



Centre for Governance and Public Accountability (CGPA) is not for profit, non-governmental, civil society organization. CGPA strives for inclusive development and promotion of peace through right based and governance focused approaches. CGPA is registered under Society Registration Act XXI of 1860.

**Analysis**  
**of**  
**EDUCATION BUDGETS**  
**From: 2011-2012 To 2013-2014**  
**Charsadda and Nowshera Districts**  
**Khyber Pakhtunkhwa Province**  
**(Pakistan)**



**Centre for Governance and Public Accountability (CGPA)**  
**May 2014**

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**Right to Education:**

**The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.**

Article 25A of the Constitution of Pakistan

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## Abbreviations

ADP	Annual Development Programme
CGPA	Centre for Governance and Public Accountability
CCB	Citizens Community Board
DCO	District Coordination Officer
DDO	Drawing and Disbursing Officer
DMO	District Monitoring Officer
EDO	Executive District Officer
EMIS	Education Management Information System
E&SE	Elementary and Secondary Education
ESR	Education Sector Reform
EST	Elementary School Teacher
F & P	Finance and Planning
GER	Gross Enrollment Rate
HEC	Higher Education Commission
ICT	Islamabad Capital Territory
KP	Khyber Pakhtunkhwa
LGO	Local Government Ordinance
MRC	Medical Reimbursement Charges
MDGs	Millennium Development Goals
KP	Khyber Pakhtunkhwa
KPLGA	KP Local Government Act
OSR	Own Source Revenue
OBB	Output Based Budgeting
PFC	Provincial Finance Commission
PST	Primary School Teacher
PSDP	Public Sector Development Programme
PTC	Parents Teachers Council
RBM	Result Based Management
SMCs	School Management Committees
SST	Secondary School Teacher
UNDP	United Nations Development Programme

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## Executive Summary

This study has been carried out by the Centre for Governance and Public Accountability (CGPA) to explore the education budgets of districts Charsadda and Nowshera of Khyber Pakhtunkhwa (KP) province. The main objective of the study is to analyze the preparation and execution of the education sectors annual budget at district level in terms of allocation, sector priorities, utilization and public participation. The study aims to take an initiative to demystify the budget related data for district level education sector and present the same in a more easily understandable and an informative way for general public, policy makers, researchers and civil society. This will be beneficial for further social sector analyses and advocacy at local, district, provincial and national levels.

It is worth mentioning here that after the enforcement of KP Local Government Act (KPLGA) 2012, all the District governments were dissolved. After the enforcement of KPLGA 2012, the existing administrative setup of education department at district level has also changed. There are now separate male and female offices for the District Education Officer (DEOs). As the KP Local Government Act 2013 has been already passed by the provincial assembly, however, the confusion prevails due to absence of the Provincial Finance Commission (PFC). For financial year 2013-14, the budget was prepared by the provincial finance department in the absence of district level local governments.

The study findings suggest that the district budgets are mostly made on traditional incremental based budget making process. The overall budget making process is completely internalized within the provincial finance department with very minimal or no contribution from the stakeholders. The engagement of budget officers alone of the provincial finance department in budget making process is the violation of the clear policy guidelines for an extensive participatory approach in budget making process. Though, the overall education budget allocations for both districts have been increased over 3 years of analysis but with no prioritization at the levels of different sectors and gender as per policy guidelines. In addition, by object classification, budget data for district Charsadda and Nowshera has revealed that much of the education budget

allocation has been allocated and utilized on the employees related expenses leaving very little fiscal space operating, repair and maintenance expenses within the district education sector. In addition, the per student allocations data shows disparities across the sectors and between boys and girls schools in both district Charsadda and Nowshera.

The study strongly recommends fair, transparent, need and gender based equitable allocation and distribution of the education budget not only across the districts but also within the district levels. There should be a strong link between policy priorities and budget allocation at each and every spending unit. A commendable initiative towards this end would be to extend project of Output Based Budgeting (OBB) to each district level in order to link and harmonize the provincial policy priorities. This will raise the capacity at each district for having a medium term education policy framework for result oriented planning and execution. Moreover, improvement in the governance structure is needed to enhance the existing monitoring and evaluation system within the education sector. This should be strictly followed by detailed disclosures of budget planning, preparation and execution documents for different stakeholders to increase the accountability of government policies and programmes. Last but not the least, budget for other than salary heads has to be increased for more infrastructural enhancement at each district level including Charsadda and Nowshera.



## **1: Introduction**

This study has been carried out by the CGPA to analyze the education budget allocations for districts Charsadda and Nowshera. The broader objectives of this study is to demystify the budget books and budget making process for general public consumption and for further advocacy purposes by the civil society. The study will also explore the strengths and weaknesses within the budget making process, education budget details and execution in general and in districts Charsadda and Nowshera in particular.

### ***1.1: Objective of the Study***

The prime objective of this study is to analyze the preparation and implementation of the K-P government annual budgets for the education sector from 2011-12 to 2013-14, in order to understand various trends in terms of budget allocations, priorities, utilization and peoples participation. Specific objectives of the study are as follows:

1. To review and analyze the situation of the education sector in district Charsadda and Nowshera in the backdrop of Millennium Development Goals (MDGs) and the government policy to achieve education related goals.
2. To review the budget making process for the education sector, both at provincial and district level, and assess whether it is effective and how it can be improved.
3. To examine the budget documents relating to the education sector, especially from the perspectives of allocations, priorities, gender and regional or urban/ rural areas.
4. To observe the implementation of education sector budget, especially the problem of low utilization, and analyze the role of relevant institutions.
5. To identify the weaknesses and gaps at various stages of budget cycle as well as in relation to relevant procedures or responsible organizations, and make appropriate recommendations for improvement.

### ***1.2: Methodology***

The study is limited to the analysis of education budget in districts Charsadda and Nowshera though it will discussed the overall budget policy in the province. The relevant data and information sources are mainly of secondary nature. These includes but not limited to budget related laws / rules for the districts, provincial and districts budget books and other related documents.

The sources of the budget related data and information for this study has been obtained from the Finance Department, Government of Khyber Pakhtunkhwa. Other relevant data and documents pertaining to education sector developments have been obtained from Pakistan Bureau of Statistics (PBS), Education Management Information System (EMIS) of Elementary and Secondary Education (E&SE) department of KP and other published documents on the education sector. CGPA team also visited a number elementary and secondary schools and had focused group discussions with students, teachers, parents and the administrative staff who are responsible for the budget making.

### ***1.3: Background: Education Sector Plan***

Education is an important human development indicator of a countrys development and progress. Of the 34 indicators of MDGs on which Pakistan reports progress, 6 are related directly to education sectors while education has indirect influence on most of the remaining MDG indicators. The Education sector in Pakistan has suffered due to a number of factors; insufficient budgetary allocations being the biggest of them. According to a recent Pakistan MDGs 2013 report, recently published jointly by UNDP and Ministry of Planning, Development and Reforms, Government of Pakistan, the literacy rate of Khyber Pakhtunkhwa (KP) for the population 10 years and above is just 50 percent, below the countrys average of 58 percent. The literacy ratio remained stagnant since 2008-09 at 50% and it seems impossible to achieve the MDG target of 88% literacy ratio by the end of 2015. The same ratios for the selected study districts of Charsadda and Nowshera are 45%, 51% respectively. Similarly, the literacy (10 years and older) for males and females in K-P stood at 68% and 33% respectively as compared with national level ratios of 69% and 46% respectively. Large gender gaps exist in KP which necessitates huge investment in education sector, especially girls education. Gender gaps are more pronounced in our study districts. Literacy ratio for female stood at

25% and 33% in Charsadda and Nowshera respectively as compared to 65% and 70% for boys in the same district. Similarly there are large rural-urban gaps with respect to literacy rates across all districts in K-P including our study districts.

Moreover, According to the latest Annual Statistical Report of Government schools (2012-13), around 50% of government primary schools for boys are in operation with two or less teachers while the same ratio is 60% for girls primary schools. Similarly, 52 percent of the boys primary school has only 2 or less rooms while 57% of girls primary schools are with 2 or less rooms. In 2012-13, around 25% of the total girls enrolled in the government primary schools are attending boys schools. Similarly around 3% of the total boys enrolled in government primary schools are attending girls schools.

Moreover, with respect to education related Millennium Development Goals (MDGs), K-P shows slow pace of progress and therefore lags behind all other provinces except Baluchistan. According to a recent World Bank (WB) report, at the current pace of progress in education sector, KP will not achieve the MDG target of 100 percent primary enrolment and gender parity at secondary schools by 2015<sup>1</sup>.

Realizing the importance of the role of education, Government of Khyber Pakhtunkhwa has devised an Education Sector Plan (ESP) 2010-11 to 2015-16. Main priority areas of the ESP are;

1. Universal Primary Education,
2. Consolidation, including quality; and
3. Removal of Gender Disparity.

Different strategies are aimed at for the enhancement of enrollment, improving quality of education, infrastructure and improving the overall environment of schooling. Special importance was given to improvement of governance and increasing the financing for education. The strategy, prepared for the first time in any province, contains elaborate measures for enhancing the quantity and quality of education. Special policy guideline was given on the financing side of the education such as delegation of financial powers, targeted use of resources; innovations in financing, performance and need based budgeting.

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<sup>1</sup> Pakistan-KP Public Expenditure Review, 2012.

In the post 18<sup>th</sup> Constitutional Amendment phase, education has become a provincial subject with the introduction of Article 25A stating free and compulsory education for the age groups 5-16 years. The current NFC award has also helped the provinces by increasing their shares in the federal divisible pool. The imposition of Education Emergency in Peshawar and implementation of Right to Education can be patterned with the help of governments budget. Education sector budgeting is not only crucial for enhancement of literary rate and quality of education but also to gauge the governments commitment towards the education sector through consistently more budgetary allocations for the education sector.

## 2: Budget Making Process at District Level<sup>2</sup>

### 2.1. Devolution, Overall Responsibility and Management:

Under the Local Government Ordinance 2001, the responsibility for elementary and secondary education was devolved to the district governments. Each district government has to be headed by an elected District Nazim, who was responsible for overseeing and managing the routines administrative, planning and service delivery functions. However, the authority for approving development plans and annual budget as well as exercising executive oversight lies with an elected council. In each district, District Coordination Officer (DCO) served as head of administration and was made responsible for various coordination functions. Under the DCO, there existed departments for various functions like health, revenue and education. Accordingly, at each district level Executive District Officer - EDO (Elementary and Secondary Education) was responsible for all matters related to education under the devolved governance system in K-P. The EDO has been made answerable to DCO and then to the District Nazim, who heads the district government.

However, at present the local governance framework is unclear. In 2008, the Local Government Ordinance (LGO) 2001 was discontinued and with this the provincial government took over the local government system. Even in pre-2008 period, it was observed that the de jure control of the devolved services was with the local elected government, defective control has been with the provincial government<sup>3</sup> and therefore was in effect violation of rules. This led to a chaotic management of the education sector and all other devolved services.

The EDO (Elementary and Secondary Education) has the responsibility for all types of pre-primary, primary, middle, high and higher secondary schools of the district. Intermediate Education (Grades 11-12) is by and large the responsibility area of Higher Education Department of the Provincial Government that manages the Intermediate Colleges or Degree Colleges which usually offer arts and science courses. However, the

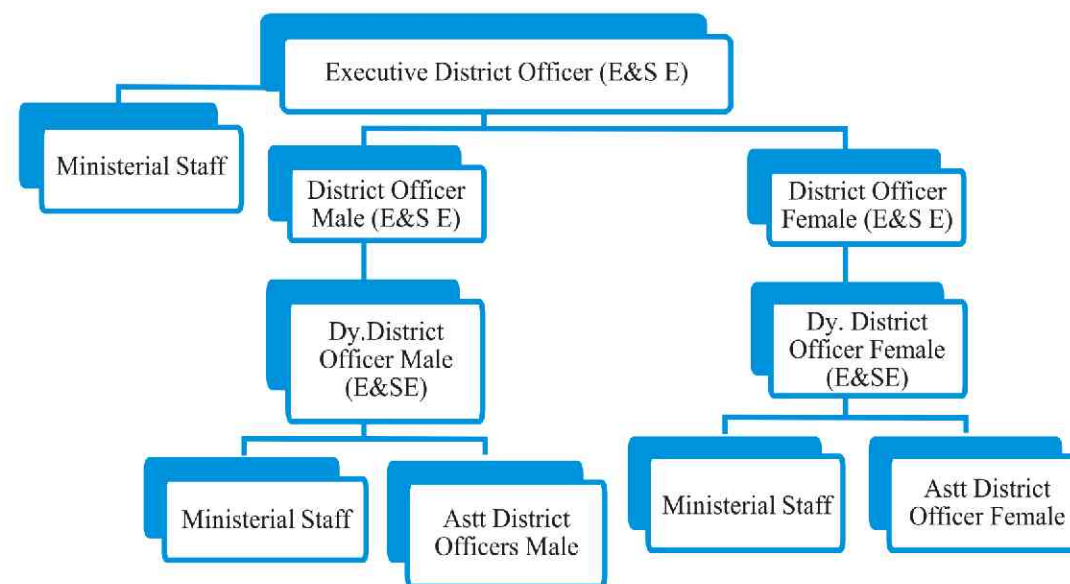
<sup>2</sup> This section of the report heavily borrow from our earlier report of CGPA on Education Budget Analysis of Mardan, Peshawar and Swabi districts as the budget making process is more or less the same at district levels.

<sup>3</sup> Education Sector Plan, April 2012

Higher Secondary Schools, which are managed by the Elementary and Secondary Education Department of the District, also cater to the needs of the students in classes XI-XII.

The Organogram below illustrates the administrative structure of the education department in the district.

### Organogram



### 2.2. Financing of Education:

The Elementary and Secondary Education department is the largest provincial government department in terms of human resources - approximately 47% of the total provincial government staff. At district level, public sector education is predominantly financed through funds provided by the Provincial Governments. Main channel for this financing is the Provincial Finance Commission (PFC) Award, whereby the provincial government distributes funds among the districts falling within its jurisdiction. It is important to mention that K-P was one of the first provinces to use a need based formula



which is based on population and some measures of backwardness and level of social development. A number of foreign-aided grants, loans and technical assistance programs are also contributing in funding different components of education. Besides, there are also some vertical programmes financed through the Federal Public Sector Development Programmes (PSDPs).

During the year 2011-12, the provincial government extended output based budgeting to district level with the introduction of district conditional grants. Initially the program was introduced in Health and Elementary & Secondary Education (E&SE) Departments of Buner and D I Khan. The program was later extended to four more districts namely Karak, Haripur, Nowshera and Lakki Marwat. The objectives of introducing conditional grants is to improve service delivery in education and health sectors at the grass root levels.

With the technical assistance of international development partners, a pre-budget consultative workshop was done in District Nowshera on linking policies and priorities with budgeting. The workshop engages different stakeholders, including the citizens and civil society, to voice their views on improvement in public service delivery. Some of the key areas identified by the participants for due consideration at strategic level included clean drinking water, lack of municipal services, expansion of school and health facilities without consolidating existing facilities, and others suggestions on tax and expenditure patterns in the district.

### 2.3. Budget Making Process:

Budget is an important policy document of any government. Conventionally, a budget is a financial report containing estimates of Income and Expenses or a plan for coordinating Resource Generation & Utilization. In other words, it is a financial plan incorporating receipts (cash in-flow) and outlays (cash out-flow) in a fiscal year usually starts on 1<sup>st</sup> July and end on 30<sup>th</sup> June. The budget process generally involves steps meant for preparing estimates for revenue generation as well as for prospective expenditures. In the case of districts, however, there is a limited mandate as well as capacity for collecting revenues of their own. As a result, the districts are almost completely dependent on funds provided primarily by the provincial government and through some vertical programmes initiated and funded by the federal government.

In wake of the Devolution of Powers Plan and its subsequent implementation through the LGO 2001, the provincial government of K-P provides funding to the districts through the PFC Award on the basis of formula having;

- Population (60% weight)
- Backwardness (20% weight)
- Lag in infrastructure (20% weight)

In addition to this, the needs for development and non-development requirements of the districts are also evaluated periodically through official channels by the provincial government.

At the district level under the Budget Rules 2003 as notified by the provincial government, the budget related activities are outlined in the following calendar:

#### Budget Calendar

S.No	Activity	Timeline
1	Issue Budget Call letter and guidelines to concerned offices.	September
2	i) Submission of Schemes by CCBs (Copy to Evaluation Committee of Council). ii) Submission of prioritized list of schemes by concerned offices along with administrative approval / technical sanction to Development Committee for inclusion in ADP.	Before 1 <sup>st</sup> March
3	i) Excesses and Surrenders Statement ii) Revised Estimates and Supplementary Budget if required. iii) Statement of New Expenditure iv) Consolidation of Draft Budget (Current and Development) for next financial year. Finalization by Budget and Development Committee.	March
4	Submission of Draft Budget to Council based on initial estimates provided by the Provincial Government	1 <sup>st</sup> April
5	Review of Draft Budget by council.	April
6	Input from Government and Public on the Proposals agreed by the council.	1 <sup>st</sup> May to 1 <sup>st</sup> June

7	Revisions and Changes by Head of Offices and Finalization by Budget and Development Committee.	May June
8	Submission of Final Budget to Council based on final estimates provided by the Provincial Government.	June
9	Approval of Final Budget by Council.	June
10	Communications of Current Budget Grants to concerned Offices and Accounts Offices.	July
11	Final Accounts Previous year.	October

Source: NWFP (Now Khyber Pakhtunkhwa) District Government and Tehsil Municipal Administration (Budget) Rules, 2003.

The management of financial resources available to the District Government and their further allocation and re-allocation is the jurisdiction of the Finance and Planning Department at the district level. As for the education sector, the budget preparation and all its related areas of intervention are jointly administered by the Elementary and Secondary Education Department and Finance and Planning Department.

It is also important to mention, that in practice, like any other sector, budget for the education sector is also prepared on incremental basis without paying attention to any need-based assessment. Allocations to different heads are usually made on notionally determined limits over the benchmark of the last years allocations. There is no or very little attention to prioritization in terms of need based assessment in budget allocation therefore, efficient and inefficient activities get equal treatment in terms of budget allocations.

At the district level under the Budget Rules 2003 as notified by the provincial government, the budget related activities are outlined in the following calendar;

However, in practice, the Budget Rules are not fully implemented due to a range of constraints including capacity issues and bureaucratic inefficiencies. As a result, problems arises some of which are as outlined below;

- All stakeholders are not fully and effectively consulted in the process of identifying and prioritizing new development projects. Usually councilors submit the development schemes, which may be based on partisan view of community needs and, occasionally, may result in discrimination based on political loyalties.
- Due to lack of coherent planning and development, the available funds are distributed among Union Councils which sometimes resulted in small projects which spreads over the years. Such an exercise generally result in inefficiencies.
- The timeline set in the Budget Calendar, which is outlined in the Table above, are often not strictly followed due to bureaucratic inefficiencies and thus resulted in ignoring certain steps altogether concerning prudent planning and consultation with the relevant stakeholders.
- Usually draft budgets are not ready in time and therefore are not presented in the Council for deliberations and approval. Similarly the draft budget documents are also not easily available to general public before its formal approval which in turn restricts the general public participation in the budget making process.
- The Budget Rules requires the districts government to prepare the budget draft by end of March each year. The said rule is more often neglected and therefore not providing enough space in time for the District Council to discuss the draft in details and give their recommendation for refinement.
- The rules pertaining to seeking suggestions and input from general public and relevant stakeholders on draft budget are often ignored. However, there are few instances where stakeholders inputs in the education budget making process have been solicited.
- It is important to note during the period under consideration, the LGA 2012 was enacted in May 2012 but its actual implementation started in January 2013. But the sitting new government introduced new LGA in late 2013, of which the operational and financial procedures have yet to be devised. All this in turn leads to ambiguities with respect to financial management at districts level.

### 3. District Charsadda Education Budget Analysis

#### 3.1: Demographic Characteristics

Table 3.1 give brief descriptive statistics of selected variables in District Charsadda. The District has an area of 996 square km with total population of 1.02 million persons as per 1998 Census data. Predictions on the basis of an annual average growth rate of 2.9% between the periods of the last two censuses of 1981 and 1998, the total population of the district in 2013 may have

increased to approximately 1.6 million people. The population density per square kilometer has increased from 1026 persons/sq.kms in 1998 to 1571 persons/sq.kms in 2013. The population male/female ratio stood at 52% and 48% respectively while over 81% population lives in the rural areas in the district with an average household size of 8 persons

per household. The current literacy rate in district Charsadda is 45%<sup>4</sup> which has increased from 31.1% in 1998 as per census data. With respect to literacy rate, district Charsadda ranking among other districts has marginally improved from 18<sup>th</sup> in 2004-05 to 17<sup>th</sup> in 2010-11 as reported by a recent Pakistan MDGs report 2013<sup>5</sup>. These indicators shows that though literacy rate has been being improving but at a very low pace and is still much below the 88% target set for 2015 as MDG goal. There exist large gaps in the literacy rates across gender and rural-urban locations in Charsadda district. According to

**Table 3.1: District Charsadda Population & Literacy Ratios**

<b>Total Population 1998 (no of persons)</b>	1,022,364
Urban	18.86%
Rural	81.14%
Male	51.91%
Female	48.09%
<b>Sex Ratio (males over 100 females)</b>	107.9
<b>Literacy Ratio 1998 (10 year +)</b>	31.10%
Male	46.9%
Female	14.1%
<b>1981-98 Avg. Annual Growth Rate</b>	2.89%
<b>Total Projected Population in 2013</b>	<b>1,565,200</b>

Source: Population Census Organization, Government of Pakistan

<sup>4</sup> MDGs report 2013 by UNDP and Ministry of Planning, Development and Reforms, Government of Pakistan.

<sup>5</sup> *ibid*

the 2010-11 PSLM district-level survey data published by Pakistan Bureau of Statistics (PBS), literacy rates among the urban areas in Charsadda is around 54% while in the rural areas it hovers around 43%. Similarly, male literacy rate in the district is 65% while that of female is only 25%. In order to achieve the MDG target of 88%, a strong focus is needed on improving literacy rate for female and in rural locations. The need is thus to specifically target those villages and UCs where the literacy ratio is lower and the gender gaps are large.

#### 3.2: An Overview of Education Sector in Charsadda

Table 3.2 gives scores and district ranking of selected educational indicators of district Charsadda among 25 KP districts. According to the recent Pakistan MDGs report 2013, literacy rate in district Charsadda

is 45% with district ranking of 17<sup>th</sup> out of total 25 districts in the province. Similarly with respect to net primary enrollment ratio, the district has been ranked at 9<sup>th</sup> in KP with a total score of 56%. Around 37% of total population of district Charsadda has

**Table 3.2: District Charsadda: Education Indicators and Ranking**

Indicator	Score	Ranking
Literacy Ratio (10+ years)	45%	17
Net Primary Enrolment Ratio	56%	9
Population that has completed primary level or higher	37%	16
GPI Primary Education	0.89	6
GPI Secondary Education	0.45	15
GPI Youth Literacy	0.41	16

Source: Pakistan MDGs Report 2013

completed primary or higher level of education. Moreover, Gender Parity Index (GPI)<sup>6</sup> based ranking of Charsadda with respect to primary education stood at 6<sup>th</sup> while that for secondary education is at 15<sup>th</sup>. Similarly the districts score for GPI youth literacy is 0.41 with district ranking at 16<sup>th</sup>.

Moreover, according to EMIS data, the total gross enrollment rate for 5-9 years age group has remained stagnant over the last five years (Table 3.3). However, the GER ratio for the above mentioned age group is declining for the government run school while increasing for the private schools over the period as shown in the table. The decline in GER for boys in government school is more pronounced amounting to an 11% decline during the period. The GER in private schools rose to 22% in 2012-13 from 16% in 2007-08. This

<sup>6</sup> A GPI of less than 1 shows that there are fewer females than males in the education system in proportion to appropriate school age population. A score of 1 indicates equal enrollments for both girls and boys.



shift may be due to two reasons; lower confidence on government run schools and increase

income level of the population in Charsadda. The Net Enrolment Rate (NER) in 2012-13

according to EMIS data stood

around 61% in District Charsadda where private schools contribute around 19% while government-run schools contribute 41%.

The school infrastructure in

government sector has shown an increase of 4.3 percent over the last five years and increase from a total of 1215 schools in 2007-08 to a total of 1267 schools in 2012-13 (see Table 3.4).

However, it can be seen from the data in the table that girls schools show a steady increase while boys schools are stagnant at the 2007-08 level. The increase in the girls primary schools is 10% as compared to a 1 percent decline in the number of government primary schools for boys. During the last few years, schools in the urban locations have shown no change at all. The schools in rural locations, however, witness a steady increase. Rural based overall functional government primary schools have grown by 2%, including commendable increase in girls primary schools which grew by 7% over the period of five years. On the other hand, during the period of 2007-08 and 2012-13, the number of government high schools in district Charsadda has increased significantly with a growth rate of 18%, more specifically in case of girls high schools which has increased

**Table 3.3: District Charsadda: GER in Government Vs. Private Schools (Kachi to V)**

GER	2007-08			2012-13		
	Boys	Girls	Total	Boys	Girls	Total
Total: Age Group (5-9 years)	91%	58%	75%	87%	62%	75%
Govt Schools	68%	48%	58%	57%	47%	52%
Private Schools	22%	10%	16%	29%	15%	22%
Deeni Madaris	1%	1%	1%	1%	1%	1%

Source: EMIS 2012-13, 2007-08, ESED KP Government

**Table 3.4: Number of Govt. Schools in District Charsadda**

	2007-08			2012-13		
	Boys	Girls	Total	Boys	Girls	Total
Primary Schools	601	413	1,014	593	454	1,047
Functional Middle Schools	590	401	991	585	423	1,008
High Schools	60	44	104	55	52	107
Higher Secondary	60	22	82	63	34	97
	10	5	15	10	6	16

Source: EMIS 2012-13, 2007-08, E& SE Department, KP

to 34 from the previous level of 22. Our focus group discussions with the teachers and parents reveals that besides the construction of new schools, the existing school infrastructure need to be improved if the government is serious in improving the enrolment rates. This can be achieved with little resources given the resource constraints of the provincial government.

With respect to the teaching staff, the total number of sanctioned staff have increased during the period of 2007-08 and 2012-13, especially the number of female teachers which has increased by 12%. On the flip side, the working number of female teachers has increased disproportionately and has increased by mere 7% during the said period. The working teaching staff in district Charsadda based on urban-rural based bifurcation shows an increase in the female staff (urban 10% rise, rural 6% rise) where as the number of working male staff has declined both in urban and rural areas by 8% and 5%, respectively. In our discussions with parents and civil society, the emphasis was on to address the absenteeism of the teachers in the government run schools with a sharp focus on the quality of education.

Table 3.5 shows the teaching and non-teaching ratios to that of total students enrolled at each level of schooling in

	Table 3.5: District Charsadda: Student-Teacher Ratio			
	Non-Government Schools		Government Schools	
	Teacher/Student ratio	Non-Teaching Staff/Student ratio	Teacher/Student ratio	Non-Teaching Staff/Student ratio
Primary	17.4	120.2	37.7	136.1
Middle	17.2	99.2	16.0	47.8
High	19.9	109.0	26.6	59.6
Higher Sec	22.8	129.7	35.4	65.5
<b>Total</b>	<b>19.5</b>	<b>110.4</b>	<b>32.9</b>	<b>98.0</b>

Source: Annual Statistical Report on Non-governmental schools KP May 2013 & EMIS Data

district Charsadda for both government and private schools. As the data shows, there is a wide disparity in student-teacher ratios for government and non-government<sup>7</sup> schools including private schools. It is pertinent to note that the student-teacher ratio at each schooling level is higher in government-run schools when compared to those of non-government schools. In other words, in district Charsadda, one of the main reasons

behind the widely perceived decay in quality education in government schools is the excessive number of enrolled students per teaching and non-teaching staff and thus affecting the quality of education in the public sector schools. The government need to induct teachers on the vacant posts which are already sanctioned. Improving teacher-to-student ratio may not only attract parents to send their children to government schools but will also improve the quality of education.

With respect to attaining gender based parity, non-government schools are ahead of government schools in providing teaching and non-teaching professional opportunities to females in the district

Charsadda. As the data in Table 3.6 shows, at the primary level in the non-government sector, 67% of total teaching staff has composed of female staff, while the same ratio for government primary schools are just 37%. With respect to female non-

**Table 3.6: District Charsadda: Female Staff as % of Total Staff**

	Non-Government Schools		Government Schools	
	Teaching Staff	Non-Teaching Staff	Teaching Staff	Non-Teaching Staff
Primary	67%	26%	37%	51%
Middle	51%	27%	38%	42%
High	46%	26%	26%	33%
Higher				
Sec	50%	28%	28%	34%
<b>Total</b>	<b>50%</b>	<b>27%</b>	<b>34%</b>	<b>43%</b>

Source Annual Statistical Report on Non-governmental schools KP May 2013 & EMIS Data

teaching staff at the primary level, the government schools have a higher percentage of female non-teaching staff. Similarly the data clearly underscores the priority given by the non-government schools to hiring the females as the schools teaching staff.

Provision of the basic facilities at schools is one of the major contributing factors affecting the overall education process within schools. Unfortunately, the data for district Charsadda in this respect is not encouraging. As Table 3.7 shows, major chunk of boys and girls schools in the district are in operation without basic facilities such as fresh drinking water and toilets. The recent data shows, that around 3.2% of total primary schools still do not have any boundary wall. Around 33.4% of primary schools are

<sup>7</sup> Non-government schools include Private Schools and all other schools not directly run by the Primary and Secondary Education Department Government of KP.

functioning without any electricity, while 14.3% of total primary Schools possess no facility for water supply and 6.6% have no toilet facilities at all. It is commendable that the number of schools without these facilities diminished during the last five years, but more efforts should be made to increase the pace of change in order to achieve the desired outcome of providing better schooling environment. On the contrary, as data in Table 3.8 shows, most of the non-government primary, middle and above schools in district Charsadda have provided the basic facilities to the students, therefore the same might be one of reasons, adding to the general positive perception regarding private

sector based primary and secondary education in the province

Similarly, the available rooms per school data for public schools are

**Table 3.7: District Charsadda: No. of Govt. Primary Schools with/without Basic Facilities**

		2007-08			2012-13		
		Boys	Girls	Total	Boys	Girls	Total
Boundary Wall	<i>with</i>	458	391	849	493	423	916
	<i>without</i>	48	10	58	30	0	30
Water Supply	<i>with</i>	396	328	724	453	358	811
	<i>without</i>	110	73	183	70	65	135
Electricity	<i>with</i>	333	200	533	378	252	630
	<i>without</i>	173	201	374	145	171	316
Toilet	<i>with</i>	439	392	831	471	413	884
	<i>without</i>	67	9	76	52	10	62

Source: EMIS 2012-13, 2007-08, ESED KP Government

also not encouraging (Table 3.9). The same data for government and non-government schools shows a drastic difference in favor of non-government schools where the available rooms per school ratio at the primary level is 4.4 as compared with

**Table 3.8: District Charsadda: No of Non-Government Primary and Others Schools with/without Basic Facilities**

		Primary Schools	Middle Schools	Sec Schools
Boundary Wall	<i>With</i>	61	111	130
	<i>Without</i>	1	2	0
Water Supply	<i>With</i>	62	113	130
	<i>Without</i>	0	0	0
Electricity	<i>With</i>	60	113	130
	<i>Without</i>	2	0	0
Toilet	<i>With</i>	59	112	130
	<i>Without</i>	3	1	0

Hint: 'Others' Schools include high and higher secondary schools. Source: KP Private Schools Census Data 2013

3.5 at the government primary schools level. Further, at the middle school level, the same ratio stood at 9.2 for non-government schools as compared with 4.3 for government schools.



The provisions of these basic facilities and other related staff and non-staff infrastructure is the responsibility of the government given the available fiscal envelope for education sector. This in turn depends not only on education policy planning, development and prioritization at the provincial and district levels but also depends on overall budget allocations for primary and secondary education at each district level.

	Private Schools	Government Schools
Primary	4.4	3.5
Middle	9.2	4.3
High	16.3	13.8
Higher Secondary	24.9	24.3

Source: KP Private Schools Census & EMIS Data.

### 3.3 Education Budget Analysis of Charsadda District

#### 3.3.1: District Budget Overview

Table 3.10 shows the budget figures for the last three years for the district Charsadda. It is important to mention at the outset, that revised estimates (RE) for fiscal year 2012-13 is not available

while the same for 2013-14 has yet to be published with the next fiscal year budget. Also, usually the traditional

	2011-12: BE	2011-12: RE	2012-13: BE	2013-14: BE
Primary	1,051,182	1,200,971	967,849	1,110,123
Admin	15,968	20,144	15,360	22,500
Secondary	775,903	1,028,944	1,041,732	1,267,203
Admin	100,058	117,104	105,204	33,446
<b>Total</b>	<b>1,943,111</b>	<b>2,367,163</b>	<b>2,130,145</b>	<b>2,433,272</b>

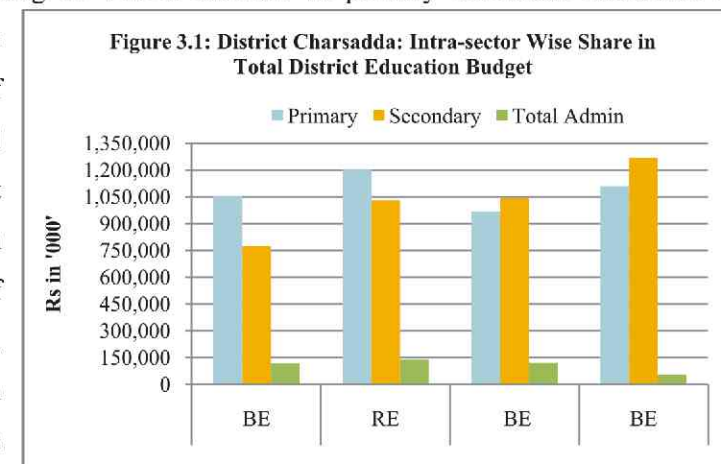
BE: Budget Estimates; RE: Revised Estimates

incremental based budget making process ignores the revised estimates while deciding upon the next year budget allocations. This in turn sometimes lead to the under allocations of budget at the time of fresh budget estimates.

The total district Charsadda budget allocations for primary and secondary education in the on-going fiscal year stood at Rs. 2,433.3 million as compared with the preceding years budget allocation of Rs. 2,130.1 million, thus showing an increase of 14.2%. The

annual increase in total district education budget estimates between 2012-13 and 2011-12 was 9.6%.

The distribution of budget allocations among primary, secondary and administration shows that in 2011-12, governments emphasis was towards enhancing secondary education as notwithstanding of 14.2% increase in primary education allocation in revised budget estimates for 2011-12, the share of primary education in total district education budget declined to 50.7% from the previous level of 54.1%. On the other hand, secondary education budget revised estimates

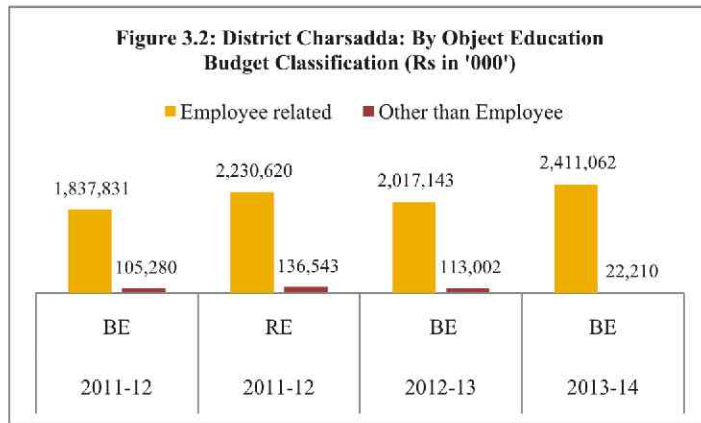


in 2011-12 was increased by 32.6% from the initial allocations thus increasing its share in total budget from 40% to 43.5%. Similarly, in 2012-13, the increase in secondary education budget stood at 34.3% when compared with budget allocation of the preceding year. The same increase in the secondary education budget stood at mere 1.2% against the revised estimates of 2011-12. It is interesting to note that in 2012-13, allocations for primary and overall administration declined while that for secondary education increased. This trend has been reversed again while allocating funds for district education during the on-going financial year. In 2013-14, budgetary allocations for both primary and secondary education has been increased, however the allocations for secondary education for district Charsadda increased by 21.6% while that for primary education increased by 14.7% from the preceding years budget estimates. Large variations in the budget allocations vis-à-vis revised allocations hints towards the lack of proper planning at the budget making level. Lack of poor planning hampers proper prioritization of financing for different sectors.

Moreover, by object classification of the budget for district Charsadda for the last three fiscal years under consideration shows that major chunk of the budget allocation goes for employee related expenses in the education sector of the district. On average, 96.1% of

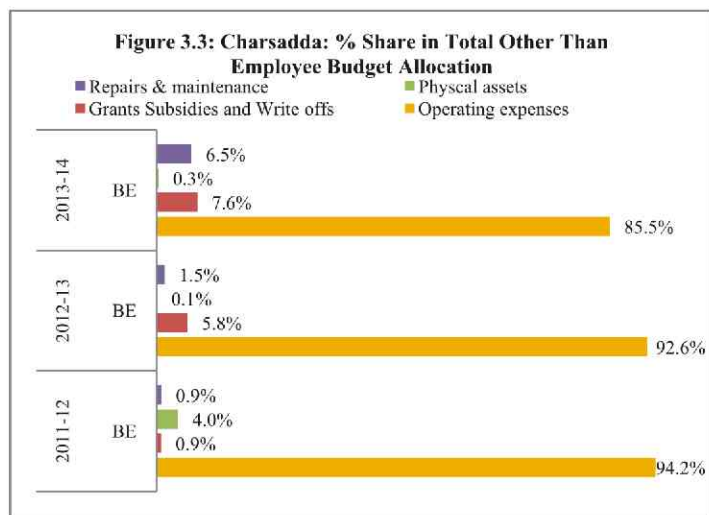


the total district budget allocations have been made for employee related expenses in Charsadda. In other words, around 4% of total education budget allocation has been made for other heads other than employees. It means a huge



sum of budgetary expenses on education in district Charsadda goes into basic pays, allowances, and medical and other relief expenses related to the employees of the education sector at minor object level. Some of the main heads at detailed object level under other than employees related expenses are operating cost of the primary and secondary schools including utility expenses, expenditure related to stationary, transportation and rent etc. As noted previously, despite this fact that major chunk of education sector budget goes to salaries related expenses, there is no visible improvement in the quality of education imparted. Private Schools are out performing the government run schools. The need to link this huge salary budget with education service delivery. This can be achieved through the management of schools by local government and involving local community to monitor the school performance.

Analyzing the component wise share in total other than employees head (Figure 3.3), it has been observed that much of the budget allocation under the same head in district Charsadda goes into the operation related cost. On average about 90.8% of the total other than employee



budget allocation have been made for the operating cost of the primary and secondary

schools in district Charsadda during the current and previous two fiscal years. In nutshell, the above discussion infers that since much of the expenditure in the education sector of district Charsadda has been taking place either to ensure the teachers and other staff related pay and related expenses but also much of the rest for operating cost. Therefore there has been very little available financial space left for improvement in existing physical assets, such as repairing of rooms and other fixed assets, and repairs and maintenance of already existing infrastructure of the primary and secondary schools.

It will be insightful to calculate the expenditure per student data at primary and secondary levels for schools in Charsadda. To calculate the ratio, the numbers of gross enrollment in boys and girls functional schools at both

Sector	2011-12	2012-13	2013-14
Primary	8,956	7,111	8,191
Secondary	21,070	20,141	22,829
Both	12,411	10,912	12,462

primary and secondary levels (including middle, high and higher secondary schools) are taken from the EMIS data available. The enrollment data for 2013-14 has been calculated on the basis of actual growth rate between the previous two fiscal years. At primary level schools (both for boys and girls) the budget allocation per student stagnated in 2012-13 while in the current fiscal

year it did increased. The overall spending per children per year shows no improvement over the last

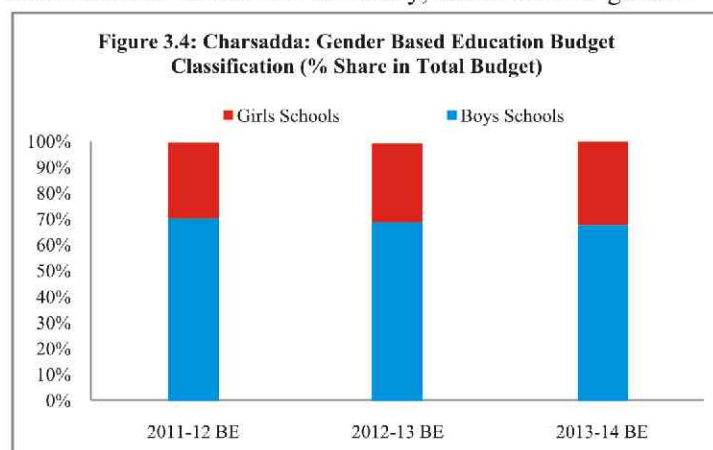
Sector	2011-12	2012-13	2013-14
Boys Schools	11,650	13,200	14,320
Girls School	7,440	7,590	9,760

three year period. Government of Khyber Pakhtunkhwa is spending Rs 12, 462 per child annually on each child on average. Decomposing the spending on the basis of level of schooling, it shows that a primary school student cost Rs 8,191 and a secondary school student cost Rs 22,829 to the government of KP. This also depict poor spending on

primary education despite the fact of giving high priority given to primary education in KP education policy documents.

In addition, the gender based classification into boys and girls schools and their respective budget allocations during the last three fiscal years shows that major chunk of available financial resources have been allocated for boys schools in district Charsadda. As the Figure 3.4 shows, though the share of boys school in total district education budget allocation has been on gradual decline during the last few years, yet at present it share has exceeded over 60% of total education budget allocations. On average, during the last three fiscal years, the budget allocations for girls schools remained at around 29% which needs to be further enhanced in order to meet the education milestones with respect to female education within district Charsadda. Similarly, based on this gender-

based classified budget data for district Charsadda shows that the expense per student for boys schools increased to around Rs.14,000 in 2013-14 as compared with around Rs.11,500 in 2011-12. On contrary, the expense per student in girls schools (both primary and secondary) was mere Rs.7,400 in 2011-12, stagnated at the last years level in 2012-13 and increased to Rs.9,700 in 2013-14.



#### 4. District Nowshera Education Budget Analysis

##### 4.1: Demographic Characteristics

District Nowshera has an area of 1,748 square.km with total population of 0.9 million persons as per 1998 Census data. With an annual average growth rate of 2.9% between the two censuses of 1981 and 1998, the total population of the district in 2013 may have reached approximately to 1.3 million people. The population density per square kilometer has increased from 500

<b>Total Population 1998 (no of persons)</b>	874,373
Urban	26%
Rural	74%
Male	52%
Female	48%
<b>Sex Ratio (males over 100 females)</b>	108.8
<b>Literacy Ratio 1998 (10 year +)</b>	42.5%
Male	60.6%
Female	22.7%
<b>1981-98 Avg. Annual Growth Rate</b>	2.90%
<b>Total Projected Population in 2013</b>	<b>1,342,540</b>

Source: Population Census Organization, Government of Pakistan

persons/sq.kms in 1998 to 768 persons/sq.kms in 2013, thus showing an increase of 54%. The population male female ratio stood at 52% and 48% respectively while around 74% population is rural based in the district with an average household size of 7.7 persons. The literacy rate in district Nowshera according to 2010-11 PSLM survey is 51%<sup>8</sup> which has increased from 42.5% in 1998 but decreased from 53% in 2008-09. With respect to literacy rate, district Nowshera ranking among other KPs districts has improved from 12<sup>th</sup> in 2004-05 to 10<sup>th</sup> with literacy rate (10 years+) of 51% in 2010-11 as reported by a recent Pakistan MDGs report 2013<sup>9</sup>. This shows an increase of 6.3 percentage points in the literacy rate for six years, making it an increase of 1.1 percentage points per year between 2004-05 and 2010-11. Such an annual increase in overall literacy rate is negligible and it will be impossible to achieve the MDG goal of 88% literacy ration by the end of 2015.

<sup>8</sup> MDGs report 2013 by UNDP and Ministry of Planning, Development and Reforms, Government of Pakistan.

<sup>9</sup> *ibid*



#### 4.2 An Overview of Education Sector in Nowshera

According to the recent Pakistans MDGs report 2013, literacy rate in district Nowshera is 51 % with district ranking of 10<sup>th</sup> out of total 25 districts.

Between 2004-05 and 2010-11, net primary enrollment ratio in district Nowshera has improved from 48.2% to 63.1%, thus making it the second highest ranking district in KP, preceded in ranking by district Haripur only. The percentage of

Indicator	Score	Ranking
GPI Primary Education	0.87	8
GPI Secondary Education	0.57	10
GPI Youth Literacy	0.60	7
Net Primary Enrolment Ratio	63%	2
Population that has completed primary level or higher	42%	9
Literacy Ratio (10+ years)	51.2%	10

Source: Pakistan MDGs Report 2013

population in Nowshera that has completed primary or higher level education also improved from the previous level of 36% in 2004-05 to 42% in 2010-11, therefore improving its district wise ranking from 12<sup>th</sup> to 9<sup>th</sup>. With respect to Gender Parity Index (GPI)<sup>10</sup> for primary, and secondary and overall youth literacy, district Nowshera has got ranking of 8<sup>th</sup>, 10<sup>th</sup> and 7<sup>th</sup> among other districts in 2010-11 respectively.

However, according to the available EMI

GER	2007-08			2012-13		
	Boys	Girls	Total	Boys	Girls	Total
Total: Age Group (5-9 years)	114%	84%	100%	93%	73%	83%
Govt Schools	69%	59%	64%	58%	52%	55%
Private Schools	42%	24%	34%	32%	20%	26%
Deeni Madaris	3%	1%	2%	3%	1%	2%

Source: EMIS 2012-13, 2007-08, ESED KP Government

S data, the total gross enrollment rate for age group 5-9 years have declined from 100% in 2007-08 to 83% in 2012-13. Within the same age group, decline in GER for girls has been less than that for boys, as the former fell by 7 percentage points while the later shows a decrease of 11 percentage points. The decline in GER is witnessed both in government and private schools (Table 4.3).

<sup>10</sup> A GPI of less than 1 shows that there are fewer females than males in the education system in proportion to appropriate school age population. A score of 1 indicates equal enrollments for both girls and boys.

In addition, the government schools data for the district Nowshera shows an increase of 5% in total

government primary schools during the last five years (see Table 4.4). The increase in both boys and girls primary schools stood at 1.9% each. Similarly,

School Level	2007-08			2012-13		
	Boys	Girls	Total	Boys	Girls	Total
Primary Schools	423	317	740	431	346	777
Functional	423	316	739	428	344	772
Middle Schools	51	36	87	48	44	92
High Schools	55	18	73	63	29	92
Higher Secondary	9	6	15	9	7	16

Source: EMIS 2012-13, 2007-08, ESED KP Govt

the number of functional primary schools has also increased by 4.5% in between 2007-08 and 2012-13. On the other hand, the geographical bifurcation of the functional government primary schools data shows no change in urban based schools, while the number of functional government primary schools in rural areas has increased by 5% during the two periods under consideration. The urban based government schools for girls have in fact decreased by 3.2% as compared with an increase of 1.9% in number of urban based government primary schools for boys. The number of functional government primary schools for girls in rural areas has increased commendable with a rate of 10.2% between 2007-08 and 2012-13 as compared with 1.1% increase in rural based primary schools for boys. Additionally, the number of total middle and high schools in district Nowshera has increased by 5.7% and 26% respectively, including a significant increase of 22% in female middle schools and over 60% increase in high schools for girls. This in turn has definitely contributed an increasing the GER for the age group of 10-14 years which currently stood at 22%.

The above analysis shows that despite an increase in the number of educational facilities at all levels during the last 5 years, the Gross Enrolment Ratio (GER) are either stagnant or declining in the district of Nowshera. This mean that the already existing educational facilities in the district at primary and secondary level have deteriorated both in terms of infrastructure and quality of education. This problem can be addressed, among other things, by tactfully managing the funds going to school with accountability of the



educational administration and the teachers. Building new schools can only by partly beneficial and the already existing school infrastructure need to be repaired.

Moreover, with respect to the provisions of basic facilities in the government primary schools in district Nowshera, there has been an increase in the provision of basic facilities but still a large percentage of government primary schools are without basic facilities. In

2012-13, about 24% and 26% of primary schools were without water supply and electricity respectively, while 8% of total government primary schools

		2007-08			2012-13		
		Boys	Girls	Total	Boys	Girls	Total
Boundary Wall	<i>with</i>	322	304	626	371	340	711
	<i>without</i>	73	12	85	32	4	36
Water Supply	<i>with</i>	259	218	477	313	252	565
	<i>without</i>	136	98	234	90	92	182
Electricity	<i>with</i>	243	154	397	320	233	553
	<i>without</i>	152	162	314	83	111	194
Toilet	<i>with</i>	322	303	625	352	332	684
	<i>without</i>	73	13	86	51	12	63

Source: EMIS 2012-13, 2007-08, ESED KP Government

have no toilets facilities and 4.8% have no boundary wall. It is interesting to note, that out of total government girls primary schools, over 50% have no electricity while 34% of boys government primary

schools have no water supply at all. On the other hand, provisions of basic facilities in non-government schools<sup>11</sup> are much better than that of government schools, as shown in Table 2.6. The data shows that majority of private and other non-government primary, middle, high and higher

		Primary Schools	Middle Schools	Others
		Boundary Wall	<i>With</i>	83
	<i>Without</i>	3	5	1
Water Supply	<i>With</i>	83	120	114
	<i>Without</i>	3	2	1
Electricity	<i>With</i>	84	120	114
	<i>Without</i>	2	2	1
Toilet	<i>With</i>	83	119	115
	<i>Without</i>	3	3	0

Hint: 'Others' Schools include high and higher secondary schools.

Source: KP Private Schools Census Data

<sup>11</sup> Non-government schools include private and all other schools not run by the Primary and Secondary Education Department, Government of KP.

secondary schools in district Nowshera have basic facilities such as boundary wall, provision of fresh drinking water, electricity and toilet facilities.

With respect to the teaching staff in government primary schools in Nowshera, contrary to an increase of 11.9% in sanctioned staff between 2007-08 and 2012-13, the working teachers has increased by

mere 2.8%. Such an opposite relationship is more obvious in case of primary schools for boys in particular in rural portions of district Nowshera. Such an absence of the working teachers from the primary schools would carries profound repercussions for

	Non-Government Schools		Government Schools	
	Teaching Staff	Non-Teaching Staff	Teaching Staff	Non-Teaching Staff
Primary	13.5	60.4	37.8	136.6
Middle	16.7	83.5	15.2	45.7
High	19.0	65.0	27.8	60.7
Higher Sec	17.1	44.5	27.4	49.5
<b>Total</b>	<b>17.3</b>	<b>64.3</b>	<b>32.3</b>	<b>94.0</b>

Source Annual Statistical Report on Non-governmental schools KP May 2013 & EMIS Data

ongoing government efforts to achieve the universal primary education milestone. In addition, the student-teacher ratio comparison between government and non-government schools at various levels of schoolings are presented in Table 4.7. The data shows, that in district Nowshera, the government primary schools have more students per teaching and non-teaching staff as compared with the same in the non-government schools. At the primary schools level in the government schools, one teacher is available for around 38 students while the same ratio for non-government schools stood at around 14. With respect to students per non-teaching staff, the ratio in the government school is almost two times higher than that of non-government schools level. Such numbers are detrimental in achieving efficiency in education sector as teachers are overburdened in terms of dealing with students for teaching.

	Private Schools	Government Schools
Primary	4.4	3.5
Middle	9.2	4.3
High	16.3	13.8
Higher Secondary	24.9	24.3

Source: KP Private Schools Census & EMIS Data.

Moreover, with respect to available rooms per schools at various level of primary and secondary schooling in district Nowshera (Table 4.8), the government schools are outnumbered by private sector schools at all

levels except at higher secondary level where the available rooms per schools are almost same.

With respect to attaining gender based parity, non-government schools are ahead of government schools in providing teaching and non-teaching professional opportunities to females in the district

Nowshera as well. As the data in Table 4.9 shows, at the primary level in the non-government sector, 72% of total teaching staff has composed of female staff, while the same ratio for government

	Non-Government Schools		Government Schools	
	Teaching Staff	Non-Teaching Staff	Teaching Staff	Non-Teaching Staff
Primary	72%	52%	43%	45%
Middle	69%	39%	44%	47%
High	61%	32%	26%	27%
Higher Sec	59%	31%	39%	39%
<b>Total</b>	<b>65%</b>	<b>36%</b>	<b>39%</b>	<b>39%</b>

Source: Annual Statistical Report on Non-governmental schools KP May 2013 & EMIS Data

primary schools is just 43%. With respect to female non-teaching staff at the primary level, the government schools have also a lower percentage of female non-teaching staff. Similarly the data clearly shows the priority given by the non-government schools to hiring the females as the schools

Teaching staff and non-teaching staff in their cadres.

This entails a necessary required step on the part of the provincial and district governments towards providing the necessary basic facilities in government primary schools, in particular in girls primary schools in district Nowshera. To meet these requirements in order to achieve the education related MDGs, the government has to make the required financial provisions with strong focus on the utilization of the existing facilities.

### 4.3 Education Budget Analysis of Nowshera District

#### 4.3.1: District Budget Overview

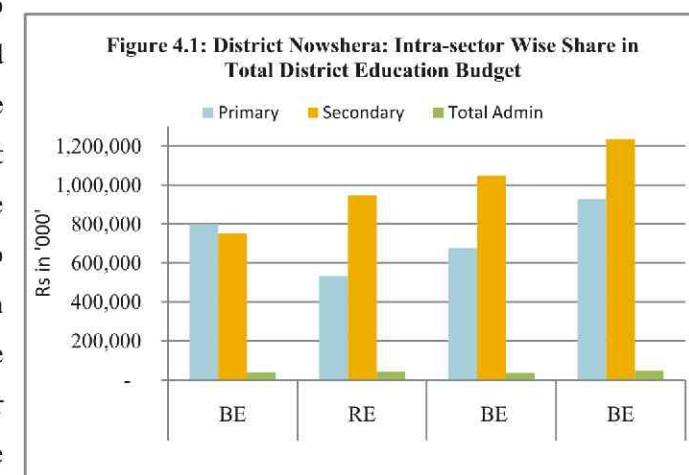
The summary of district Nowshera budget has been shown in Table 4.9 with separate allocations for primary and secondary level and combined allocations for the administration. The total district Nowshera budget allocations for primary and secondary education in the on-going fiscal year stood at Rs.2,209.2 million as compared with the preceding years budget allocation of Rs.1,758.9 million, thus showing a significant increase of 25.6%.

The annual increase in total district education budget estimates

	2011-12: BE	2011-12: RE	2012-13:BE	2013-14:BE
Primary	798,927	532,772	674,794	927,297
Secondary	750,996	946,764	1,046,871	1,234,141
Total Admin	38,902	41,569	37,188	47,807
<b>Total</b>	<b>1,588,825</b>	<b>1,521,105</b>	<b>1,758,852</b>	<b>2,209,245</b>

between 2012-13 and 2011-12 was 15.6%, thus making the variance in growth between two years budget at 10 percentage points.

The budget allocations to primary, secondary and total administration for the last few years in district Nowshera shows that more attention was given to secondary education in terms of allocation while revising the estimates for fiscal year 2011-12. The

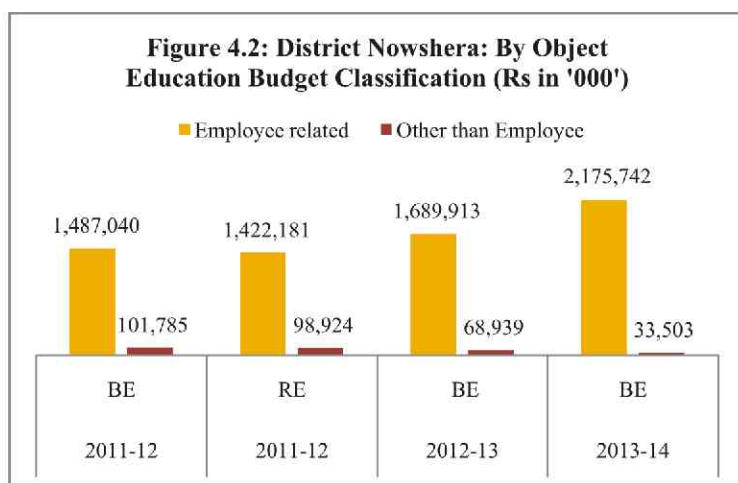


revised budget data for 2011-12 shows, that allocations for secondary education was increased by 26.1% while that for primary education declined by 33.3% after the revised



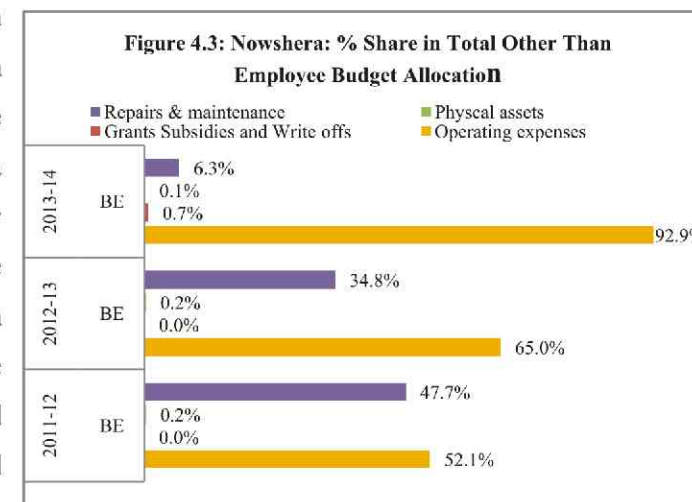
allocations in 2011-12. With such a revision, primary education share in total district budget declined to 35% from the previous level of 50.3% while that of secondary education increased to 62.2% from the previous level of 47.3%. Moreover, based on budget estimates, in 2012-13 the allocation for primary education in district Nowshera declined by 15.5% while that of secondary education increased by 39.4%. On the contrary, while taking the revised estimates of 2011-12 as base, the increase in primary education allocation in 2012-13 stood at 26.7% as compared with 10.6% for secondary education sector. During the current financial year, the budget allocations for primary education has been increased by 37.4% while that for secondary education increased by 18% in district Nowshera. It is noteworthy to mention here, that growth in allocations for total administration in 2013-14 has increased by 28.6%, more than the increase for secondary education budget for the same year. In addition, the share wise allocations shows that in 2013-14, the share of primary education in total district budget increased to 42% from the preceding years level of 38.4% while that of secondary education declined to 56% from the previous years level of 59.5%. Large variations in the budget allocations and revised estimates is indicative of poor planning at the time of budget making.

Moreover, by object classification of the budget for district Nowshera for the last three fiscal years under consideration shows that major chunk of the budget allocation goes for employee related expenses in the education sector of the district. On average, 96.1% of the total district budget allocations have been made for employee related expenses in district Nowshera during the last three fiscal years. In other words, around 3.9% of total education budget allocation has been made for other heads other than employees. It means a huge sum of



budgetary expenses on education in district Nowshera goes into basic pays, allowances, medical and other relief expenses at minor object level. Some of the main heads at detailed object level under other than employees related expenses are operating cost, of the primary and secondary schools including utility expenses, expenditure related to stationary, transportation and rent etc.

Analyzing the component wise share in total other than employees head, operating expense head is the main beneficiary of the other than employ budget of the district Nowshera with a share of 93%, followed by repairs and maintenance with a share of 35% in 2013-14. Though the allocations for repairs and maintenance declined during the last few years but



on the other hand, operating expenses are on consistent rise during the last three fiscal years. In simple words, much of the allocated budget for the district Nowshera either goes into staff salaries and allowances or into operating and maintaining the existing schools infrastructure and assets and therefore there left negligible or no financial resources to create some financial space for current or future development of the education sector in the district Nowshera.

For district Nowshera, the budget allocation per student at both primary and secondary level increased to

Rs.13,000 in 2013-14 as against Rs.9,364 in 2011-12, thus registering an

**Table 4.11: Nowshera Sectorial Education Budget per Student (in Rs)**

Sector	2011-12	2012-13	2013-14
Primary	4,632	5,759	7,913
Secondary	19,964	20,290	23,897
Both	9,364	10,422	13,085

increase of 33.8%. On the other hand, the intra-sectorial budget allocation per student



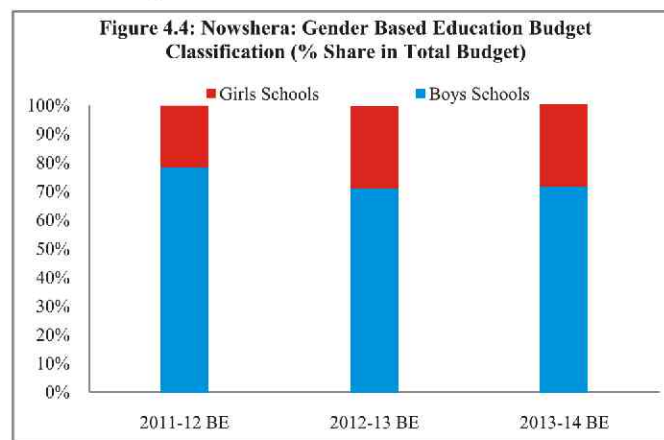
shows a highly favorable and skewed distribution towards secondary education in district Nowshera. The per student allocation at the secondary level increased from Rs.19,964 in 2011-12 to over Rs.22,000 in 2013-14. At the primary level the per student allocation rose to Rs 7,913 in 2013-14 from Rs 4632 in 2011-12. This shows that primary education was given less importance as compared to secondary education while the allocations of budgets were made. This is against the stated policy of the KP government to increase the budget for primary level education.

In addition, the gender based classification (in boys & girls schools) of the district Nowshera education budget shows that boys schools have an allocation of 78% of total district budget in 2011-12. The same was reduced to 71% in 2012-13 and the same ratio stagnated at the level of 71% in 2013-14 as well. On the contrary, the share of girls schools in total district education budget remained on average at 26% during the last few years, however, the same ratio did increase from 26% in 2011-12 to 29% in 2013-14. Again such an uneven and biased distribution of the financial resources at the district Nowshera level has to be addressed properly and required re-prioritization must take place to tackle the issues of not only gender based education inequality but also to meet the education development goals within stipulated time frame.

**Table 4.12: Nowshera Gender Based Education Budget per Student (Rs in '000')**

Sector	2011-12	2012-13	2013-14
Boys Schools	12,800	13,010	16,510
Girls School	5,280	7,030	8,610

Similarly, as discussed in above lines that the gender-based re-classification of the total education budget for district Nowshera also shows a skewed allocation away from female education. The data shows that the expense per student for boys schools increased to around Rs.16,500 in 2013-14 as compared with Rs.12,800 in



2011-12, thus showing an increase of 29%. On contrary, the expense per student in girls schools (both primary and secondary) was only Rs.5,200 in 2011-12, increased to Rs.7,000 in 2012-13 and further increased by 22.5% to only Rs.8,600 in 2013-14. This infers that though the budget allocations per student at girls schools has been on rise but on a proportionate level in absolute terms when compared with allocations per student for overall boys schools at primary and secondary level.

##### 5. Private Vs Government Schools: A case study of comparison of educational standards and learning achievements

Over the years, elementary and secondary educational institutions saw a tremendous growth throughout the province. Research reports attribute this growth to the shifting of children of relatively well-off parents from the government schools to private schools due to low quality of education in the government sector. Moreover, over the years the government school infrastructure deteriorates due to low priority of the government in terms of budget allocation. Schools in government sector are short of basic facilities such as toilet, class rooms, benches, drinkable water and other facilities. As of 2012-13 EMIS data, 27.7% of total enrolment in elementary and secondary education comes from enrolment in the private schools.

To analyze the performance of government schools vis-à-vis private schools, CGPA team visit a number of (A total of 10 schools were visited) both private and government schools in both districts. The schools visited were high schools and around 1000 students were enrolled in each school on average. While the average expenses on salaries of teachers were around Rs 4.0 million in an average high school in the private sector, it were upto the tune of Rs 15.0 million in a school with same enrolment in government high school. A teacher on average is paid Rs 10,000 per month in private sector schools while a government school teacher earn around 25,000 per month on average. There are no retirement benefits available to the private sector teacher while a government school teacher is entitled to full retirement benefits. Moreover, the government schools were short on many facilities while private schools were mostly having basic facilities. However, the government schools have good science rooms, playgrounds, and libraries while the private schools were short on it.

The school performance in terms of educational achievements was markedly better in private schools than that of government run high schools. All the five private schools have more than 50% students who passed the Secondary School Certificate (SSC) examination in the outstanding grade while there were none in the government run high schools. In fact, one particular school in government sector in Charsadda has only 1 student who just got the passing marks.

A report in Dawn<sup>12</sup> newspaper on the comparison of private schools with government school performance is also very revealing which was published last year on 31<sup>st</sup> August. The report summarizes the results of 7 secondary school education boards in Khyber Pakhtunkhwa for the year 2013. According to the report, 15,752 students of private schools have achieved outstanding grade (80 per cent or above marks), while only 860 students of government schools in the province could achieve this honor, according to data compiled from the gazettes of the seven education boards.

## 6. Study Findings

Based on the above analysis, the followings are the major findings of the study.

- Presently the literacy rate for the population (10 years and above) is 52% in KP, lower than the national average of 58%. Similarly, literacy rates for district Charsadda (44.9%) and Nowshera (51.2%) both are below the provincial literacy level.
- During the last three years, though the districts literacy rates are stagnant, therefore making it difficult in terms of time and efficiency to attain the MDGs targets with respect to education.
- There is widespread disparity across gender in education attainment in both Charsadda and Nowshera. However, the improvement of both districts in terms of GPI based ranking is commendable.

<sup>12</sup> <http://www.dawn.com/news/1039579/govt-schools-no-match-to-private-ones>

- Improvements to contain the dropout rates in government schools in both districts are important to handle as NERs in both districts are way far below the GERs.
- Major government schools situated in district Charsadda and Nowshera lack basic essential infrastructure and facilities when compared with non-government sector schools. Lack of facilities in turn added up to already negative perception about public sector primary and secondary education in the province.
- Total students per teacher ratio is quite large in government run schools as compared to non-governmental schools. The situation is worse with respect to girls schools.
- It was observed that the allocation made at the time of budgets for education sector were not realistic as substantial revisions were made in the revised budget estimates.
- Absence of Provincial Finance Award in the wake of legislated but non-implemented Local Government Act has been creating ambiguities when it comes to financial allocations at district level.
- Presently the budget making process is incremental in nature and therefore missing link between the government policy, priorities and budget making and execution process at provincial and district levels.
- Very little importance is given to community and civil society participation in the district level budget making process. As the local governments are not in place, the current fiscal allocations are made at the provincial level with little or no participation or consent from the district level civil society.
- Major chunk of the budget allocations at the district level for primary and secondary education either goes to employee related expenses or allocated for administration, thus providing very little financial space or savings for future investment in schools infrastructure.
- Though over the years, educational budget was increased but very marginally and is only sufficient to cater for the inflation.

- Last but not the least; budget for other than salary is not sufficient to address the rising demands of primary and education sectors to gain efficiency in primary and secondary level education.

## 7. Recommendations

Based on the above budget analyses of the districts Charsadda and Nowshera, the following suggestions have been made not only to exit the stagnant status quo within the districts under consideration but also to made contribution to overall primary and secondary education sector in KP. These include but not limited to;

- The foremost suggestion is to enact the already legislated District Government Act, 2013 in order to have functional district governments at district level including district Charsadda and Nowshera.
- The overall budget for the education sector in these districts need to be increased as currently more than 95% of the budget is consumed by salaries. Very little amount is spared to invest in school infrastructure.
- Since budget is an important policy document, therefore it should reflect the setting government policy priorities including that for primary and education sector. The need base budget making exercise will link education policy with the actual requirement at the grass root level.
- Any unwarranted intra-sectorial budget modifications at district level budgets devoid of any policy change should be avoided in order to smoothen the budget allocations at the district levels over the medium-term time frame. For example, any unnecessary shift of funding from primary sector to secondary sector or vice versa within district level without changing the sectorial education targets carries negative repercussions in attaining the education milestones set for the respective district.
- The budget making process should be made more participatory in nature and in practice. The current highly centralize system of budget making process at the provincial level limits the participation of the civil society at the grass root level.
- It is highly recommended for the government to put more emphasis on allocation of financial resources to primary and secondary education sector based on prudent

policy planning and development. The budget allocation should be on need base and should consider the principle of equity. Districts with lower literacy rates should be given priority will allocating budget to the education sector.

- Both provincial and district governments should ensure the provisions of basic facilities at each school at district level through regular monitoring and evaluation of funds allocated for the said purpose.
- Similarly, In order to address the problem of teachers absenteeism in functional public schools, the community driven monitoring system should be keep in place through Teachers-Parents Associations (PTAs).
- Necessary policy planning and budget allocation and execution procedures should be adopted to eradicate gender disparities within district level education budgets. More emphasis should be given to rural based primary education in particular female education in rural areas.
- Last but not the least, a commendable initiative towards result based management within the education sector at each district level would be an introduction of Output Based Budgeting (OBB). This would help not only in providing the policy link between the provincial and district level but would also guide the district governments to follow and enact its own education priorities within the medium term given the available fiscal space.