

School-Based Management and Education Governance in Khyber Pakhtunkhwa



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Contents

CONTENTS	III
ABBREVIATIONS	IV
INTRODUCTION & CONTEXT	1
EDUCATION GOVERNANCE IN KP	3
WHAT IS SCHOOL-BASED MANAGEMENT?	5
SCHOOL-BASED MANAGEMENT: BEST INTERNATIONAL PRACTICES	7
SBM IN USA	8
SBM IN PHILIPPINES AND INDONESIA	9
SCHOOL-BASED MANAGEMENT MODEL FOR KHYBER PAKHTUNKHWA	11
PARENT TEACHERS COUNCILS	11
WEAKNESSES IN THE EXISTING MODEL	13
EDUCATION DEVOLUTION UNDER KHYBER PAKHTUNKHWA LOCAL GOVERNMENT ACT 2013	14
RECOMMENDATIONS FOR THE IMPLEMENTATION OF SCHOOL-BASED MANAGEMENT IN KHYBER PAKHTUNKHWA	15
RECOMMENDATIONS TO DISTRICT EDUCATION DEPARTMENTS	16
RECOMMENDATIONS TO SCHOOLS	16
FURTHER RESEARCH	17
BIBLIOGRAPHY	18

Abbreviations

BESRA	Basic Education Sector Reform Agenda
CSO	Civil Society Organization
KPK	Khyber Pakhtunkhwa Province
KP	Khyber Pakhtunkhwa Province
LGA	Local Government Act, 2013
PITE	Provincial Institute of Teacher's Education
PTC	Parents Teachers Council
RAND	RAND (Research and Development) Corporation
SBM	School-Based Management

Introduction & Context

Article 25-A of the Constitution of Pakistan guarantees that the 'State shall provide free and compulsory education to all children of the age of 5-16 in such manner as may be determined by law'. However, the current state of public sector education is dismal in Pakistan and the overall literacy ratio (10 years and older) is around 60% according to the latest Pakistan Social & Living Standard Measurement (PSLM) survey (Pakistan Bureau of Statistics, n.d.). Similarly Net Enrolment Rate (NER) at the primary level (Age 5-9 excluding kachi class) stands at 57% for Pakistan which gives an indication that a large number of children of school-going age are out of schools. A survey in 2013 by the Society for the Protection of the Rights of the Child (SPARC) ranked Pakistan second with the most out of school children in the world and estimated that 23% of rural and 7% of urban children are not enrolled in any form of schooling (Jillani, 2013). There are widespread geographical, gender and social inequalities in the provision of public education services across the country.

In Khyber Pakhtunkhwa, the state of education is poorer as compare to the overall average for Pakistan. The overall literacy rate in the province is just 52% which is way below than the national average of 60% while NER at the primary level in KP is 54% below the national average of 57%. According to the official estimates, the total number of primary-age out-of-school children is about 530,000 in Khyber Pakhtunkhwa where majority are girls (International Growth Centre, 2014). KP is also lagging behind all the Millennium Development Goals (MDGs) targets set for the education sector. According to Education Management Information System (EMIS) data set of 2012-13 of Khyber Pakhtunkhwa (KP) province, a total of 3.93 million students are enrolled in government schools where majority of the schools (especially primary schools) lack basic facilities. KP has a higher level of literacy rate only in comparison to Balochistan and FATA. While the male literacy rate is close to the national average, female literacy rate is far below (35%) than the national average (48%). The main contributor to low female literacy rate is the rural locations where due to rampant poverty and cultural norms, most of the girls are out of school.

The government school infrastructure in KP is in ruins as large number of schools were damaged first in 2005 earth quake, then in 2010 floods and some due to the on-going militancy in the province. Besides, lack of adequate budget to the education in the province, most schools in the province don't have basic facilities. According to Annual Statistical Report (ASR) 2012-13 of Elementary & Secondary Education Department of KP, 20% schools are without boundary wall, 30% are without water supply, 42% are without electricity, and 16% are without toilet facilities. Similarly, about half of the government primary schools are run with two teacher and two rooms. Over the years, primary enrolment in government schools is on the decline while more and more parents send their children to private schools. Lack of basic facilities, teacher absenteeism, high student-teacher ratios, lack of access to schools and bad governance are some of the many problems with the government-run schools. According to PSLM survey reports, primary level enrolment in government schools as percentage of total enrolment was 70% in Pakistan for the year 2008-09 which reduced to 66% in the latest survey conducted in 2012-13. The extent of this fall is even sharp in Khyber Pakhtunkhwa. In 2008-09, primary level enrolment in government-run schools in the province was 77% of total which fall by 5 percentage points to 72% in 2012-13. In urban KP, almost half of the children go to private schools (52% of total enrolment in urban KP is in government run schools). The KP EMIS calculates that the private sector is growing annually at 6% compared with a 2% growth in enrolment at the public sector schools. On learning outcomes, private schools are out-performing public sector schools.

To improve the conditions of public schools in the province, successive governments introduce some measures to improve the institutional factors concerning governance in school management. More recently government introduce measures to strengthen monitoring & evaluation of schools, capacity building of Parent Teacher Councils (PTCs) and some others measures to strengthen citizen engagement in management of schools. While improving governance in the education sector of the province was a central pillar of each successive government, very little progress has been made in achieving education sector goals.

The purpose of this study is to introduce the idea of School-Based Management (SBM), a policy tool which can help improve education governance. The basic idea of SBM is to increase accountability along with increasing autonomy which in turn could lead to improvements in the education service delivery by making service providers more accountable and responsible. Besides, this study will also identify key problems currently faced in governance of education sector in the Khyber Pakhtunkhwa.

There are some limitations of the study as well. The basis for the study is only Charsada and Nowshera districts where the project 'Improving Education Governance in KP' is being implemented. The study mainly focuses on the desk reviews and therefore will require further field-testing before piloting at broader scale.

Education Governance in KP

The Elementary and Secondary Education (E&SE) Department of Khyber Pakhtunkhwa is the biggest of all government departments in the province. It has more than 168,000 employees which accounts for approximately 55% of the total employees of Khyber Pakhtunkhwa government. According to recent statistics, some 3.9 million students are enrolled in more than 29,000 Government schools having more than 120,000 teachers. Education department's main functions are performed by a secretariat and the directorate of education while there are separate sections for planning, teachers' trainings, Management Information System (MIS), and Education Sector Reforms Unit (ESRU). While the secretariat mainly formulates the policies, strategies and regulations for schools education and literacy; the directorate manages finances, human resources and planning of the education department.

The 18th amendment to the constitution has devolved education sector to the provinces. Now curriculum, policy and planning are entirely provincial subjects. However, policy level decisions are now centralized in the provincial secretariat and implemented by the directorate of education. The most important tier to interact with individual schools is district education offices working at the district level. The district offices are responsible for the implementation of all programs at district level. However these district offices are seriously understaffed, over-stretched and over-worked and cannot effectively manage schools. Also most of the policies are implemented from the province with no or little input from the district offices of the education departments. Umbrella projects are designed across all the districts of the province without giving differences in the demands at individual district level. These projects, when implemented, did not produce the desired improvements due to inefficiencies in governance.

The practical link between the primary schools and the administration (district and provincial) is the Assistant District Officers (ADOs) who worked under District Officers (Male & Female) and the Executive District Officer (EDO). However, these ADOs have to monitor a large number of schools with little funds. The number of schools is so large for them that it is humanly impossible for them to visit these institutions for supervision and for professional guidance of the teachers.

Under the 2001 devolution plan, education was devolved to local government and placed under the district Nazims. However, practical powers were still with the provincial governments, as district governments were neither given enough funds nor allowed to work independently. Khyber Pakhtunkhwa current Local Government Act 2013 is more empowering the districts in managing the devolved departments. Primary and Secondary Education are devolved services according to the Khyber Pakhtunkhwa Local Government Act 2013 and districts were given enough power on current and development spending and management of schools. If local government elections were held and district level governments were elected, there is going to be a major shift in management of education department at the district level.

The existing Parent Teacher Councils (PTCs) are mostly dormant as only money on pity repairs are spent through PTCs. Only school principal and the secretary usually involve in management of these funds. However, there was some success with building of new rooms as PTCs were more economical in building an additional room than the normal C&W department. KP government is also planning to introduce school based governance model which coupled with PTCs and KP Local Government Act (LGA) 2013 can improve school governance to the benefit of school performance and improving the education indicators in the province.

In a Citizen Report Card (CRC) survey conducted by CGPA in 2013, it was found that most of the PTC members were not aware of the funds allocation for their schools and thus the head teachers utilize school funds with little or no consultation with PTC members. The purpose of the PTC is to make school service providers more accountable; however any notable change is hardly seen with the introduction of PTC. One of the most important issues faced with schools is the lack of accountability. The degree of teacher absenteeism in KPK schools as shown by the CRC tells us that it is a significant problem. 14% of the CRC respondents told that their teachers did not come on a regular basis. According to a UNESCO report, one of the most important factors determining education quality and high drop-out rate is teacher absenteeism (UNESCO, 2010).

As can be seen with all the issues related to schools of KP they are all either due to a lack of accountability or mismanagement. The idea of SBM allows for more accountability making every stakeholder accountable for his or her actions.

As mentioned earlier, private schools are usually seen to be more efficient than public schools as there is a strong management practice along with greater accountability. The reasons are simple, in public schools; teachers tend to have a permanent job (especially in Pakistan) whereas in private schools, teachers' employability is directly related to their performance. The role of the principal is also quite important in private schools as the principal is a perfect stakeholder in terms of the school's efficient running as it has an impact on employability/profits. In the case of public schools, whether the school is efficient or inefficient it makes no difference to teachers and principals, as they continue to get promoted due to a lack of accountability which has led to issues such as absenteeism, etc.

The following sections will briefly describe the School Based Management and will present a model for SBM.

What is School-Based Management?

The quality of education is not dependent only on physical inputs such as classrooms, textbooks and teachers but also on incentives or processes which enhance learning. School-Based Management (SBM) is a tool which allows for the more efficient and accountable education service delivery. The three most important incentives, which affect learning outcomes, are institutional and include choice and competition, school autonomy and school accountability (Hanushek and Woessman, 2007). Choice and competition refers to parents having the ability to choose which school to send their children, which puts a demand-side pressure on schools giving them an incentive to improve performance. School autonomy refers to local decision making and fiscal/budget decentralization which allows for better outcomes in terms of test scores/graduate rates by holding an individual school solely responsible. Lastly, school accountability speaks of better quality and timely service provision on the condition that service providers are accountable to the consumers of public education.

The concept of SBM allows for both school autonomy and school accountability. Caldwell (Caldwell, 2005, p.1) explains school based management as

The systematic decentralization to the school level of authority and responsibility to make decisions on significant matters related to school operations within a centrally determined framework of goals, policies, curriculum, standards, and accountability.

Caldwell explains that there are basically four sources of authority and decentralization can occur between any higher level to a lower level with the sources being central government; provisional, state, or regional governing bodies; municipal, county or district governments; and schools (McGinn and Welsh 1999). However, in terms of SBM, the decision-making authority over school operations is transferred to local agents which could be a combination of principals, teachers, parents, students and other school community members (Bruns, Filmer and Patrinos, 2011).

When SBM policies help transfer decision-making authority to local agents, it allows for both autonomy which leads to more accountability. Schools following a centralized structure are inefficient unlike decentralized structured schools due to several reasons. Inefficiencies in centralized structures are caused by communication breakdown and loss of competitive advantage. In schools where major decisions are to be made and all power lies in the top, information is exchanged several times before reaching the top which can lead to it getting distorted along with slowing the process of acting upon an issue. It can be seen that in the case of some of the more successful private schools, a decentralized structure is followed which allows for the better running of the organization. Schools with decentralized structures are adaptable to change which allows for them to enjoy competitive advantage as opposed to public schools which follow a perfect bureaucratic structure. The reason why decentralized structures are adaptable to change and are important in schools is to do with many factors.

Schools following a decentralized structure allow for better control, improved teamwork, quick decision-making, facilitation of growth and promotion of initiative. With a school following a more decentralized structure, individuals take their own decisions making each individual personally responsible adding to better accountability and control. Teamwork is improved as all stakeholders are sharing decision-making powers which add to the integration of individuals as one-team and helps develop team spirit. In terms of quick decision-making, it is not difficult to see that with an action not requiring the approval from every level of management that an action would be performed more speedily or be approved more quickly. Growth is also facilitated in a decentralized structure and grants more autonomy to every

stakeholder which allows for every individual/group to act according to the demand of every situation, allowing for a more efficient performance. Lastly, when individuals/groups are given more authority, it allows them to showcase their creativity and take an initiative.

There is no stiffness in terms of the adaptability of the SBM policy as it has been “*implemented in different ways and for different reasons at different rates in different settings*” (Caldwell, 2005, p.3). The basic concept behind SBM however is to allow decision making at the grass root level while keeping school leaders relevant and essential in terms of focusing on more significant matters.

Most developing countries suffer from problems in the public service delivery of education due to weak voice, poor management, insufficient information, confusing roles and weak incentives. The idea of SBM apart from increasing accountability and efficiency also is to address the above mentioned issues which in turn would further increase efficiency and accountability. (Policy Brief: Strengthening Accountability in Public Education, 2014).

According to Equip2’s policy brief (Policy Brief: Strengthening Accountability in Public Education, 2014), developing countries suffer from “*weak voice*” as clients in the public education system can only express their voices at the ballot box by voting for legislators. But, despite legislators being responsible for education, they are responsible for other government services as well and when clients demand betterment in the education system, their voices are weak compared to teachers’ union wanting higher salaries, military demanding armaments, etc.

Poor management in education is also due to many reasons, as mentioned earlier, public education system follows a bureaucratic structure, where information is exchanged several times, distorting it in the process. The bureaucratic structure is less adaptable to change and there is difficult in trying to implement any change.

Insufficient information in the education sector is basically referring to a lack of information for parents and sometimes even policymakers regarding finances, spending and outcomes. According to Equip2’s brief (Policy Brief: Strengthening Accountability in Public Education, 2014):

In developing countries because parents lack even the most basic information and cannot strengthen their voices through fact-based arguments (there are problems in the education system). The absence of information on such issues as relative school performance also contributes to parental complacency and inaction. This is particularly true of parents who are poorly educated. Such inaction reduces the capacity of decisionmakers to implement preferred school policies.

Equip2’s brief (Policy Brief: Strengthening Accountability in Public Education, 2014) also states that even if parents do have information about teacher or school performance, they most often don’t know who to complain to and how to complain. The problem is even greater in decentralizing structures, as roles are changing and people are unaware of it.

Lastly, weak incentives are also a key issue in the lack of accountability in the public education sector. According to Equip2, strong accountability requires strong incentives. The brief gives the example that in a competitive private market, failure to meet client demand translates into bankruptcy. The brief also gives the example of Chile where public sector managers face criminal charges if auditors find they have spent their budgets incorrectly; however any such accountability is hardly seen in the public education sector.

School-Based Management: Best International Practices

At the center of school based management lies the idea to strengthen community voices for improving public sector education service delivery. In order to strengthen community voices, there should be spaces for community members to articulate their voices, and contribute in the public education service delivery. There is no one-size-fits-all formula in SBM, and the best international practices depicts various localized solutions for ensuring community voices in improving public sector education service delivery.

A research report 'Devolution and Education' (Australian Education Union, 2012) published by Australian Education Union provides a very good synopsis of the assessments of various experiments around the world on SBM. However, the analysis is mostly in the context of SBM in developed countries where schools are involved even in the curriculum design like Finland. Curriculum design is done at the provincial and national level in Pakistan. While comparing SBM models in most of the global north with Pakistan, it is apparent that Pakistan context is different owing to following challenges:

- In most developed countries, there is lesser focus on enrollment of out of school children while millions of children are out of school in Pakistan. Therefore, in Pakistan more community engagement is needed at the school level to bring out of school children in school.
- Even if all out of school children are enrolled in schools, the available infrastructure in the form of government schools is hardly in position to accommodate such schools. There are evidences where 256 children are sitting in one classroom in a school district Mardan of Khyber Pakhtunkhwa province. Therefore, balancing access to and quality of education will remain a challenge in the context of Khyber Pakhtunkhwa.

The SBM schools have major decisions regarding budget, staff and curriculum made at the school level by principals, teachers, parents, students and community members. There are mainly three different models of SBM which have been implemented and include Principal Control, Teacher Control and Community Control.

Principal Control

Principal control involves empowering the principal to make decisions where he/she is held accountable for results by the district. Parents and teachers may advise the principal from time to time and a site council may or may not exist in this form of SBM.

Teacher Control

Teacher control involves power shifting down the professional hierarchy to teachers. The school faculty usually elects a group of teachers to a site council which serves as the school's main policy making body. Like principal control, parents may advise the site council and could even join and be a part of it.

Community Control

Lastly, community control refers to power and accountability shifting to parents and community members as they make up the main consumers of the education service. It is not difficult to see that parents usually are most concerned regarding their children and the community is most concerned with future employment, etc. giving a rising to the need of community control.

SBM in USA

Coming to the idea of control and the shift of powers, the question that comes to mind is how much power is transferred to schools and who wields it exactly. Referring to (Arnott and Raab, 2000) we can see that schools in the USA have found it advantageous to disperse power broadly throughout the school organization and to use site-councils to coordinate the efforts of various stakeholders who are involved in the decision-making process.

The effective community involvement in USA Public Schools is accomplished by council sub-committees whose membership is open to interested parents and teachers. In terms of operations, decision-making groups are structured formally with assigned members and regular meetings. Minutes are taken of meetings and distributed to all teachers with parents and community members being informed of major group decisions regularly via school newsletters (Arnott and Raab, 2000).

In the case of Chicago, USA where a mandated school improvement plan was implemented and was a key mechanism in bringing together parents, teacher and community members around a comprehensive and strategic plan for school development. The plan lays out goals and strategies for specific improvements with monitoring processes and detailing benchmarks by which progress will be measured.

The most successful SBM schools in the USA had a well-defined vision which guided curriculum, instruction reform and conversations in decision-making. To sum up, improving schools established many forums to facilitate discussions among stakeholders about issues of teaching and learning where SBM provided many opportunities for involving a broad group of people effectively reducing workload of the previous centralized management and expanded the commitment of improving schools beyond a selected few. The most successful SBM schools in USA have wide participation and those which haven't had such success had very restricted participation exhausting the few part of the decision-making group.

SBM in the USA has allowed for a change in the role of principals. In traditional public schools, the principal is to accept teachers assigned by the district office (based on seniority) but with devolved management with the help of SBM, principals were given the authority to recruit and hire professional staff which they deemed fit and necessary. Effective principals usually do try and get input from various stakeholders regardless of SBM, but SBM in USA has allowed principals to share their powers with a wider range of stakeholders. Successful SBM schools viewed had their principals as very efficient managers where they managed effectively and got things in order. With teachers having all the material required for teaching in classes to getting students, academic and social support, and principals played a big role.

Involvement of teachers increased with SBM from being in advisory roles to decision-making positions. The level of power, which teachers exercise vary from school to school in the USA, where some might influence minor issues to being instructional leaders. In some of the more successful SBM schools in USA, teachers took on many of the governance issues faced by schools including budgeting and professional development. Teachers who were effective in ensuring that all stakeholders felt welcome to participate in decisions were successful in demonstrating the efficiency and need for SBM. In successful SBM schools in the USA, an emerging professional community is seen where there are regular opportunities for dialogue among educators and community about practice and student learning.

Lastly, SBM has allowed for an increase in authority of parents with respect to school policy as it has increased their involvement in school operations. Looking at the case of Chicago, it can be seen that the mandated duties of parents involved selecting a principal and approving of school improvement plan and budget. Evidence suggests that expanded participation by local community in school decisions provide strong support for implementing fundamental changes in schools. As (Guskey and Peterson, 1996) have found, extending professional development beyond just teachers and including all stakeholders has been a great help in encouraging active participation in the decision-making process. Successful SBM elementary schools in the USA support parents in their parental role by offering parent training classes and teaching parents how to monitor homework and reinforce learning at home.

SBM in Philippines and Indonesia

Unlike the USA, most countries around the world have a somewhat unified SBM model. Looking at the complete opposite side of the spectrum i.e. less developed countries, namely Philippines and Indonesia, we can see that the education sector of both the countries has also enjoyed success since the implementation of School-Based Management. It is important to see the implementation of SBM in every type of country (developed or less developed), as it gives a better picture of both the limitations and advantages of SBM.

In the Philippines, SBM was integrated in two projects from 2001-2005 and then was carried out as a national policy in 2006 as the most vital aspect of Basic Education Sector Reform Agenda (BESRA)(Abulencia, n.d.).

The idea of BESRA was to introduce and implement School-based Management at the national level in the Philippines. Bernardo (Bernardo, 2010) highlighting the qualities of BESRA states that BESRA is student learning focused and affirms the need to employ diverse approaches for the purpose of learning facilitation. Bernardo also states that BESRA creates stronger accountabilities to the community and allows for more responsive and relevant school programs.

Before the introduction of SBM in the Philippines, the public education sector of the country was bureaucratic, centralized, inefficient and alienating. However, the report of Abulencia(Abulencia, n.d.)depicts that in both the Philippines and other countries where SBM has been implemented, it has delivered the promise of both increasing accountability and increasing efficiency of the public school system. Abulencia states *"in the Philippines, the... (SBM) pilot projects have proven their impact, thus the national cascading of SBM is a decision and policy in the right direction"* (Abulencia, n.d. p. 28).

The SBM model of Philippines is still moving in the direction of SBM via increasing accountability and autonomy, however it hasn't reached the end result. But, it needs to be kept in mind that with the implementation of SBM, most schools have enjoyed success by increasing greater autonomy and accountability and empowering the local community. It has helped in many schools develop greater harmony between the community and making the stakeholders realize their importance as well.

Looking at the case of Indonesia on the other hand, as is the case with all School-based management programs, the idea behind introducing SBM in Indonesia was to provide autonomy to schools and encourage greater participation of the local community in school affairs. Before SBM being introduced in Indonesia, it was similar to Philippines in terms of the education sector being a centralized bureaucratic structure suffering from inefficiencies and lack of accountability and autonomy.

According to RAND (RAND, 2012), the role of school committees in Indonesia's SBM program was to be

that of an advisor in terms of deciding and implementing school policy along with being given a supporting role in financial matters to ensure transparency and accountability. The members of the school committees consisted of community, education specialists, organizations, students and other prominent figures from the community i.e. wide dispersion of powers. The members were elected in a very transparent and democratic manner with government defined processes.

The idea of SBM in Indonesia consisted greatly of all three forms of SBM i.e. principal control, teacher control and community control. According to RAND (RAND, 2012, p. 9)

The standards direct schools and madrasahs to formulate a school vision, mission, and goals on “the basis of inputs from all stakeholders including the SC and decided by a teaching board meeting chaired by the principal.”

The report by RAND (RAND, 2012, p. 10) also suggests that the idea in Indonesia was to create a very transparent and accountable system by stating

Monitoring of school management is to be exercised by the SC on a regular and continuous basis, and supervision over academic management is to be exercised by the principal and the district. Schools are also required to assign a member of the teaching staff to respond to complaints and requests for information from the public.

Despite the successes of the SBM model in Indonesia, it is still a work-in-progress like Philippines. It has to a great extent moved towards decentralization and operational, budgetary and programmatic autonomy. However, great devolution of powers is still required in terms of parent involvement despite the concept of involving parents being present. The report by RAND suggests that while Indonesia has definitely moved towards betterment by introducing SBM, in order to achieve the maximum efficiency of the policy implementation, even greater empowerment is required.

It can be concluded with certainty that despite SBM has in some countries has arisen problems, it has in every case moved towards betterment compared with a centralized bureaucratic school structure. In cases where SBM hasn't enjoyed as much success as hoped for, most of those cases have not dispersed powers greatly and are still premature in terms of effective implementation. Therefore, it can be said with certainty that SBM is a step in the right direction of greater school autonomy, accountability and efficiency.

School-Based Management Model for Khyber Pakhtunkhwa

Khyber Pakhtunkhwa Integrated Development Strategy 2014-18 states (Government of Khyber Pakhtunkhwa, 2014, p. 58):

Management of Schools: In order to improve the conditions in public schools, the strategy is to focus on measures to improve the institutional factors in school management along with budgetary allocations directed toward improving physical infrastructure. Several steps have been planned, including the strengthening of monitoring and evaluation functions to monitor schools, capacity building for parent–teacher councils (PTCs), and the adoption of roadmap with indicators to strengthen citizen engagement and improve awareness on access, quality and completion goals in the Education Sector Plan.

SBM is a prerequisite for achieving education related objectives of this strategy. The successive governments in Khyber Pakhtunkhwa have tried to devolve education to the district and school levels. Such initiatives for devolution of primary and secondary education have been met with mixed results. The major focus of the devolution of financial and administrative powers to schools in Khyber Pakhtunkhwa province has been through PTCs.

Parent Teachers Councils

Following are the composition and role and responsibilities of PTCs according to the relevant government department, PITE's manual (Provincial Institute of Teacher's Education KP, 2009):

Introduction to PTC

A parent teacher council shall be constituted for every school, for the purpose of improvement in the quality of education, timely execution of development projects in the school and ensuring the participation and co-operation of the parents & community in the educational activities. The council shall comprise the teachers, Parents and representatives from the local community.

Composition of the council

1. Four elect parents who will elect a chairman chairperson from among them.
2. The principal/ head master / head mistress /head teacher of the school shall be the secretary-cum-member of the council.
3. An influential person from the same locally, who will be chosen by the parents.
4. A retired govt. servant from the same locality / settlement.
5. A councilor of the respective gender from the same locality where the school is situated.
6. If the members at S. No. 4 & 5 are not available, then, from parents members shall be elected in place thereof.

Procedure for constitution of the PTC.

1. The parent members shall be elected by at least 25% of the General Body of the parents.
2. The parents members shall elect & Chairman /Chairperson from among them.
3. Members of the PTC shall be elected / chosen for a period of three academic years. There after a fresh Council shall be elected.
4. At least four members (50%) shall constitute the quorum for the councils meeting.
5. A bank account in the name of PTC shall be opened which will be operated jointly by the chairman / Chairperson & Secretary of the council.
6. If the child of a member's parent leaves the school, the parent member shall cease the membership of the council. The general body of the parent shall elect another parent member in place of him/her within a month.

7. *The seat vacated due to any reason shall be filled immediately in the prescribed manner.*
8. *PTC for female school shall consist of female members only; However, PTC for male school shall consist of male & female members.*
9. *The general body of parents will have to review the performance of PTC in a general body meeting to be convened by the Chairman/ Chairperson after each 5 months.*

Responsibilities of the PTC.

Every PTC shall perform the following types of functions/ duties:

- a. *Administrative & Developmental Responsibilities.*
- b. *Financial Responsibilities.*

Administrative and Developmental Responsibilities.

1. *Efforts for increase in enrollment and to make sure that all school age children are attending the school.*
2. *Discourage drop outs, motivate parents regarding education of their children teaching environment and extend full cooperation in this regard.*
3. *Create awareness about importance of education & motivate parents to send their children particularly girls to schools.*
4. *Organize walks, debates and other activities on the National festivals, so as to encourage the students and propagate the importance of education.*
5. *Provide financial assistance to the poor children especially intelligent children.*
6. *Create an environment of activity based learning in the school.*
7. *Make efforts for character building of the students.*
8. *Help the school staff in organizing curricular & co-curricular activities.*
9. *Ensure regular attendance of the teachers and in case of their continuous absence and poor performance, report to the concerned authorities.*
10. *To issue warnings to the teachers for their continuous absence from duty.*
11. *Make arrangements for the repair and maintenance of the school.*
12. *Purchase of furniture, science and other equipment necessary for educational activities in the school.*
13. *Make arrangements for provision of basic facilities and monitoring of construction of additional rooms/missing facilities in the school.*
14. *Make arrangements for the repair of furniture in the school.*
15. *Address problems of students and teachers so that educational activities are not disrupted.*
16. *Help in maintaining good working relations between the community and governmental and non-governmental organizations for the betterment of the school.*
17. *Utilize the resources provided by the government & community (funds, equipment and man power) for the betterment of the school.*
18. *Provide funds for the requirements identified by the students or teachers.*
19. *Award scholarships and prizes to the students on the basis of prescribed criteria.*
20. *Take any other steps related to educational activities in the school.*

Financial responsibilities.

1. *Every council shall open and maintain a bank account which will be jointly operated by the Chairman/ Chairperson and Secretary of the Council.*
2. *All funds provided by the government and all donations shall be deposited in the said account.*
3. *Utilize the funds at the discretion of the PTC on individual need basis, according to the priorities set by the PTC. In this regard there shall be no bar of purchasing any particular item.*
4. *PTC shall undertake minor civil works and repairs itself.*
5. *PTC shall monitor the civil / other works executed through the said PTC funds.*

6. *PTC shall maintain complete record of income and expenditure and shall submit copies thereof to the EDO concerned at the closure of the financial year.*
7. *The PTC funds shall not be lapsable and could be utilized during the succeeding financial year.*
8. *All the decisions related to general and especially financial matters shall be taken with majority vote.*
9. *Signatures of both Chairman/Chairperson and Secretary shall be mandatory for the withdrawal and utilization of the PTC funds.*
10. *PTC shall have the authority to utilize the funds on petty repairs, minor civil works, payment of utility bills, repair of bathroom/ latrines, white wash, purchase of tats/ furniture, classroom consumables, laboratory equipment and consumables, gardening etc. and other requirements as determined by the PTC.*

Weaknesses in the Existing Model

There seems to be very elaborate role and responsibilities of the PTCs on paper. However, during the consultations, the following weaknesses were observed for effective engaging PTCs:

- Funds to schools are not provided on the basis of needs. There is no proper mechanism through which PTCs members can communicate the actual needs, and those needs are properly documented at the village, Tehsil and District levels. Rather in most cases uniform allocations to school are made. There should be some criteria based on which the PTCs can demand funds for their schools, like number of enrolled children, missing facilities status etc.
- Most of PTCs members are not aware of the operationalization and process of utilization of PTCs' funds. In most cases, PTCs participation in fund utilization is taken as just formality. Most PTCs members are even not aware of their powers and responsibilities.
- Teacher behavior towards PTCs' members counts a lot. In most cases, the selection procedure is not properly followed. Teachers appoint the PTCs' members based on their relations who in turns could not hold them accountable. There needs to be some procedures for avoiding conflict of interest in the selection of PTCs' members.

CGPA carried out two consultative workshops on School-Based Management with several stakeholders from the education circle in District Nowshera and Charsadda, namely the district education department, CSOs and the journalists. Apart from the education department, CSOs and journalists are very equipped with commenting on both the needs and flaws of the education department/system due to their constant interaction with the stakeholders. During the workshops, the participants shared the following suggestions:

- PTCs should be made autonomous bodies with clear role and responsibilities to manage schools.
- There should be no political interference in school management. Political interference in teachers' appointment, posting and transfer was pointed out to be the main hurdle in improving education status.
- Participants informed that teachers were being appointed as polio eradication officers, above and beyond their actual duty of teaching children. Similarly, teachers are also appointed on carrying out duties in general elections or other government surveys like census. Shall teachers perform such duties; there should be a mechanism whereby their presence in school is also ensured during working hours.
- Officers of the district education departments were of the opinion that they should be empowered to manage schools. In the backdrop of SBM, role of district level officers can't be

overlooked. However, their role should be to streamline school needs identified through the PTCs, and provide resources in efficient and timely manner for improving public education service delivery.

From the consultative sessions, it became evident that Firstly, powers need to be devolved to the principals, teachers and local community. However, along with devolving powers to schools, there needs to be proper system of check and balance. Here comes the role of elected councils at village and district level as envisaged under Khyber Pakhtunkhwa Local Government Act 2013.

Education Devolution under Khyber Pakhtunkhwa Local Government Act 2013

Khyber Pakhtunkhwa Local Government Act 2013 devolves social services, including education, to district governments. The Act mentions primary and secondary education, vocational education, special education, adult education & literacy as devolved subjects to local government. The district government is responsible for:

- i. Approve bye-laws for performance of functions devolved to district government
- ii. Approve taxes
- iii. Approve long term and short term development plans, annual and supplementary budgetary proposals
- iv. Elect standing committees of the district council for each of district government department
- v. Review reports presented to Nazim (mayor) of district council

Powers and functions of the village council include monitoring and supervising the performance of functionaries of government offices located in the areas of the respective village council or neighborhood council, including education, health, public health engineering, agriculture, livestock, police and revenue, and hold them accountable by making inquiries and reports to the district government.

Hence the Khyber Pakhtunkhwa Local Government Act 2013 provides for the devolution of education to village level, so along with PTCs, a very good model of SBM can evolve where local councils at village and district levels can have roles in monitoring and supervising the functions of PTCs. The next chapter discusses this model in details.

Recommendations for the Implementation of School-Based Management in Khyber Pakhtunkhwa

SBM has a great potential for improving student performance. However, for successful implantation in Khyber Pakhtunkhwa, there is need for aligning roles and responsibilities of the key stakeholders at different levels of education management. Many important aspects from best international practices of SBM can be piloted while implementing SBM in Khyber Pakhtunkhwa.

There should be some administrative and financial autonomy at the school level. However the quantum of autonomy is very much debatable. For example, in Khyber Pakhtunkhwa, curriculum management can't be decided at the schools level, which is prevalent in some SMB model internationally. Similarly, since the provincial governments come with mandate on education therefore the provincial government shall provide the overall policy framework. However, there must be enough administrative and financial space at school level to achieve the objectives of overall policy framework. Therefore, planning and management of resources for achieving policy objectives shall be the propogative of schools.

The district education office has important role in this regard. Once the PTCs or school management committees devised their school development plan based on school needs, they must budget their needs accordingly. At this stage the committees shall also mention community contribution, both in terms of financial and in kind form. However, the PTCs shall be trained on how to make output based budgeting, by related the budget (input) with some immediate output in terms of number of children to be enrolled, improvement in class environment, providing missing facilities etc. Currently, the district education budget is developed without any inputs from the schools. Schools are at the center of education, and without taking schools' needs into consideration for budgeting, little improvement in the state of education can be expected.

Once the budget is finalized at the school level and discussed with the respective village councils, then the district government shall make a consolidate list of needs and required budget of all schools. In this regard, the role of district education offices is very important. The PTCs manuals shall be revised as per the KP Local Government Act 2013 so PTCs role and responsibilities are aligned with the local government system. However, the KP government shall hold local government elections for full implementation of the Khyber Pakhtunkhwa Local Government Act 2013.

Once the provincial assembly approves the annual budget, then again role of district education offices, district council and village council is very important. The district government should ensure that the budget to each school is provided as per plan. However, the PTCs shall be fully empowered to use the budget according to their school development plan. The PTCs shall be trained to keep their accounts books, minutes meeting, monitoring reports, and all other documents related to procurement.

Provincial Support

As provincial support is pre-requisite to help school-based management by providing real support, it is recommended that it should actively encourage districts to utilize SBM as a medium to improve schools governance. The provincial education department should also delegate powers to the lower levels and shall orient provincial secretariat staff on SBM. The provincial government shall also devise a strategy with the district education departments to monitor the performance of schools in terms of enrollment and quality education.

Recommendations to District Education Departments

SBM cannot be successful without the help and support of the district education departments. Therefore, it is recommended that the District Education Departments communicate to all educational stakeholders in the district what SBM is and why it is desirable to implement it. It is also quite important to communicate that with all policy recommendation/changes; significant results are not visible instantaneously and will take time to show large-scale changes of benefit to the overall educational system. Being in one of the most significant positions, District Education Departments will be required to work with schools and school communities to make them understand how the roles of the stakeholders might change after the implementation of SBM and assist them during this process. As real authority will be required to be delegated at the school level, the increase in authority be in the hands of PTCs with representatives from all key stakeholders i.e. principals, teachers, noncertified staff, parents, community representatives and students. It is also recommended that someone from the District Education office is designated to facilitate the implementation and operation of SBM with responsibilities including making sure that the PTCs are able to exercise the authority delegated to them. The Education Department will also be required to provide information and training to school site councils including:

- Clear guidelines about roles and authority
- Content knowledge about student and overall performance, budgets, facilities, local or state regulations and all other areas in which they will be expected to make decisions or influence them
- Skills training in group work such as problem solving and decision making
- Provide other resources such as financial support for carrying out various activities
- Provide help to schools in terms of waiving state and local regulations when appropriate and require
- Involve teacher union representative in the early stages of SBM and making them aware of the benefits to teachers
- Assist schools to modify their structures in terms of SBM when required to increase more efficiency and accountability

Recommendations to schools

The idea of SBM is unique as it is applied differently in different areas; however its functionality is specified by some degree by the district. Despite decentralization of authority, the principals/head teachers will continue to play an important role in the whole process of SBM. Therefore, the head teachers have to:

- Help staff and community members understand what SBM is and how it is a policy tool to improve student performance and increase accountability in the education system
- Become familiar with literature on SBM so as to understand the known and successful approaches to minimize issues
- Seek out parents and community members for their input and involvement in the restructured form of school governance
- Help staff and community members understand how their roles will change after the full implementation of SBM and help through this change
- Reinforce the fact that visible success of SBM is not seen instantaneously and that it is not a short-term project rather a complete change in terms of how schools operate
- Involve teaching staff in making substantive decisions about the curriculum
- Encourage activities of group planning and learning activities.

It is recommended to provide regular support to principals, teachers and parents and facilitate them of the best and most successful practices of SBM. It is also important to provide them with training and make sure they play an active role and maintain their level of activity as the most successful SBM schools have been those where each stakeholder has been active and focused on group-work maintaining a group identity involving a representative from every stakeholder group in decision-making.

The key point is to implement SBM in terms of a combination of principal control, teacher control and community control with added accountability of every stakeholder along with providing assistance and support with the transition to a more accountable school structure.

Further Research

The study recommends further research in the form of in-depth survey in sampled districts of Khyber Pakhtunkhwa on PTCs in Khyber Pakhtunkhwa, to determine:

- Why PTCs have not been very effective in school management so far? What are the issues PTCs members are facing in their engagement in schools management?
- What are teachers' experiences while working with communities under the PTCs platform?
- What is the PTCs level of understanding of their role and responsibilities? How they benefited from training program, if there were any?
- What are the community members and teachers recommendations to make PTCs more responsible and accountable?

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