



DISTRICT
TANK
KHYBER PAKHTUNKHWA

ELEMENTARY AND SECONDARY EDUCATION
BUDGET ANALYSIS
(2011-12 to 2014-15)



DISTRICT TANK

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This education budget analysis study is one among the six education budget analysis studies commissioned by Alif Ailaan and carried out by the Center for Governance and Public Accountability (CGPA). CGPA has been carrying out district level education budget analyses in Khyber Pakhtunkhwa in cooperation with other partners and donors as well. The present series of education budget analysis studies includes five districts of: 1) Abbottabad; 2) Mardan; 3) Bannu; 4) Kohat; 5) Tank; and 6) FATA and is jointly concerted by CGPA and Alif Ailaan.

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List of Acronyms

ADP	Annual Development Plan
ASER	Annual Status of Education Report
BCC	Budget Call Circular
CDS	Comprehensive Development Strategy
E&SE	Elementary and Secondary Education
EMIS	Education Management Information System
ESP	Education Sector Plan
FY	Fiscal Year
GDP	Gross Domestic Product
GPI	Gender Parity Index
KP	Khyber Pakhtunkhwa
MDGs	Millennium Development Goals
MTBF	Mid Term Budgetary Framework
OBB	Output Based Budget
PBB	Performance Based Budget
PCNA	Post Crisis Need Assessment
PFCA	Provincial Finance Commission Award
PTCs	Parent Teacher Councils
PTR	Pupil Teacher Ratio
Rs	Pakistani Rupee
RTO	Right To Education
UPE	Universal Primary Education

Executive Summary

This report provides an overview of the major trends observed in Elementary and Secondary Education (E&SE) budget allocation in district Tank. The objective of this report is three-fold. Firstly, it intends to generate informed debate on budget making procedures of public sector education delivery. Secondly, it aims to demystify the budget-making procedures and encourage citizens to engage in the governance of public sector education delivery. Finally, the report hopes to use its findings to mobilise readers to raise their voices and to influence the education budget making process.

The public budget should be a matter of prime public concern and citizens should be able to influence its decision-making processes. Citizens should be able to influence the discourse on budgets, articulate their voices with public representatives for a needs-based, gender-sensitive, equitable, and transparent budget making process. Such voices are also important for efficient and effective utilisation of budgets. This report is a step in this direction and provides information on E&SE budgeting for the last four financial years (2011-12 to 2014-15) for district Tank.

An average of 1.27% of the Khyber Pakhtunkhwa (KP) provincial E&SE current budget is allocated for the district E&SE department Tank. Against this allocation the average actual expenditure in Tank is 1.5% of the provincial budget. This difference in actual expenditure and initial allocation (or budget estimation) is not very unusual for a developing country. Main reason for this is the lack of professional capabilities of the budget making official.

Salary and non-salary are the two main current budget heads. For the last four years, in district Tank non-salary budget allocation has been 2.7% of the district's current budget and the lion share of 97.3% has been earmarked for staff salary (teaching and non-teaching staff). Against this allocation, average non-salary actual expenditure has been a little more than estimated; it is a little over 4% of the total current budget for the FYs 2011-12 to 2013-14. Non-salary expenditure mainly consists of running, operational and maintenance costs of education institutes and this 4% is a very meager proportion for keeping the operation and maintenance of schools up to a good standard. In order to suffice the non-salary budget deficit, in the FY 2014-15, the KP government earmarked a block grant of Rs. 7 billion which is being disbursed to district E&SE departments. District Tank had received – up till Feb 2015 – a sum of Rs. 36.87 million and consumed it for the purchase of different sorts of equipment for school operations.

Primary and secondary levels of education provide a line of distribution of budget allocation and expenditure as well as for a policy analysis of the E&SE department with respect to policy objective of the Universal Primary Education (UPE). Primary education in district Tank gets a 50% share that is not justified since 80% of the total number of schools and 80% of the students enrolled belong to primary schools. This situation reveals the passive behaviour of government officials against the policy objective of attaining UPE for which government is bound by virtue of the Millennium Development Goals (MDGs) and article 25-A of the constitution of Pakistan.

The proportion of development to current budget of district Tank for FY 2011-12 was 3% and 97%; for FY 2012-13 it was 6% and 94%. For the FY 2013-14 it was 4% and 96% and for the FY 2014-15 it was 3% and 97%. In terms of the distribution of the development budget along primary and secondary level education, the situation in district Tank is not satisfactory. The percentage share of the development budget spent on primary level education is even lower than the current budget percentage share for primary education. Furthermore the yearly variation in development expenditure is highly inconsistent. Its share for primary education was 11%, 41% and 47% for the FYs 2011-12, 2012-13 and 2013-14 respectively.

Gender disparity is very obvious at all levels of education governance in the district. This is contrary to the policy objective and governmental pronouncements of resolving the gender disparity issue in education and assigning priority to girls' education to bring them at par with boys' in terms of literacy rate. Girls' schools are 38% of total number of schools in Tank. Percentage of girls enrolled in schools constitutes 46% and the percentage of female teachers in Tank is 31%. It is important to note that there is no higher secondary school for girls and hence no higher secondary level female students in district Tank. Budget allocation for girls compared to boys is also lesser than due; for example the PTC (Parent Teacher Council) funds provided to girls' schools in Tank for the FY 2014-15 are Rs. 3.689 million whereas for boys' schools they are Rs. 7.305 million.

Existing trends in the budget functioning require revisiting and a new commitment for initiating measures for achieving policy objectives of UPE, gender parity in education, allocation of more resources for non-salary and development expenditure. Capacity building of the budget makers, public participation in the budget making processes, measures to ensure transparency and holding the public officials accountable to people require organised mechanisms and civil society activism. Both government and people should join hands to eradicate illiteracy, bring all out-of-school children to school, provide adequate facilities in public schools in order to create enabling learning/teaching environment and improve learning outcomes among students.

Introduction

The purpose of this report is to demystify the budget for a layman's understanding of the monetary flow of public finances and to provide an insight into the processes of education budget preparation and execution. However, the scope of this report includes only the E&SE department budget, while E&SE department is the principal provider of public sector education and the biggest consumer of KP's provincial budget, it consumes more than one fourth of the KP's annual budget.

This report deals with the questions of what the district education annual budget trends are, the priority areas in budget allocation, and how far the budget complies with sectorial policy objectives and manifestos of the ruling parties. It also offers an analysis of resource allocation that is gender specific and considers the level of education (primary versus secondary).

It identifies both the strengths and weaknesses in the budget making and expenditure procedures in education sector at a district level. The report also provides material to initiate a debate among civil society, media, policy makers and scholars on equitable, need-based and efficient budgeting. It is desirable and expected that the proceeding debate will generate suggestions for improvement in fiscal discipline and informed engagement with public authorities for reforms and policy compliance. It will support the overall objective of optimum utility and public scrutiny of public finances (in the education sector) and of education department's good governance.

Our Objectives

- » To furnish a general understanding of the budget system, resource envelope¹ and resource gap in E&SE in district Tank
- » To identify trends of resource allocation and expenditure in the E&SE department of district Tank with a focus on gender
- » To conduct a trend analysis of the E&SE budget of district Tank against policy priorities of the education sector, against relevant strategic policy objectives of the sitting government, as well as against the needs on ground
- » To assess technical capacity of the stakeholders, mainly the public officials involved in budget making process and its execution in district Tank
- » To carry out an assessment of mechanisms in place for public participation (inclusion) in budget decisions, transparency and public accountability of the E&SE budget in district Tank
- » To identify main issues and problems as well as strengths and weaknesses in the processes of the budget cycle
- » To furnish recommendations for improvements in budget processes and education governance in district Tank

1. Resource envelop is the sum of resources allocated by the government against activities planned in a budget at the time of budget preparation and resource gap indicates activities excluded in the public budget for non-availability of funds.

Methodology

This report is heavily based on the review of statutory sources which provide guidelines for budgeting and help develop a framework for budget analysis, and data bases sought from a number of public departments. However, primary information collected from the field from key-Informant in-depth interviews and other secondary sources of information also contribute significantly in shaping this report. The key informants interviewed for this study include district education and finance officers, officials of provincial finance department, planning and development departments, headmasters and teachers of public schools, and parents of school going children (both of public and private schools).

Other important information sources used for the analysis include: Education Sector Plan (ESP) 2010-15, White Paper on budget, Comprehensive Development Strategy (CDS) Paper, Annual Status of Education Reports (ASER), district education ranking reports produced by Alif Ailaan, Education Management Information System (EMIS) database for public and private schools, Budget Call Circular (BCC) and initiatives of Performance Based Budget (PBB) / Output Based Budget(OBB), Medium Term Budgetary Framework (MTBF), Post Crisis Need Assessment (PCNA), and Parent Teacher Councils' (PTC) Guide along with some other relevant documents. Data on last four years' education budget (2011-12 to 2014-15) for the district Tank has also been incorporated into this analysis.

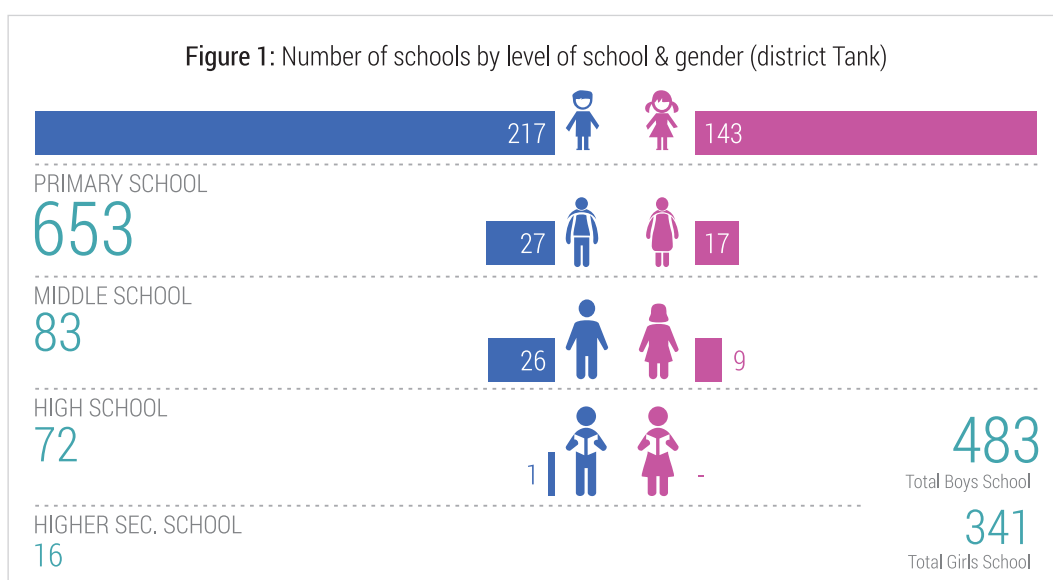
E&SE School Infrastructure and Budget

E&SE School Infrastructure District Tank

Elementary and secondary education comprises of 12 years of schooling. It is divided into elementary and secondary education. Elementary education comprises of schooling grades one to five (1-5). Secondary education comprises of schooling grades six to 12. School infrastructure in Pakistan includes 4 levels of schools. The first level school is primary school, which provides elementary education (grades 1-5). Terms elementary education and primary education may be used synonymously. The three other levels of schools provide secondary education. Their names and respective school grades are as follows:

- » middle schools they provide education for grades six to eight
- » high schools they provide education for grades nine to 10 (or six to 10)
- » higher secondary schools they provide education for grades 11 to 12 (or six/nine to 12)

A budget is a financial statement of cash in-flows and outlays. The World Education Forum² has set a minimum benchmark of 4% to 6% of Gross Domestic Product (GDP) of a country to be spent on education. This rate is not yet been achieved in Pakistan. According to the World Bank, in 2013 (the last measured) Pakistan's public spending on education as percentage of the GDP was 2.49%. Moreover, the available resources are not utilised to get optimum results. Misappropriation of funds, political influences, nepotism and vested interests practiced in the education governance hinder the pace of progress otherwise possible. In Pakistan, education is a provincial subject and provincial governments are spending 20 to 25% of their overall budget on education. More finances for education in the public sector are direly needed along with governance reforms.



2. Framework for Action Education 2030: Towards Inclusive And Equitable Quality Education And Lifelong Learning For All; P. 18

Before going into the budget details, here it seems pertinent to have a look on the statistics of school infrastructure; teachers and students of the district in order to better understand how much financial resources are spent on how many schools, teachers and students. There are a total of 440 schools in district Tank; their breakdown by level of school and gender is given in the table below:

Table 1: Number of schools by level of school and gender in district Tank

Level of School	For Boys	For Girls	Total
No. of Primary Schools	217	143	360
No. of Middle Schools	27	17	44
No. of High Schools	26	9	35
No. of Higher Secondary Schools	1	0	1
Total	271	169	440

Source: School Statistics by Education Management Information System (EMIS) 2013-14

There are 46,281 (forty six thousand two hundred and eighty one) students enrolled in these 440 schools of district Tank. Their breakdown by gender and school level is given in the table below:

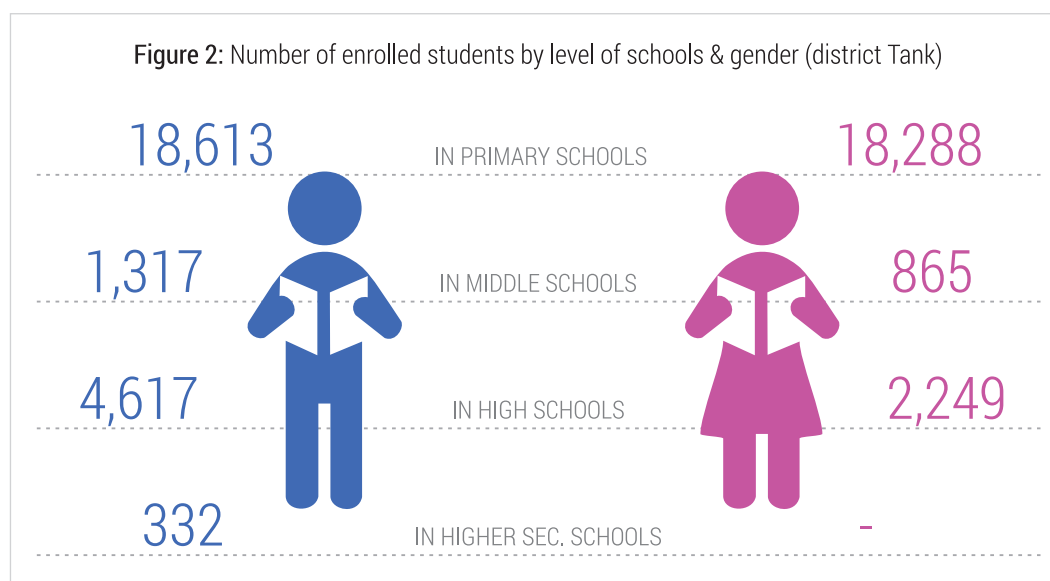


Table 2: Number of students (enrolled) by level of school and gender in district Tank

Number of Students Enrolled	Boys	Girls	Total
In Primary Schools	18,613	18,288	36,901
In Middle Schools	1,317	865	2,182
In High Schools	4,617	2,249	6,866
In Higher Secondary Schools	332	-	332
Total	24,879	21,402	46,281

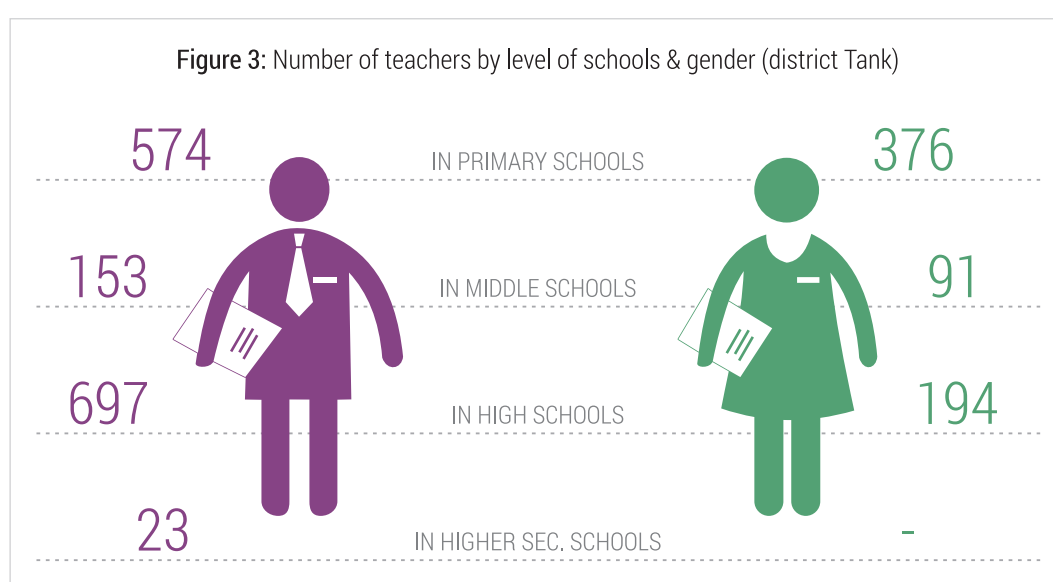
Source: School Statistics by EMIS 2013-14

There are 2,108 teachers for these 46,281 students teaching in 440 schools of district Tank. The teachers' breakdown by school of appointment and gender is given below in the table:

Table 3: Number of teachers by level of school and gender in district Tank

Number of Teachers	Male	Female	Total
In Primary Schools	574	376	950
In Middle Schools	153	91	244
In High Schools	697	194	891
In Higher Secondary Schools	23	0	23
Total	1,447	661	2,108

Source: School Statistics by EMIS 2013-14



As per the PCNA (Post Crises Need Assessment) 49% of the total public schools in Tank require major repairs while 20% of them require complete rehabilitation. These are the schools targeted by terrorist attacks. This is also important to note that there is no higher secondary school for girls in the whole district. There is only one higher secondary school in district Tank that is for boys and no female student is enrolled at higher secondary level in Tank.

E&SE Budget District Tank (2011-12 to 2014-15)

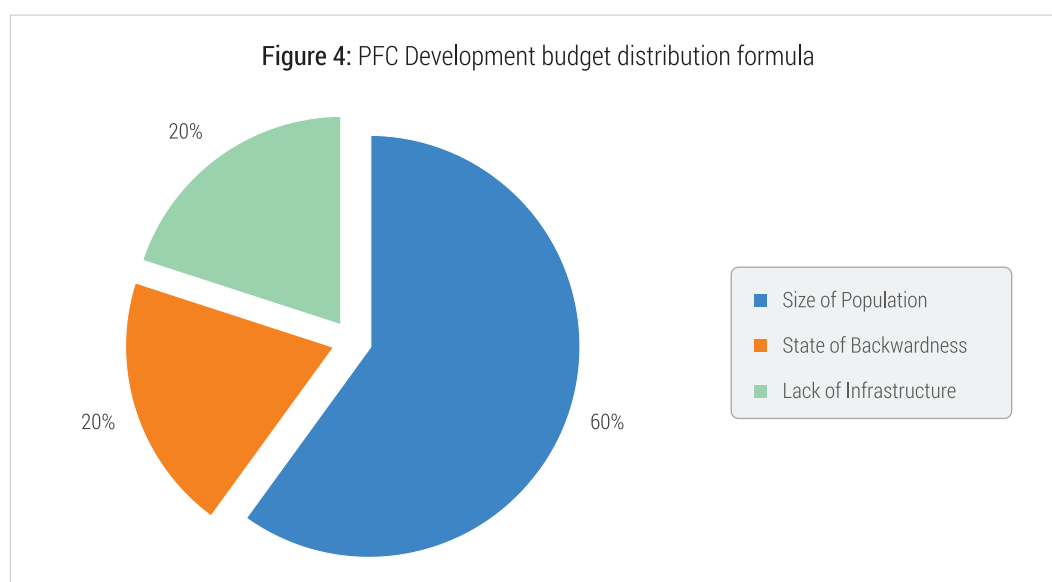
There are two budget streams for public financing of E&SE. One is the current budget and the other is the development budget. The current budget comprises of staff salaries and pensions, maintenance, operational and running expenses of education institutes, and administration costs. The development budget comprises of funds for construction of new schools, new rooms in existing schools, provision

of missing facilities in schools, up-gradation of schools and incentives for female students in certain locations, etc.

The budget cycle starts with budget estimates and ends with expenditure. The provincial finance department issues Budget Call Circulars (BCC) to respective departments on a yearly basis so that they may make estimates of their expenses for the year ahead. After the BCC forms are filled and submitted, they enter the process of scrutiny and approval. Once approved by the relevant committees after discussion and consultation with stakeholders, they are sent to the accounts department and after monetary allocations against specific heads, funds are released according to the rules of procedure.

The district level administration has meager sources of revenue generation and receives finances mainly from the provincial government. Additional funds are disbursed by the federal government and from donor organisations. It is expected that after the 30 May 2015 Local Government Election in KP, the distribution of the district development fund will be done through Provincial Finance Commission (PFC) award. The PFC award is based on three factors. The first is population size of a district (weighing 60%), while the second and third are lack of education infrastructure and the state of backwardness³ in a district each (weighing 20%). Rs. 30 billion has been allocated under the district's annual development program for the FY 2015-16 for KP.

The PFC award needs to be constituted as early as possible. Without this formula, public officials and members of KP provincial assembly have been using their arbitrary powers for allocating funds, thus providing opportunity for manipulating public authority for political interests.



3. Here, the state of backwardness would refer to absence or scarcity of civic amenities, market access, poverty and usage of simple technology as well as lack of development.

Current Budget E&SE Department District Tank

Before discussing District Tank's E&SE budget, it would be appropriate to have a look at the provincial E&SE budget. At the provincial level, education is the major consumer and takes away almost one third of the provincial current budget. Schools sector (E&SE) takes the lion's share in the education budget. Traditionally the allocated share or E&SE is about 27% (on average for FYs 2011-12 to 2014-15) of provincial current budget whereas actual expenditure usually exceeds a little the overestimated budget as shown in the table below:

Table 4: Share of KP E&SE Department in total current revenue budget of KP (Rs. in Billions)

Year	Budget Estimates			Actual Expenditure	
	KP's Total Current Budget	KP's E&SE Budget	% Share of E&SE	Actual Expenditure	% Share in KP's Total Current Budget
2011-12	149	37.2	25%	45.4	30.5%
2012-13	192	46.6	24%	46.6	24%
2013-14	211	60.6	29%	60.8	29%
2014-15*	250	73.7	29%	42.9	17%

* Expenditure is up to Feb 2015. Source: Budget Database-Finance Department

For District Tank, an average 1.25% (for the FYs 2011-12 to 2014-15) of the provincial E&SE current budget is allocated whereas the actual expenditure exceeds to an average (for the FYs 2011-12 to 2013-14) 1.51%. This is a prominent observation of budget figures over the years that actual current expenditure exceeds estimates whereas the development expenditure remains underutilised against allocated funds. Current budget of the E&SE department for district Tank for the years 2011-12 to 2014-15 (both the budget estimates and actual expenditure) and its percentage share in the provincial E&SE budget is shown in the table below:

Table 5: E&SE Department district Tank current budget (2011-12 to 2014-15) (Rs. in Millions)

Years	Khyber Pakhtunkhwa	District Tank			
		Budget Estimate		Actual Expenditure	
		Allocation	% Share in KP's E&SE Current Budget	Expenditure	% Share in KP's E&SE Current Budget
2011-12	37,230	529	1.4%	581	1.56%
2012-13	46,602	616	1.3%	754	1.62%
2013-14	60,553	725	1.2%	820	1.35%
2014-15	73,684	825	1.1%	280	0.38%

(Expenditure for the FY 2014-15 is up till February 2015. Source: KP Finance Department Budget Database)

Differences between estimated and actual expenditure in the current budget and underutilisation of the development budget indicate poor planning on part of the E&SE department. Allocation for education development budget has been very low compared to the current budget. Yet, even that small percentage is not properly utilised. Inclusive governance requires some sort of mechanism for gathering public opinion on budget issues (especially allocation) so that it can be well administered through involving local body governments and participation of Parent Teacher Councils (PTCs). In 2014-15, a major portion of development budget has been utilised through the PTCs. It is expected that local government bodies will be fully involved in the budget making process for E&SE now, as the local government election has already been held on May 30, 2015.

Salary and Non-Salary Expenditure

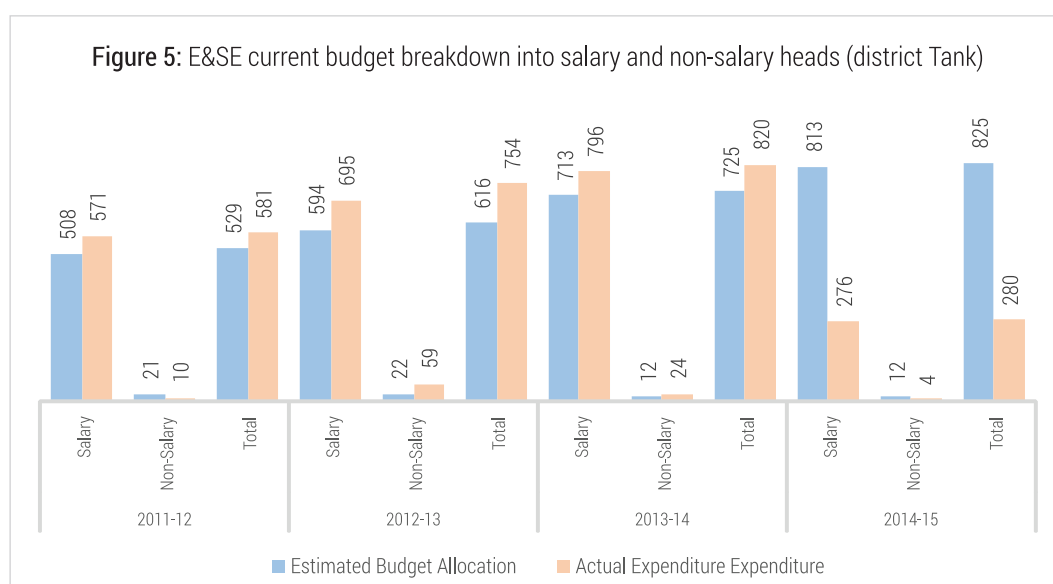
The current budget is classified into salary and non-salary heads wherein salary head ingests the principal part. It includes salaries, pensions and salary increments of teaching and non-teaching staff of the E&SE department. Provincial budget (current) salary head normally comprises 95% to 97% (on average) and the non-salary head comprises 3% to 5%, the situation in district Tank is more or less the same. For the last 4 years, average allocation against non-salary head is 2.7% of the current budget with big variances from year to year. In the FY 2011-12 it was 4% but in the FY 2014-15 it is almost 1.5%. Average non-salary actual expenditure in Tank as percentage share of the district's current budget is a little more than 3% for the FYs 2011-12 to 2013-14 (three years). A detailed breakdown of budget amounts (estimated and spent) into salary and non-salary heads with percentage share in allocated and spent budget for district Tank is provided in the following table:

Table 6: District Tank E&SE Department current budget breakdown into salary and non-salary heads (estimates and actual expenditure) 2011-12 to 2014-15 (Rs. in millions)

Years	Budget Heads	Estimated Budget		Actual Expenditure	
		Allocation	% Share	Expenditure	% Share
2011-12	Salary	508	96%	571	98.3
	Non-Salary	21	4%	10	1.7%
	Total	529	--	581	--
2012-13	Salary	594	96.4%	695	92.2%
	Non-Salary	22	3.6%	59	7.8%
	Total	616	--	754	--
2013-14	Salary	713	98.3%	796	97%
	Non-Salary	12	1.7%	24	3%
	Total	725	--	820	--

Years	Budget Heads	Estimated Budget		Actual Expenditure	
		Allocation	% Share	Expenditure	% Share
2014-15	Salary	813	98.5%	276	98.6
	Non-Salary	12	1.5%	4	1.4%
	Total	825	--	280	--

(KP Finance Department Budget Database)



As mentioned in the preceding text, non-salary expenditure is mainly about operational and maintenance costs of schools. It includes payment of utility bills, procurement of class consumables and laboratory equipment, furniture and jute mats, and repairs as required. Provision of all these goods and services is of vital importance for creating a congenial learning and teaching environment in schools and maintaining the quality of education. The prevalent negative situation of schools with respect to quality of education and teaching/learning environment is due to the meager budget allocation for all these enabling goods and services. For example the electricity bills of a number of schools are not paid on time due to a shortage of funds. It further increases dropouts and poor learning outcomes among students. Private sector schools do not face such problems and provide a comparatively better learning/teaching environment. That is why the learning outcomes in private schools are better than in public schools. There are a number of understaffed and underequipped primary schools in Tank which are run by two or less than two teachers and have two or less than two rooms.

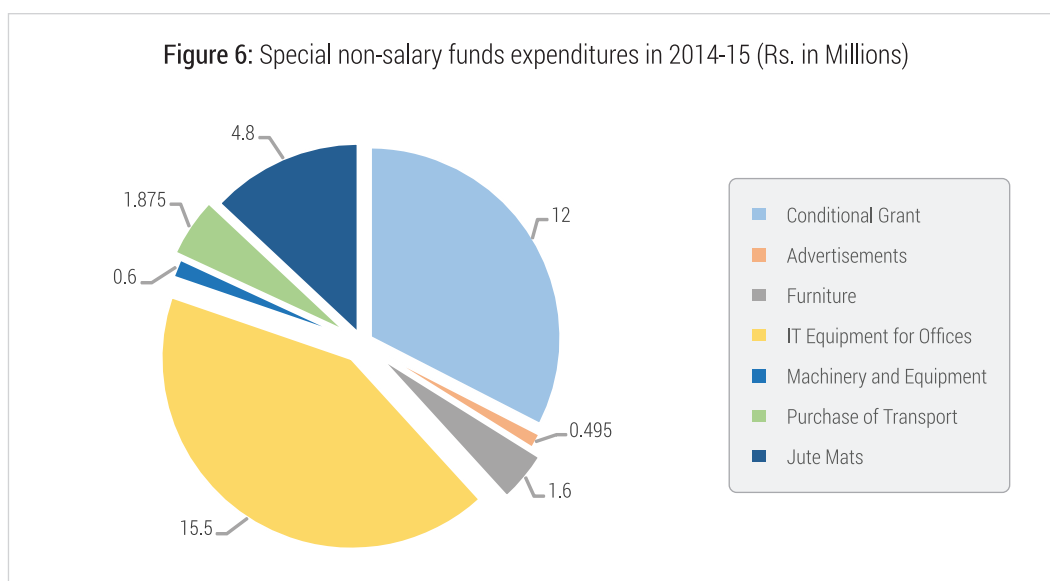
Special Non-Salary Budget (2014-15)

For the FYs 2014-15, a special non-salary allocation of Rs. 7 billion for KP province is being made for improving the quality of school environment and education which is a very positive move in filling the gap of non-salary expenditure. Target actions under these grants include provision of missing facilities and enabling equipment in schools. This money is being disbursed to the district E&SE departments. District

Tank has received Rs. 36.87 million (up till February 2015) and spent it on the purchase of items mentioned in the following table:

Table 7: Special non-salary funds expenditure in 2014-15

S #	Expenditure Head	Amount (Rs. in Millions)
1	Conditional Grant	12.00
2	Advertisements	0.495
3	Furniture	1.6
4	IT Equipment for Offices	15.50
5	Machinery and Equipment	0.60
6	Purchase of Transport	1.875
7	Jute Mats	4.8
Total		36.87



Development Budget E&SE District Tank

About 15% of the provincial development budget is allocated to E&SE on average, through the ADP (Annual Development Plan) in KP. It is underutilised (10% of the total development budget for KP against 15% allocation) due to a capacity lag. The development budget helps meet the upcoming needs of school infrastructure and provision of missing facilities in schools for balancing population growth. It is however, not sufficient to meet the development challenges in education sector. Moreover, its underutilisation indicates the lethargy of concerned stakeholders. Percentage share of E&SE development budget in provincial development budget along with allocated amounts and actual expenditure is shown in the table below:

Table 8: Provincial E&SE development budget with its percentage share in the total development budget of KP (Rs. in Billions)

Year	Budget Estimates			Actual Expenditure	
	KP's Total Development Budget	KP's E&SE Development Budget	% Share of E&SE Development Budget	Expenditure	% Share of E&SE Development Budget
2011-12	85	10.2	12%	8.5	10%
2012-13	97	17.1	18%	9.5	10%
2013-14	118	24.1	20%	9.3	8%
2014-15	140	19.9	14%	15.4	10%

Expenditure up to Feb. 2015: Source: Budget Database-Finance Department

For district Tank, the development budget of the E&SE was Rs. 18 million in the FY 2011-12, Rs. 49 million in the FY 2012-13, Rs. 34 million in the FY 2013-14 and Rs. 23 million in FY 2014-15. The proportion of development to current budget of district Tank for the FY 2011-12 was 3% and 97%; for the FY 2012-13 it was 6% and 94%. For the FY 2013-14 it was 4% and 96% and for the FY 2014-15 it was 3% and 97%. Besides, a disproportionate allocation of the development fund along primary and secondary level education remained a constant fact of the annual development budget expenditure by the E&SE department district Tank. Primary education never received its due share in the district development budget. A breakdown of the E&SE development budget district Tank along primary and secondary levels of education for the FYs 2011-12 to 2014-15 with the annual rate of increase is given in the table below:

Table 9: Development expenditure by primary and secondary education district Tank (Rs. in Million)

Year	Primary Education			Secondary Education			Total Expenditure
	Expenditure	% Share in Expenditure	Yearly % Increase	Expenditure	% Share in Expenditure	Yearly % Increase	
2011-12	2	11%		16	89%		18
2012-13	20	41%	900%	29	59%	650%	49
2013-14	16	47%	-200%	18	53%	-550%	34
2014-15	1	4%	-750%	22	96%	200%	23

Source: KP Budget Database

Major Issues in E&SE Budget District Tank

Keeping in sight the policy objectives of the sector, major trends of prime concern within the E&SE department's budget spending, are gender discriminatory expenditure, under spending, meager proportion of budget spent on teaching aid material, low provision of missing facilities, investment on quality of education, retaining enrolment and bringing the out of school children to schools. Detail of expenditure on

some of these aspects is covered in the preceding text. Further details of expenditure along primary and secondary level education and along gender lines is discussed with evident data in the forthcoming text.

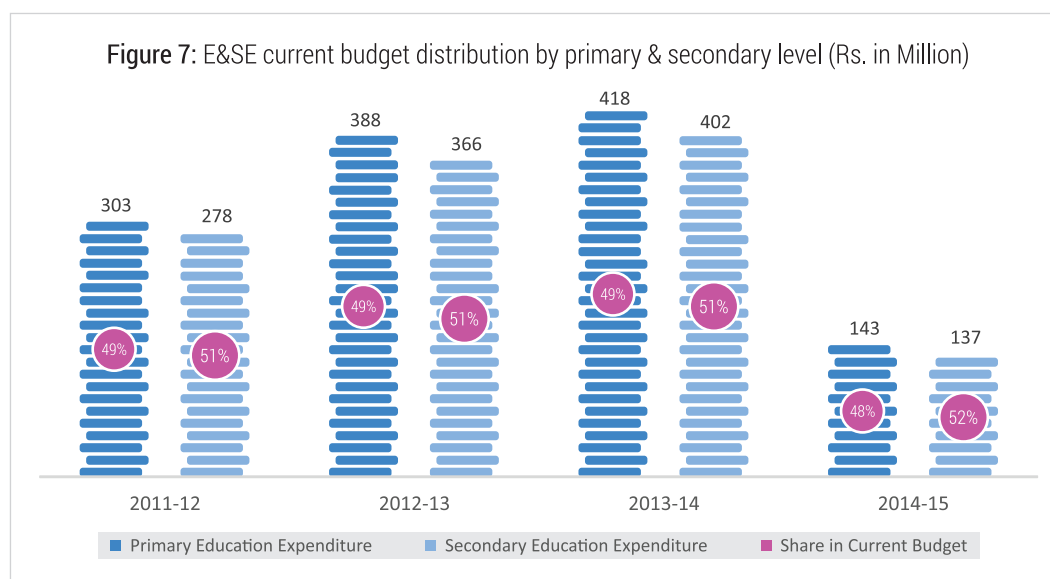
Breakdown of E&SE Budget by Primary and Secondary Levels in District Tank

In terms of the percentage share of primary versus secondary level education, a constant of 51% of the district E&SE department Tank's current budget has been earmarked for primary education except the FY 2011-12 when it was 52%. This share of resource allocation for primary education is proportionally unfair since 80% of the total public schools in Tank are primary schools. Same is the case with the number of students enrolled; 80% of the students enrolled in district Tank's schools are in primary schools. This trend of budget allocation is a deviation from the policy commitment of attaining universal primary education which we are bound by the Millennium Development Goals (MDGs) as well as by the article 25-A of the constitution of Pakistan wherein it is obligatory on part of government to provide free quality education to every child aged 5 to 16. Figures and percentage share of the primary and secondary level education expenditure in Tank for the FYs 2011-12 to 2014-15 are provided in the table below:

Table 10: E&SE district Tank current budget distribution by primary and secondary level (Rs. in Millions)

Year	Primary Education		Secondary Education		Total Expenditure
	Expenditure	% Share in Current Budget	Expenditure	% Share in Current Budget	
2011-12	303	52%	278	48%	581
2012-13	388	51%	366	49%	754
2013-14	418	51%	402	49%	820
2014-15	143	51%	137	49%	280

Expenditure is up to Dec 2014. Source: Provincial Budget Database

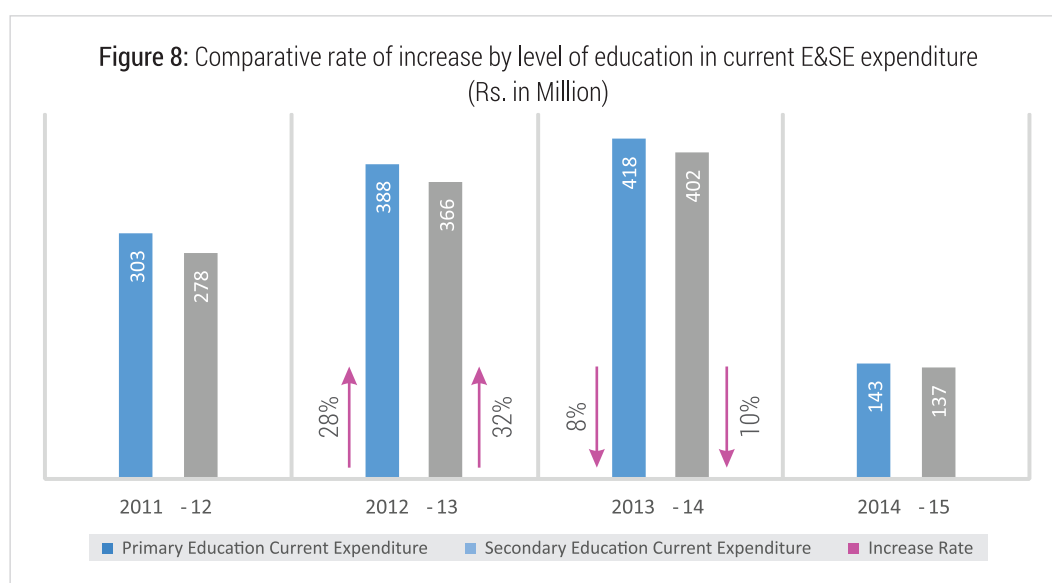


The yearly rate of increase on education expenditure is also not favourable for primary education when compared to secondary education in district Tank. The yearly increase has been more at secondary level than at primary level. Actual figures are shown in the following table:

Table 11: Comparative rate of increase by level of education in current E&SE expenditure of district Tank (2011-12 to 2014-15) (Rs. in Millions)

Year	Primary Education		Secondary Education		Total Expenditure
	Current Expenditure	Increase Rate	Current Expenditure	Increase Rate	
2011-12	303		278		581
2012-13	388	28%	366	32%	754
2013-14	418	8%	402	10%	820
2014-15	143		137		280

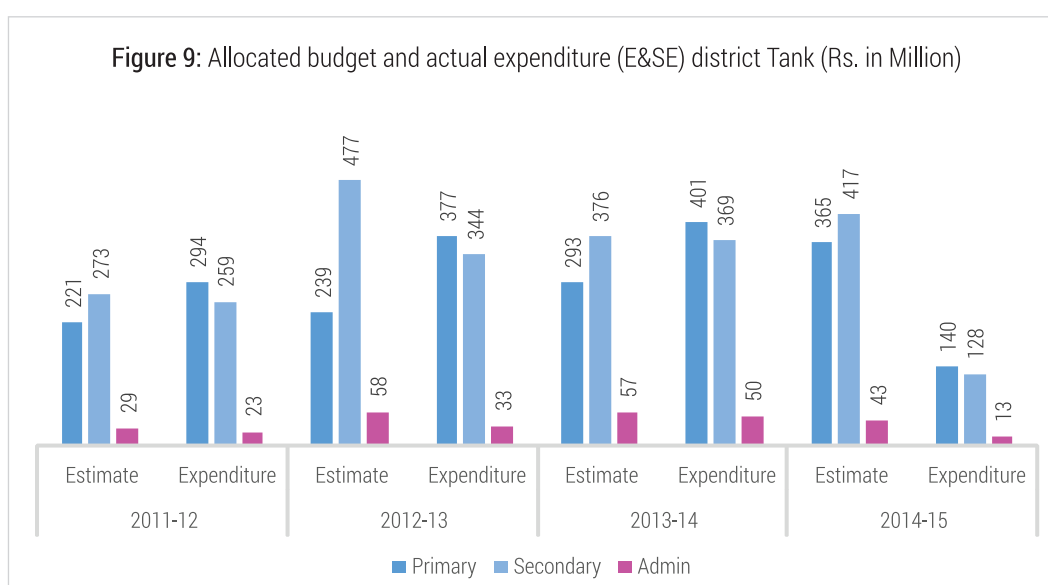
Expenditure is up to Feb 2015 and the % is projected on the trend of expenditure for the last 8 months. Source: Provincial Budget Database



Administration of the E&SE department is also one of the main budget heads. The expenditure incurred on administration (including non-teaching, management and support staff) is included in the level of education expenditure when budget distribution is presented along primary and secondary lines. However, when the administration budget head is dealt separately, the composite primary and secondary education administration of E&SE department consumes 4% to 6% of the total budget expenditure. The following table shows the estimated and actual expenditure on primary, secondary and administration heads of E&SE department budget for the FYs 2011-12 to 2014-15.

Table 12: Allocated Budget and Actual Expenditure by Primary, Secondary and Administration E&SE District Tank (Rs. in Millions)

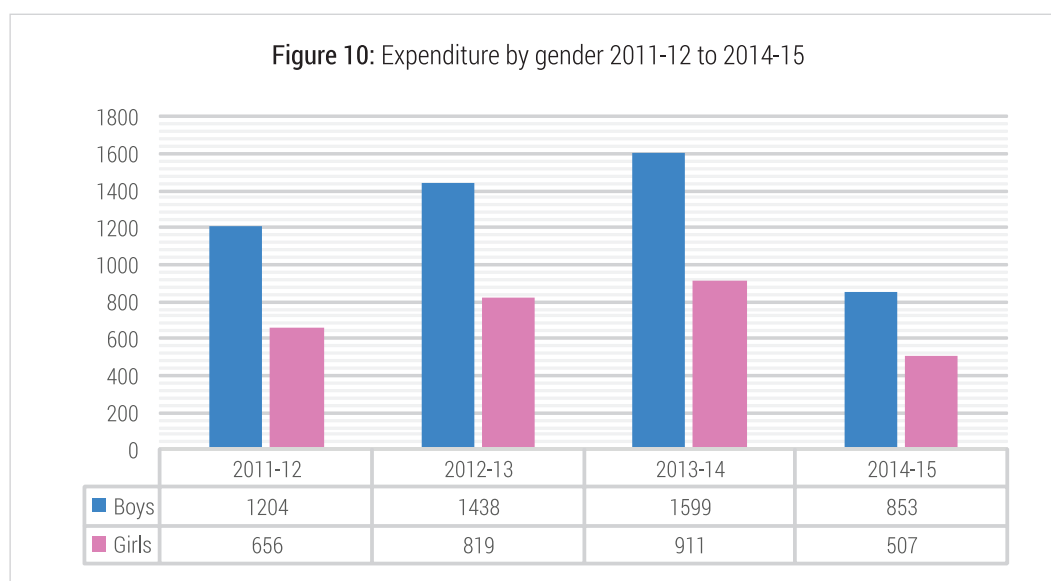
Category	2011-12		2012-13		2013-14		2014-15	
	Estimate	Expenditure	Estimate	Expenditure	Estimate	Expenditure	Estimate	Expenditure
Primary	221	294	239	377	293	401	365	140
%age	42%	51%	31%	50%	40%	49%	44%	50%
Secondary	273	259	477	344	376	369	417	128
%	52%	45%	62%	46%	52%	45%	51%	46%
Admin	29	23	58	33	57	50	43	13
%	6%	4%	8%	4%	8%	6%	5%	5%
Total	523	576	774	754	726	820	825	280



Expenditure by Gender

Gender disparity in education service provision, in school infrastructure, in enrolment and teaching staff is obvious from the figures already provided in the preceding text. The number of girls and boys of school going are the same. Provincial expenditure over the last 4 years along gender lines is depicted in figure 1 which is not different from the district level budget expenditure. In the cultural context, it is understandable that access to education for girls is challenging but the government – in its policy pronouncements – has resolved to address this issue. In spite of this, the trends in education expenditure by gender show a discriminated allocation of the budget.

Tank's Gender Parity Index (GPI) at the primary level is 0.71 but 0.41 at secondary level. Girls are 39% of the total students enrolled in public schools of district Tank. Female teaching staff is also deficient; it is 31% of the total number of teachers in district Tank. That is why the Pupil Teacher Ratio (PTR) is higher for girls than for boys. PTR in boys' schools is 24:1 whereas in girls' schools it is 38:1. The PTR is most prominent



at primary level where it is 32:1 and 49:1 for boys and girls respectively. For the sake of equal opportunity provision of education to girls and boys, more allocation of revenue resources for girls' education should be earmarked. More schools for easy access, incentives, enrolment and appointment in the E&SE department should be made gender balanced. Table 13 and Table 14 below present detailed gender distribution of students in district.

Table 13: Number of enrolled students in district Tank by level of education, class of enrolment and gender as in Annual Statistics Report 2013-14

Primary Level		Un-admitted	Kacchi	Pakki	Class 2	Class 3	Class 4	Class 5	Total Enrolled
	Males	3,170	6,764	4,303	3,437	2,849	2,399	2,068	21,820
	Females	481	6,012	3,086	2,183	1,667	1,167	1,004	15,119
	Total	3,651	12,776	7,389	5,620	4,516	3,566	3,072	36,939
Secondary Level		Class 6	Class 7	Class 8	Class 9	Class 10	Class 11	Class 12	Total Enrolled
	Males	1,467	1,322	1,318	1,137	994	57	17	6,312
	Females	776	765	718	433	376	0	0	3,068
	Total	2,243	2,087	2,036	1,570	1,370	57	17	9,380

(Note: Unadmitted Students are not included in the enrolled students' total number; Source: Annual Statistics Report 2013-14)

Table 14: Aggregate total by level of education and gender

	Primary	Secondary	Total
Males	21,820	6,312	28,132
Females	15,119	3,068	18,187
Total	36,939	9,380	46,319

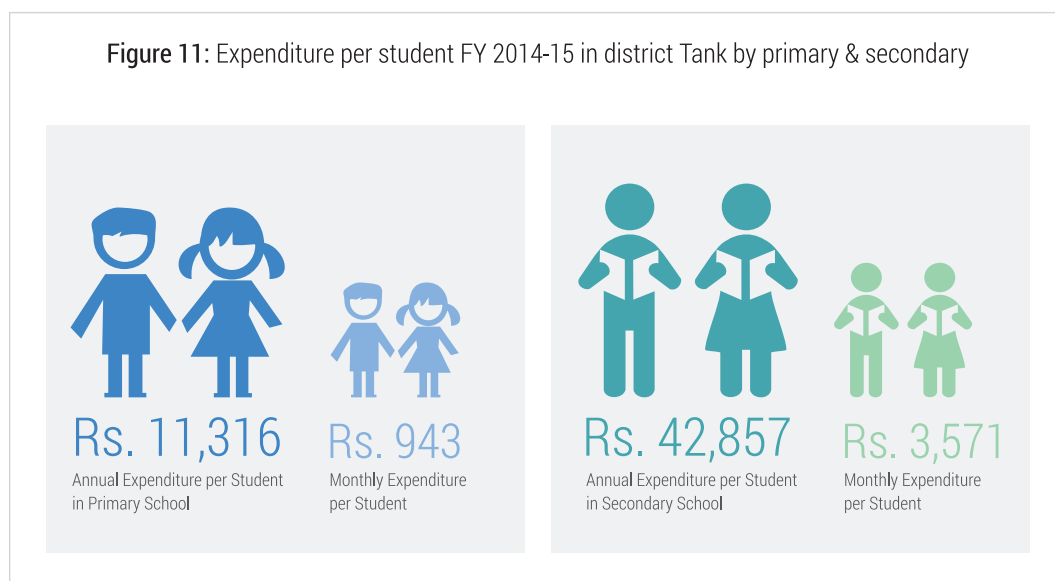
Expenditure per Student

Expenditure per student has been increasing during the FYs 2011-12 to 2014-15 but the rate of increase is commensurate only to balance the inflation. Price hikes have been a constant factor which brings the net effect of increase in per student expenditure almost to a null. For the year 2013-14, expenditure per student in KP is estimated at Rs. 1381 per month but this expenditure is not equitable along level of education. Its distribution by primary and secondary is Rs. 905 and Rs. 2633 per student/month respectively. In Tank, expenditure per student is higher than the provincial expenditure per student but the difference between primary and secondary level per student expenditure is even more prominent as shown in the table below:

Table 15. Expenditure per Student for FY 2014-15 in Tank by Primary and Secondary

Level of Education	Expenditure (Rs. in Millions)	No. of Students Enrolled	Average Expenditure per Student	Expenditure per Student per Month
Primary	418	36,939	11,316	943
Secondary	402	9,380	42,857	3,571
Total	820	46,319	17,703	1475

Figure 11: Expenditure per student FY 2014-15 in district Tank by primary & secondary



Parent Teacher Councils

Parent Teacher Councils (PTC) are a very good initiative towards community participation in E&SE budget spending and the inclusive governance of schools. PTCs are formed in all schools and delegated with financial and administrative powers. They are supposed to act in accordance with the PTC guide. Conventional financial audit of the PTCs' funds is acquitted. However, third party validation applies upon their funds. Mainly, they deal with the non-salary heads and take care for minor repairs and purchase of class room consumables as well as of the payment of utility bills. Criterion for funds to a PTC is the number

of rooms in respective school. Rs. 2000 per month for class consumables and Rs. 5000 for repairs are awarded for each classroom to the PTCs. However, from conditional grants, a PTC may utilise up to Rs. 1 million (proposal for increasing the ceiling up to Rs. 3 million is under consideration). It falls in their jurisdiction to hire temporary teaching staff and get the civil works done on a need basis. PTCs are very effective with some exceptions and their role in bringing out-of-school children to school is very appreciable.

PTC funds provided to schools in district Tank are shown in Table 13 below. This is however the case that Rs. 10.994 million are not sufficient for meeting the needs of 1,397 classrooms and 243 other rooms for a whole year (2014-15). Petty repairs and general needs of schools like maintenance of toilets, provision of drinking water, electricity etc. requires more money. Formula of PTC funds allocation was set eight years ago and it needs to be revisited because of continuous price hikes in country. The following table provides details for the number of class rooms in district Tank and their breakdown by gender, and funds released for class room consumable and petty repairs for the FY 2014-15.

Table 16. PTCs' Funds for District Tank for the Year 2014-15

Schools	No. of Rooms by Girls & Boys			Funds Released for (Rs. in Millions)		
	Girls versus Boys	No. of Class Rooms	No. of Other Rooms	Class-Room Consumables	Petty Repair	Total
Primary	Boys	635	0.00	1.27	3.175	4.445
	Girls	356	0.00	0.712	1.78	2.492
Middle	Boys	82	36	0.164	0.59	0.754
	Girls	51	25	0.102	0.38	0.482
Higher	Boys	191	122	0.382	1.565	1.947
	Girls	70	45	0.14	0.575	0.715
Higher Secondary	Boys	12	15	0.024	0.135	0.159
	Girls	0	0	0	0	0.00
Total		1,397	243	2.794	8.2	10.994

It has come to be known, during the interviews for firsthand information collection about functioning of PTCs in District Tank, that there are complaints of discretionary use of PTC funds by the PTC chairman and the head teacher in certain communities without any consultation with parents. At certain other places, PTCs' functioning is very passive and their memberships are not renewed as per schedule. Irregularities in following the PTC guide are also commonplace. Third party validation has not taken place for last four years. In this scenario, transparency is not ensured and benefits reaching down to the target beneficiaries of PTC funds become questionable. Therefore, effective monitoring, third party validation and renewal membership of PTCs is indispensable for making the PTCs more meaningful.

SWOT Analysis of E&SE Budget District Tank

STRENGTHS

- » Budget allocation and expenditure of E&SE department district Tank is increasing year by year in terms of figures as well as in term of expenditure per student.
- » Special non-salary budget deficit is realised and adjustments with special non-salary funds' provision are administered.
- » 70% of DFID's conditional grants are earmarked solely for the construction of girls' schools.
- » PTCs are awarded financial and administrative powers and under special circumstances of needs they may utilise up to Rs. 1 million (in the next FY this amount is suggested to be raised to Rs. 3 million).

WEAKNESSES

- » Overall current and development budget of the E&SE are deficient in view of the population size, population growth rate and needs on ground. Especially, for non-salary expenditure, resources are very deficient.
- » Distribution of the available resources along primary and secondary education is not proportionally fair.
- » Gender parity measures are given least consideration is E&SE budget expenditure.
- » Constitutional obligation of article 25 A and international commitment of UPE are neglected in the budget trends.
- » Public participation in budget decisions is almost non-existent.

OPPORTUNITIES

- » Local government institutions can contribute a lot to bring positive change in all stages of budget cycle procedures as the local government elections have already held after a gap of years.
- » Financial powers of PTCs' may be transferred to local body governments (village councils) so that public funds are spent by the public representatives and monitoring and oversight role of PTCs be enhanced.
- » PTCs can be made more effective by abiding by the rules and schedules prescribed in PTC Guide.
- » The incumbent PTI government has declared education emergency in the province. Civil society may come up with knowledge based suggestions for public private partnership and cooperate with the government for bringing up real change in the education profile of the province.
- » Underutilization of development funds can be checked with efficient planning and appropriate development proposals submitted in time.
- » International donations can be harnessed by establishing credibility observing practices of good governance, transparency, accountability and public participation in budget decisions.

THREATS

- » If local body governments keep on playing the conventional ways of power politics, it will adversely affect governance of all sectors including E&SE.
- » If the government officials are not trained for capacity building for budgeting and efficient development planning, the development funds would remain underutilised.
- » If government does not take special measures for UPE and GP, these issues would remain neglected.
- » If the recent trends of E&SE budget are not modified to comply with policy statements and pronounced commitments, the literacy profile and education outcomes will not improve.

Findings and Recommendations

- » Public financing on education is inadequate and does not meet the lowest benchmark of 4% of GDP in Pakistan. This has been reflected in the district education budget as well. While the study only takes into consideration the education facilities available for the enrolled students, there is need for high levels of investment in education for bringing all out-of-school children to schools and improving learning outcomes.
- » In 2014, total enrolment in 440 government schools of Tank was 46,319 out of which 18,187 (39%) were girls and 28,132 (61%) were boys. The number of primary schools for girls in Tank district is a little less than 40% and of middle, high and higher secondary schools is 32.5% of the total number of respective schools. Since there are more boys' primary and secondary schools, the boys' schools take higher percentage of budget compared to girls. This is also obvious from the fact that there is not a single higher secondary school for girls in the whole district. The government should strictly follow the policy for giving 70% share to girls' schools while constructing new schools in Tank is need of the hour.
- » Lion's share (almost 96%) of the current budget in Tank is spent on the salaries of staff. This leaves little money for running expenses. Over the years, the share of salaries in the current budget has increased. Operational and maintenance costs should be allocated at least 10% of the total current budget in the district. Allocation for petty repairs or general needs of schools is also insufficient for keeping the amenities such as toilets, drinking water, electricity etc. in working condition.
- » The budget share of primary education has remained 51%. This is despite the fact that number of primary schools and the number of students enrolled in primary schools are 80% each of the total number of schools and enrolled students in Tank. Since secondary education also needs resources, overall education budget of the district should be increased to meet the need of primary education.
- » On average annual expenditure during 2014-15 is estimated to be Rs. 1475 per student/month. There is big disparity in per student expenditure at primary and secondary level. It is Rs. 934 and Rs. 3,571 per student/month in primary and secondary schools respectively. While secondary education is expensive, primary education is the base for the education journey of every child and should be given likewise importance.
- » In Tank, the development budget was 3% of the total current expenditure during the FY 2011-12. It increased to 6% in the FY 2012-13 but decreased to 4% in the following year (FY 2013-14). This trend of decreased is observed to be 3% of the total expenditure in the FY 2014-15. If the government wants to meet the constitutional obligation to bring all children to schools, the development budget should be increased for building schools where required. Shortage of school infrastructure should be addressed in order to bring all children aged 5 to 16 to school.
- » Provincial legislation on RTE (Right To Education) should be done at the earliest and its earnest implementation materialised.
- » For the sake of transparency, the details of budget expenditure should be displayed on relevant web sites. Expenditure details of the funds provided to PTCs should be displayed on school notice boards and third party validation should be organised.

- » For participatory governance, public input in budget making and expenditure should be sought and pre-budget sessions with the community and other stakeholders like civil society, media and academia be organised.
- » Provision of funds to PTCs should be based on the number of students enrolled in a school instead of the number of rooms.
- » Understaffed and under equipped primary schools should be provided with adequate rooms and teaching staff. Also, schools requiring major repair and rehabilitation should be provided with funds for repair and rehabilitation.
- » Public officials should be facilitated to improve their professional expertise and technical skills for budgeting, especially to generate development plans and minimise the estimation and expenditure gap.
- » Measures should be taken to make PTCs effective and their monitoring along rules of business as prescribed in PTC guide should be carried out.
- » In order to improve learning outcomes, performance based incentives may be granted to encourage healthy competition among teachers along with effective and regular monitoring and audit for strengthening accountability.



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