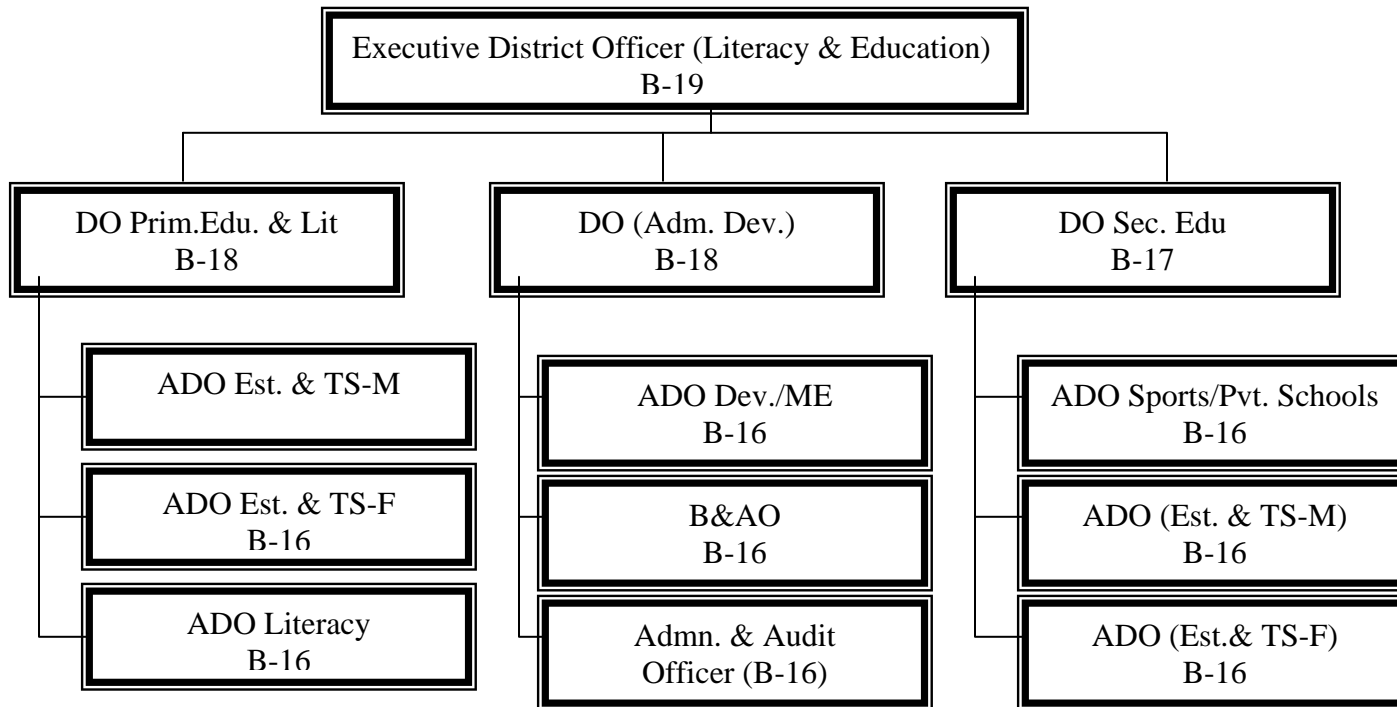
**Schools and Literacy Department
NWFP**

Annex-V



**District Education & Literacy Department
NWFP**

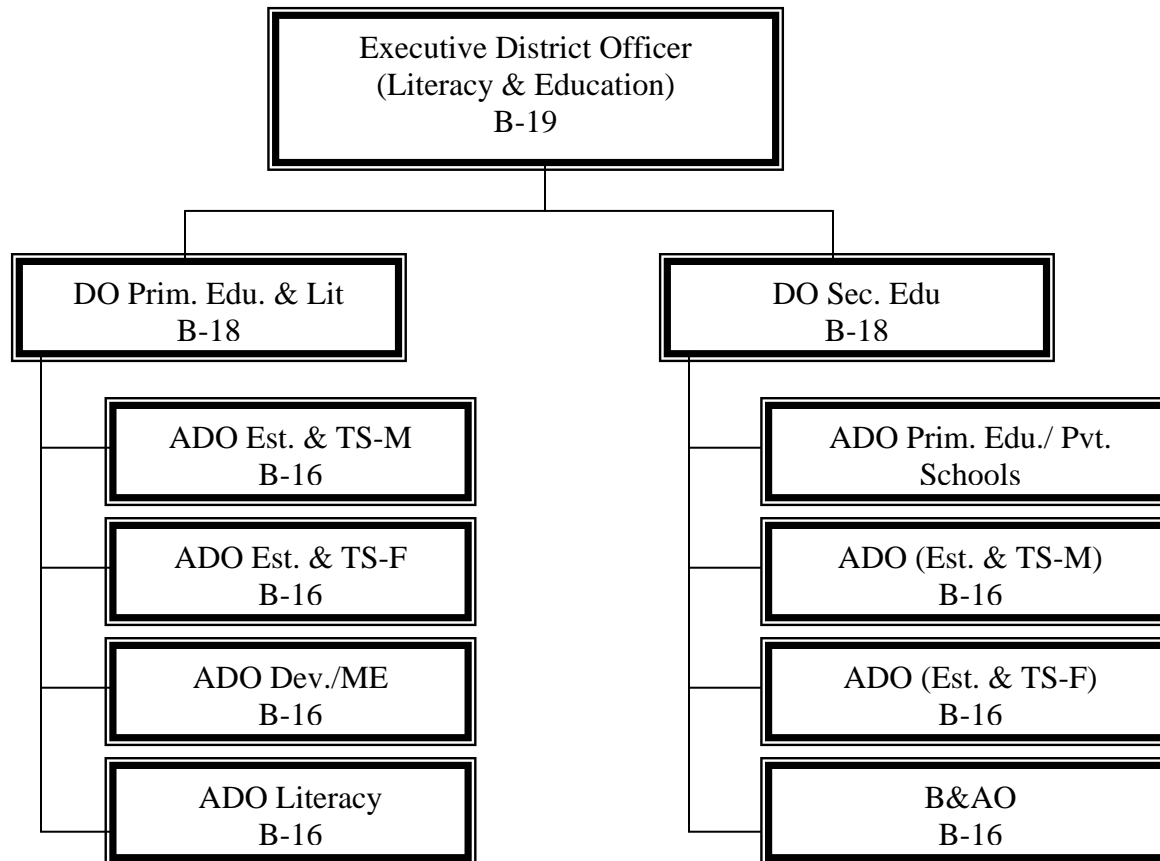
Annex-V-A



Note: The Above Organogram is standard for the districts where the number of employees is more than 6000.

**District Education & Literacy Department
NWFP**

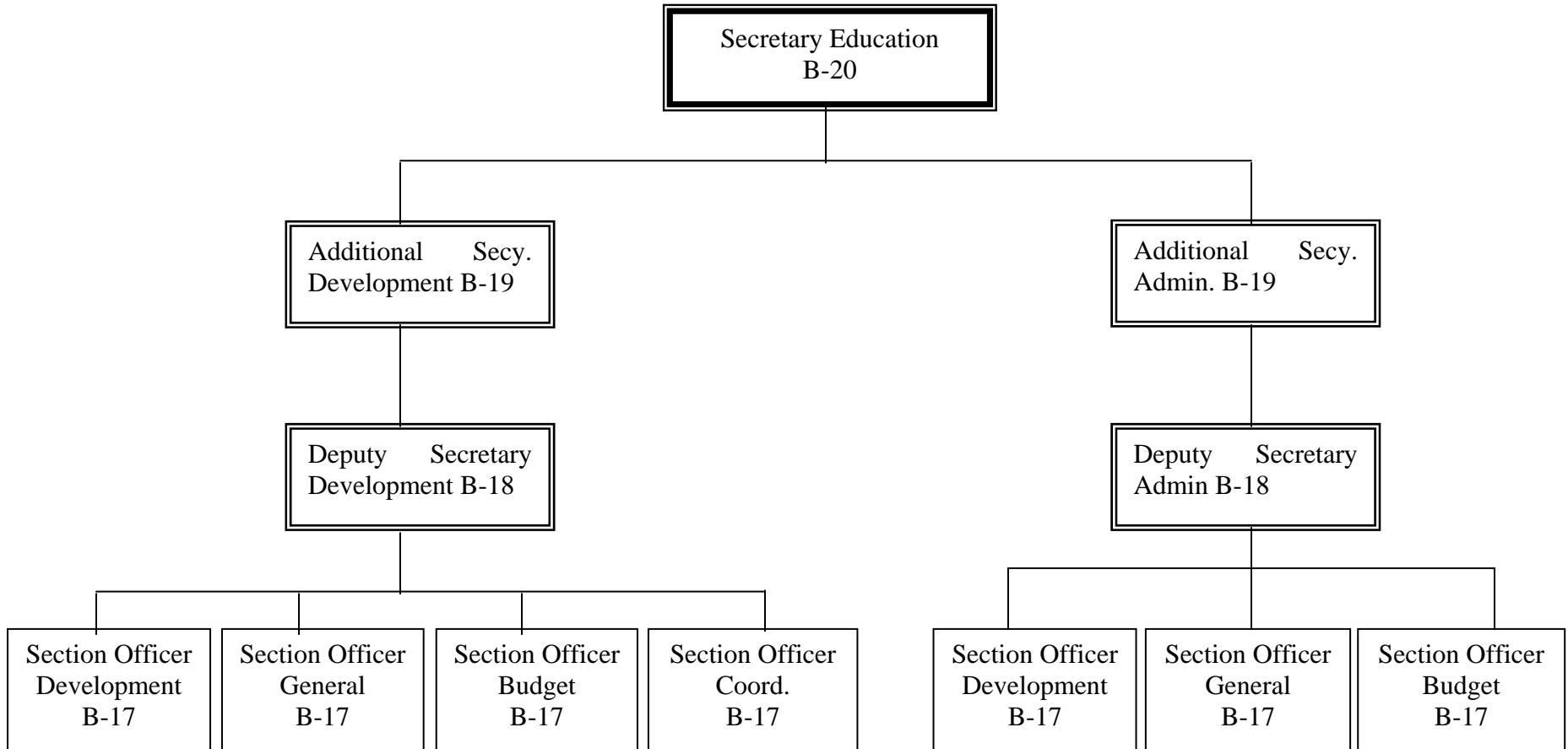
Annex-V-B



Note: The Above Organogram is standard for the districts where the number of employees is less than 6000.

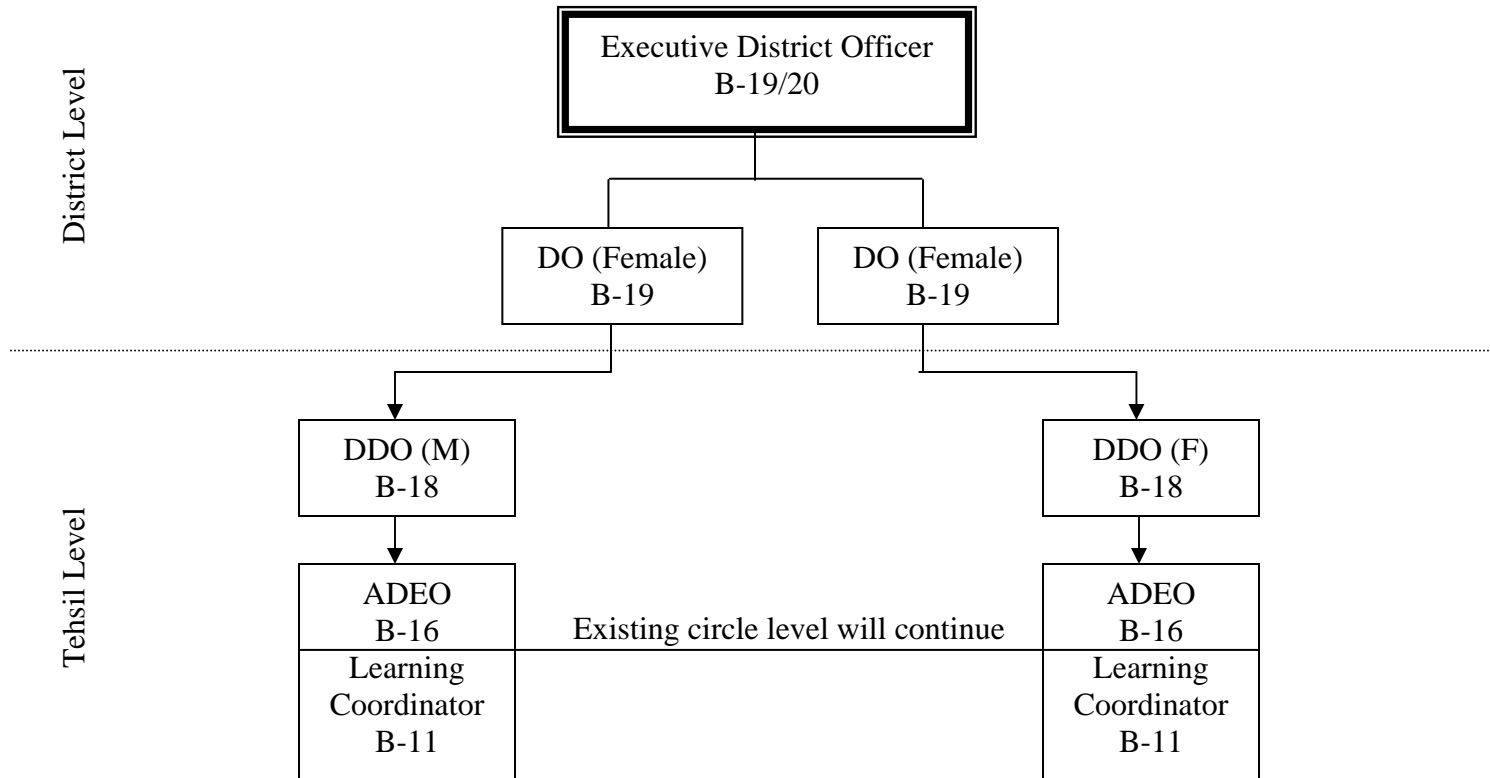
**Secretariat of the Education Department
Balochistan**

Annex-VI



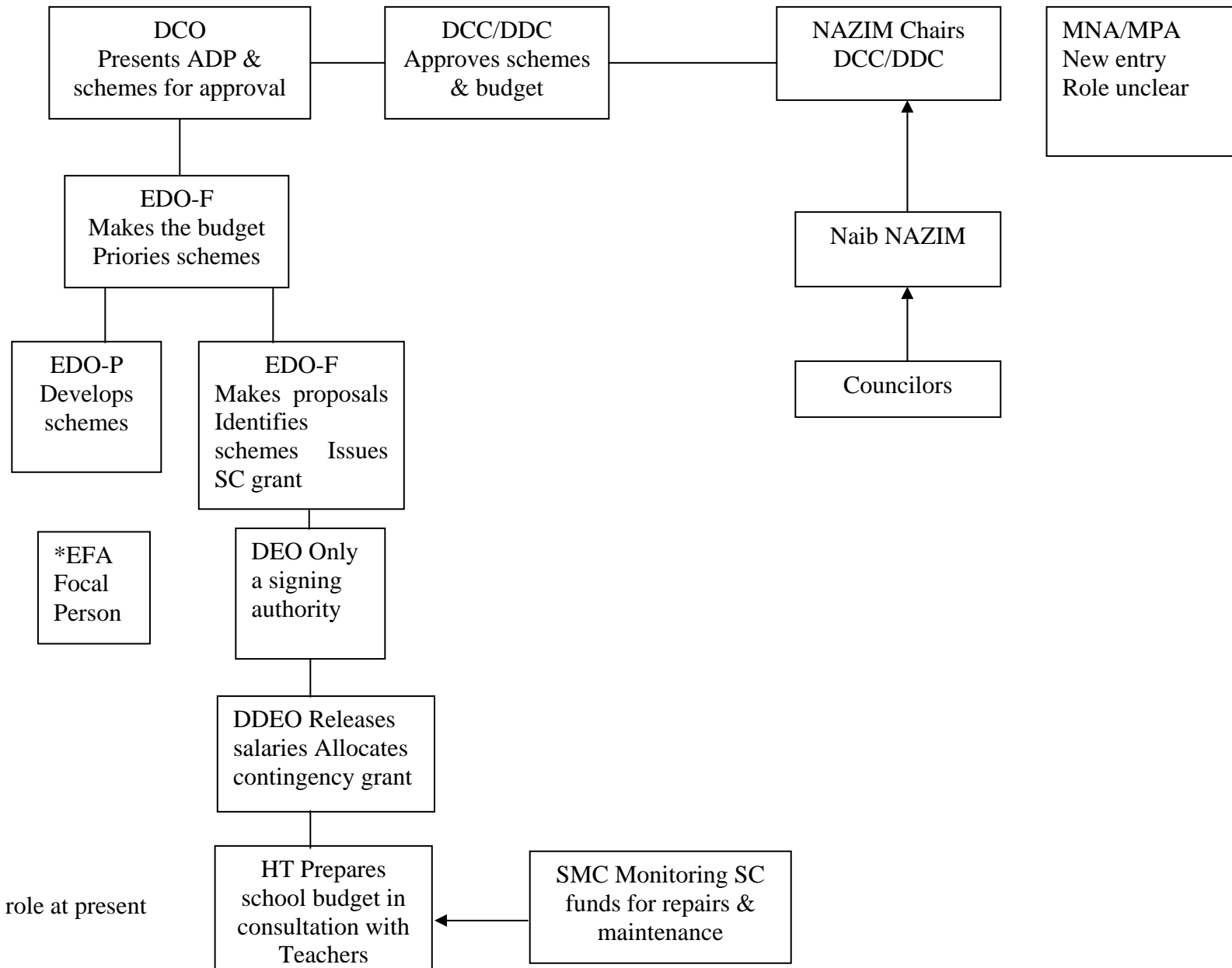
Education Department Set-up at District Level

Annex-VI-A



Districts Structure for Financial Decision-making

Annex-VII



* No role at present