



## School Based Management In Khyber Pakhtunkhwa



District Delivery



Centre for Governance and Public Accountability (CGPA)



## **School Based Management In Khyber Pakhtunkhwa**

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## **Acronyms/ Abbreviations**

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<b>AASA</b>	American Association of School Administrators
<b>ADEO</b>	Assistant District Education Officer
<b>ASC</b>	Annual School Census
<b>ASDEO</b>	Assistant Sub District Education Officer
<b>BESRA</b>	Basic Education Sector Reform Agenda
<b>B. Wall</b>	Boundary Wall
<b>CSO</b>	Civil Society Organization
<b>DDEO</b>	Deputy District Education Officer
<b>DEO</b>	District Education Officer
<b>DFID</b>	Department for International Development, UK
<b>E&amp;SE</b>	Elementary and Secondary Education
<b>ED</b>	Education Department
<b>EMIS</b>	Education Management Information System
<b>ESRU</b>	Education Sector Reform Unit
<b>GGHSS</b>	Government Girls Higher Secondary School
<b>GGHS</b>	Government Girls High School
<b>GGMS</b>	Government Girls Middle School
<b>GGPS</b>	Government Girls Primary School
<b>GHSS</b>	Government Higher Secondary School
<b>GHS</b>	Government High School
<b>GMS</b>	Government Middle School
<b>GoKP</b>	Government of Khyber Pakhtunkhwa
<b>GPS</b>	Government Primary School
<b>KESP</b>	Khyber Pakhtunkhwa Education Sector Programme
<b>KP</b>	Khyber Pakhtunkhwa
<b>LGA</b>	Local Government Act, 2013
<b>MDGs</b>	Millennium Development Goals
<b>NAESP</b>	National Association of Elementary School Principals
<b>NASSP</b>	National Association of Secondary School Principals
<b>NEC</b>	National Education Census
<b>PPC</b>	Public Procurement Committee
<b>PTC</b>	Parents Teachers Council
<b>SBM</b>	School Based Management
<b>SMB</b>	School Management Board

## **Executive Summary**

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The basic aim of the study is to evaluate the current operational procedures of school based management in Khyber Pakhtunkhwa vis-a-vis the national and international best practices (e.g. resource management, budgetary preparation, role of parent teacher council, accountability measures, etc.) at school level.

The purpose of this study is to generate discussion on the idea of decentralized management system in government schools and to present a feasible and applicable SBM model. The basic idea behind the proposition of the SBM model is to increase not only learning outcomes and accountability but also entrusting maximum autonomy to schools in term of exercising more powers which in turn could lead to improvement in the quality of education. As a policy tool, the study will open new doors and options for decision makers in the education sector.

The study was conducted using various research tools including a questionnaire designed to collect both quantitative and qualitative information from different groups of stakeholders. Quantitative data were collected from the officials of education department from provincial secretariat and directorate, and at district level from principals/head teachers, teachers, parents (PTC) and community influentials. In addition to this, qualitative information was gathered through in-depth interviews and discussions with renowned educationists and experts, principals, teachers, parents and alumni from both the public and private sectors in the selected five districts.

### **Expectations of Stakeholders from SBM**

1. Stakeholders including officials from KP education department, principals/head teachers, teachers, parents, alumni and other community members were generally optimistic about the benefits that School Based Management could bring in terms of teaching, learning and school management. Their views were favorable given that the respective communities responded to requirements positively. For parents the expectations from SBM in terms of its benefits were much higher than other stakeholders.
2. In addition to this, most of the experts and educationists were of the view that the introduction of school based management in the government schools could result in positive outcomes in respect of increased enrolment, efficiency in school management, sense of commitment and job satisfaction of teachers.

### **Actual Impact of SBM in Decentralized Schools**

1. The leading private schools management models in Peshawar e.g. Qurtuba School, Peshawar Model School, ICMS, Peshawar Public School (best public sector model of SBM) and 10 other middle and low cost private schools were of the view that SBM had helped increase transparency in school management, sense of accountability in teaching, learning effectiveness and resource deployment, and had also led to more active participation in school's affairs by teachers, parents and the community.

### **Way Forward to Implement SBM**

1. To implement SBM in Public Schools it would be essential to first develop a road map for implementing management at school level which would be used as an advocacy tool dealing with education department and non-state organizations.

2. It would also be essential to assess and review the principles and objectives of school based management (SBM) that the concept is implemented in terms of direction, target and spirit.

#### **Concerns of Stakeholders in terms of Implementing SBM in Public Sector**

1. Some of the stakeholders especially the teachers were worried that their schools might deviate from national objectives if SBM is implemented as they consider the Pakistani society (especially the rural community) does not have the sufficient capacity to cope with such a change. They termed SBM as a 'gigantic task' for which the community was unprepared.
2. Some of the stakeholders opined that there shouldn't be any change in the current style of school operations. It is possible that they believe the current system to be running smoothly and they need time to review their existing procedures and mechanisms.
3. Some opined that with the introduction of SBM, transparency would increase leading to additional workload and work pressure including more paperwork which would increase administrative workload putting additional pressure on teachers and staff.
4. It was the unanimous view of most stakeholders interviewed at education department that the district education offices and the provincial authorities should render full support to the idea in addressing uncertainties that might arise in the transitional stages.

#### **Satisfaction Level of the Stakeholders with School based Management**

1. Most stakeholders, particularly the representatives from the newly elected local bodies' of village and neighborhood councils in KP, indicated that the great majority of them were satisfied with decentralizing the system. Apart the elected representatives, the PTC members, though illiterate and less aware in most cases showed great enthusiasm with the model especially with regard to "providing advice at the macro level on school policies". With the exception of a few, the majority of principals/head teachers were also satisfied with the idea. The teachers on the other hand, showed mixed sentiments (almost half of those interviewed were not satisfied with the SBM model).

## Introduction

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The educational landscape of Pakistan has gone through numerous transformations over the past two decades. Enrollment levels have been on the rise, with net primary enrollment rate for children aged 5-9 years increasing from 42% in 1999 (PIHS 1998-99) to 60% in 2014 (PSLM 20013-14)<sup>1</sup>. The gender parity index for net primary enrollment can also be seen to be improving from 0.68 in 2001 to 0.84 in 2013. In addition to this, according to the National Education Census (NEC)<sup>2</sup>, one can also see the private sector institutions getting more significance by the day with being non-existent at one point to having a contribution of 37% towards the total enrolled students in Pakistan.

The changing environment in the education sector of Pakistan has created numerous opportunities as well as challenges in terms of policy development. With an increasing population of children under the age of 16 and introduction of article 25-A to the Constitution under the 18th Amendment that reads, '*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*',<sup>3</sup> the government is faced with a daunting task of enrolling all children between the ages of 5-16 in the country as well as improving the quality of education for sustained access.

The current situation of education in the country, especially in the government schools, shows a very dismal picture. Since the past two decades Pakistan has gone through tremendous national security issues and challenges, added with natural calamities putting the education issue at a 'less priority' area in the national agenda. The Society for the Protection of the Rights of the Child (SPARC) ranked Pakistan second in terms of the most out of school children in the world and estimated that 23% of rural and 7% of urban children were not enrolled in any form of schooling<sup>4</sup>.

In Khyber Pakhtunkhwa, the situation is more appalling compared with the rest of the country. The overall literacy rate in the province is 58%, 2% below the national average of 60%. According to the official estimates, the total number of primary-age out-of-school children is above three million in Khyber Pakhtunkhwa, where the majority is of girls<sup>5</sup>. KP is also seen lagging behind in achieving the Millennium Development Goals' (MDGs) targets set for the education sector. According to KP-Education Management Information System (EMIS) 2013-14, a total of 4.16 million students are enrolled in government schools where the majority of the schools (especially primary schools) lack basic facilities.

The condition of female literacy rate in the province is miserable at 35% compared with the national average of 48%. The age old negligence of the sector on part of the government in terms of governance and management, undue political interference, low budgetary provisions for education both at national and provincial level, tough and unfriendly geographical locations, ill-planned school locations in term of distance between the school and the locality, illiterate parents, current wave of extremism in the country, non-availability of basic facilities at the girls' schools, and rampant poverty in the province all greatly contribute to low female literacy rate in KP. KP Elementary & Secondary Education Department's Annual School Census (ASC) 2013-14 reveals that 20% of schools in the province are without boundary walls, 30% are without water supply,

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<sup>1</sup> Pakistan Social And Living Standards Measurement Survey 2013-2014. Pakistan Bureau of Statistics. Print.

<sup>2</sup> NEMIS, (2011). *Pakistan Education Statistics 2011-2012*.

<sup>3</sup> Parliament of Pakistan., *18th Amendment To The Constitution Of Pakistan*. Islamabad: N.p., 2011. Print.

<sup>4</sup> SPARC., *The State of Pakistan's Children*. Print.

<sup>5</sup> International Growth Centre., *Reclaiming Prosperity In Khyber Pakhtunkhwa*. 2014. Print.



42% are without electricity, and 16% are without toilet facilities<sup>6</sup>.

Apart from this, it can be seen that the private sector poses a great threat to the public sector as well with achieving tremendous success and contributing 37% to national enrolment. It's actually the deploring quality of education in public schools which opened space for the private sector in the first place. Private sector schools are comparatively well planned and render better education as compared to the government sector schools. Majority of parents – depending on financial stability - prefer private schooling while choosing a school for their children.

However, steps are being taken by the current KP government to address the many issues of public schools including providing basic facilities to the schools which lack them. Supported by foreign assistance particularly the DFID commitment, KP government under conditional grants allocated a commendable amount in budget 2014-15 and 2015-16 for the provision of basic facilities i.e. additional rooms, boundary walls, group latrines, provision of clean drinking water and electricity to all schools in the province<sup>7</sup>. Similarly, looking at school design plans, it can be seen that government primary schools are run with two teachers and two rooms for Grades 1-5. The KP government as part of the reforms agenda has decided for a change in the design of primary schools and from 2015 onwards six-classroom primary schools will be constructed.

In terms of management and governance, the current government in KP has introduced a number of steps. Introduction of independent monitoring system by establishing Independent Monitoring Unit (IMU) at provincial and district level, Output Based Budgetary system (OBB), continuous capacity development program of Parent Teacher Councils (PTCs), introduction of merit based teacher selection system through NTS, and supporting schools for missing facilities across the province (28319 schools) are some of the initiatives for improving the quality of public education in the province.

However, despite various steps being taken, the entire education sector is turning into a non-productive industry in the province and in the country as well due to its centralized nature. Based on the desk review of the international best practices, discussions with prominent education experts and experience sharing sessions with leading private schools, it has been found that a decentralized management system i.e., School Based Management (SBM), is more productive as compared to a centralized management system. It can be seen in schools following SBM that factors such as style of governance, level of checks and balances, sense of accountability and transparency are all very important too - not just increase in budget - in achieving success and reaching goals and objectives.

This study which focuses on SBM is organized into five parts. The first part is a review and comparative analysis of the best existing national and international school based management practices. The second part gives a comprehensive analysis of Public and Private Schools systems in Pakistan and sheds light on different facets of diversity which characterize the private education marketplace in Pakistan. The third part deals with management practices in Khyber Pakhtunkhwa and presents evidence on trends and patterns in government's system of running and management of schools. The fourth part provides a layout of the proposed School Based Management Model. And lastly, the fifth part reviews pre and post implementation challenges of SBM in KP and provides recommendations.

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<sup>6</sup> Elementary & Secondary Education Department., *Annual School Census Report 2013-2014*. Government of Khyber Pakhtunkhwa. Print.

<sup>7</sup> Finance Department., *Annual Budget Statement 2014-2016*. Government of Khyber Pakhtunkhwa. Print.

Part  
**One**

Comparative Analysis of  
Existing Models

*Review and comparative analysis of the existing best national and international school based management practices with reference to Pakistan regarding school based management models and guidelines*

# Part 1

## Comparative Analysis of Existing Models

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The rationale behind school based management is to devolve authority and power to the schools by involving school administration, parents, students and other community representatives in the decision making process. The idea, in one form or the other, is in vogue in most countries of the world and has brought significant positive results on learning outcomes and management practices. Educationists and management experts are of the view that managing a large number of units by a centralized management system usually allows for mismanagement and contributes to the deterioration of the standard of education. With the advent of local governance it becomes pertinent to involve the local emerging leadership in managing devolved subjects. It is not only an accessible way to manage but is also more simple, rapid, responsible and accountable in terms of service delivery.

However, there is no one uniform formula for school based management in the entire world. Within one country different ideas and practices are followed in different districts, states, provinces – it may even vary from school to school located in the same street. In USA, North Carolina has a completely different school management model as compared with the model of Washington DC. Similarly, in the case of Malaysia and Indonesia, keeping their cultural, geographical and other similarities in mind, it can be seen that the Malaysian and Indonesian education departments adopted entirely different ideas of school management models.

A study 'Devolution and Education'<sup>8</sup> published by Australian Education Union provides ample analogy of various experiments in school based management around the world. Even though, the analysis covers SBM only in developed countries, where in some cases the school management even develops and designs the curriculum (Finland Model), it provides a great picture of the diversity in SBM.

In developing countries like Pakistan, India and others, government schools are centrally or provincially controlled. In Pakistan, curriculum designing and development, textbook development, teacher hiring and training and approval of infrastructure development are all controlled and managed either by national or provincial education departments.

SBM is a management model that devolves decision making powers to schools. In this model, the decisions regarding budget preparation, staff hiring, curriculum development and various other matters of school management are devolved to the primary stakeholders.

There are mainly three different models of SBM implemented in different countries i.e., Principal Control, Teacher Control and Community Control.

In *Principal Control* model, the principal takes all major decisions for the betterment of the school and is directly responsible to the district. In this model despite the principal being the key decision-maker, it is important to note that the parents and teachers still have a role to play and that is of an advisor. On the other hand,

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<sup>8</sup> Australian Education Union, (2012). *Devolution And Education Research Report*. Print.

in *Teacher Control* model, power is shifted down to teachers. The school faculty usually elects a group of teachers who serve as a policy making body. Parents play an advisory role in this mode too like *Principal Control*. Lastly, *Community Control* model refers to shifting of power and accountability to parents and community members making them the key decision makers.

## 1.1 SBM - Best Practices in USA

Looking at the various practices of SBM around the world, Arnott and Rabb<sup>9</sup> conducted an in-depth study on school governance and management. Explaining SBM in the USA, they wrote '*the USA education system finds 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 study further states that the widespread 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. Teachers, parents and community members are regularly informed of major group decisions via circulation of minutes of meetings and school newsletters.

In the case of Chicago, USA, Arnott and Raab state that in Chicago, mandated school improvement plan was implemented bringing together parents, teachers and community members around a comprehensive and strategic plan for school development. The plan laid out goals and strategies for specific improvements with monitoring processes and detailing benchmarks by which progress was to be measured.

According to the American Association of School Administrators (AASA), the National Association of Elementary School Principals (NAESP), the National Association of Secondary School Principals (NASSP), and other sources, school based management can:

- Allow competent individuals in the schools to make decisions;
- Give the entire school community a voice in key decisions;
- Focus accountability for decisions;
- Lead to greater creativity in the design of programs;
- Redirect resources to support the goals developed in each school;
- Lead to realistic budgeting as parents and teachers become more aware of the school's financial status, spending limitations, and the cost of its programs; and,
- Improve morale of teachers and nurture new leadership at all levels.

### Salient Features of School Based Management in USA

#### Role of the district offices

1. The superintendent and his or her district office to facilitate;

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<sup>9</sup> Arnott, M. and Raab, C. (2000). *The governance of schooling*. 1st Ed. London: Routledge.

- a) the decisions made at the school level, and provide technical assistance when a school has difficulty translating the district's vision into high-quality programs
  - b) develop student and staff performance standards and evaluate schools
2. Recruit potential employees, screen job applicants, and maintain information on qualified applicants from which the schools fill their vacancies.
  3. Specify curricular goals, objectives, and expected outcomes while leaving it up to the schools to determine the methods for producing the desired results.
  4. Some districts leave the choice of instructional materials to the schools, whereas others may require schools to use common texts.

### **Role of other Stakeholders at school level**

The most successful SBM schools in the USA have a well-defined vision which guides curriculum, instruction reform and conversations in decision-making.

### **The Principal**

5. 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, principals have the authority to recruit and hire professional staff which they deemed fit and necessary.

### **The Teachers**

6. Involvement of teachers has increased with SBM from being in advisory roles to decision-making positions. The level of power, which teachers exercise, varies from school to school in the USA. In some of the more successful SBM schools, teachers took on many of the governance issues faced by schools including budgeting and professional development.

### **The Parents and the Community**

Evidence suggests that expanded participation by local community in school decisions provides strong support for implementing fundamental changes in schools. As Guskey and Peterson<sup>10</sup> 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.

7. Many forums are established to facilitate discussions among stakeholders in USA about issues of teaching and learning where SBM has provided many opportunities for involving a broad group of people effectively reducing workload of the previous centralized management and expanding the commitment of improving schools.
8. In successful SBM schools, an emerging professional community is seen where there are regular

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<sup>10</sup> Guskey, T.R. and Peterson, K.D. (1996). *The road to classroom change. Educational Leadership*. Print.

opportunities for dialogue among educators and community about practice and student learning.

9. SBM schools in the USA support parents in their parental role by offering parent training classes.
10. SBM has allowed for an increase in authority of parents with respect to school policy as it has increased their involvement in school operations. In Chicago, parents are even involved in selecting a principal and approving of school improvement plan and budget.

## 1.2 SBM - Best Practices in Philippines

Philippines' Education Sector is adopting SBM and phase wise implementation has started. The functions that are commonly decentralized to the local levels—usually to the local government or the school itself—are policymaking, revenue generation, curriculum design, school administration, and teacher management which in the Philippines, are being done through two projects, TEEP and BEAM. BEAM project is supported by Australian Aid (AusAid) and was carried out as a part of National Policy in 2006 as the most vital aspect of Philippine's Basic Education Sector Reform Agenda (BESRA).

The National Education for All Committee (NEC) of the DepEd enumerated the four major objectives of BESRA:

1. **Universal Coverage of Out-of-School Youths and Adults in the Provision of Basic Learning Needs:** All persons beyond school-age, regardless of their levels of schooling should acquire the essential competence to be considered functionally literate in their native tongue, in Filipino or in English.
2. **Universal School Participation and Elimination of Dropouts and Repetition in First Three Grades:** All children aged six should enter school ready to learn and be prepared to achieve the required competencies of Grades 1 to 3.
3. **Universal Completion of the Full Cycle of Basic Education Schooling with Satisfactory Achievement Levels by All at Every Grade or Year:** All children aged six to eleven should be on track to completing elementary schooling with satisfactory achievement levels at every grade, and all children aged twelve to fifteen should be on track to completing secondary schooling with similarly satisfactory achievement levels at every year.
4. **Total Community Commitment to Attainment of Basic Education Competencies for All:** Every community should mobilize all its social, political, cultural, and economic resources and capabilities to support the universal attainment of basic education competencies in Filipino and English.<sup>11</sup>

The idea of BESRA was to introduce and implement stronger accountabilities to the community and allow for more responsive and relevant school programs in the form of School Based Management at the national level in the Philippines.

Before the introduction of SBM in the Philippines, the public education sector of the country was bureaucratic, centralized, inefficient and alienating. The report of Abulencia (*Abulencia, n.d.*) shows the success of SBM in the Philippines despite the reform agenda still being in the process of completion. SBM

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<sup>11</sup> *Philippines: Education For All 2015 National Review*. 2015. Print.

has delivered the promise of both increasing accountability and increasing efficiency of the public school system in Philippines. In his report, Abulencia states “(SBM) pilot projects have proven their impacts, thus the national cascading of SBM is a decision and policy in the right direction”<sup>12</sup>

### **1.3 SBM - Best Practices in Hong Kong**

Hong Kong has been moving towards school-based management since 1991. Important amongst these changes are those that deal with school governance and management.

The majority of schools in Hong Kong are aided schools. Aided schools operate under the aegis of school sponsoring bodies (SSBs) which, in turn, manage their schools through an SMC. By law each SMC ensures that;

- school is managed satisfactorily;
- education of the pupils is properly undertaken; and
- school complies with the Education Ordinance

There is no requirement in the Education Ordinance covering either the membership or the operation of SMCs. Some SSBs have in place a central SMC (i.e. the same SMC governs all the sponsored schools), with local school advisory councils or school executive committees which answer to the central SMC. The advisory council and school executive committee are advisory bodies with no substantive decision- making powers.

In 1997, the Education Commission in its Report (No. 7)<sup>13</sup> recommended school-based management as a practice for all schools. This follows the introduction of the School Management Initiative in 1991. The key components include the setting of goals and performance indicators, quality assurance, funding flexibility, incentives to encourage quality education, and school-based management. In the area of school-based management, the Education Commission recommended, amongst other things, that:

- the SMC should set school goals and draw up school policies in teaching and learning, administration, finance and personnel matters, whereas executive functions should be carried out by the school executive committee;
- the SMC should have a clear constitution to govern its operations and should comprise of representatives from SSB, teachers, parents, alumni and other persons appointed by the Director of Education where necessary;
- relevant, coordinated and comprehensive training programmes should be provided for the various key players in the school system; and
- schools should develop a proper performance appraisal system for the timely counseling, training and development of staff

#### **Salient Features of School Management in Hong Kong**

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<sup>12</sup> Abulencia, A. (n.d.). *School-Based Management: A Structural Reform Intervention*. Print.

<sup>13</sup> Education Bureau - Government of Hong Kong, *Education Commission Report No.7 Quality School Education*. Print.

1. With regard to SMC operation, one member of the SMC is appointed to the position of supervisor. On behalf of the SMC, the supervisor monitors the operation of the school and is the person legally liable for its compliance with the Education Ordinance.
2. With regard to SMC membership, the close relationship between SSBs and SMCs has meant that most appointees represent the SSB. Few SMCs include either parents or teachers. Teacher and parent involvement is generally confined to the advisory council or school executive committee.
3. The Education Commission is conducting a comprehensive review of the overall education system in Hong Kong. The review has articulated new roles for schools and teachers. These include far-reaching changes that embrace developments in many areas of school education.

### **Constitution of School Management Committees**

4. Self-governance through an SMC is an expression of partnership between the school and the SSB while the SMC in each school will draw up its own constitution which will address election process, tenure of school managers, arrangements for filling vacancies, including the replacement of parent managers whose children have left the school, duties for the positions of Chairman, Secretary and Treasurer, SMC meetings, selection of the principal.

### **Membership of School Management Committees**

5. SMC members may represent particular stakeholders or may be without representative status. Members of the SMC will be called "managers". The number of managers should be kept within an operationally efficient limit. The SMC will have the following members:
  - a) managers nominated by the SSB: up to 60% of the total membership of the SMC
  - b) the principal: an ex-officio member;
  - c) teacher managers:
  - d) parent managers:
  - e) alumni managers: to be elected by an alumni association recognized by the SMC; and
  - f) independent managers: numbering one or more, to be nominated by the SMC from amongst committed community members and relevant professionals

**Figure 1.1:** Comparative analysis of US and Hong Kong in terms of School Based Management<sup>14</sup>

<b>Indicators</b>	<b>USA</b>	<b>Hong Kong</b>
<b>Curriculum Design</b>	Following State Curriculum Guideline, SM is involved in preparation of learning materials as per need of the students	Curriculum is designed by state and schools have to design the textbooks according to the classroom environment
<b>General decision making at school level</b>	In term of operations, decision are taken by sub committees formed by school councils	the SMC sets school goals and draws up school policies in teaching, learning and administration,

<sup>14</sup> Data is limited to include Philippines in the comparative analysis.



<b>Indicators</b>	<b>USA</b>	<b>Hong Kong</b>
<b>Budgetary decision</b>	SBM schools prepare their own budget	executive functions are carried out by the school executive committee
<b>Role of Community in development of SBM</b>	In some states parents councils have extended authority in selection of school principal and approval of school improvement plan	alumni association recognized by the SMC; to be nominated by the SMC from amongst committed community members and relevant professionals
<b>Monitoring and Accountability</b>		Teacher and parent involvement is generally confined to the advisory council or school executive committee
<b>Hiring of teacher and other school staff</b>	Principal of the school by engaging other stakeholders has the authority to recruit and hire professional staff which he deems fit and necessary for the school <i>Previously the district office recruited and assigned teachers for each school</i>	
<b>Quality in terms of teaching</b>	Schools may form forums to check and control the quality of teaching as per student assessment	Schools may develop a proper performance appraisal system for the timely counseling, training and development of staff

Part  
**Two**

Public and Private  
Schools' Governance  
Models in Pakistan

*Review and comparative analysis of the existing public and private school's governance models, policies, guidelines and practices in Pakistan*

# Part 2

## Public and Private Schools' Governance Models in Pakistan

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To understand SBM in Pakistan it is important to first compare and contrast Public and Private Schools since one follows decentralized management while the other is managed centrally. Over the past few past decades, private sector has emerged as a key provider of education services in Pakistan. One piece of evidence relates to the importance of private schools, which increased by 69%, as compared to a mere 8% increase of government schools between 1999-2000 and 2007-08. In 2000, the private sector was catering to the educational needs of about 6 million children. This number increased to 14 million in 2013-14 – equivalent to 37% of total enrolment in Pakistan. This massive growth in private sector has thrown up many important questions. What has caused the private education institutions to grow so rapidly? How is public schooling affected by this growth? To what extent are public-private partnerships effective for meeting the growing demand for education? Are the private schools providing better quality of learning than the government schools?

The growth of private schools, especially of the low-fee schools, has forced education policymakers and analysts to take cognizance of the promises as well as challenges emanating from this development. The growth of private provision of education is widely interpreted by many as evidence of the parents' lack of faith in the capacity of public sector to deliver quality education to all children. Some also argue that it is unwise to rely on market-based solutions for massive education while others believe that regulation and public-private partnerships can be effective strategies to spot and rectify the market failures.

The milieu outlined above indicates that private education has become a significant phenomenon in Pakistan. Keeping this in view, this study examines the state and growth of private education in the country. The analysis focuses on issues and challenges that emanate from its size and growth, diversity in the private provision of education, financing, quality of teaching and learning, public-private partnerships and regulation.

Expenditure on education is considered as an investment in human resource enrichment. Developed countries spend a lot of money for the provision of education to their people while developing countries also spend money according to their resources to provide education free or at a minimal cost to their citizens. Pakistan, with a population of over 180 million (the sixth most populous country in the world), is spending only 2.3 % of its GNP on education.<sup>15</sup> Due to fiscal constraints, a trend to rely on private schools is increasing across the developing countries. The Public sector alone, especially in developing countries cannot meet the needs of quality education for the rapidly growing population; including Pakistan with a 2.7 % population growth rate. Government alone cannot fulfill the responsibility to provide education to the fast growing population. This leads to the private sector having to share this burden - and it's quite natural for the private sector to fill this vacuum.

### Background

Education system in Pakistan is a legacy of British rule in the sub-continent. At the time of independence (1947)

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<sup>15</sup> UNESCO, *Education In Pakistan*. 2012. Print. Education For all Global Monitoring Report.

both public and private institutions were providing education at primary and secondary levels. Educational institutions at the time of independence could be classified into two categories.

- Public schools and colleges managed by provincial governments or local bodies
- Private schools managed by charities/missionaries.

At that time, private sector had an important role in providing education through schools. Private schools were managed either by societies motivated by the cause of promoting education or by individuals making their living through running education institutions. Prior to 1972, privately managed educational institutions constituted a sizable portion of the total educational system. Such institutions were managed by voluntary organizations and, apart from generating their own funds through fees/ attached property and donations, the institutions also received grant-in-aid from the government. Some private educational institutions earned a high reputation for the academic standards they maintained and for the quality of their instruction. During the era of Zulfikar Ali Bhutto, National Education Policy (1972) decided to take over all the privately managed educational institutions. As a result, in 1974, some 19,432 educational institutions were nationalized.<sup>16</sup>

However, the need for the involvement of private sector to meet the expanding needs of educational facilities was quickly realized. In 1978 when Gen. Zial ul Haq took over the reign of the country, the National Educational Policy 1979 reviewed the consequences of nationalization and came to the conclusion that as a result of nationalization of private educational institutions, the responsibility of providing educational facilities for all the children shifted on the shoulders of government alone. It was learnt that participation rates at various levels of education were poor and government alone was unable to provide required educational facilities at all levels. It was, therefore, considered necessary to encourage once again the participation of the community-at-large in educational development. To do so, the following policy measures were proposed: *“Private enterprises will be encouraged to open educational institutions particularly in rural areas, permission to set up educational institutions will be granted by the Ministry of Education or the respective Provincial Educational Departments, the existing legislation on nationalization of privately managed educational institutions will be suitably amended to allow opening of private educational institutions and to ensure that such institutions set up with the permission of government will not be nationalized in future. Regular instructional supervision of these institutions will be undertaken by the education departments and relevant statutory bodies”* (Government of Pakistan, 1979)<sup>17</sup>. After the implementation of National Education Policy 1979, the situation changed in the country. Individuals and non-government organizations started opening new schools at all levels.

National Education Policy 1998 observed that as a result of the promulgation of (Promotion and Regulation) Ordinance no. II of 1984, a second wave of community participation in education had been energized. It is estimated that more or less 80,000 private educational institutions at all levels with approximately 4 million students are functioning in the country<sup>18</sup>. Most of these institutions are 'English medium' schools and impart education from play-group to secondary level, for example, Beacon House School System (established in 1975), City School (established in 1978), Lahore Grammar Schools, The Educators (launched in 2002 having over 104,000 students in 306 branches located in 160 cities of Pakistan), Aizer Kindergarten and

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<sup>16</sup> Government of Pakistan,., *National Education Policy 1972*.

<sup>17</sup> Government of Pakistan,., *National Education Policy 1978*.

<sup>18</sup> Private Schools Association,., *Annual Report*. 2014. Print.

Secondary Schools etc. Some schools have been established on community basis, while the others are owned by individuals. The concentration of these schools is in urban areas where heavy fees are charged.

### Findings and Comparison

The findings of various case studies showed that public schools had better, large and spacious buildings as compared to the private schools. The reason for this could be attributed to the high cost of land and construction of buildings that public schools enjoy such facilities (on behalf of the budget allocation by the government). In the same way teaching staff of government schools are seen to be highly qualified, trained and working on permanent basis while this factor is lacking in private schools as private schools don't follow any guidelines/criteria. All physical facilities in government sector are provided by the government itself, while in private sector, owners of the schools individually cannot provide these facilities. Astonishing is the fact that private sector although lagging behind in the area of facilities and staffing demonstrated better performance as that of the government schools. The main differentiating factor is the better instructional supervision and monitoring system in private sector (decentralized structure). Private schools are relatively expensive so majority of the people rush to the public schools leading to large classes in terms of student-teacher-ratio affecting the teachers' performance. On the other hand most of the teachers in private sector are less qualified, untrained and inexperienced. They tend to be task oriented and authoritative having all decision making powers in their own hands. The success of private schools is not merely a failure of public-sector schools, but also the failure of Pakistani curricula and examination boards.<sup>19</sup>

Decentralized management plans in the private sector often include components that reward employees collectively for performance. A key lesson from the private sector is that decentralized management is most effective when there is consensus on performance measures and units can be held accountable for performance. Employees need to see the relationship between pay and performance. Such conditions, however, do not often exist in public education. Furthermore, it is understood in the private sector that high performance will lead to greater profits, but funding in public education is rarely affected by evidence about performance.

**Figure 2.1: Comparison of Public and Private Schools**

Indicators	Public Sector Schools	Private Sector Schools
<b>Administration</b>	Government schools perform better in their <b>administrative planning</b> for the whole year and academic activities (‘A Comparative Study Of Administrators’ Role In Public And Private Secondary Schools’) Maximum public schools heads have people-oriented/ democratic leadership styles. They plan and implement the department policies and monitor the school functions.	Private schools show more concerns about co-curricular activities  Maximum private school heads have task-oriented/authoritative leadership style having all decision-making powers in schools.

<sup>19</sup> Interview with Arbab Muhammad Jamil, Ex Principal, Peshawar Public School Peshawar

<b>Indicators</b>	<b>Public Sector Schools</b>	<b>Private Sector Schools</b>
<b>Quality of teaching and Classroom Environment</b>	<p>Have overcrowded classes which create problems for the teachers.</p> <p>Public schools have larger class size.</p> <p>Teachers of are fully aware about the advantages and effectiveness of teaching aids and use <b>teaching aids</b>.</p> <p>Teachers in government schools are more stereotypical and are less exposed to new teaching methodologies</p>	<p>Have reasonable class size so the teachers can teach their students with ease.</p> <p>Have reasonable class size.</p> <p>Teachers use more teaching aids and models and pay individual attention to students.</p> <p>Teachers use more than one <b>teaching methodologies</b> and provide more instructional material for teaching,</p> <p>Teachers <b>prepare lesson plans</b> before teaching</p> <p>Homework is assigned and checked regularly</p>
<b>Facilities</b>	Have large, spacious and according to standard school buildings	Do not have large spacious buildings with small classrooms.
<b>Morale of the teachers</b>		Staff <b>morale</b> scale is higher than that of Government teachers.
<b>Teachers Behavior</b>	Teachers somehow are independent and majority of them <b>behave</b> well; avoid quarreling, getting flaired up immediately, blaming others and experiencing anger (as compared to private school teachers)	Teachers are bound to do according to the will of management. They have to work more as compared to public school teachers.
<b>Miscellaneous</b>	<p>Teachers are permanent, highly qualified and trained.</p> <p>Education is totally free up to matriculation level. Public schools enroll the majority of students belonging to middle and lower middle class families.</p>	<p>Less qualified or untrained teachers.</p> <p>Private schools are profit-earning institutions and provide education to those who have a sound financial position.</p>

Part  
**Three**

Public Schools'  
Management Practices in  
Khyber Pakhtunkhwa

# Part 3

## Public Schools' Management Practices in Khyber Pakhtunkhwa

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In terms of employment and service delivery, KP education department is the largest department of the province. It has more than 168,000 employees (with more than 120,000 teachers) which constitute 55% of the total employees of the province. According to ASC 2013-14, there are 29319 functional government schools (27975 male and 4902 female) in the province with a total of 3.93 million children studying in them - 2.84 million (72%) in Primary and 1.09 million (28%) in Middle and Secondary.<sup>20</sup>

2.

3.

### 3.1 Education Governance in Khyber Pakhtunkhwa

#### a) Provincial Set up

In Khyber Pakhtunkhwa, the education department is working under two separate administrative divisions i.e., Higher Education Department, which deals with college and university education, and Elementary & Secondary Education Department (E&SED) - formerly known as School & Literacy Department (S&LD) - which deals with elementary and secondary education. Under the education minister, the E&SE department is run by a secretary supported by a team consisting of additional secretaries, deputy secretaries, planning officers and section heads at secretariat level where the policies, strategies and regulations for schools are formulated and implemented. The Secretariat is helped and supported by a Directorate which is run and administered by a Director. The Director is supported by several deputy directors and assistant directors in the provincial directorate. The directorate controls several departments like Planning and Development (P&D), Establishment, Finance, Trainings, Human Resources, Education Management Information System (EMIS), Teacher Placement (posting and transfer), etc.

Apart from the regular functions, the department also looks after several other institutions and specialized activities like Provincial Institute for Teacher's Education (PITE), Directorate of Curriculum and Teacher Education (DCTE), Education Sector Reforms Unit (ESRU), and Independent Monitoring Unit (IMU) etc.<sup>21</sup>

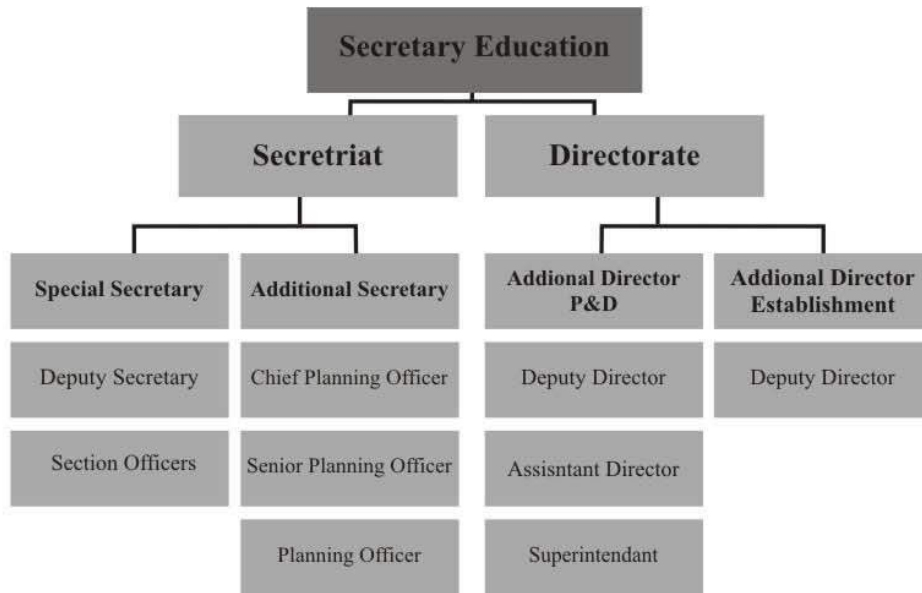
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<sup>20</sup> Elementary & Secondary Education Department., *Annual School Census Report 2013-2014*. Government of Khyber Pakhtunkhwa. Print.

<sup>21</sup> Interview with Mr. Sultan Mehmood, Additional Director P&D



**Figure 3.1 (a): Provincial Education Department**



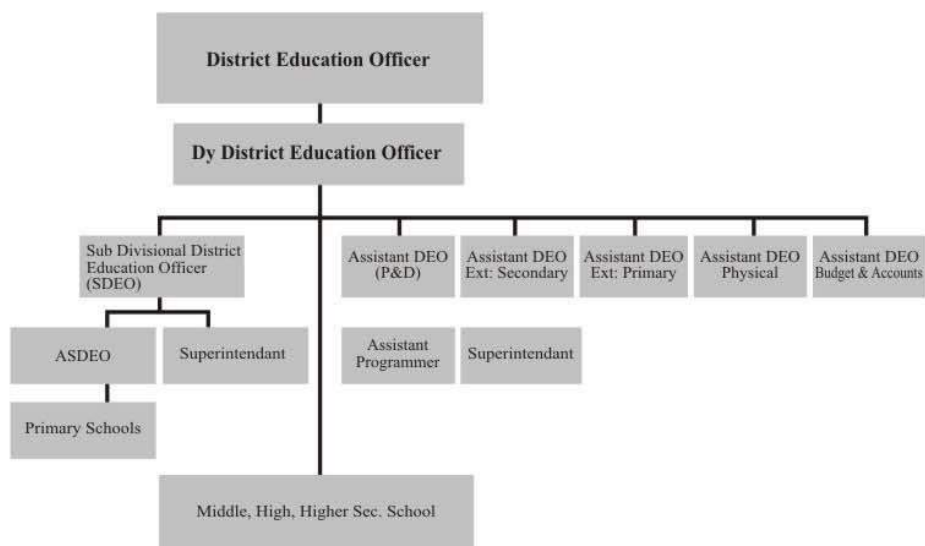
**b) District Administration**

There are separate district education offices for males and females, each headed by a District Education Officer (DEO) for each district. District education office deals with all kinds of service delivery related to schools, students and teachers in the district. DEO is assisted by Deputy DEOs and Assistant DEOs who assist the DEO in the smooth running of different offices like planning and development, establishment, sports and finance etc.

District education office is further divided into tehsil and circle level, headed by a Sub Divisional Education Officer (SDEO) who is responsible to DEO for all affairs of the schools in his respective tehsil. SDEO is assisted by an Assistant Sub-Divisional Education Officer (ASDEO), formerly known as ADO Circle. An ASDEO is responsible for the smooth functioning of the schools assigned to him (number of schools varies from person to person according to the school geographical location) and generates daily reports on the status of the schools i.e., presence of teachers, students attendance, and other issues related to the schools. ASDEO is also responsible to

make sure whether PTCs are active or not, and if not, he checks what action has been planned for the activation of PTCs. The job of the ASDEO is to also ensure that PTCs are working according to the PTC Guidelines<sup>22</sup>.

**Figure 3.1 (b): District Education Office**



**Note:** As of September 2014, there is no ADEO Sports or ADEO Litigation in the DEO (Female) Office. These two positions in the DEO (Male) Office also support the DEO (Female) Office<sup>23</sup>.

### 3.2 School-Based Management practices in Khyber Pakhtunkhwa

Khyber Pakhtunkhwa Integrated Development Strategy 2014-18 states, "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 towards improving physical infrastructure. Several steps have been planned, including the strengthening of monitoring and evaluation functions to monitor schools, building capacities for parent teacher councils (PTCs), and the adoption of a roadmap with indicators to strengthen citizens' engagement and improve awareness on access, quality and completion goals in the Education Sector Plan (ESP)".<sup>24</sup>

<sup>22</sup> Provincial Institute of Teacher's Education KP, (2013). *Parent Teacher Council (PTC) Guidelines*. Peshawar.

<sup>23</sup> Elementary & Secondary Education Department, *Annual School Census Report 2013-2014*. Government of Khyber Pakhtunkhwa. Print.

<sup>24</sup> Government of Khyber Pakhtunkhwa, (2014). *Integrated Development Strategy 2014-18*. Peshawar.

Majority of educationists firmly believe that the goals and objectives of Education Sector Plan may not be achieved until the administrative and financial controls devolve to the school level where community participation in the decision making process is ensured. They provide the example of Peshawar Public School which successfully incubated 'school based management' to further their point. SBM is thus a major prerequisite for achieving goals at the grassroots level. Keeping this concept of management in mind, the government of Khyber Pakhtunkhwa is trying to devolve the education department to the district and school levels by establishing and empowering Parent Teacher Councils (PTC) in exercising a wide range of financial and administrative powers.

For better understanding the concept, it is essential to shed some light on the roles and functions of PTCs as enunciated in the PTC Guidelines 2013.

### **3.3 Parent Teacher Councils**

The education department institutionalized the formation of Parent Teacher Councils (PTC) to involve the communities for exercising their potential for bringing change in schools. Parent Teacher Council (PTC), which was formerly known as Parent Teacher Association (PTA) and School Management Committee (SMC), is a statutory body consisting of parents and teachers - with each school having its own PTC - duly incorporated in the National Education Policy 1998-2010 of Pakistan. National Education Policy 1998- 2010 explaining PTC reads, *“At the village, chairman of a School Management Committee, who will be an elected person, shall constantly review educational development in the area of his/her jurisdiction and ensure implementation of key policy provisions. The chairperson will also remain in constant touch with education authorities of the area and serve as the key supplier of information through supervisor as well as the Assistant District Education Officer”*<sup>25</sup>

As per Khyber Pakhtunkhwa PTC Guidelines, in order to ensure parents' involvement in decision making process, the education offices at district, tehsil and circle level are to form a parent teacher council (PTC) for each school. The PTC is to ensure parental and community support to the school in bringing improvement in the quality of education, increase enrolment along with monitoring students and teachers for absenteeism and also ensure timely execution of development projects in the school.

#### **3.3.1 Composition of the PTC**

As per PTC Guidelines, the chairman and members of PTC are to be elected for three years. The guidelines state that the PTC is to comprise of teachers, parents and representatives from the local community and consist of a total of 8 members. Details of members as per guidelines are as follows:

- a) The principal/head teacher/head master of the school shall be ex-officio member of the council and will act as the secretary of the council
- b) Four members from parents - elected by the general body (a body of all parents of the children in the school) - these four members will further elect a chairman/chairperson of PTC from among them
- c) An influential person

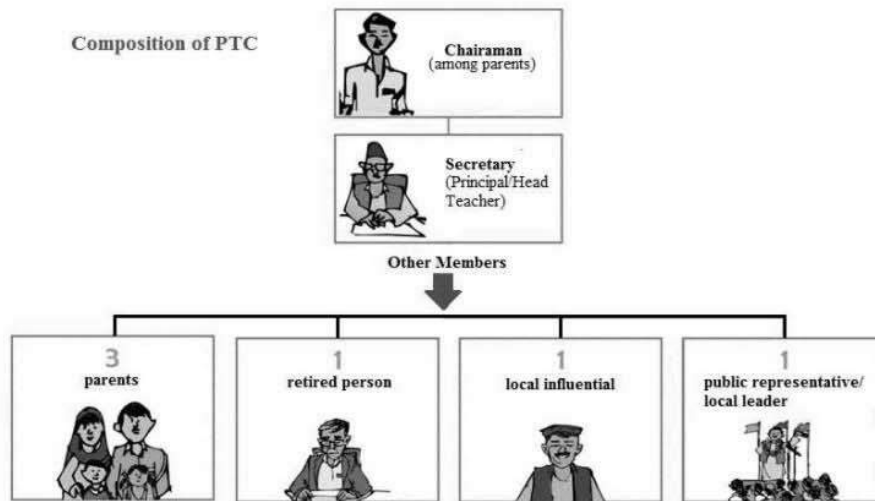
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<sup>25</sup> Government of Pakistan, National Education Policy 1998-2010.

- d) A retired government servant
- e) A councilor of the respective gender from the same locality where the school is situated.

**Note:** In case members under categories given in serial No. c, d & e are not available, then additional member(s) to the parent's quota shall be elected in place thereof.

**Figure 3.2: Composition of PTC**



### 3.3.2 Roles and Responsibilities of the PTC

#### a) Supportive role in enhancing quality of education

1. Making efforts for increasing enrollment and making sure that all school age children in the school catchment area are admitted to the school
2. Discourage drop-outs; motivate parents in terms of their children's teaching environment
3. Creating awareness about the importance of education and motivating parents to send their children, particularly girls, to schools
4. Supporting the school administration and the community in organizing walks, debates and other activities on the national and international days
5. Supporting poor children by providing financial assistance to them.
6. Supporting the school administration/staff in organizing curricular and co-curricular activities

7. Monitoring teacher performance regarding teacher absenteeism, classroom learning activities and reporting to the concerned authorities
8. Awarding scholarships and prizes to the students on the basis of prescribed criteria.
9. Hiring temporary teachers if required for the school
10. Purchasing of furniture and other equipment

**b) Developmental Responsibilities**

11. Making arrangements for the repair and maintenance of the school by using the PTC fund.
12. Monitoring of construction work in the school.

**c) Financial Responsibilities**

Being joint signatories of the PTC account, both the chairman/chairperson and the secretary (principal/head teacher) are accountable for utilization of the PTC fund. PTC has the following financial roles and responsibilities

13. Utilizing the resources provided by the government and community (funds, equipments and man power) in a transparent and accountable way
14. Utilizing funds on petty repairs, minor civil works, payment of utility bills, repair of bathroom/ latrines, white wash, purchase of tats/furniture, laboratory equipment and consumables, etc. and other requirements as determined by the PTC
15. Maintaining complete record of income and expenditure and submitting copies thereof to the EDO concerned at the closure of the financial year

**d) Miscellaneous Roles and Responsibilities**

16. Supporting the school administration in developing and maintaining relations with the community, government offices and nongovernmental organizations for the betterment of the school
17. Taking any other steps related to educational activities in the school
18. Preparing and developing of School Improvement Plan (SIP)

### **3.4 Findings and Recommendations regarding the functions and responsibilities of PTC**

Even though the PTC Guidelines have provided clear and well defined roles and responsibilities for the parents and the community-at-large, there are still many problems. Due to negligence on part of the education department in the formation of PTCs and the low capacity and humble backgrounds of the PTC members, the guidelines have not been materialized in letter and spirit. Researchers are hopeful though as the

provincial government has taken up a comprehensive capacity development program for PTCs in all 25 districts of Khyber Pakhtunkhwa with DFID's assistance.<sup>26</sup>

### **Findings:**

During meetings with officials of district education offices, several PTC members and local political leadership in the targeted districts i.e., Karak, Lakki Marwat, DI Khan, Buner, and Haripur, the following findings were observed while evaluating the performance of the PTCs;

1. Principal/head teacher who is ex-officio secretary of the council holds all powers and usually takes decisions without consulting the chairman and members.
2. Government provides PTC funds to schools on the basis of the following formula i.e., Rs 7000/ per room per annum, which in most cases does not fulfill the needs of the schools.
3. In most cases, members of PTCs who hail from humble backgrounds are illiterate and incapacitated and are not aware of their actual roles and responsibilities and also how they are to operate and process the PTCs' funds. The principal/head teacher taking advantage of this ignorance on the part of PTC members usually bypasses the process and calls on the chairman just to sign the bank cheques and approve the minutes of the meetings.
4. Proper election process for the PTC chairman and members, as enunciated in the PTC Guidelines, has not been adopted and ensured. Usually the principal/head teacher appoints the PTC's chairman and members on the basis of personal relations where these members reciprocate by not holding the head teacher accountable in the utilization of PTC funds.
5. Education Offices at district and tehsil level are not very interested in the activation of PTCs

### **Suggestions and Recommendations for Improvement**

The PTC plays an effective role in school development and several educationists have suggested the following recommendations for its improvement which are as follows:

1. The government should strongly discourage political interference in school management especially interference in appointment, posting and transfer of teachers. The political interference can be discouraged by implementing 'permanent school based appointments' policy in the school. Through this mechanism a teacher will be appointed in a school from the same locality and will perform his duties in the same locality till he retires.
2. Several educationists and experts are of the opinion that to better invest a teacher's time and potential, the government should avoid assigning extra-teaching-duties like polio eradication campaigning, election duties, etc.
3. Proper election for the PTCs will help the active and 'eager-to-do-something' chairmen and members come forward which will help bring a good change in the performance of PTCs.

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<sup>26</sup> Interview with Mr. Rafique Khattak, Director E&SED KP

4. In the backdrop of School Based Management, the role of district education officers cannot be denied. However, devolution would not only help the district administration in terms of needs-based-planning but it also would lessen the workload on the district and tehsil officials.

### **3.5 Khyber Pakhtunkhwa Local Government Act 2013 vis-à-vis Decentralization of Education and its Impact on School Administration and Management**

Along with several other subjects, 18th amendment to the Constitution has devolved education to the provinces. The provincial education department now controls all the procedural, regulatory and policy matter in a centralized manner. KP provincial government is committed to introducing local governance at district level which would further devolve education to the grassroots level. In 2014, the KP provincial assembly formally passed Local Government Act 2013-14 followed by local government elections for the formation of local governments at district, tehsil and village/neighborhood levels. The formation of local governments which is going through the final stage currently would further devolve education to the district governments.<sup>27</sup>

The promulgation of LG Act will allow local governments to have ample funds and power to strategize policies for the betterment of their education systems including service delivery and infrastructure development in their respective districts. This will change the decision making process from 'top-to- bottom' to 'bottom-to-top'.

Khyber Pakhtunkhwa Local Government Act 2013 Act clearly mentions primary and secondary education, vocational education, special education, adult education and literacy as devolved subjects to local governments. The district government will be responsible for:

1. Developing and approving bye-laws for performance of functions for the devolved subjects
2. Developing and approving long and short term development plans,
3. Preparing and implementing annual and supplementary budgetary proposals
4. Electing standing committees of the district council for each department including education

#### **Role and Responsibilities of Village/neighborhood Councils**

On the other hand, the **village/neighborhood councils** also have a significant role under the devolution plan. The LG Act entrusts monitoring and supervisory roles to village/neighborhood councils. The councils will not only monitor the performance of functionaries of government offices located in their respective areas, including education, health, public health engineering, agriculture, livestock, police and revenue, but also hold them accountable by making inquiries and reporting to the district government.<sup>28</sup>

The formation of local government will provide a two-way check and balance system for school based management. It will involve genuine leaders of the community in policy formulation and the decision making process. Working together with school administration and parents, this political leadership will be more productive in term of school development and management.

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<sup>27</sup> Government of Khyber Pakhtunkhwa, *Local Government Act*. Peshawar: N.p., 2013. Print.

<sup>28</sup> *Ibid.*

Part  
**Four**

Layout of the Proposed  
School Based Management  
Model



# Part 4

## Layout of the Proposed School Based Management Model

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Physical inputs to schools such as classrooms, textbooks and other learning materials alone cannot guarantee the quality of education, in fact understanding the art of how schools/systems are managed also plays an important role. School-Based Management (SBM) is a tool which allows for a more efficient, transparent and accountable system of decentralization in education service delivery. Hanushek and Woessman consider institutional choice and competition, school autonomy and school accountability as the most important three incentives which affect learning outcomes. *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.<sup>29</sup>

The concept of SBM allows for both school autonomy and school accountability. In terms of SBM, the decision-making authority over school operations is transferred to local stakeholders i.e., the principals/head teachers, teachers, parents, students and other school community members. Caldwell 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*”.<sup>30</sup>

Inefficiencies in centralized structures are caused by communication breakdown and loss of competitive advantage. In schools where all powers lies at the top and major decisions are to be made, 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 them to enjoy competitive advantage as opposed to government schools which follow a perfectly bureaucratic structure.

### 4.

#### 4.1 Improvements required in the Current Practices

Most developing countries including Pakistan, suffer from problems in the public service delivery of education due to poor management, insufficient information, confusing roles and weak incentives. The idea

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<sup>29</sup> Hanushek, E. and Woessman, L. (2007). *The Role of Education Quality in Economic Growth*. World Bank Policy Research Working Paper.

<sup>30</sup> Caldwell, B. (2005). *School-Based Management*. 1st Ed.

of SBM apart from increasing accountability and efficiency, allows for decision making at the grassroots level while keeping school leaders relevant and essential in terms of focusing on more significant matters. Poor management in public education can be attributed to its bureaucratic structure which is less adaptable to change leading to difficulties in trying to implement any change.

Insufficient information in the education sector basically refers to lack of information for parents and sometimes even policymakers regarding finances, spending and outcomes. According to Equip2's brief, *"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 decision makers to implement preferred school policies."* Equip2's brief further states that even if parents do have information about teachers or school performance, they most often don't know who to complain to and how to complain. The problem is even greater in decentralized structures, as roles are changing and people are unaware of it.<sup>31</sup>

In this part of the study, the major loopholes/shortcomings existing in the current practices in school based management in KP and which strategy to adopt to address these issues will be discussed. After having detailed discussions with education officials, parents in the selected five districts, and with the leading education experts both from private and government sector, it is felt that the current practices need improvement and in many cases alteration in the design. Following are the main reasons why this change is required:

1. Reviewing the international best practices, it is seen that School Based Management in which decisions are taken by involving all the stakeholders - including students - gives impetus to achieve goals and objectives.
2. As discussed in the previous part of this study the purpose of the formation of PTCs at each school level was to develop a mechanism through which school administration be made accountable to community, however in reality this has not been achieved. This mechanism, as the policy makers thought it would be, was to ensure not only transparency in using and exercising school funds but also to help in addressing several issues and challenges faced by the schools in producing quality learning outcomes of the students at local level. The objectives for the formation of PTC was to involve the parent and the community in such a way that school administration combat the issues of enrolment, decreased drop-out, student and teacher absenteeism etc.
3. The existing practices in KP ignore steps that are to be taken by the local bodies' representatives in school management in compliance with the devolution plan of KP.
4. Teachers play an important role in performance management of the schools and currently, as a body, they do not have any representation in the decision making process at the school level. The same is true about students.
5. The principal or the head teacher should be made responsible for all powers exercised by her as practiced in private school models.

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<sup>31</sup> Equip2's Brief (Policy Brief: Strengthening Accountability in Public Education, 2014

It is high time that the education department come up with a powerful and accountable school based management (SBM) model which would not only ease the lives of the provincial and district management but would also result in quantitative and qualitative development of the students. The success of private school models in terms of performance is the best example of school based management.

### **From Centralization to decentralization**

Schools following a decentralized structure allow for better control, improved teamwork, and quick decision-making, facilitation of growth and promotion of initiative. Following are some of the reasons why decentralized structures are important in schools.

1. Teamwork is improved as all stakeholders share decision-making powers which add to the integration of individuals as one-team and helps develop team spirit.
2. In terms of quick decision-making, in decentralized models, decision and actions are taken at school level and do not require the approval from different levels of management leading to decisions and actions being performed and executed more quickly.
3. 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.
4. Lastly, when individuals/groups are given more authority, it allows them to showcase their creativity and take an initiative.

### **Accountability**

5. Decentralized and participatory decision-making increases the transparency of school governance. It gives schools greater autonomy in the delivery of services and deployment of resources. The stakes are high because the quality of education provided by the school directly impacts on learning outcomes.

## **4.2 School Management Board (SMB)**

It is now a considered opinion of all stakeholders that decentralization and devolution of power and authority to the grassroots level guarantees improvement in all aspects of the school. Keeping the best practices in mind, both international and of private institutes, a SBM model needs to be designed which can:

- a) address the weaknesses of the current practices
- b) incorporate the best practices of SBM
- c) devolve power to grassroots level
- d) involve all the stakeholders like principal/head teacher, other teaching staff, the students, the parents, the elected representatives and the rest of the community in planning and execution of school improvement plan
- e) ensure transparency and accountability

- f) lead to greater creativity in the design of programs

### **Rationale behind School Management Board (SMB)**

Keeping the above mentioned requirements, this paper will outline a new model of school based management in the province. In this model a school will be run and administered by a School Based Management Board. The idea of School Management Board is not new in the context of Pakistan's education system. Almost all private schools including 'elite schools' and cadet colleges are run and managed through a powerful centralized body with different nomenclatures such as Board of Directors (BOD), Board of Governors (BOG) or SMC for that matter. The idea of SMC failed due to low or non- participation of communities and due to centralization of power which left the SMCs toothless.<sup>32</sup>

School Management Board (SMB) would work on the same pattern of Board of Governors (BOG) of the cadet colleges. In cadet colleges the principal of the college carries wide range of powers in school/college management. '*Power belongs to the head*', as told by Brigadier (R) Tariq Saeed (Ex- Principal of Garrison Cadet College, Kohat). The principal in Cadet Colleges is a strong central leader and is the key to successful management. As an effective leader he sets the school's vision, serves as an instructional leader, coordinates reform efforts and rallies support of the community for the school. The principal refers the matters of policy decisions, changes in fee structure and budgetary approvals to the BOG.<sup>33</sup>

It can be seen that the decentralized model of school management is executed in several independent elite schools like Qurtuba School Hayatabad, Peshawar Public School, Peshawar Model School and so on. In the case of these schools, it can be seen that the degree of decentralization is directly proportional to success/achievements.

## **4.3 Salient Features of the Proposed Model**

Salient features of the proposed model are as follows:

1. Principal to be the chairman/chairperson of the school management board having all administrative powers. However, he should be bound to accept all the decisions taken by the board in the larger interest of the school.
2. Parent Teacher Council, as a body, to exist but play an advisory role by giving valuable suggestions and recommendations for the betterment of the school. The chairman of the PTC to be nominated as member of the board. In this way the concerns of the parents and the community will be addressed.
3. Incorporating the role of the community at large, the chairman of a concerned village/NH council be made a member of the board.
4. Student council, if not possible in primary schools, be formed in middle, high and higher secondary school. The chief proctor of the school council to be a member of the board. In this way voice and concerns of the students will be heard and solved.

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<sup>32</sup> Interview with Mr. Rafiq Khattak, director E&ESD.

<sup>33</sup> Interview with Brigadier (R) Tariq Saeed, Ex principal of Garrison Cadet College Kohat

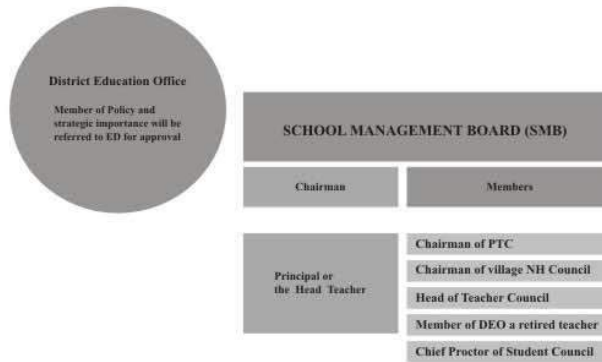
5. The budget of the school to be prepared on the principle of output and outcomes (OBB) as planned in the school improvement plan

To sum up, this model suggests that an independent School Management Board for each school under the chairmanship of Principal/Head teacher be made. Apart from the general chairman, the SMB to have (a) Chairman of respective Village/Neighborhood Council, (b) Chairman of PTC, (c) Chief Proctor of the Student Council, (d) Head of the Teacher Council and (e) a retired teacher nominated by district education office as members. In this way, SMB will empower various stakeholders who typically haven't had much say in the management of schools.

### Composition of School Management Board

<b>Chairman</b>	Principal/Head Teacher
<b>Members</b>	Chairman of Village/Neighborhood Council
	Chairman of PTC
	Head of the Teacher Council
	Retired teacher nominated by district education office
	Chief Proctor of Student Council

**Figure 4.1: Composition of School Management Board-SMB**



## 4.4 Role and Responsibilities of SMB

### 4.4.1 SMB

The membership structure of SMB should be designed to enable and ensure a wide range of expertise. The roles and responsibilities of the SBM to be as follows:

- Presenting the vision of the school;
- Providing advice on education department directions for school policy;
- Liaising over school funds;
- Promoting collaboration among all stakeholders

- **Preparing School Improvement Plan (SIP) (See Appendix 1). Note: Comparing the practices in preparation of school improvement plans, the process in government schools is more centralized as compared to the private sector schools where the school management board/committee takes various decisions including the decisions regarding policy matters.**
- Preparing and executing school budgets on output basis

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- **Preparing School Improvement Plan (SIP) (See Appendix 1). Note: Comparing the practices in preparation of school improvement plans, the process in government schools is more centralized as compared to the private sector schools where the school management board/committee takes various decisions including the decisions regarding policy matters.**
- Preparing and executing school budgets on output basis

#### **4.4.2 Principal/Head Teacher**

The changes under the proposed layout of SBM propose a more prominent role for the principal/head teacher as the professional leader and the chief administrator of the school. Roles of responsibilities for the head teacher/principal under SBM to be as follows:

- Managing the school in accordance with the guidelines provided by Education Department and in line with the governance directives of the SMB;
- Providing the SMB with adequate information and give advice for school improvement;
- Leading and managing the staff of the school;
- Leading and promoting teaching and learning; and
- Overseeing and being accountable for the day-to-day operations of the school and make decisions on particular educational, personnel, and administrative matters

#### **4.4.3 Teacher Representative**

Teachers are at the heart of learning and through their direct contact with students, they can provide the professional understanding of students' educational needs. In most cases, they have vital knowledge and experience to make an important part in any decision-making forum. Teacher representative roles/responsibilities to be as follows:

- Bringing to SMBs their experience in curriculum development, classroom instruction, student activities and educational enrichment;
- Providing expertise for the improvement of student learning and associated school management;
- Providing a solid link between the SMBs and the staff of the schools

#### 4.4.4 Chairmen PTC and Village/Neighborhood Council

Schools increasingly need to form partnerships with other sectors of the community. The chairman of PTC is among the parents of the respective school children and the chairman of village/neighborhood council commands the support of the community that is why both chairmen would play a very important role in contributing for the school development. Their duties to be as follows:

- Providing a fresh perspective on school and educational issues from the point of view of the community in general
- Earning community support in different campaigns like enrolment campaign, cleanliness drive and bringing reluctant children to school
- Curtailing student and teacher absenteeism through monitoring and awareness sessions

### 4.5 Relationship and Division of Responsibilities (Education Department vs SMB)

Figure 4.2: Responsibilities of the Education Department and the School Management Board (SMB)

	Education Department	School Management Board (SMB)
<b>School Goals and Mission</b>	<p>encouraging schools to have their own characteristics and developing quality education in accordance with the aims of education</p> <p>ensuring fulfillment of the vision set by the SMB</p>	<p>building up a shared school mission and school goals;</p> <p>monitoring and evaluating progress towards such goals</p>
<b>Education Policies</b>	<p>mapping out direction of education</p> <p>setting priorities and targets for improvement in education</p> <p>giving directions to the sponsored schools on the implementation of major education policies</p>	<p>promoting collaboration among the members of SMB on major education issues and giving advice when necessary</p> <p>ensuring the delivery of quality education in line with the school's mission and policies</p>
<b>School Policies and Performance</b>	<p>giving advice on formulating and implementing plans for school development</p> <p>scrutinizing the school plan, school report and school profile, giving advice as</p>	<p>setting the school's objectives and policies</p> <p>approving the school plan and endorsing the school report and school profile</p>

	necessary	consulting key stakeholders and setting out administrative and operational procedures with an accountability mechanism built in
	providing broad direction for the formulation of school policies	
	disseminating good practices	reporting to the ED and parents on the performance of the school
		setting up effective communication channels with staff, parents and students
<b>Quality of Education</b>	setting standards and ensuring the quality of school education	evaluating and monitoring school performance and student achievement against planned objectives and standards
	developing performance indicators for school self-evaluation and external monitoring	being accountable to the ED, Local Govt. Representatives and parents for the quality of education provided
	conducting quality assurance inspections (Role of ASDEOs)	
	reporting on the SAR-wide standards of education	
<b>Personnel</b>	registering and canceling the membership of SMB member	nominating and requesting the District Education Officer (DEO) to cancel the registration of SMB member
	approving and withdrawing approval of principal	setting out proper procedures for and handling the appointment, promotion, leave, dismissal and disciplinary matters of all teaching and non-teaching staff
	investigating complaints against the SMB	recommending for Selection Committee's approval the appointment of the principal/head teacher
		establishing a formal staff appraisal system
<b>Finance</b>	allocating grants to schools	handling complaints against staff
	monitoring the use of grants in accordance with the rules and regulations set out	setting up an accountable mechanism for managing the spending of funds
	setting out regulations and procedures for schools in the spending of public funds	managing and reporting to key stakeholders of the effective use of public and private funds of schools (including donations, collections from students and parents, as well as funds raised for school purposes)
	conducting third party validation	preparing and approving the school budget on output based budget mechanism
		ensuring adherence to the rules and regulations and procedures set out by the ED in the spending of public funds
		approving the collection of fees/fund-raising for school purposes
<b>Curriculum</b>	providing curriculum framework	providing learning experiences for development in line with the curriculum



	giving advice on diverse curriculum models	framework developed by the ED, catering to the needs of students and the community
	giving directions for the provision of a learner-focused curriculum	
<b>School Premises and Equipment</b>	allocating land and/or school premises	being responsible for the purchase of furniture and equipment, as well as the maintenance and effective use of school premises
	setting the standard schedule of accommodation	
	providing furniture and equipment for schools	recommending major construction, alteration or extension of school premises subject to the approval of relevant departments and the ED
<b>Education Ordinance</b>	enforcing the Education Ordinance, conducting reviews and making amendments when necessary	ensuring the school is run in compliance with the Education Ordinance
<b>Community Interface</b>	publicizing and promoting new/major education policies to the wider community	setting up effective communication channels with the local community
	collaborating with other sectors to promote community involvement in education	tapping resources and collaborating with the community to promote the overall development of students

#### 4.6 Characteristics of Management in Successful Schools

With desk analysis and interviewing various education experts in Khyber Pakhtunkhwa, the following characteristics of school management were revealed (these may be incorporated for successful SBM):

1. **Shared responsibility and accountability for the management:** For successful school management, education expert Mr. Jamal ud Din (former chief planning officer and director PITE) believes that shared responsibility and accountability be provided. According to him, shared responsibility and accountability means that the principal or head teacher delegates significant responsibility to others in the school e.g. head of students' affairs, sports coordinator, head of other departments, etc. and ensures that accountability is accompanied by the delegation of responsibility. This produces a sense of shared responsibility for outcomes of the school by empowering others to make decisions and take appropriate actions within a framework or a set of guidelines provided by the principal/head teacher - or in the current case by education department.
2. **High degree of autonomy:** After promulgation of LG Act and consequently the establishment of local governments in KP, where most of the powers are delegated to the districts or tehsils (12 departments including primary and secondary education), the focus to be on not only financial management but also on decentralization of school systems, flattening bureaucratic structures in education systems and increasing focus on school-based management.
3. **Effective management of physical resources:** The proposed model to involve different stakeholders in the effective management of physical resources and entrusts important role upon the principal and the Board, whether it is the proper maintenance of buildings and grounds, adequate classroom space, the provision of libraries and laboratories or simply clean washrooms. Improvements in missing facilities such as building a boundary wall, installation of group latrines, clean drinking water supply etc sends a strong, visible message both inside and outside the school and is highly visible to all concerned, particularly parents who make decisions sending their wards to schools.

4. **Teacher management:** Teacher management to be another characteristic that the education experts consider an important focus in successful schools management. This aspect of the successful management can be sustained better in school based management. Decentralized in nature and having firsthand knowledge at school level, the principals and the management committee can better utilize the available resources and potentials in effective teacher management. In fact, this focus on teaching and learning goes beyond management which is becoming increasingly recognized as a feature of successful schools around the world.
5. **Parent and community involvement:** Through PTCs and school management board (SMB), parents and community to have access to the principal/head teacher. This model views parents as important stakeholders where they should be given opportunities for regular meetings with the principal/head teacher and where through the principal they have access to teachers.
6. **Effective communication:** The principal/head teacher to be in touch with everything happening in the school through very effective communication. Though hierarchical, the nature of the communication will be decidedly non-hierarchical and personal. The principals/HT will not 'give orders' to be carried out, as is possible in a hierarchy, but the matters will be discussed with their staff, students and parents in ways that allows diverse views to emerge and be taken into account in decision making.
7. **Commitment:** Though not a part of characteristics, strong commitment and dedication on the part of principals/head teachers play a pivotal role in success of schools (*see cadet college model*). Education experts in KP opine the role of principal/HT definitely 'makes a difference' in the school.

#### 4.7 Output Based Budgeting (OBB) at the School Level Current Practices

In the prevailing system, the education department gives a "fixed amount" to each school under PTC account that the school can spend as it sees fit. The district education office determines the total funds needed by the whole district and determines the district wide costs (such as the cost of administration, logistics and transportation), and allocates the remaining funds to the individual schools. The allocation to each school is determined by a formula that takes into account the number of students and number of rooms at that school where surplus funds can even be carried over to the next financial year.

As per PTC Guidelines, the PTC is to conduct a needs assessment and develop a school improvement plan (SIP); however in practice the principal or head teacher takes most decisions, including the exercise of financial powers without consulting the PTC.

This paper suggests that the school management board prepare the budget of the school on the basis of outputs and outcomes of the school. Following is the outlines of Output Based Budget (OBB) at school level:

**Figure 4.3: Output Based Budget for Schools**

BASIC SCHOOL INFORMATION	
School Code	School Name
School Level	Gender
Circle Office	Union Council
Tehsil	District
Total Enrolment	Total Class Rooms

<p><b>VISION OF THE SCHOOL</b></p> <p><i>Give precise and SMART Vision statement of the school</i></p>
<p><b>POLICY</b></p> <p><i>Insert here policy guidelines planned for next 5 years keeping the vision statement in mind</i></p> <p><i>Example:</i></p> <ul style="list-style-type: none"> <li>• Encouraging and ensuring that all children are enrolled in the school catchment area by utilizing the respective communities</li> <li>• Enhancing the quality of education, infrastructure facilities and services</li> <li>• Removing gender and ethnic disparities by promoting universal access to education</li> <li>• Conducting outreach and awareness raising for;             <ul style="list-style-type: none"> <li>a. Expanding education to ensure greater enrolment by 2018</li> <li>c. Addressing gender and ethnic imbalances by 2018</li> </ul> </li> </ul>

<p><b>STRATEGIC INTERVENTION</b></p> <p><i>Insert comprehensive school based reforms based on overhauling existing business processes and developing new business processes that introduce international best practices</i></p> <p><i>Example:</i></p> <ul style="list-style-type: none"> <li>• Reforming Teacher Training Service</li> <li>• Developing school based information systems</li> <li>• Providing virtual classrooms at school</li> <li>• Activating PTC according to PTC-Guidelines</li> </ul>
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<b>SCHOOL'S OUTCOME(S) &amp; OUTPUT(S)</b>	
<p><b>Outcome(s)</b></p> <p><i>Example:</i></p> <ul style="list-style-type: none"> <li>• All children in the school catchment area enrolled</li> <li>• Strengthened capacity of the teachers and improved learning outcomes</li> </ul>	<p><b>Output(s)</b></p> <p><i>Example:</i></p> <ul style="list-style-type: none"> <li>• Increased enrolment and retention rate</li> <li>• Better supported and more effective schools</li> <li>• Provision of education to all children</li> <li>• Improved teacher management and learning methodologies</li> </ul>

<p><b>STRATEGIC OVERVIEW</b></p>
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<b>ACHIEVEMENT(S)</b>	
<i>Insert a list of school based achievements in the last year</i>	
<p>Example:</p> <ul style="list-style-type: none"> <li>• PTC activated in term of meetings and accomplishment</li> <li>• 3 additional rooms constructed</li> <li>• Enrollment increased from 350 to 500</li> <li>• teachers' absenteeism brought down from 12% to 5%</li> </ul>	
<b>ACTIVITIES FOR ACHIEVING THE TARGETS</b>	
<i>Insert activities for achieving the targets during year 2013-14</i>	
<p>Example:</p> <ul style="list-style-type: none"> <li>• Holding 12 PTC meetings</li> <li>• Conducting Enrollment campaign</li> <li>• Professional Training of 3 teachers</li> <li>• Constructing 3 additional rooms</li> </ul>	
<b>FUTURE PLAN AND PRIORITIES</b>	
<b>Short Term Policies</b>	<b>Mid Term Policies</b>

## Budget Statement

**Budget Estimates:  
By Major Type of Expenditure**

PKR in Million

	BE 2013-14	BE 2014-15	FBE 2015-16	FBE 2016-17
Employee Related Expenses				
Operating Expenses				
Grants, Subsidies and Write off				
Loans/Advances/Others				
Expenditure on Acquiring Physical Assets				
Repair and Maintenance				
Development / Capital				

**Budget Estimates:  
By Outcome(s) & Output(s)**

PKR in Million

[Name of the School]	BE 2013-14	BE 2014-15	FBE 2015-16	FBE 2016-17
1. Improved school based governance				
1.1				
Salary				
Non Salary				
Development / Capital				
2. Achieving quality of education				
2.1				
Salary				
Non Salary				
Development / Capital				
3. Strengthened institutional capacity and improved learning outcomes				
3.1				
Salary				
Non Salary				
Development / Capital				

**Key Performance Indicator(s) and Medium Term Target(s)**

		2013-14	2014-15	2015-16	2016-17	
Outcome 1. Improved school based governance						
1.1 Better Management System adopted	1.1.1 Strategic plans					
a. Well documented and implemented Strategic Plan	School improvement Plan	Strategic plans prepared	Strategic plans prepared	Strategic plans prepared	continued	continued

b. Ensure implementation of monitoring & performance framework	1.1.2 Preparation/ implementation of monitoring framework	M&E system established (M&E templates prepared, training of members of school management board	procurement of goods	PTC election	Implemented	continued
	1.1.3 PERs based on performance indicators	Performance based evaluation of teaching and non teaching staff	Performance based evaluation of teaching and non teaching staff completed	continued	continued	continued
c. Ensure effectiveness & operationalization of EMIS system at school level	1.1.4 Incorporation of student, teacher and PTC information in school EMIS system					
	1.1.5 Management board monitoring of school level performance	70% schools monitored 4 performance evaluation meetings conducted	90% of the activities monitored			
d. Ensure effectiveness & operationalization of PTCs	1.1.6 school provided with PTC's orientation & activation					
	1.1.7 Community members involved in PTCs					
	1.1.8 Awareness/ motivational campaigns	Awareness campaigns in the	Awareness campaigns	continued	continued	continued
e. Provision for improved school governance	1.1.9 School Management Board members trained	80%	40%	60%	100%	100%
	1.1.10 School Management Board members trained performing satisfactorily	Key performance indicators finalized for measuring performance	KPIs completed	KPIs implemented and principal/head teachers and teachers' performance evaluated	continued	continued
	1.1.11 School with functionality standards implemented	Functionality standards developed and implemented	Functionality standards under process	continued	continued	continued
	1.1.12 IT Equipment provided to school					
	1.1.13 Refurbishing of principal/head teacher Office					

f. Improved financial management & budgetary allocations	1.1.14 Improvement in OBB & internal financial controls	District education office assessment completed and Internal Audit Cell established	Audit cell functional and performing	continued	continued
	1.1.15 Utilization of budget	100%	100%		
Outcome 2. Achieving quality of education					
2.1 Increased enrolment and retention rate	2.1.1 Gross Enrolment (GER)				
	2.1.2 Increase in enrolment by stage				
	2.1.3 Transition rate by level				
	2.1.4 Gender Parity Index				
2.2 Better supported and more effective schools	2.2.1 Classrooms constructed				
	2.2.2 Cumulative Missing facilities (boundary walls/ toilets, water supply electricity etc.)				
	2.2.3 labs, examination halls				
2.3 Provision of education to all	2.2.4 Schools rehabilitated/reconstructed				
	2.3.1 Scholarships provided to students				
	2.3.2 Cash awards				
	2.3.3 Excellence award				
	2.3.4 Students provided with free text books				
Outcome 3. Strengthened institutional capacity and improved learning outcomes					
3.1 Improved teacher management and learning methodologies	3.1.1 Development of Teachers Training Management Information system	Database established and 80% data uploaded			
	3.1.2 Trainings conducted				
	3.1.3 Pre-service teachers trained				
	3.1.4 In-service teachers trained				
	3.1.5 Revised curriculum & text books incorporating skills, competences, tolerant attitudes and problem solving				

Part  
**Five**

Challenges and  
Recommendations for the  
Implementation of School  
Based Management in  
Khyber Pakhtunkhwa



# Part 5

## **Challenges and Recommendations for the Implementation of School-Based Management in Khyber Pakhtunkhwa**

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Education Department at provincial as well as at district level may face a magnitude of hardships in the introduction and establishment of school based management in Khyber Pakhtunkhwa, particularly in the districts where the literacy ratios are low and the social structures are rigid and less capacitated in understanding issues and challenges related to school based management. If SBM is implemented, it should be noted that during the transitional period, all of the stakeholders would face significant challenges associated with teacher and staff recruitment, financial guidelines, procurement procedures and personnel management. Time would be required to experiment before introducing changes on a large- scale.

It is expected that the proposed school management model would increase the scope of work and the workload on the part of all stakeholders leading to increased understanding through better liaison with related government departments. It is recommended that efforts of relevant government departments should be stepped up on matters related to school based management, and also further explored if there is room for modification in the regulatory and documentary requirements.

Keeping the difference between the proposed model and the prevailing system of operation of schools in mind, it is recommended that ED should work closely with schools to help them review the model and place submissions and recommendations for improvement.

### **Continued support from Education Department**

The district education office has an important role of addressing challenges vis-a-vis the new model. The most important challenges include capacity building of the school staff, the PTC members and the local government representatives according to the new management framework; linking activities with resources and preparation of output based budgeting for the school. If the proposed model is accepted then the department will have to revise the PTC Guidelines as well where this revision will be required to be in line with the KP Local Government Act 2013-14.

It should be noted that the establishment of school based management is only the start, and not the end of the process. Foresight is required in terms of exploring how the spirit of SBM could take root, and how through SBM schools could leverage more support from parents and the community. Besides, there should also be a change in the mindset of the school staff, viewing the establishment of SBM as an opportunity for change and not a threat.

## 5.1 Findings and Challenges

In school based management, creating and empowering the schools often has been the main change. The school board is expected to take decisions to change the nature and effectiveness of the education that goes on in the school. Thus the board should be educated accordingly. The major challenges are as follows:

1. The transition to SBM entails large-scale change in educational organizations and may lead ultimately to a risky situation if implemented haphazardly. Successful decentralization requires that systems and processes be redesigned so that all the policies accrue at the operating levels of the school.
2. SBM will require that the school board know how to design change in the school and how to manage the dynamics of change, including the natural stages of transition and the resistance that is associated with it.
3. The role of teachers due to SBM may also change in a fundamental way. Although they have always managed their own classrooms, SBM implies an extension of their focus to include participating in shaping the school environment, creating the school vision, working with other stakeholders to determine goals and objectives, and taking responsibility for resource allocation.
4. The role of district education staff may also change from planning and overseeing various aspects of school functioning to becoming a responsive service groups whose customers are the operating units in the schools. These groups will later exist to support changes emanating from the schools instead of initiating change that will be rolled out to the schools.
5. Large-scale change is threatening to the people involved, because it entails new roles and responsibilities and because it challenges traditional assumptions and values. Therefore, the change process has to be carefully managed.
6. Large-scale change such as transition to SBM is a disruption of the status quo of an organization. Districts embarking on SBM should be very clear about the need for change and the ultimate purpose of the change process.
7. New recruitment practices will be needed to attract people who will thrive on the challenge of working in a decentralized setting.
8. Understanding the need for change is the first step in a transition. Having a vision of what the change entails and what it is trying to accomplish is the next.
9. The study shows that stakeholders had high expectations of the benefits of SBM in term of improvement. Therefore, it needs to take that into consideration as well.
10. SBM involves building new relationships with stakeholders, helping schools leverage support from teachers, parents and the community which is a challenge in itself.
11. In addition to this, education department will have to invest in the development of new school based information systems, including measurement and feedback systems, financial and budgeting systems, and new reward systems. The development of these systems will require expertise and time but at the same time will also require to be done in a participatory way so that stakeholders understand and provide their inputs.

## 5.2 Recommendations

In a nutshell the **transition to SBM involves extensive change in roles that must be accompanied by intensive development of new skills and capabilities where the change should not be taken and understood as simply a transfer of power.** Keeping in mind the expected high risk especially in the initial stages of implementation due to the establishment of new and vital roles for many stakeholders, the education department and all the other stakeholders must discuss all the pros and cons of the model and suitably plan and implement it phase wise. During the course of developing this study, several experts concluded the following:

1. A more extensive set of skills and knowledge will be required if the education department in KP is to play out its potential to spur meaningful change and improvement in the school.
2. DEOs will have to actively model new leadership roles, set expectations and provide feedback to district education officers and school principals/head teachers about the change expected.
3. Principals, as the heads of organizational units, will have to provide leadership in the organizational transition, and model and reinforce the new behaviors.
4. More support will be required to provide schools training along with experience sharing sessions on school based management (for stakeholders concerned and principals/head teachers who are shouldering the bulk of additional workload arising from SBM).
5. To combat financial issues of the teachers, establishment of school based 'Teacher Support Grant' will be required.
6. The establishment of SBM calls for a change of mind-set on the part of school staff as well as staff of ED. In the spirit of SBM, ED will have to gradually steer away from its role of supervisory and regulatory oversight to advisory support and facilitation.

If the idea of SBM is accepted and implemented then the District Education Office will attain a place of great importance. The District Education Departments will have the following tasks to accomplish:

### **District Education Departments:**

- a) Communicating to stakeholders in the district about the importance and the reasons of implementing school based management.
- b) Working closely with the schools and the communities in making them understand the change in their roles and responsibilities after the implementation of SBM
- c) District Education Office designating a specialized body of individuals to support and facilitate the implementation and operation of SBM with this facilitation process continuing till the boards (SMB) are able to exercise the authority delegated to them.
- d) Providing other resources such as financial support for carrying out various activities
- e) Providing help to schools in terms of waiving state and local regulations when appropriate and require
- f) Involving teacher's union representatives in the early stages of SBM and making them aware of the benefits to teachers

**The principals/head teachers:**

The principal/head teacher being the center of all activities will be required to complete the following tasks:

- g) Helping staff and community members understand SBM as a policy tool (designed for improving student performance and increasing accountability in the education system)
- h) Working with parents and community members to have their involvement in making new ideas be implemented successfully
- i) Helping staff and community members understand their changed roles after implementation of SBM
- j) Involving and capacitating teaching staff in making substantive decisions in curriculum development

**Responding to expectations of parents**

- 7. Views and expectations of parents should be respected and properly addressed. The parents in general are supportive of this model and should positively respond to such expectations. Every effort should be made to manage such expectations and make the best of their contributions, over and above participation in school activities as volunteer workers.

**Devotion and Commitment**

- 8. Providing schools with more money alone is not sufficient. To realize the benefits of the SBM, schools and management board need more time to experiment with the new management structure. The stakeholders of each respective school board have to devote more time and effort to develop and try out their own modus operandi most suited to their school culture and environment.<sup>34</sup>
- 9. Setting out the Terms of References for all stakeholders involved in the proposed school based management is required.

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<sup>34</sup> Interview with Dr. Zulfiqar Khan Niazi, Vice President Qurtuba College, Peshawar

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## Interviews

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During the course of development of this study the following experts were interviewed

1. **Muhammad Rafiq Khattak**, Director Elementary & Secondary Education Department, Khyber Pakhtunkhwa
2. **Mr. Sultan Mahmood**, Additional Director (P&D), Elementary & Secondary Education Department, Khyber Pakhtunkhwa
3. **Mr. Abdul Wali Khan**, Deputy Director and Focal Person PTC, Elementary & Secondary Education Department, Khyber Pakhtunkhwa
4. **Mr. Jamal ud Din**, retired Chief Planning Officer, Elementary & Secondary Education Department, Khyber Pakhtunkhwa
5. **Mr. Saleem Khan**, Advisor Roadmap, KP- Education Sector Reform Program, Adam Smith International-DFID, Peshawar
6. **Mr. Javed Afzal Marwat**, Advisor Girls Stipend Program, KP- Education Sector Reform Program, Adam Smith International-DFID, Peshawar
7. **Mr. Bilal Bangash**, Advisor Public Finance Management, KP- Education Sector Reform Program, Adam Smith International-DFID, Peshawar
8. **Mr. Sohail Raza**, Advisor IMU, KP- Education Sector Reform Program, Adam Smith International-DFID, Peshawar
9. **Arbab Muhammad Jameel**, Ex Principal, Peshawar Public School, Peshawar
10. **Brigadier (R) Tariq Saeed**, Ex Principal, Garrison Cadet College, Kohat
11. **Mr. Zulfiqar Khan Niazi**, Vice President Qurtuba Foundation, Peshawar

## Appendix 1: School Improvement Plan – 2014



Government of Khyber-Pakhtunkhwa Elementary & Secondary Education  
Department

### School Improvement Plan-2014

School Code		School Name	
School Level		Gender	
Circle Office		Union Council	
Tehsil		District	
Total Enrolment		Total Class Rooms	

S#	Indicator	Requirement	Unit Cost (Rs. in Millions)	Total Cost (Rs. in Millions)
1	Number of Additional Class Rooms (@ 1:40)			
2	Group Latrine (@ 1:200)			
3	Boundary Wall			
4	Water Supply			
5	Electricity			
6	Solar Panel			
7	Structural Repair			
Grand Total (Rs. in Million)				

Head Teacher (Name)

PTC Chairman/Member (Name)

Signature

Signature

SDEO (Name)

ASDEO (Name)

Signature

Signature

**Countersigned by:**

District Education Officer (Name)

Signature



## Appendix 2: Field Survey Template

School Based Management Field Survey

Engaging Stakeholders  
Form 1

### 1. Basic information

Name of the Person Interviewed	
Full Address of School/PTC with UC/Circle	
Date of Interview	
Interview by:	

### 2. Basic information about school

Name of School		EMIS Code	
Enrollment (Total)		New Enrollment in Current Year	
No of Teachers			

### 3. Role and Responsibilities

#### a. Role of Education Department (at district level) in Improvement of School

Current Practices	Suggestions for improvement

#### b. Role of Principal/Head Teacher in Improvement of School

Current Practices	Suggestions for Improvement

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**c. Role of PTC in Improvement of School**

<b>Current Practices</b>	<b>Suggestions for Improvement</b>

**d. What role (in your mind) the local bodies' representative/s can play in improvement of school in terms of current role given to them under the local government 2013-14**

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**4. Main Problems/Challenges the department or the school would face if the management system is decentralized**

1	
2	
3	
4	

**5. Any other suggestions for improvement**

Thanks

\_\_\_\_\_  
NAME AND SIGNATURE OF THE INTERVIEWEE

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.



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