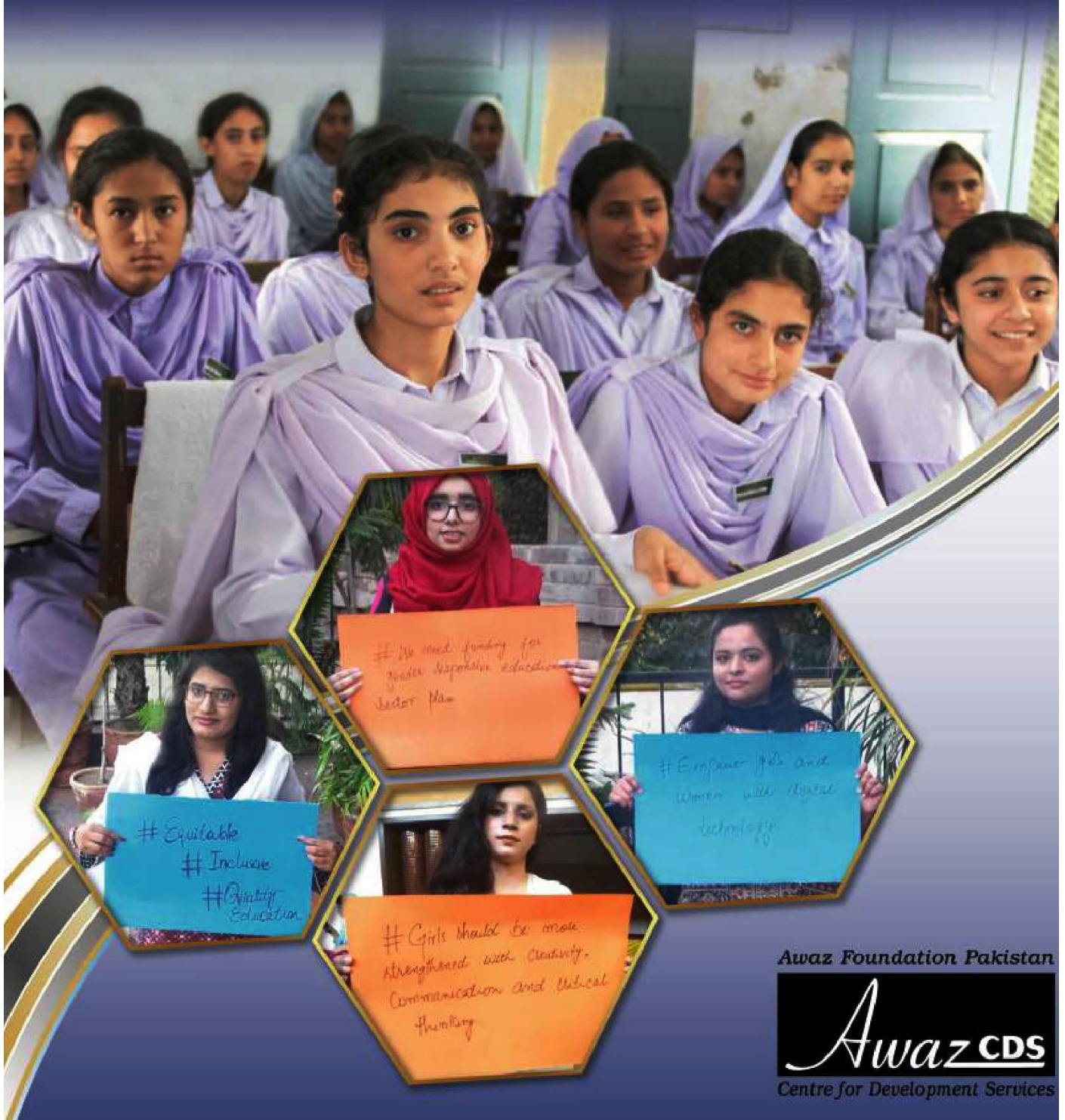


Evidence Based Study on the Dynamics of Governance, Financing & Accountability Mechanisms for Supporting Girls Right to Quality Secondary Education in Southern Districts of the Punjab - Pakistan



Awaz Foundation Pakistan

Awaz CDS
Centre for Development Services

AwazCDS-Pakistan:

AwazCDS-Pakistan is a National developmental and rights based organization that strives for the socio-economic development and political empowerment of marginalized communities especially Girls, women and young people across Pakistan since 1995. AwazCDS-Pakistan enjoys special consultation status with United Nations Economic Social Council (UNECOSOC) follows rights based approaches for fostering better governance & Accountability Mechanisms toward the achievement of SDGs. AwazCDS-Pakistan works in partnership with related stakeholders including government, private sector organizations, NGOs and civil societies organization (CSOs).

Umang Program:

Umang Program focuses on enhancing quality secondary education for girls in South Punjab through system strengthening and increased financing. Umang mobilizes stakeholder's support for better governance, accountability and increased financing for girls' secondary education. Umang also strives girls secondary education schools are accessible and have adequate facilities for quality education through reforms in planning and addressing socio-economic and cultural barriers.

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A Research Study on

**Evidence Based Study on the Dynamics of Governance,
Financing & Accountability Mechanisms for Supporting
Girls Right to Quality Secondary Education
in Southern Districts of the Punjab - Pakistan**

August 2019

Awaz Foundation Pakistan

Centre for Development Services



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FUND

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Acronyms

APA	:	-
NIPS	:	
SPSS	:	
CSV	:	
SED	:	
CIA	:	
MG	:	
GEC	:	
PLGO	:	
BISE	:	Board of Intermediate and Secondary Education
GEMS	:	Global Education Management System
GQSE	:	Girls Quality Secondary Education
LFAD	:	Local Fund Audit Department
M&E	:	Monitoring and Evaluation
MENA	:	Middle East and North Africa
PEF	:	Punjab Education Foundation
PEEF	:	Punjab education Endowment Fund
PER	:	Public Expenditure Review
PIFRA	:	Project to Improve Financial Reporting and Auditing
PMIU	:	Program Monitoring and Implementation Units
PTB	:	Punjab Textbook Board
SC	:	School Councils
SDG	:	Sustainable Development Goals
WEF	:	World Economic Forum

Preface

Education is a fundamental human right and every child is entitled to it after right to life and food. The Constitution of Islamic Republic of Pakistan, 1973 under its article 37-B lays down that

“State shall be responsible for eradication of illiteracy and provision of free and compulsory education up to secondary level, within minimum possible time” Further the Constitution also says under its article 25A *“The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.”*

According to the latest **Pakistan Education Statistics 2015-2016** published by National Education Management Information System, Academy of Educational Planning & Management, Ministry of Federal Education & Professional Training Islamabad, Government of Pakistan only 18.751 million children are enrolled in primary schools (class 1-5) both in public and private sector of which 45% i.e. 8.280 million are girls. Further to this only 6.445 million children are enrolled in middle schools (class 6-8) of which only 2.8 million are girls. Finally, 3.437 million children are enrolled in high schools (class 9-10) of which **only 1.475 million are girls**. This shows high level of deprivation of our girls in terms of secondary education. The reasons are too many ranging from poverty, poor infrastructure of schools, insecurity, extremism, cultural barriers, puberty and early age marriages.

Indeed, among the 22.8 million out of school children in Pakistan, more than half are girls; gender disparity prevails across the nation. In Balochistan 70% of girls are out of school, 74% of girls are out of school in Federally Administered Tribal Areas (FATA), 61% in Sindh, 53% in Gilgit Baltistan, 52% in the Azad Jammu & Kashmir, 50% in the Khyber Pakhtunkhwa and 40% in the Punjab. These figures project Punjab better than other provinces however the progress seems slow and without any fruitful results.

Looking at the above mentioned disappointing situation of girls' education, AwazCDS-Pakistan, under its **Umang** (hope) program for girls right to quality secondary education in Punjab, decided to undertake a comprehensive study on the governance, accountability and financing frameworks adopted by the government during the last five years (2013-2018) particularly in the districts of southern part of Punjab. The study is first of its kind and it reveals many challenges like poor enrolment, missing facilities in girls' schools, less number of high and higher secondary schools for girls, poor budgetary allocations, underspending in comparison to the districts in northern part of Punjab. The study also reveals that number of high schools for girls in southern Punjab are half than the number of high schools in northern Punjab whereas the number of Masjid Maktab Schools (MMS) are five times greater in southern Punjab than in northern districts of Punjab. The study further reveals that only 2.1 % girls are being enrolled in southern Punjab out of total 7.7% eligible population of girls for enrolment. On average less than 10% of the yearly budget is being spent as development expenditures. The study provides host of recommendations to address aforementioned challenges including creation of South Punjab Girls Education Support Fund.

Towards the end, we are sure that the study would further set the directions for governments and private sector organizations, CSOs, (I)NGOs and bilateral donors to invest their time, resources and energies intelligently to overcome the challenges pertaining to girls right to quality secondary education fairly quickly for the betterment of our future generations before it is too late.

We look forward to your kind feedback and support in our endeavors at info@awazcds.org.pk or zia@awazcds.org.pk

With immense regards

Zia ur Rehman
Founder & Chief Executive
Awaz Foundation Pakistan

Acknowledgment

AwazCDS-Pakistan acknowledges the hard work, thoughtfulness and dedication of research designers, writer and editor. AwazCDS-Pakistan appreciates the efforts of Umang Champions who have helped the research team for collection of secondary data from the relevant district education authorities, district monitoring offices and district account offices of southern Punjab.

AwazCDS-Pakistan is highly indebted by the time, support, contributions, suggestions and technical guidance given by the experts from various walks of life as member of Technical Working Group (Annexure - iii)

About the Report

This report is the outcome of a research study which has been carried out by AwazCDS-Pakistan. The overall purpose of the research was to investigate the existing situation of the girls' quality secondary education in terms of Governance, Financing and Accountability Mechanisms in Southern Punjab. The study depicts a clear picture of the comparison between the budgetary allocations of northern and southern Punjab along with the budget utilization. The study identifies the gaps and gives suggestions and recommendations for the policy makers through policy briefs in creating a need for establishing South Punjab Girls Education Support Fund (SPGESF) so that the target towards the completion of GQSE will be achieved in Southern Punjab.

Geographically the research is limited to the 14 districts of Southern Punjab (Multan, Muzaffargarh, DG Khan, Rajan Pur, Layyah, Bhakkar, Mianwali, Jhang, Khanewal, Vehari, Lodhran, Bahawalpur, Bahawalnagar, and Rahim Yar Khan) for analyzing existing situation of girls' quality secondary education with a special focus on governance structures, financing and accountability mechanisms.

Analytical review of budget allocations, expenditure and comparison has been conducted for the previous 5 years (2013-18) of the same 14 districts after collection of data on annual allocation, releases and utilization with reference to girls' quality secondary education.

Limitations of the study:

For comparative analysis of the investments on girls' quality secondary education between northern and southern Punjab, the comparison will be limited to the consolidated data of the southern and northern Punjab for depicting the existing situation of two regions of the province viz a viz total investments on girls' secondary education are concerned. It will not include any detail of northern districts of the Punjab. As far as data sources are concerned, for the whole activity primary and secondary data has been used.

The report comprises of 4 sections:

- It describes the background, objective and scope of the study.
- It also explains the methodology, research tools.
- Explains the statistical and qualitative findings and analysis thereof.
- The last part of the document concludes the lessons learned from the study that paves the way for developing a consequent advocacy agenda for the Provincial Government, AwazCDS-Pakistan, its partners and donors.

**“Educating a girl is one of
the best investments her family,
community, and country can make.”**

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1. Introduction

Educating girls and especially the completion of secondary education has enormous social and economic returns and has been identified as a primary means toward national development on all fronts including increase lifetime earnings, decrease in fertility and mortality rates, reducing in early child marriages, improving nutrition for pregnant and lactating mothers. Benefits are further seen in the agricultural sector as more productive farming methods are attributable to increased female schooling, in addition to general civic participation, as women gain confidence and demand participation in the political process. A World Bank study of 100 countries demonstrates that increasing secondary education of girls by one percent results in an annual income increase of 0.3 percent per capita. Evidence also suggests an economic advantage of secondary schooling over primary schooling. The returns to girls' education are particularly high for developing countries, which in most cases exceed those observed in developed countries and those of boys. Each additional year of schooling boosts long-run growth by 0.58 percent per year. The effects are quite large, particularly for regions where gender inequality is sizable, such as South Asia or the Middle East and North Africa (MENA, Gender Overview, 2017). Further, Girls are likely to reap the economic benefit of education only with the completion of secondary school, unlike boys who will continue to be absorbed into the labor force much earlier in life, often at the primary level. Acknowledging this fact all efforts are being made for universalization of primary and secondary education in an equitable manner for boys and girls. The importance of the subject matter can be assessed through international commitments of SDGs where Goal #4 ensures inclusive and equitable quality education and promote lifelong learning opportunities for all, however Goal #5 ensures to achieve gender equality and empower all women and girls both. In order to significantly contribute to the national development process, the issue of secondary school completion for girls must become increasingly important and the cause must be recognized with urgency. Schooling brings higher economic returns to girls and women, increases their options, and facilitates their participation in civic life and overall decision-making. Despite recent educational achievements and efforts to engage girls and young women in education, it remains a significant challenge to achieve in near future all over the world especially for lower income and middle income countries.

Pakistan has decentralized education system. Provinces have the responsibility to make educational policies and provide schooling infrastructure. The female literacy rate is a major contribution to be considered in this

1. Association Between Female Education and Fertility Choices in South Asia: A Systematic Review of the Literature

Saba M. Sheikh¹ and Tom Loney^{1,2,*}

2. World Bank Discussion Paper (April 2014) "Accelerating Secondary Education for Girls: Focusing on Access and Retention"

3. Ibid.

4. Ibid.

decentralized education system. The demographics of Pakistan show that 48.67 % of Pakistani population is female (Census 2017-18) and 51 % is male (Census 2017-18). Total literacy rate of Pakistan is 58 % out of which 48 % females are literate while the literacy rate for males is 70 % (Pakistan Economic Survey, 2017-2018). Punjab is the major stakeholder in population, economy and literacy of Pakistan. The population of Punjab contributes the most towards overall literacy rate of Pakistan. In Punjab, total literacy rate is 61 % out of which 55 % are females and 71 % are males (Pakistan Social and Living Standard Measures (PS&LSM) Survey 2014-15). It is important to elevate the literacy rate to ensure the prosperity and progress of nation.

Punjab is the most populous province of Pakistan and the estimated population of the province is 90.51 million. The province has an area of 2,05,344 per square kilometer; with the average population density of 441 persons per square kilometer. Around 48.4% (i.e. 43.77 million) population of Punjab province comprises females. Literacy rate of the province (10 years and above) is 58% (male 70% and female 48%). However, there are wide variations among the districts across the province. Rawalpindi has the highest literacy rate at 79% but 87% for male and 71% for female. Hafizabad has literacy rate of 58% whereas it is 68% for male and 48% for female. In Southern Punjab, the situation further deteriorates since the literacy rate in D.G. Khan is 43% whereas it is 57% for male and 29% for female. Rajanpur has the lowest literacy rate in the province of Punjab with literacy rate of 34% whereas it is 45% for male and 22% for female (**NIPS, 2009, Punjab Development Statistics, 2011, PSLM 2010-11**).

South Punjab has a major contribution in generating revenue for the province. The fertile land for agriculture and both small and heavy industries provide major role in the economy of Punjab as well as Pakistan. But the basic facilities of life including school education are not proportional to the revenue generated from this part of province. In Punjab, specifically in Southern region girls are one of the marginalized groups in society due to strict cultural practices. This marginalization is equally identified in rural and urban areas of South Punjab. The mismanagement at school, safety and security concerns, cultural insecurities and pressures are the common obstacles to girls' education at school level. On the other side, case studies and data suggest that girls perform better than boys at school (APA, 2014). There is an ascent in dropout rate from grade 3 onwards in rural and urban areas of South Punjab. Statistics show that children enrolled in nursery are three times more than at primary level. This difference widens at middle and elementary schools. The quality of schools in terms of basic facilities, infrastructure and teaching practices are the major reasons of dropout reported by the girls themselves (**Ahmad and Hussain, 2015**).

The article 25A of the Constitution of Pakistan (1973) compels the government to ensure free and compulsory education despite of gender inequality. Due to the lack of education at school level, women especially of southern Punjab are at a great risk of being illiterate. This has negative impact on the economy

5. "Gender Differences in Scholastic Achievement: A Meta-Analysis," Daniel Voyer, PhD, and Susan D. Voyer, MASC, University of New Brunswick, Psychological Bulletin, online April 28, 2014.

which in return halts investments for school education (Pakistan Education Atlas, 2015). Vision 2020 of Punjab government reflects the aim to achieve 100 % literacy rate in Punjab without gender discrimination with quality education and surety of employment opportunities. However, the dismal condition of girls' enrolment, retention in school and the alarming dropout rate has been recurring despite a number of efforts being made by the government at district, provincial and national level.

“Though the number of out-of-school children has reduced from last year's figure of 24 million to 22.6 million, statistics of 2015-16 still paint a gloomy picture, calling for the imposition of real education emergency”

1.1 The Perspective:

This study is a structured approach to explore the socio-economic, cultural and administrative gaps in girls' education at school level. Despite of constraints in acquiring accurate data, this study is aimed to understand the mechanisms of governance and accountability through qualitative secondary data analysis. We aim to provide an insight into the issue of rising socio-economic disparities due to the inequitable distribution of resources among North and South Punjab.

6. Pakistan Education Statistic 2015-16 launched by the National Education Management Information System (NEMIS)

“When women are educated, their countries become stronger and more prosperous.”

Michelle Obama

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2. The Research Study

In the recent times, Pakistan is facing serious economic and financial crises. Among many reasons for these crises, access to quality secondary education especially for girls, is one of the major concerns, for that it is necessary to identify the issues and setbacks in our education system. By providing regulatory funding strategies and a reliable feedback system, we can increase the quality of girl's secondary education. This study provides an insight to quality of education system in Southern Punjab and also suggests a funding strategy that will help in uplifting the access and quality of education especially for girls.

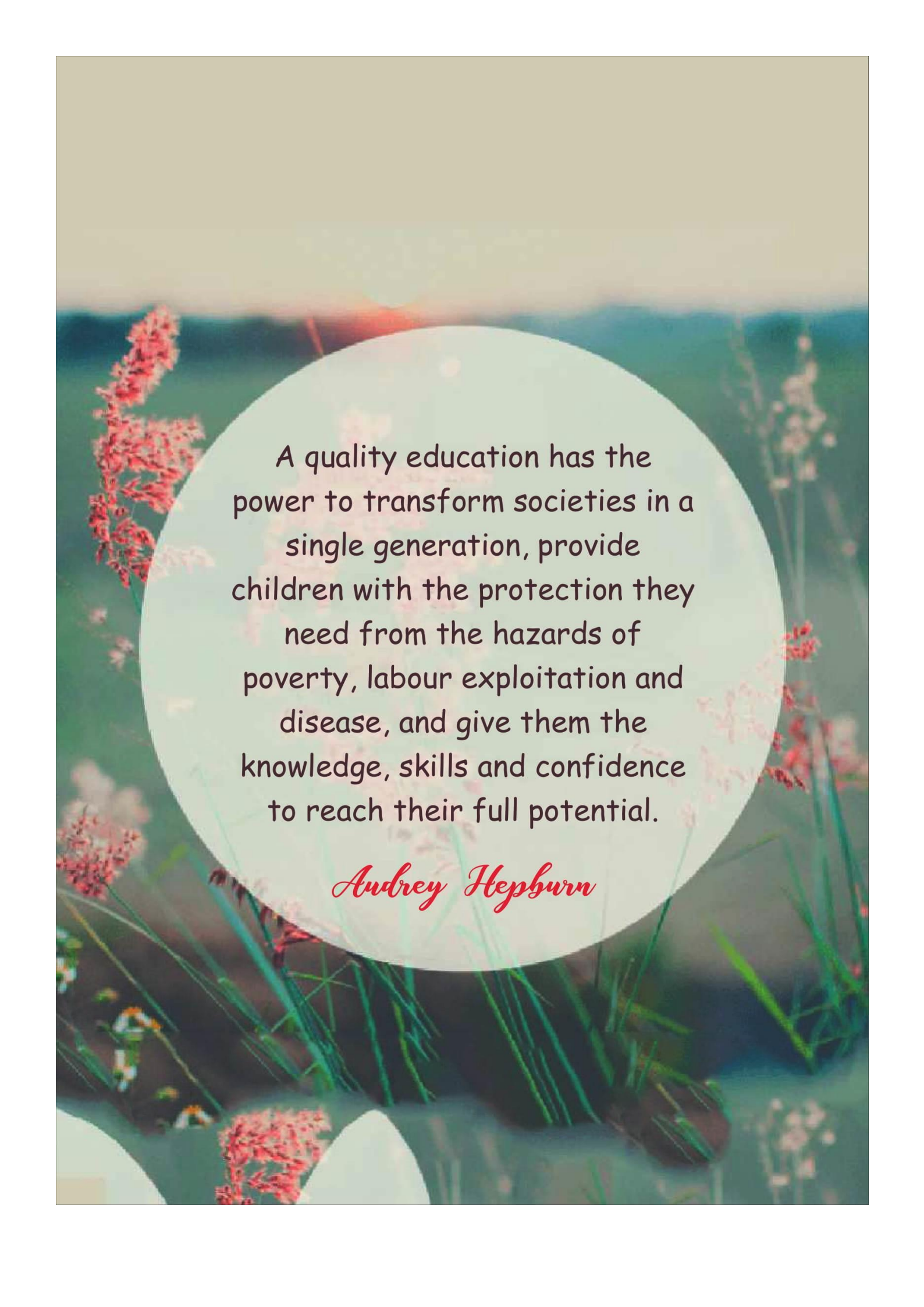
2.1 Objectives of Study

This study is designed with the following objectives:

1. To identify the gaps in quality of girls' secondary education in Southern Punjab.
2. To analyze the mechanisms of Governance, Financing and Accountability of the girls' quality secondary education in Southern Punjab.
3. To compare the budgetary allocations for education of Northern and Southern Punjab along with the budget utilization.
4. To brief the need of establishing South Punjab Girls Education Support Fund (SPGESF).

Consequently, the study is an attempt to answer the broad research questions such as:

- What is the vision and target of Punjab Government for improving girls' quality secondary education in the province?
- What is the outlay of financial investments and utilizations of Punjab Government in terms of Girls Quality Secondary Education?
- What are the projects/programmes/Schemes initiated by the Govt. of the Punjab for improving girls' enrollment in secondary schools?
- How effective is the Governance, Accountability and institutional systems of education department in Punjab for improving GQSE?



A quality education has the power to transform societies in a single generation, provide children with the protection they need from the hazards of poverty, labour exploitation and disease, and give them the knowledge, skills and confidence to reach their full potential.

Audrey Hepburn

3. The Research Design

This is an exploratory study based on the secondary data available in the form of literature, documents, publications and since limited data is available through secondary resources the research organization gathered primary data from the provincial administrative departments and executing agencies in terms of existing systems of Governance, Financing and Accountability in southern Punjab for improving Girls Quality Secondary Education. The primary data was then analyzed as per needs and requirements of the study for achieving the targeted objectives.

3.1 The Research Methodology

3.1.0 Oversight Mechanism

A task force comprises of the well-known educationists, policy makers and implementers was formed to strategically guide the system for conducting the study (Formation of the working group at Annex.) a meeting of the working group was held on September 09, 2018 at Lahore under the chairperson of the working group Mrs. Nasira Jabeen, Vice-Chancellor of Punjab University Lahore and Chairperson AwazCDS-Pakistan.

Founder and Chief Executive-AwazCDS-Pakistan brought into light the issue of quality secondary girls education through a presentation. Working group discussed the issue in detail and suggested the way forward.

3.1.1 Literature Review

Literature review is a desk review comprises of the analysis of national and international literature available along with the best practices of different countries for improving girls' quality secondary education.

3.1.2 Situation Analysis

This activity is a review of the existing situation of the southern districts of Punjab in terms of Governance Structures, Financing and accountability mechanisms in place. Governance structure includes vision, policy, planning, strategy, action plans, projects/ programmes and existing institutional arrangements for improving quality secondary education for girls in 14 districts of southern Punjab. Financing includes all sources of public budgetary investments exclusively on the quality secondary education of girls in 14 districts of southern Punjab. Whereas the accountability mechanisms here, define clear roles, responsibilities, rules and their enforcement to constitute powerful regulatory mechanisms for establishing effective systems. These systems build legitimacy and function as an ultimate safeguard against the misuse of power and protect space for societies to negotiate their long-term social contract. The study review these systems in place for improvement of quality secondary education for girls and identify the gaps. The review is based on the secondary data available in terms of published Govt. policy documents, reviews and research studies.

3.1.3 Public Expenditure Review (PER)

This section provides guidance on steps involved in conducting a PER, from the preparation to submission of results and further dissemination.

- **Understanding the context and motivation:** Understand the context of the girls' quality secondary education in 14 districts of southern Punjab and motivation of the PER.
- **Defining the scope and objectives:** Review key policy documents such as the education policy, strategy, sector analysis, and latest PER recommendations to define the possible scope, objectives, and policy questions for the review. The study team conducted a mapping exercise for identifying all projects/programmes implementing in the 14 districts of southern Punjab for quality secondary education for girls.
- **Primary data collection:** A template was devised to collect information regarding allocations, releases and utilization of all mapped out projects and programmes from the last 5 years from 2013-2018. This Study reviewed the development and non-development budget allocated, released and utilized by the district governments on the subject under discussion (where disaggregated data was available).
- **Analyzing data and information:** The primary data gathered from the administrative departments and executing agencies was collected and then sorted out in SPSS for analysis and graphical representation.

3.1.5 Comparative Analysis

For the comparative analysis of northern and southern Punjab with regard to allocations, releases and utilized budgets on Girls Quality Secondary Education, the report is divided into two main sections; public sector initiatives exclusively for improving Girls Quality Secondary Education and; other initiatives those contributed in improving GQSE in the same way southern and northern Punjab was comparatively analyzed on the basis of demographic and socio-economic indicators (poverty, literacy rate, gross enrollment ratio, out of school girls and drop outs) as well as indicators directly impacting on Girls Quality Secondary Education (No. of girls' schools, enrollment of girls' students, sanctioned posts of the teachers, expenditure on secondary education in public sector, budget allocation and releases to school education, current vs. development budget of SED, non-salary, salary and development budget of SED). Based on this comparative analysis situation of southern and northern Punjab was assessed in terms of Financing, Governance and Accountability for GQSE.

4 Literature Review

4.1 National and International Literature

“The Economy without the contribution of women is like a person standing on one leg”

Empowering women to participate equally in the global economy could add \$28 trillion in GDP growth by 2025. (McKinsey G, 2015). Participation of women in an economy can stimulate huge benefits and they devote more of the household budget to education, health and nutrition than men.

“If we educate a boy, we educate one person. If we educate a girl, we educate a family-and a whole nation” (An African Proverb)

By sending a girl to school a mother is far more likely to ensure that her children also receive education. As investing in a girls' education is actually an investment on a nation.

“Seeking Knowledge is an obligation upon every Muslim (Man or Women)” Sunan Ibn Majah 224, Grade Hasan).

These verses addressed all humankind to seek knowledge and explore through critical thinking. Emphasize is laid towards attainment of knowledge, in the above verse, surpasses any statement or action denying girls the right to education. Had these verses only for men, it could be unimaginative that Islam would deny the rights of women/ girls to get education alongside men.

No doubt that girls' education is as important as boys' education. Islamic teachings reveal us that being educated, is the right of every man and woman. This expresses that Islam has given equal rights to man and woman for seeking knowledge. Unfortunately, we as Muslims still have not focused as much on educating girls. There is a list of number of factors which puts bad impact on girls' education. Some of them are cultural norms and traditions, longer distance of schools, poverty, parent's attitudes towards education, lack of basic facilities, political influences, lack of skilled teachers, lack of communication between teachers and parents. (Woldehanna, 2008)

Local and provincial leadership has often left it to the NGO's to carry out the social responsibility. It is really likeable how Mosharraf Zaidi of Alif Ailaan put it, “Until we can get Pakistani leaders to view a dysfunctional education regime as a political liability, we will keep grasping at non-solutions”. He points out that it is not just about generic accountability but to change the leadership's view that they have no political stake in delivering a good education.

4.1.1 Reasons of Girls Dropout from Schools

Imran and Rizwana (2004) analyzed that in Pakistan many poor families don't send their children to schools just because they don't have enough sources for buying books, uniforms and paying dues of transportation for school. Many of them use to force their girls to stay at home to take care of daily household tasks. If these families have a choice to educate their children, then they decide to educate their son instead of daughter. Different reasons have been seen behind this issue; 37% of the parents do not send their daughters due to financial limitations, 29% due to early marriages, 25% due to domestic work or attending their siblings and 9% are those parents who have a fear that their daughters will be sexually abused during school hours or in the way to school.

PIHS (2000) showed a positive correlation between school attendance and family income. Most of the families preferably used to enroll their sons in schools rather than their daughters because of their poor financial condition. Most of their children use to stay busy in other tasks which can become a source of earning. Consequently, educational career of those children demolished with passage of time in order to support their families.

Pirzado Parvez & Saeed Nasim (2006) said that in Pakistan there are various activities available for boys and girls to perform for supporting families financially. In rural areas, the girls who should be sent to schools for getting primary education are used to be sent at agricultural fields for doing work. They use to deliver meals to their siblings and parents who use to work there. They are instructed to observe all the workers for learning how do they work. In addition to it, they also provide help in cleaning, washing, cooking and hauling water. As a result, education of girls gets badly affected by these activities. (Glick & Sahn, 2007)

As per ASER Report 2018, 17% of households in Punjab, 12% of households in Khyber Pakhtunkhwa, 13% of households in Sindh, and 18% of households in Baluchistan mention school distance as the primary reason for never sending their girls (ages 6-15 to school). Lack of quality public schools and low teacher presence in schools in rural areas also results in a low utilization of existing school facilities. Data has clearly shown that girls are more disadvantaged both in schools and out of schools, there are approximately 2 million more girls out of school and there are less girls' middle and high schools as compared to boys.

The Impact of early age marriages on girls right to education explains that the physical and economic issues can be catered contrary to the socio cultural factors as they are influenced by the norms and families which are influenced by these norms/cultures are much more resistant to change no matter they belong to whatever status rich or poor they more often marries their girls in younger age. Urban and non-urban areas have a lot of differentiation in attitudes and practices towards girls right to education thus creating a huge ratio of dropouts at secondary level. (AwazCDS-Pakistan, 2010)

4.1.2 Reasons behind preference of boys over girls for education

Education of girls is also badly affected by the attitudes of parents. In rural areas, most of the parents used to have negative feelings towards the education of girls as for them they are only a source of child birth and performing household tasks. Hence they consider that spending money on girls' education is the wastage of their income. In southern region of the Punjab it is a trend that most of the parents don't allow their girls to attend school and get

high level education. The Net Enrolment Rate (NER) of girls in secondary education in rural areas of south Punjab is 7% only while in major cities it is only 24% as compare to boys. (Suleman, 2015). According to a survey 42% of the parents think that boys should be preferred for education as they ultimately support the family financially, 2.2% of the parents consider girl's a financial burden who need dowry at the time of marriage and all money spent on them would be drained to the next family after marriage, 7.3% of the parents think that girls are only responsible for household activities and should learn only the domestic chores. Most of the parents use to withdraw their girls from school before completing their secondary education as they think that girls, sooner or later, get married and will just take care of husband and their families. And if they get education then what benefit will be given to them as they will be married and their education will benefit only their husbands and their in-laws. Hence doing investment on girls is of no use.

According to the culture of south Punjab, it is seen that women are only expected to play the roles of mothers and wives and forced to take care only of their homes and children. They are also expected to stay obedient to men whether they are right or wrong. Females are also not encouraged to take participation in decision making as they have no knowledge and education. They are forced to get married at very early age hence they are not able to get any secondary or high level education. Uneducated mothers use to think in the similar ways that education is not important for girls as they will only take care of their families and will help their in-laws at agricultural tasks. (Hussain, 2003)

Holmes (1999) stated that the existing number of schools for girls and boys in Pakistan are not sufficient. More schools should be constructed especially in rural areas to minimize the cost of transportation. Moreover, majority of the schools fails to provide basic facilities. Girl's privacy and safety is not provided by many schools in rural areas. Moreover, there is also lack of basic educational facilities like free books, desks and benches, clean water to drink, fans, lights in classrooms, playground, electricity etc.

Minimum number of skilled female teachers and their increasing number of absentees is also a great hindrance in girls' literacy rate. Many teachers are not enough enthusiastic, well qualified and dedicated. Many families in rural areas don't allow their daughters to study with boys and by male teachers. They are afraid of sending their daughters to those schools where teachers are male. Morocco, Egypt, Mali, Pakistan, India, Bangladesh, Mexico and Kenya are the countries where female skilled teachers for secondary and higher level studies are very much needed. (Hallman, Marta Ruiz, 2006)

Todaro (2007) made an argument that in all developing countries females are stayed behind males in education. In primary level they are at least 10% behind them. Different countries have different literacy rate which is not more than 43.2% and not lower than 12.6%.

Satha and Raza (1994) conducted a study for measuring the women status in Asia which describes that by giving equal rights to men and women, literacy rate of all the countries can be increased.

Countries	Adult Literacy	Education Index	Adult Female Literacy Rate	Male Adult Literacy Rate	Public Expenditure on Education as %age of Total Govt. Expenditure
Afghanistan	28.0	0.354	12.6	43.1	0.5
South Africa	88.0	0.843	87.2	88.9	17.4
Bangladesh	53.5	0.53	48	58.7	14.2
Egypt	66.4	0.697	57.8	74.6	12.6
India	66.0	0.643	54.5	76.9	10.7
Pakistan	54.2	0.492	39.6	67.7	11.2
Mexico	92.8	0.886	91.4	94.4	25.6
Morocco	55.6	0.574	43.2	68.7	26.1
Kenya	73.6	0.69	70.2	77.7	17.9

Source: The above table shows the gender gap in the developing countries

Zeba Aysha (2000) analyzed that primary education for girls is very necessary at initial level not only for girls themselves but also for the economic performance of the country. It is assumed that if boys and girls gets equal enrolment rate for primary and secondary education then 0.61% of annual GDP can be increased (Zeba & Satha, 1994).

The role of government in doing reforms for reduction of gender discrimination in education is discussed by **Toor (2000)**. He explained that government Education Policy of 1998-2010 made a target for getting 90% enrolment in primary by using different resources effectively. Unfortunately, the target was not achieved by the government due to some factors like insufficient utilization of resources, bad governance and illiteracy of parents. The enrolment rate of girls was 35% whereas the enrolment rate of boys was 59% (Naqvi, 2002)

The census of population of Pakistan in 1998 indicates that 48% of the population are women and from them only 16% are educated like they know how to read and write while in rural areas 7% of females are literate. In 1991 the literacy rate of women was increased for 21% and for men 47%. The enrolment rate of girls in primary school was 46% while on the other hand for boys it was 80% in 1998-2010 and in that time huge number of girls were dropped out from schools which lead to low literacy rate. (Qayyum, 2008)

It is concluded from the literature review that the development of a country is not only estimated by growth of production and income but it is also linked with the literacy rate of the population of that country. According to Gender Parity Index, the GDP of combined boys and girl's primary completion was only 63.2 while on the same year the GDP of separately boys' and girls' primary completion was 73.4 and 52.5 respectively. (Parveen, 2008)

The total Gross Domestic Product GDP of enrolment of girls and boys in primary education was 58.6, 59.6 and 65.7 in the years 2001, 2003 and 2004 respectively. In the same years 69.4, 68.9 and 75.5 was the Net Enrolment Rate (NER) for boys and 47, 49.8 and 55 was for girls respectively. Pakistan was the country who was ranked on 155th number in the world who has spent only 2% of their GDP on the education expenditures by CIA World Fact Book in 2006.

It is observed by United Nations that Pakistan has increased in the women wages of non-agriculture sector like from 2000-01 to 2002-03 and 2004-05 the wages from 7.4 to 8.9 and 9.72 was increased respectively. In 2000, Pakistan conducted some meetings for removing the gender gap which was also evidenced in the studies of World Bank. It is said that spending on women education is best thing that a developing country can do. (Fatima, 2011)

Women have made much progression in the field of education from the last 25 years in Pakistan. It is just because of some governmental programs started for girls and training of girls in backward areas. According to the report it is stated that literacy rate for women has been increased from 4% in 1991 to 25% in 2013. Another recent survey indicates that the literacy rate of women and men is 27% and 57 % (S WAI, 2006) respectively. Another recent survey indicates that literacy rate of adult women is 19-23%. Literacy rate of women is still low, although many educational opportunities have been made for them. There is also gender gap in the literacy rate. But fortunately, gender gap has been reduced in the age group of 10-14.

There is huge difference in the literacy rates of urban and rural areas. Only 17% of adult women can read and write in rural areas whereas 47% of adult women can read and write in urban areas. There is also noticeable difference in rural and developed areas.

Nowadays Pakistan government is doing reforms for improving education system, its access and quality. Education is becoming a key point in the list of priorities for **Pakistan National Plan of Action 2013**. Government is allocating a specific budget for teachers' salaries and building new schools in rural areas. According to **World Bank 2008** huge amount of budget is spent on the salaries of almost 1.5 million teachers in Pakistan. Different plans have been started for improving the quality of education, increasing the number of institutions, hiring qualified skilled teachers, improving the classroom environment etc. (Akmal, 2016)

4.1.3 Why Out of School Children Especially Girls at Secondary Level?

According to **National Education Policy Framework 2018**, Pakistan continues to struggle with high numbers of out-of-school children and limited access to schools particularly at the secondary level. Government primary schools in some areas are underutilized, while other areas lack a qualified teaching force. Access to middle and high schools is very low resulting in a disengagement of communities from schooling. 28% of towns and villages in Punjab are located more than 2 km from the nearest government girls' middle or high school, making it difficult for poor families to send their children to a higher education level. 17% of households in Punjab, 12% of households in Khyber Pakhtunkhwa, 13% of households in Sindh, and 18% of households in Baluchistan cite school distance as the primary reason for never sending their girls (ages 6-15 to school). Lack of quality public schools and low teacher presence in schools in rural areas also results in a low utilization of existing school facilities. Data has clearly shown that girls are more disadvantaged both in schools and out of schools, there are approximately 2 million more girls out of school and there are less girls'

middle and high schools as compared to boys.

There is huge impact of different educational inputs like well qualified teachers, good curriculum, and good facilities at schools on students learning procedures. In 2003 Hanushek made a critic on input based education policies rather than incentive based. In Pakistan, there are different incentives being used at public and private schools. Such as in government school teachers should be paid more and should get different training sessions. But unfortunately, they are underpaid according to their seniority. (Andrabi, 2010)

All the education will be in checking by judiciary system. Judiciary system become more independent since 2007. There are two benefits of checking education system by judiciary. First according to Article 25(A), all the people can go to court for not getting basic education, and secondly, any corruption in selection of students or teachers can lead to serious consequences. (Mehnaz Aziz, 2014)

There are many new policies defined by Government for next 10 years ignoring the spans of previous policy. It is planned that a proper curriculum will be provided in all schools and students in class 5th and 8th will be encouraged to take Board exams. It is being focused that all the universities should be research based and they will not worked as examination centers for graduate or post graduate exams. There are number of funds those are allocated for increasing the literacy rate. Some of them are briefly described below.

Malala Fund: This is a fund which is used for helping poor countries for increasing their literacy rate. This fund is working in Pakistan, India, Afghanistan, Brazil, Nigeria and Syria region by focusing on the problems faced by women in getting education. It also gives them financially support for getting education. Malala and Ziauddin Yousafzai Founded Malala Fund in 2013 so every girl would get 12 years of free, safe and quality education.

Scholarships: There are many scholarships allocated by HEC and different organizations for providing help to those students who have obtained good marks and do not have enough resources to pay their school, college or university fees. Like Colgate, Surf Excel, Fair & Lovely use to sponsor a child annually after having a lucky draw. There are some need based scholarship programs have been started by Higher Education Commission for increasing the literacy rate.

Arfa Karim Foundation: It is a non-profit organization that is working for the benefits of Pakistan. It mainly focuses on education, innovation and development. This foundation has started two programs by name of **Chadar** and **Al Qalam**. The main objectives of these programs is to spread happiness among children and sponsor a child's education.

Al Khidmat Education Foundation: It is also a non-profit organization which is working on education. It has introduced many scholarships programs, child protection centers. It has constructed different schools and hostels for

girls and boys. It is also providing support by distributing school related supplies and resources.

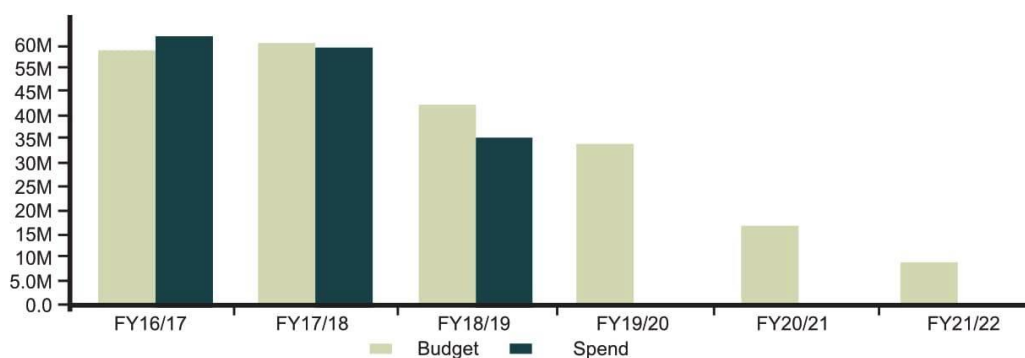
The British Council's ILMPOSSIBLE: Take a Child to School (TACS) focuses on the enrolment and retention out-of-school children (OOSC), aged 5- 11 years, in primary schools across Pakistan. TACS is co-funded by Educate A Child, an initiative of Education Above All (EAA), Qatar. It builds on a strong community interaction component where youth volunteers are trained and engaged in an on-going enrolment campaign to identify and enroll out-of-school children. They then mentor the children in the primary schooling cycle across the four provinces of the country.

Humqadam-SCRP: The project aims to substantially improve the school environment for more than one million children by providing new, inclusive, and safe spaces in existing government schools in two provinces of Pakistan; Punjab and Khyber Pakhtunkhwa (KP).

The Implementation Phase of the Humqadam-SCRP started in May 2015. It is a five-year programme funded by the United Kingdom's Department for International Development (DFID) and Australian Government. It is managed by IMC Worldwide, a UK based international development consultancy.

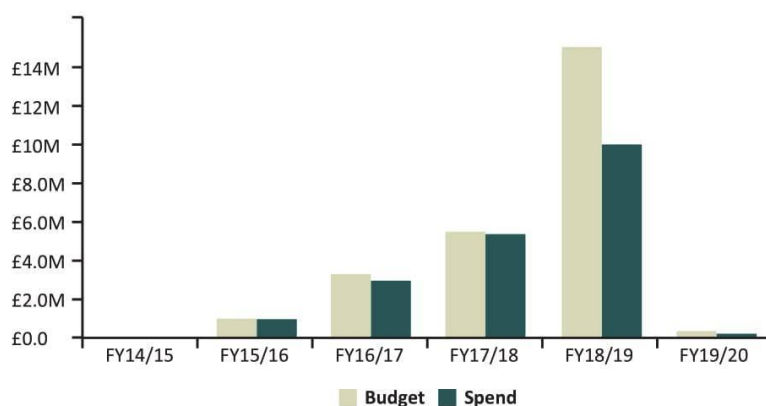
This programme is a part of the £420 million Punjab Education Support Programme (PESP) II and the £283 million Khyber Pakhtunkhwa Education Sector Programme (KESP), large and ambitious programmes which represent a collaborative effort between DFID, Australian Government (contribution in KP province only), and the provincial governments to result in more children in school and better learning outcomes

A comparison of forecast spend and the total amount of money spent on the project to date.



Ilm Ideas Education Innovation Programme - Phase II (Ilm-2): To improve learning outcomes for children in primary and secondary education by supporting innovative solutions in education. The programme will also build capacity of existing organisations in Pakistan to support evidence-based innovations in education. By 2019, 250,000 children between 5-16 years (50% girls) will benefit from the programme.

A comparison of forecast spend and the total amount of money spent on the project to date.



Government of Punjab has made a program for making some reforms in 4 different areas of education and it has allocated a budget of Rs. 40 billion for these areas.

Appointments on Merit: All the appointments for seniors, educational management and students will be done on merit basis.

Focusing on Innovation: Punjab Innovation Fund is approved for developing the skills in the students for thinking innovatively, creatively and for working on those ideas.

Result Based Management: All the work will be result based. All the examinations will be checked on time, monthly or in 6 months parents teacher meetings will be conducted in schools. All the results will be uploaded on a portal.

E- Governance Punjab: Government is working on e-governance by providing electronic versions in all schools for doing all tasks online and keeping track of all activities.

4.2 International Best Practices for Improving Girls Quality Secondary Education (GQSE)

4.2.1 Southern Africa: Botswana

One in 10 girls in sub-Saharan Africa misses school during their “menstruation period”. As a result, they lose about 20 percent of their academic learning which affects their overall performance that makes them more likely to drop out of school. For tackling the issue seriously Botswana’s parliament, in August 2017, started a movement named as **‘Free Sanitary Pads as School Supplies’**. Through this initiative, girls are provided free sanitary pads in schools that also caters the need of those poor girls who can’t afford the sanitary pads in their houses. In this way the girls during menstruation cycle can continue their education. Botswana is the first country in Africa and second in the world who has taken this initiative.

4.2.2 China

There was a rule passed by the government in 1986 that made huge effect in increasing girls' literacy rate. The rule "Compulsory education law of public of China" required that all the people living in China should have basic education which is of at least nine years. China use to provide free of cost books and educational resources for supporting poor families living in the rural areas. China had made many reforms for supporting females' literacy rate. They have made specific seats for girls in schools, colleges and university which must be filled. Their media did a lot in bringing change. In 2006, more investments were made in China by revising the new five-year plan. Moreover, in the same year, some more steps were taken for establishment of education especially for girls' education. China ended all the tuition fee and other fees for all the students living in rural areas. China aimed to provide free subsidies for class rooms and boards, free textbooks and other materials. (project, 2018)

4.2.3 Bangladesh

There were two programs started by government in Bangladesh, food for education program and education stipend in 2003. These both programs helped in increasing enrolment rate of girls and attendance of children from poor families. Their enrolment rate was increased 82% in 1996 and 89.7% in 2004 and enrolment rate of girls was increased 81 to 96% in that time (DhakaTribune, 2018) Moreover, different Madrasa Schools have been established in Bangladesh which are providing civil and religious education at the same time. By sending their daughters to these schools many parents are comfortable about not neglecting their religious norms. World Bank donated \$510 Million for improving secondary education by providing multiple stipends to girls' students and to help education sector by introducing new teaching methodologies. According to human development report Bangladesh improved its spending on education from 1.5 in 1990 to 2.5 in 2016.

4.2.4 Ghana

There were many campaigns and programs started in Ghana for increasing women literacy rate. A programme named "girls empowerment league" was started with an aim to create awareness among women and girls for their rights, self-esteem, passion for education and achievement. There was an awareness program "campaign for female education" offering different scholarships, educational resources, free uniforms, and financial packages to girls. A master card was provided to girls for getting access to these benefits (Borgen, 2018)

MGCubed Project is launched by GEMS Education. The MGCubed Project impacted over 36,000 pupils during 3 years of implementation. It also aims at increasing its reach to over 18,000 primaries, Junior High school and out of school girls till 2022. The purpose of this project is to provide new learning methodologies and interactive distance learning tool. It was launched in 72 secondary schools funded by GEC fund. (WEF, New Vision for Education, 2015)

4.2.5 Maldives

Government established minimum two primary and secondary schools in all the atolls⁷ for improving the number of enrolments of girls. UNICEF stated that the initiative of constructing 22 schools reached to 105 schools after tsunami period. Moreover, different teaching training centers were constructed. For improving quality of education and getting in touch with modern ways the use of new modern online teaching methodologies was started. Web portals were developed for staying in touch with professors and class fellows. (Project, 2018)

Government has started initiative for providing distance learning tools especially for girls who can get education by staying at their homes. Government also started different training sessions for teachers, heads and other authorities for dealing with the challenges. The gross percentage used for education by Maldives is 83% for 2015.

7. The Maldives are formed by a number of natural atolls plus atolls in the form of a few islands and isolated reefs today which form a pattern stretching from 7 degrees 10' North to 0 degrees 45' South. The Maldives is a long and narrow country formed by 26 natural atolls.

5. Situation Analysis of Southern Punjab in Terms of Governance, Financing and Accountability Systems in Education Sector

5.1 Governance

5.1.1 Vision in terms of Policy, Strategy, and Action Plans of Govt. of the Punjab for improving Girls Quality Secondary Education:

The Punjab Vision 2020 envisaged full literacy with highly educated, skilled and talented work force without gender biasness. To achieve this target, Punjab needs to have an excellent education system. In the existing governance setup, after 18th amendment development and coordination of national policies for education is the responsibility of federation whereas its implementation is the duty of provinces.

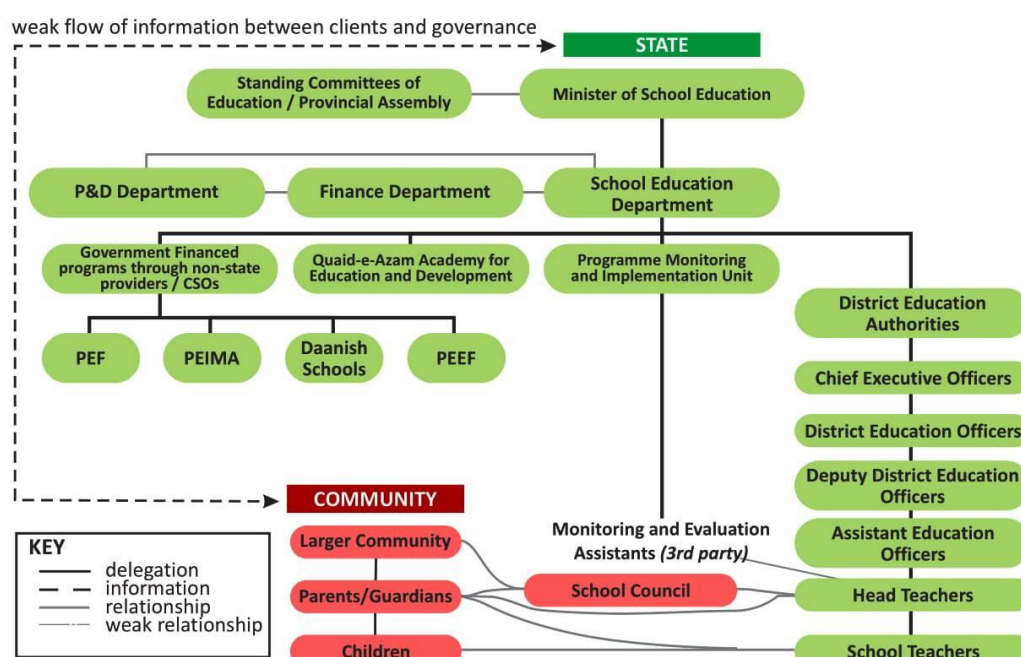
The secondary and higher secondary education sector in Punjab is regulated under the framework provided by national as well as provincial policies. It includes Article 37, Sub section C, Chapter II of Constitution of Pakistan. The features of National Education Policy (2009) include gender equity in education, merging intermediate level in school as higher secondary level, increasing enrolment in higher education from 4.7 % to 10 % by 2015 and aimed at 15 % by 2020, establishment of separate management unit in education. Punjab Poverty Reduction Strategy Paper (P-PRSP II) provides governance reforms, qualitative and quantitative improvements in services delivery and improved financial management.

**"One child, One teacher,
One book, One pen can change the world".**

Malala YousafZai

5.1.2 Existing Institutional Arrangement for implementing plans on Girls Quality Secondary Education in Punjab:

The education department of Punjab is divided into departments like Board of Intermediate and Secondary Education (BISE), Punjab Textbook Board (PTB), Punjab Board of Technical Education, School Education Department (SED). BISE conducts examination at secondary and higher secondary level. PTB provides textbooks for students at secondary and higher secondary level. In Punjab School Education Department (SED) is responsible for education, learning and related services at pre-primary, primary, middle, secondary (Matric) and higher secondary school levels for girls as well as boys between the age group of 5-16 years.



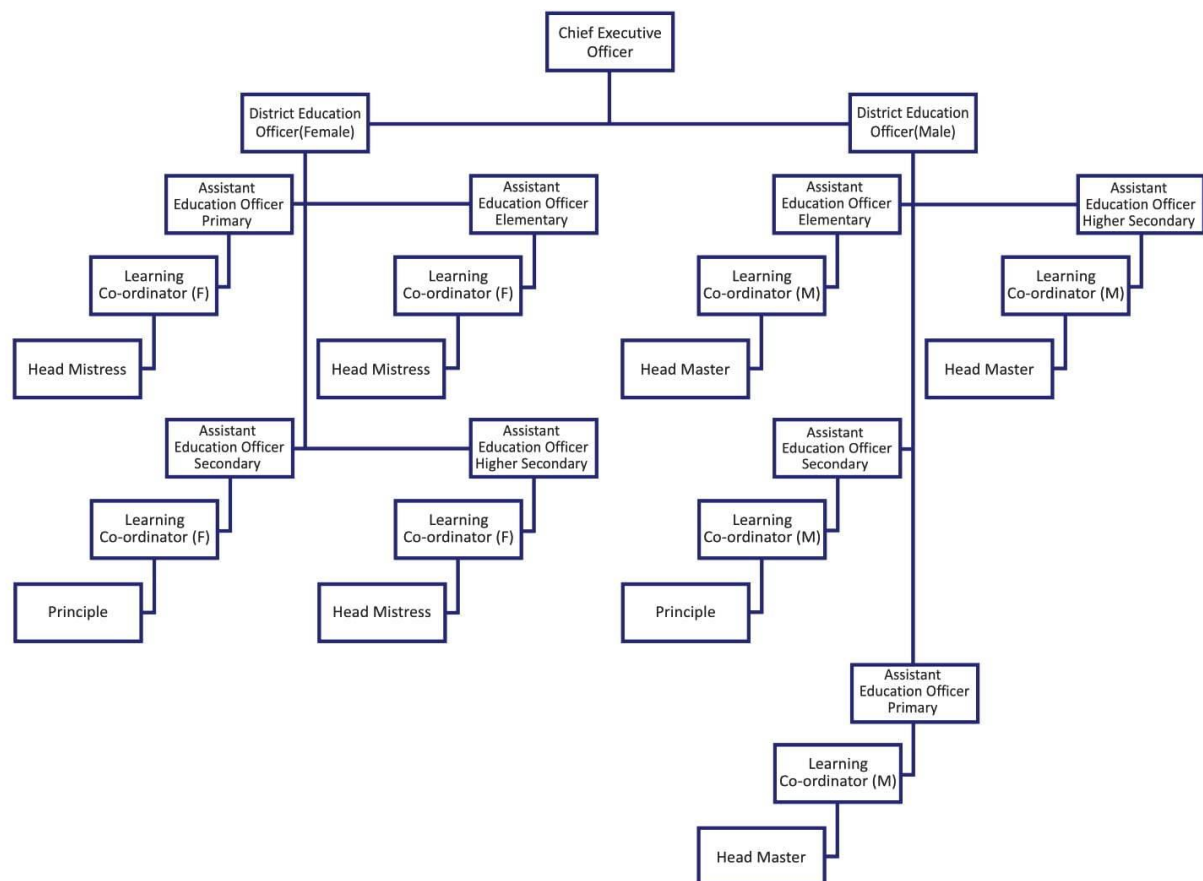
The Education Department along with the political will of the Provincial Minister for Education is responsible for governance, Financing and accountability of the Education Department. Standing Committee of Provincial Assembly on education headed by the Provincial Minister for Education is responsible to oversee the progress of School Education Department. At provincial level the SED is associated with Finance for budget allocations, releases and P&D for approval of the work plans of the ongoing and new projects/programmes/schemes on education. The School Education Department is also associated with other autonomous bodies, governmental organizations and evaluation agencies i.e. Punjab Education Foundation (PEF), Punjab Education Implementation & Monitoring Authority (PEIMA) Punjab Education Endowment Fund (PEEF), Punjab Daanish Schools and Centers of Excellence Authority, Quaid-e-Azam Academy for Education and Development(QAED), Under AG Office, Project to Improve Financial

Reporting and Auditing (PIFRA), Directorate of Monitoring and Evaluation (M&E), Program Monitoring and Implementation Units (PMIU) regulate the evaluation and accountability process.

During last 2 decades, in order to improve education provision in government schools Punjab government has experimented the concept of school-level committee's establishment which includes local communities specifically parents in managing schools and it was expected that this idea would reduce the teacher absenteeism.

In 1990s, under the Social Action Program (SAP) School management and school repair committees were constituted for primary and middle schools across the province to ensure community participation in utilization of funds. These committees were renamed as School Councils (SCs) in year 2000, and their mandate was also enhanced to include checking teacher attendance, etc. According to the statistics provided by project monitoring and implementation unit of program, there are currently 44,137 school councils in Punjab.

District Level Institutional Hierarchy



School Councils are established by education manager for different schools and consist of the head teacher (chairperson), one of the two teachers from the school and a few local notables, some of which must be parents. A

council once notified continues to perform as such unless dissolved through a notification. Its mandate is to ensure teachers attendance, increase enrolment, encourage parents to send their children to school, conduct extra-curricular activities, take safety measures to protect teacher's/students' rights, provide support in the distribution of course books and wage in school. This is a comprehensive mandate and places substantial responsibility on council.

There are numerous studies that have observed the performance of SC as part of larger debate on education provision in Pakistan but more researches are needed to be done on performance of SCs.

It is assumed that SCs have been failed in delivering on their mandate although it seems a valid observation that SCs have been unsuccessful in playing a significant role in ensuring teachers attendance, increasing their teaching effort and in increasing enrolment, it is hard to agree that this has anything to do at all with the lack of knowledge, commitment and / or capacity of local communities. And so it is rational to conclude the public in rural and urban areas 1. Have a good understanding of performance of several schools in vicinity. 2. Have an interest in enhancement of quality of school education. 3. Have ability to play a significant role in school management.

This mystery can be unraveled by the deconstruction of power relation among teacher and local population. In this case, the teacher is the service provider and the public is the client, as their children study in government schools. A fact that both parties fully understand is that the service provider is noticeably more powerful than the client. The teacher is more educated and has more stable earnings than that of an average parent. Factually, she is the part of government hierarchy and privileged to have access to state protection and resources. Furthermore, a teacher is a part of several professional networks, which she can draw upon on need basis. Officials are forbidden to form unions since education has been declared as an essential service by Punjab government but still all types of teachers' associations are abundant. Nearly all associations have linkages with political parties and they fully support their members in any manner. Over years, teaching as well as non-teaching staff in Punjab education department has constantly demonstrated this capacity.

In contrast households are isolated, incompetent and divided on the basis of caste/social groups, belief/principle and living standards. Their low literacy level and their relatively limited understanding of bureaucratic procedure inhibit their access to government departments. Since district education managers have little direct interaction with public and they often end up requesting teachers to recommend a few appropriate people for council. All council meetings, minutes' maintenance and accounts and interactions with higher authorities are led by head teacher but not the community members.

From the above it is clear that education managers do not work in a competitive environment in which their promotion, appointment and increments are related. In order to hold teachers' accountable sufficient legal authority exists at district level nevertheless managers have been consistently unsuccessful in holding teachers accountable for not delivering on their mandate.

This disconnect is at heart of governance problem. The dereliction of duty takes place mostly at school level either it is a teacher who teaches badly or a school that does not have a functional toilet, in both conditions it is the public, specifically parents, who suffers directly. To improve the public's ability to hold teachers accountable the relative power imbalance between service providers (teachers) and clients (parents) must be corrected.

In a decentralized governance framework all the responsibilities will be transferred to district and school levels and the Punjab government will keep hold of only the policy and high level supervisory/monitoring in respect of government schools. The Punjab education assessment system will be strengthened so that it has capacity to collect, compile and disseminate school-wise data on facilities, budgets and learning outcomes.

District education authorities were officially established during 1969-70. New education policy, in 1998, proposed the DEAs to be the autonomous organization with specific responsibility to manage primary and secondary schools. The local government system, in 2001, ignored this policy and relied on district government for governing educational institutions and expected the increased quality of education and enhanced resource allocation from the electorates in order to prioritize the education in resource allocation, in policy formation and in providing oversight.

The fundamental assumption is being too important a service to be clubbed together with other social services at the district level. It is essential to assign particular funds to DEAs for the betterment of education. DEA will work within the overall agenda of Punjab Local Government Ordinance (PLGO) 2001. DEA will either have its own secretariat and staff for meetings and other basic activities or it will use the current educational staff in the district. It should be accentuated that the whole idea of establishing DEAs supervises teachers without incurring additional costs and enlarging district bureaucracy. Funds will be transferred to DEA by the provincial government under the inter district fund distribution formula. It will be used to pay staff wages, build staff capability; pass awareness etc. It will provide a baseline budget separately for primary, middle and high schools. Accounts will be inspected every year as a usual government practice. DEA will maintain a register containing necessary information on each eligible candidate. DEA will organize elections after every 3 years.

At present there are 40,000 posts for teachers in Punjab are vacant. Teacher's associations will compete against these suggestions because some of their privileges are badly affected. SC may surrender the services of an unwanted staff member to the DEA. Gradual implementation of decentralized governance framework has been suggested because losing authority and control at school level will be difficult to accept.

5.1.3 Major Initiatives exclusively for improving Girls Quality Secondary Education

i. Stipend to Secondary Schools' Girls/Zewar-e-Taleem Program by Punjab Government

Programme Monitoring and Implementation Unit was established under Punjab Education Sector Reform Programme in 2003, keeping in view the low literacy rate of girls in some of the districts of Punjab PMIU initiated a programme "Stipend to girls students" at secondary level(class 6, 7, 8) it was the first programme of this kind that aims at improving secondary education exclusively for girls. It offers cash stipends to girls of grades (6-10) of government schools in 16 low literacy selected districts⁸ with the objectives of improving enrollment, increasing retention, reducing gender disparities and enhancing female prestige. At its initial phase stipend to the tune of Rs. 200 per month was provided to all girls' students at secondary level. Under this programme 1.5 billion was disbursed to 411000 during the year 2013-14. The stipend of Rs. 2,400 per year was distributed on quarterly basis (Rs.600 in four equal quarterly payments) to the girl students through postal services subject to the condition of 80% attendance rate during the period. District education departments were responsible for providing information regarding attendance of the beneficiaries.

From April 2013 the stipend was increased from Rs.600 to 900 per quarter per beneficiary for classes 6th to 8th and Rs. 1,200 per quarter per beneficiary for classes 9th and 10th. After identifying issues in payment procedures Govt. of Punjab decided to switch over the delivery mechanism from post office to branchless banking system. A pilot was run in three selected district i.e. Muzaffargarh, Okara and Khanewal covering 23,000 girl students approximately in 44 selected schools.

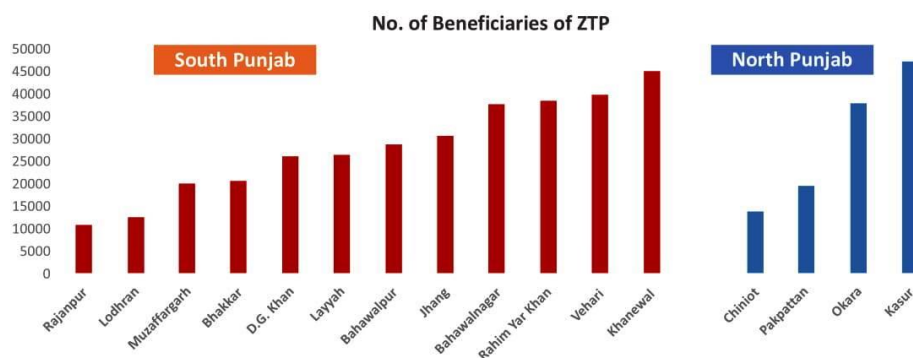
Government of the Punjab, after successful completion of the pilot project, launched Khadim-e-Punjab Zewar-e-Taleem Programme on March,15 2017. It is a conditional cash transfer programme under which Khidmat card mechanism, developed by Punjab Social Protection Authority (PSPA), is used for payments to ensure transparency and efficient service delivery. This mega project has been allocated Rs. 6 billion for the financial year 2017-18.

Inclusion and Exclusion Criteria The school girls who observe more than 80% attendance are eligible for the scholarship. Those students who are repeating the academic year are not be eligible for the scholarship. Khidmat Cards are being issued in the name of mothers or fathers of students eligible for the programme and disbursements made on quarterly basis (Rs 3,000 after every three months). Students enrolled in grade 10 will automatically be excluded from the programme upon completion of the academic session. The students

8. Bahawalnagar, Bahawalpur, Bhakkar, Chinniot, DGkhan, Jhang, Kasur, Khanewal, Layyah, Lodhran, Muzaffargarh, Okara, Pakpattan, Rajanpur, Rahim Yar Khan and Vehari

repeating the session would be kept in the programme for another year. The students dropped out of schools would also be excluded from the programme.

Registration Process: Registration of beneficiaries in Zevar-e-Taleem Programme (ZTP) was done through mobile registration teams at School Education Department-operated static centers and franchises of telecom operators, set up at each of 57 targeted tehsils of 16 districts. These static centers were at the most populated schools. The SE Department mobilized the potential beneficiaries to each center daily.



Source: (Data collected and arranged by the Organization)

ii. Punjab Daanish Schools and Centers of Excellence Authorities (CEAs):

Major initiative of Punjab government that focuses South Punjab for better quality of secondary and higher secondary education is Daanish Schools. Daanish Schools and Centers of Excellence Authority Act – 2010 was passed by the Provincial Assembly of Punjab on February 24, 2010, paving way for the establishment of Daanish Schools and Centers of Excellence. First Daanish School was opened in Rahimyar Khan in 2011. After that more schools for girls and boys were opened in Hasilpur (Bahawalpur) Harnoli (Mianwali), D.G. Khan and Attock in 2012. Other schools are located at Rahim Yar Khan, Hasilpur, Chishtian, Mianwali, Rajanpur, Dera Ghazi Khan and Attock. The aim of the programme is to ameliorate poverty through empowering human resource and providing access to free education to the extremely under privileged sections of the society. The salient features are: -

- To enable the poorest sections of the society to have access to quality education environment and enabling infrastructure.
- Daanish Schools are being established with an objective to provide quality education to children belonging to low income segments of the society especially of the less developed areas of Punjab.
- These residential schools will cater to the most underprivileged segments of community in the less developed areas of the Punjab, providing children with free, high quality education of the type which so far has been the domain of private schools alone.

A fundamental feature of the governance and management of the Daanish Schools is the participation of the local community as a governing body of each school. The local community will be a major stakeholder in the management. Such an experiment in education sector of private – public participation will hopefully augur well for the Schools.

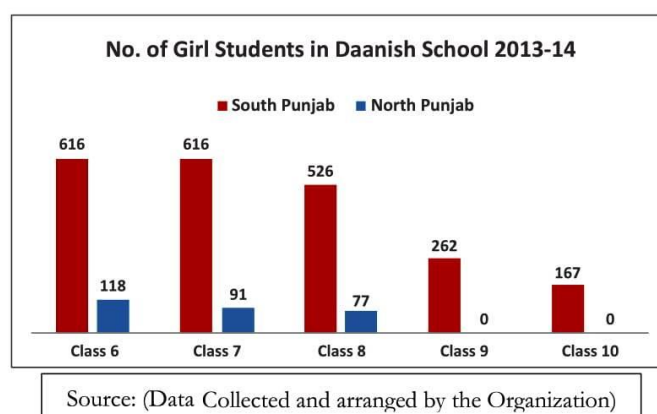
List of Daanish Schools and Center of Excellence:

Center of Excellence School	Daanish Schools	Daanish Schools
1 Dera Ghazi Khan Boys	1 Rahim Yar Khan (Boys)	10 Jand (Attock) Girls
2 Dera Ghazi Khan Girls	2 Rahim Yar Khan (Girls)	11 Dera Ghazi Khan Boys
3 Muzaffargarh Boys	3 Hasilpur (Bahawalpur) Boys	12 Dera Ghazi Khan Girls
4 Muzaffargarh Girls	4 Hasilpur (Bahawalpur) Girls	13 Fazilpur (Rajanpur) Boys
5 Sialkot (Boys)	5 Chishtian (Bahawalnagar) Boys	14 Fazilpur (Rajanpur) Girls
6 Sialkot (Girls)	6 Chishtian (Bahawalnagar) Girls	
7 Rojhan (Boys)	7 Harnoli (Mianwali) Boys	
8 Rojhan (Girls)	8 Harnoli (Mianwali) Girls	
9 Jaranwala (Boys)	9 Jand (Attock) Boys	
10 Jaranwala (Boys) Junior Campus		
11 Hafizabad (Girls)		

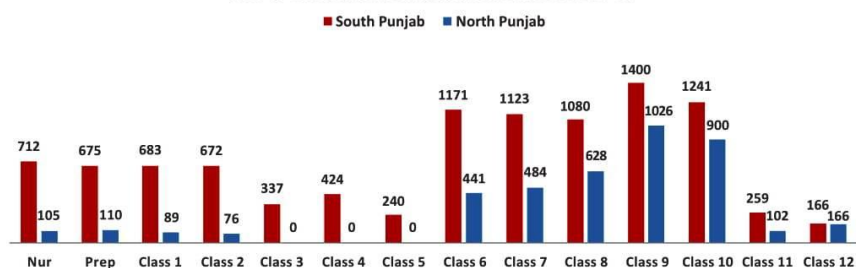
Table 10: Grade-wise Girls Enrolment in Daanish Schools and Center of Excellence Authorities 2013-18

Grades	2013-14	Grades	2014-15	Grades	2015-16	Grades	2016-17	Grades	2017-18
Nur		Nur	712 105	Nur	718 103	Nur	286 0	Nur	247 0
Prep		Prep	675 110	Prep	680 95	Prep	214 0	Prep	158 0
Class 1		Class 1	683 89	Class 1	722 107	Class 1	184 0	Class 1	226 0
Class 2		Class 2	672 76	Class 2	729 87	Class 2	197 0	Class 2	245 0
Class 3		Class 3	337 0	Class 3	589 76	Class 3	215 0	Class 3	225 0
Class 4		Class 4	424 0	Class 4	378 0	Class 4	188 0	Class 4	251 0
Class 5		Class 5	240 0	Class 5	735 71	Class 5	225 0	Class 5	218 0
Class 6	616 118	Class 6	1171 441	Class 6	945 375	Class 6	548 366	Class 6	579 459
Class 7	616 91	Class 7	1123 484	Class 7	1103 405	Class 7	434 334	Class 7	569 481
Class 8	526 77	Class 8	1080 628	Class 8	1077 490	Class 8	542 400	Class 8	437 445
Class 9	262 -	Class 9	1400 1026	Class 9	1088 614	Class 9	610 489	Class 9	630 633
Class 10	167 -	Class 10	1241 900	Class 10	1327 1005	Class 10	505 480	Class 10	605 468
Class 11	- -	Class 11	259 102	Class 11	523 279	Class 11	0 260	Class 11	0 165
Class 12	- -	Class 12	166 166	Class 12	0 166	Class 12	54 255	Class 12	38 243

Source: (Data Collected and arranged by the Organization)

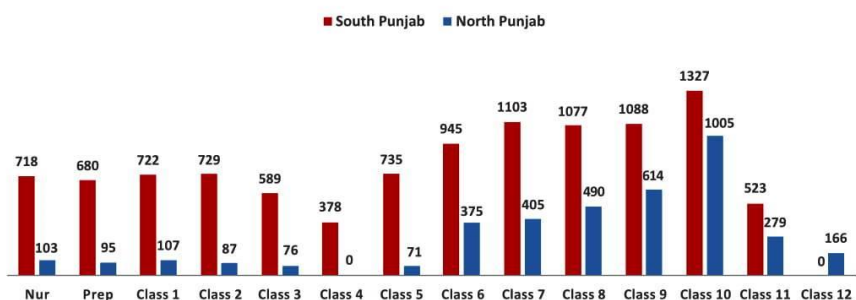


No. of Girl Students in Daanish School 2014-15



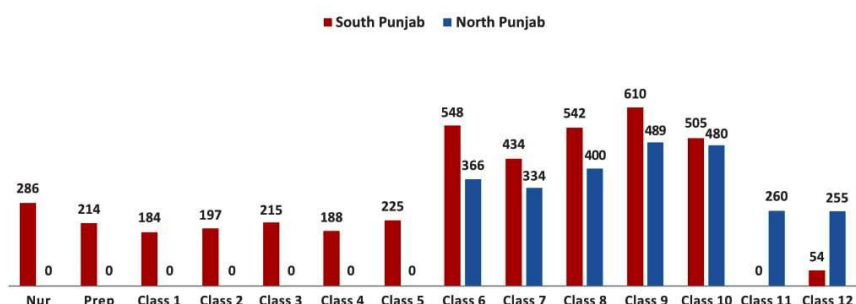
Source: (Data Collected and arranged by the Organization)

No. of Girl Students in Daanish School 2015-16



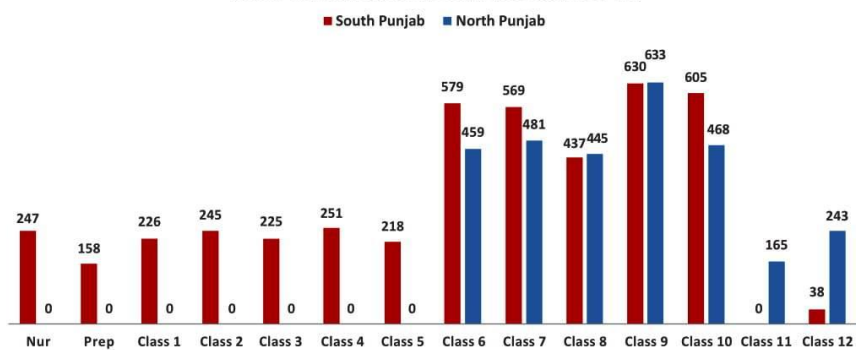
Source: (Data Collected and arranged by the Organization)

No. of Girl Students in Daanish School 2016-17



Source: (Data Collected and arranged by the Organization)

No. of Girl Students in Daanish School 2017-18



Source: (Data Collected and arranged by the Organization)

2. Other Initiatives of Govt. of the Punjab Indirectly contributing in improving Girls Quality Secondary Education

1. Punjab Education Endowment Fund (PEEF)

A company set up under section 42 of the Companies Ordinance 1984, established on 31st Dec. 08. Company started its operations in Feb. 2009. Following are the major objectives of the PEEF initiative:

- Scholarship/Financial assistant for talented and less privileged students to bring them at par with the more fortunate ones
- Creation of a critical mass of talented youth for the development of society
- Identification and support to extremely marginalized students through special quotas
- Supporting the less privileged and best students of PBTE, other provinces- including AJK, FATA, ICT

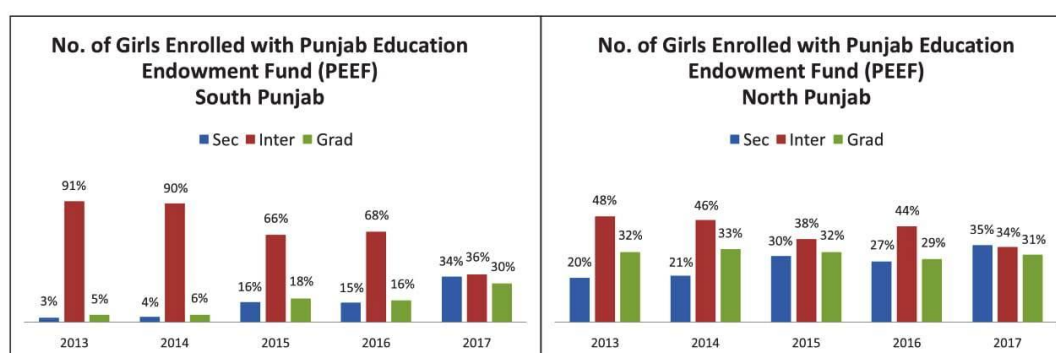
Talented and less privileged Students are the target group of the PEEF Scholarships. Secondary, Intermediate, graduation, Masters and PhD Level students and students from other provinces including AJK, FATA, Gilgit & Baltistan, and Islamabad Capital Territory (ICT) are eligible to apply for the benefit. Scholarships are being offered to 6 levels of education; Secondary, Intermediate, Graduation, Master, PhD, Passed Punjab Examination Commission's (PEC) Grade VIII examination (annual) (OR) Passed Grade VIII examination (annual) conducted by the Directorate of Special Education, Lahore. Scholarship / financial assistance is provided bi- annually.

Eligibility Criteria:

- Secured at least 60% marks in the above mentioned examination(s)
- Secured admission in a regular educational institution as a full time student in the current academic year as of passing the Examination.
- Declared monthly income of parents (from all sources) is equal to or less than Rs. 15,000/-
- For Special Quota Scholarships (SQ), the student must fall in at least one of the following S.Q categories:
 - Orphan Children
 - Children of government servants in BPS 1 – 4
 - Children belonging to minority religion
 - Special Children
 - Children of civilians martyred in terrorist attacks
- Not availing any other educational scholarship during the current academic year

No. of Girls Enrolled with Punjab Education Endowment Fund (PEEF)						
2013-2017 (Five Years Analysis)						
Year	South Punjab			North Punjab		
	Sec	Inter	Grad	Sec	Inter	Grad
2013	331	8,945	527	498	1,177	791
2014	401	8,552	549	544	1,196	867
2015	3,402	14,434	4,033	5,291	6,727	5,761
2016	3,742	16,884	4,074	4,996	7,922	5,251
2017	6,750	7,160	5,942	9,220	9,036	8,146

Source: (Data Collected and arranged by the Organization)



Source: (Data Collected and arranged by the Organization)

The figures show the number of girls enrolled with PEEF Punjab Education Endowment Fund in south and north Punjab separately for the year 2013-2018 at secondary, intermediate and graduation levels. The year wise segregation shows that only 3% of secondary level girls are enrolled with PEEF in south Punjab while in north Punjab, the ratio for secondary level enrollment is 20%. Whereas, the enrollment in intermediate level in south Punjab is too high as compared to secondary level i.e. 91% and in north Punjab at 48% in the year 2013 and it decreases again at 5% at graduation level in south Punjab in comparison to 32% in north Punjab. The overall trend shows that enrollment with PEEF in south Punjab is only high with intermediate level in the 5 years and at secondary and graduation level, the enrollment is very low. In north Punjab, the highest enrollment is again for intermediate level for the given years but the secondary and graduation levels are not too low.

2. Punjab Education Foundation (PEF)

The objectives of the Punjab Education Foundation are:

- Promotion of quality education through Public-Private-Partnership, encouraging and supporting the efforts of private sector through technical and financial assistance, innovating and developing new instruments to champion wider educational opportunities to the underprivileged children at affordable cost.
- To help promote an educated society in partnership with the private sector so that every child has equal access to the basic right of education in Punjab.

Functions: The functions of the Foundation are to:

- Provide financial assistance for the establishment, expansion, improvement, and management of educational institutions and allied projects.
- Provide incentives to students, teachers, and Educational Institutions.
- Promote public-private partnerships relating to education.
- Provide technical assistance to Educational Institutions for testing policy interventions and innovative programmes for replication.
- Rank private educational institutions based on educational standards.
- Raise funds through donations, grants, contributions, subscriptions etc.
- Assist Educational Institutions in capacity building, including training of teachers.
- Undertake any other function as may be assigned to it by the Board with the approval of the Government.

Following are different projects running under Punjab Education Foundation:

(i) Foundation Assisted School (FAS)

Foundation Assisted School (FAS) is the flagship program of Punjab Education Foundation (PEF) which is working for the promotion of quality education for marginalized segments of the society, through Public Private Partnership. FAS program was inceptioned in 2005 with outreach to 6 districts of Punjab. It has now been extended across Punjab through launching of 10 different phases over the years. Currently, FAS supports more than 1.6 million students studying in more than 3200 partner schools across Punjab. FAS follows laid down procedures and SOP's for selection of schools through a transparent and competitive process as approved by PEF Board of Directors. FAS program was launched to provide free and quality education to the marginalized strata of society through introduction of an innovative education system under Public-Private-Partnership (PPP) model. PPP model is envisaged to improve the quality of schools and their service delivery against carefully designed output/outcome indicators in an effective and efficient manner.

(ii) Linkage of Payment with SIS:

FAS shifted its payment system from Manually Filled Monthly Update: to "SIS (Student Information System)" based monthly update in December 2015 which is connected with School Administrating Payment System (SAPS). Now payments of majority of schools are auto generated through SAPS using online SIS enrolment submitted and verified by the partner school. Schools are now bound to update correct enrolment data on daily basis for generating correct payments.

(iii) Surprise visits of schools:

Surprise visits of schools are being made by Director FAS, other program directors and other officers for operational control and checking of infrastructure improvement in partner Schools. Discrepancies are identified and actions are taken against the schools accordingly. Moreover, this exercise also sensitized schools regarding sharing correct information to PEF and create awareness amongst partners. During the year, FAS department conducted 12 District Coordination Meeting across Punjab to share policy decisions with all stakeholders and get their feedback.

(iv) Regular monitoring of FAS Department:

Regular Monitoring of FAS partner schools and categorization for 2016 is in process and will be completed by monitoring & Evaluation Assistants (MEAs)

Per child fee support provided to partner schools was revised in 2015 as follows.

- Rs. 550/-for Primary Class
- Rs. 600/- for Elementary Class
- Rs. 700/- for Secondary level Arts Class
- Rs. 800/- for secondary level Science Class
- Rs. 900/- for Higher Secondary level Arst Class
- Rs. 1100/- for Higher Secondary level Science Class

Enrolment of Brick kiln students in FAS schools:

Punjab education Foundation and Punjab Labor Department have launched the initiative of free education for children working at Brick Kiln. Such children are also enrolled in FAS partner schools. School Education department is supervising this activity in coordination with Labor Department and other respective government departments to bring Brick Kiln students to schools as per vision of Government of the Punjab.

(v) Inclusive Education project:

PEF launched pilot project to promote “Inclusive Education” in its partner school with the objective to educate children with minor disabilities. Pilot project was launched in seven Districts of Punjab i.e. Lahore, Multan, Vehari, Chakwal, Rawalpindi, Attock and Jhelum. During the year, FAS signed agreements with 88 partner schools under this project. PEF developed its own database management system under the name SIS (Student Information System) back in 2010, whereby partner schools were given individual logins to update their school/ children data individually in accordance with their manual record, so that PEF's policy to fund per child per month may be exercised in true letter and spirit without any failure or anomaly. FAS also started the exercise of data cleaning so that schools could remove anomalies/ errors with respect to names, CNIC number, class, level, duplication of entries, etc. and update their record in the light of actual presence/ enrollment and as per schools' record. Partner schools were called for meeting in PEF along with all record of school which was checked against their SIS database.

(vi) New School Program (NSP)

New School Program (NSP) is an initiative of Punjab Education Foundation that ensures access to schools in areas where no formal government or PEF schools exist within the radius of 1km having population of approximately 350 people. Since its launching in 2008 in seven tehsils, NSP has contributed in enrolling out of school children and improving literacy rates in all 36 districts of Punjab. NSP encourages individual entrepreneurs and NGOs to operate schools under this program after signing of agreements. NSP targets to improve access to education in areas where such opportunities are either scarce or not available at all. NSP caters for educational needs of underprivileged, disadvantaged, out of school children, drop outs and natural enrolment. Cholistan Mobile Schools is an intervention of PEF under the umbrella of NSP to open mobile schools for nomadic children with a vision to ensure their 'access to education'. As people of Cholistan lead a semi nomadic life, moving from one place to another in search of water and fodder for their animals, therefore, “Mobile Schools” will ensure that teaching and learning process goes on without any interruption. Currently 10 mobile schools are operational in pilot phase. NSP has initiated Brick Kiln worker project to eradicate the menace of child labor from brick kilns and to bring these children to the formal education stream. NSP has signed Memorandum of Understanding (MOU) with 3 NGOs and 18 new schools have been set up in District Muzaffar Garh near different brick kilns.

(vii) Education Voucher Scheme (EVS)

Currently EVS is operational in 36 districts of Punjab and through this initiative; More than 400,000 vouchers have been distributed to voucher eligible children in urban, rural and slum areas. These students are between the ages of 5 to 16 years. Under EVS, 1730 schools are running in all Districts of Punjab. The voucher is redeemable against payment of fee in the partner educational institutions. EVS as the name suggests is one of PEF's unique programs, which aims to provide quality education to children with weak educational prospects of marginalized and less affluent areas in urban slums and shanty towns of Punjab. The basic purpose of the scheme was to provide affordable quality education for the less privileged and disenfranchised sections of society. The target population of the

scheme is the people living in slums/katchi abadies. Through this scheme even the poorest of the poor have freedom of choice to send their children to the schools of their own liking. The voucher is redeemable against payment of fee in the PEF partner private educational institutions. During the financial year, EVS has achieved target of 107,000 vouchers through taking nominations from schools. As per the program policies and procedures, online nominations of children/students were obtained from schools for the provision of free of cost education. Nominations from the school are verified and vouchers were issued to the eligible children/students after the verification of the data shared by schools through random household survey. This voucher allows the student to study under any EVS schools and is valid for one academic year. During the financial year 134,351 nominations were received and accordingly vouchers were issued. In EVS total registered number of vouchers is 490,509 in all 36 districts of Punjab. Through vouchers freedom of choice is given to the parents to enroll their children in any EVS partner school. In order to gauge the performance of EVS partner schools, 100% monitoring of schools was carried out by EVS team and as per report, all schools were categorized in different categories and accordingly results with schools were shared for their improvement. In EVS, online complaint cell has been established for facilitation and immediate redressal of grievances of the schools. Through this way EVS is facilitating partners on their day to day issues.

(viii) Pilot inclusive education project in PEF partner Schools:

PEF has launched a pilot project, with the support of Punjab Inclusive Education Department in seven districts of Punjab (Rawalpindi, Attock, Chakwal, Vehari, Multan, Lahore, Jehlum) and Rs 40,000/- (one time grant) is given to schools for infrastructural development. Through this project schools will enroll special children (with mild disability) in their schools and additional financial support will be given to the schools. In current financial year, 187 schools with 729 students have been enrolled in the project.

(ix) Public School Support Program (PSSP)

Government of the Punjab through Board of Directors (BOD) of PEF has initiated Public Schools Support Program (PSSP) under Punjab Education Foundation (PEF) to improve quality of education in low performing public sector schools. This is a non-commercial, non-profit program with aim to provide free of cost quality education in existing public schools through involvement of private sector. In order to fulfill obligations under article 25-A of constitution of Pakistan and to enhance involvement of private sector to complement efforts of public sector in provision of free and compulsory education for all children for the age 5-16. The objectives of PSSP are as under.

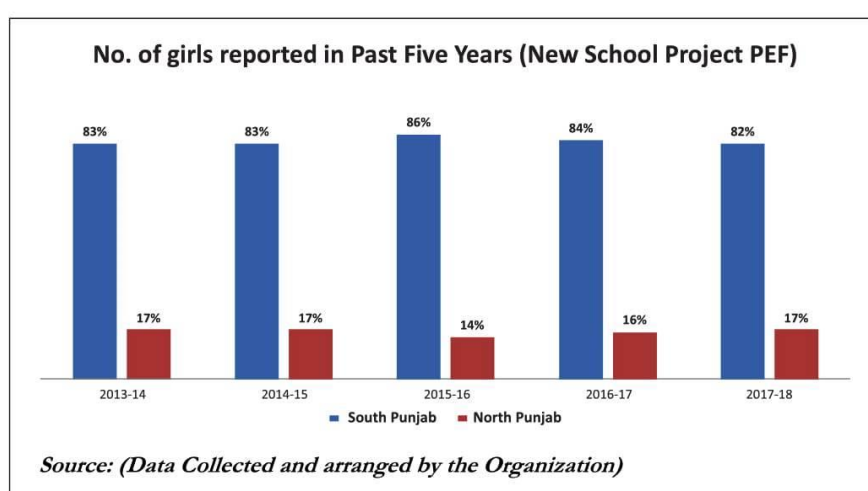
1. To improve quality of education
2. To increase enrolment in low performing Public Sector Schools.
3. To provide conducive teaching and learning facilities
4. To ensure enrolment of Out of Schools Children (OSC)

Categories of Licensees: Education chains, NGO Sector that includes education sector and social sector and Licenses to Individuals those include PEF Partners, Private Schools, Retried Government Servants, and Private Individuals.

New School Programme:

Years	South Punjab	North Punjab
	No. of girls reported	No. of girls reported
2013-14	62	13
2014-15	1641	330
2015-16	10160	1695
2016-17	30519	5868
2017-18	85031	18266

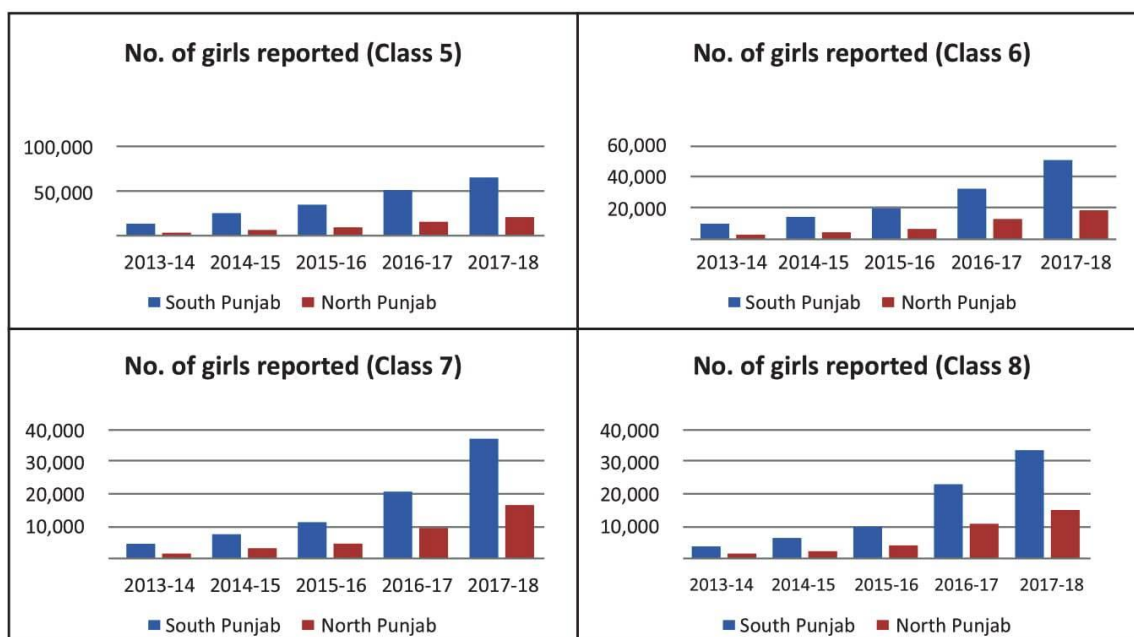
Source: (Data Collected and arranged by the Organization)



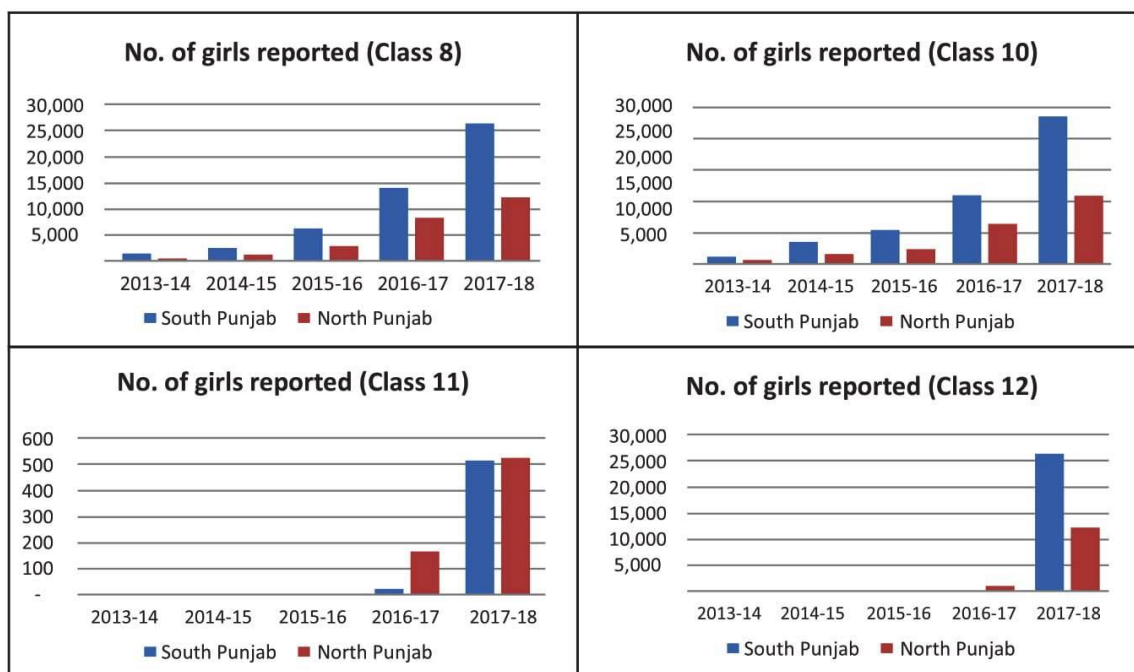
Years	South Punjab							
	No. of girls reported							
	Class 5	Class 6	Class 7	Class 8	Class 9	Class 10	Class 11	Class 12
2013-14	13,553	10,000	4,717	3,897	1,729	1,297	-	-
2014-15	25,077	14,332	7,576	6,314	2,813	3,537	-	-
2015-16	34,456	19,790	11,408	9,839	6,646	5,443	-	-
2016-17	49,859	33,159	21,003	23,406	14,326	10,914	24	31
2017-18	65,350	50,616	37,394	33,753	26,755	23,519	514	2,580

North Punjab							
No. of girls reported							
Class 5	Class 6	Class 7	Class 8	Class 9	Class 10	Class 11	Class 12
3,010	2,851	1,825	1,399	767	586	-	-
6,771	4,522	3,117	2,456	1,337	1,609	-	1
9,761	6,483	4,700	4,038	3,020	2,380	-	1
16,146	12,862	9,957	10,917	8,617	6,448	99	75
21,444	18,754	17,007	15,042	12,313	11,005	520	1,234

Source: (Data Collected and arranged by the Organization)



Source: (Data Collected and arranged by the Organization)



Source: (Data Collected and arranged by the Organization)

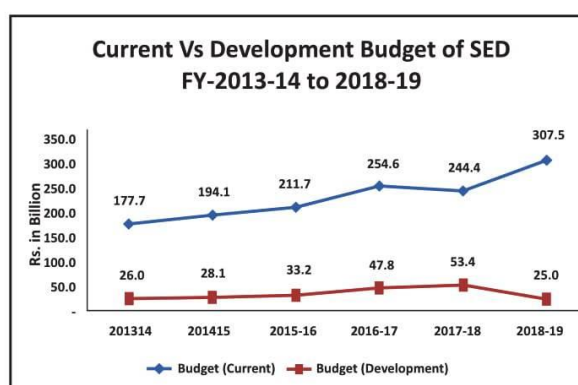
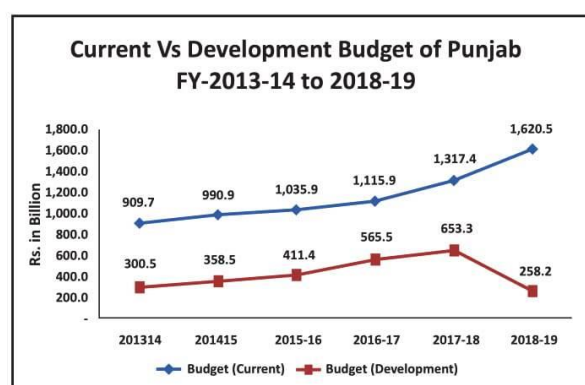
5.2 Financing and Budgeting

The days have gone when GDP was considered the only indicator for measuring the progress of the countries. The concept of human development made education an important pillar along with health and living standard to measure the development of any country. To achieve its Human Development Indicators Government of the Punjab has been investing huge budget on education every year. During previous six years an amount of Rs. 1603 billion has been allocated to School Education Department including current (Rs. 1390 billion) and development budget (Rs. 213 billion). (PIFRA).

5.2.1 Current vs. Development Budget of Government of the Punjab and SED:

Years	Budget of the Punjab			Budget of School Education Department			Education Budget % of Total Punjab Budget
	Current	Development	Total	Current	Development	Total	
2013-14	909.7	300.5	1,210.2	177.7	26.0	203.8	16.8
2014-15	990.9	358.5	1,349.4	194.1	28.1	222.2	16.5
2015-16	1,035.9	411.4	1,447.2	211.7	33.2	244.8	16.9
2016-17	1,115.9	565.5	1,681.4	254.6	47.8	302.3	18.0
2017-18	1,317.4	653.3	1,970.7	244.4	53.4	297.8	15.1
2018-19	1,620.5	258.2	1,878.7	307.5	25.0	332.5	17.7

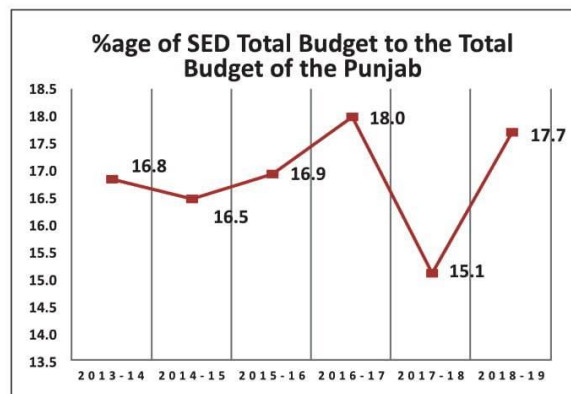
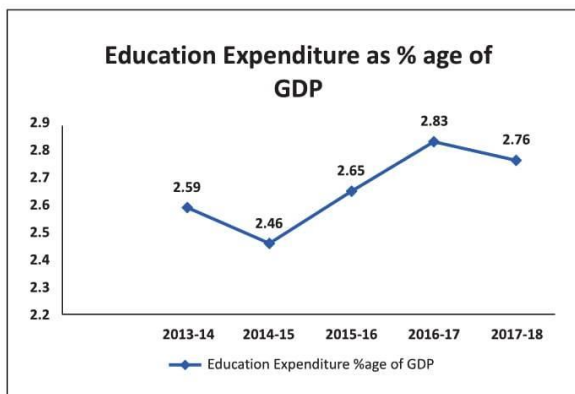
Source: (PIFRA)



Source: (PIFRA)

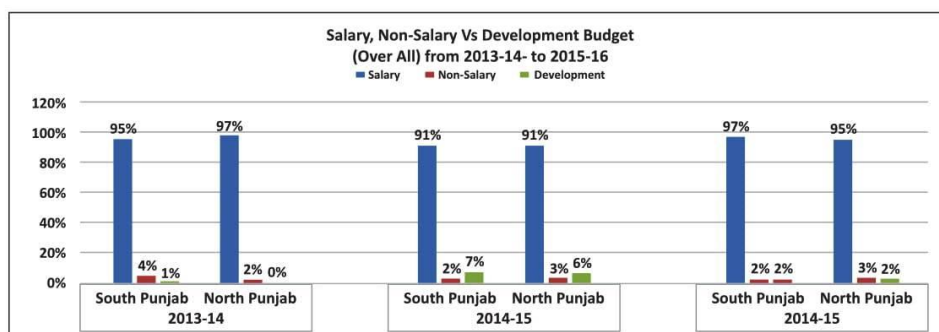
Data shows an upward trend of current budget in both Punjab and School Education Department that includes salaries and administrative budget, whereas downward trend has been seen regarding development budget that includes programme and project costs during previous 6 years FY 2013-14 to 2018-19. In both situations, Province and School Education, Current budget has an increasing trend as it climbed from Rs. 909.7 million and Rs. 177.7 Million in 2013-14 to 1620.5 million and 307.5 million in 2018 respectively. But the main concern is the development budget where the trend was increasing in the first few years but the ratio tends to fall as in 2017-18 in Punjab it was Rs. 653.3 billion and in SED it was Rs. 53.4 billion. Then during 2018-19 it drastically decreases to Rs. 258.2 billion (In Punjab) and 25.0 billion (in SED) with more than 50% decrease. It shows that the development budget has been compromised at provincial as well as at department level.

5.2.2 Comparative Analysis of Education Budget to Punjab Budget and GDP:



If situation of education budget is analyzed as percentage of total budget of the Punjab till 2016-17 the trend was increasing and reached at 18% whereas its abrupt fall of 3% can be seen during 2017-18 that has been boosted during 2018-19 again at 17.7%. However, when it comes to the percentage of GDP⁹ the data shows an increasing trend during 2014-15 to 2016-17 that is 2.46% and 2.83%¹⁰ respectively but during 2017-18 its drastic decrease can be seen.

5.2.3 South Vs. North Punjab in terms of Salary, Non-Salary and Development Budget of SED:



District-wise data as provided by District Govt. Officials (Copy attached at Annex) is divided into salary, non-salary and development for three years 2013-14, 2014-15 and 2015-16. The data when categorized in south and north Punjab depicts a clear picture of a huge difference between current budget (salary and non-salary) and development budget. This graph shows the budget allocated on y-axis and the heads as Salary, Non-Salary and development on x-axis. It can be clearly seen in the graph that most of the budget is allocated to salary head. In 2013-14 South Punjab's salary budget was 95% while the non-salary and development budget was 4% and 1% consecutively. Same is the case with the North Punjab as salary budget allocated was 97% and only 2% was assigned to non-salary and 0.02% to development.

For 2014-15 there was an increasing trend in Non-salary and development heads as they increased to 7% and 6 % for development both in south and north Punjab and a slight decrease as 91% for salary budget for south and north Punjab. There was a slight decrease in terms of Non-salary budget as for both south and north Punjab it was 2% and 3% consecutively.

9. <https://www.indexmundi.com/facts/pakistan/public-spending-on-education>

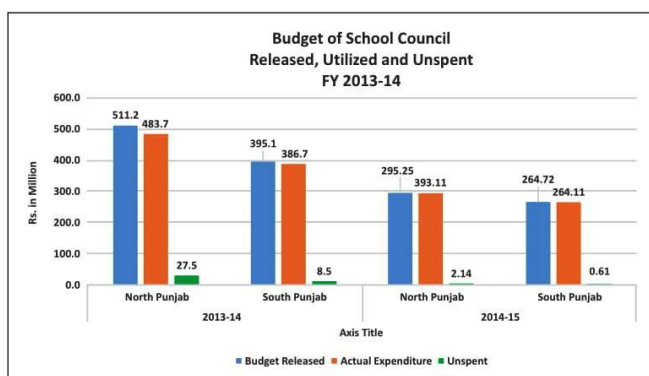
10. <http://uis.unesco.org/country/PK>

The third year 2015-16 has increases in both south and north Punjab as salary budget for this year was 97% and 95% for south and north Punjab consecutively there was a negative trend in budget allocations for non-salary and development heads as it was 2% for non-salary and development both for south Punjab and 3% and 2 % in north Punjab.

However, these investments cannot be segregated on the basis of gender as gender base budgeting is still a far off dream to be realized in Punjab.

5.2.4 Budget of School Councils Released, Utilized and Unspent in North and South Punjab:

The government of Punjab has initiated a **non-salary budget** programme under PESRP II to allow **school councils** improve infrastructure in their schools and make other operational expenses. In 2015-16, a budget of Rs. 14 billion has been allocated for NSB scheme in all the 36 districts of the province. Considering the increased resource envelop for SCs, there is a need to ensure that the members of SCs are trained and aware of their



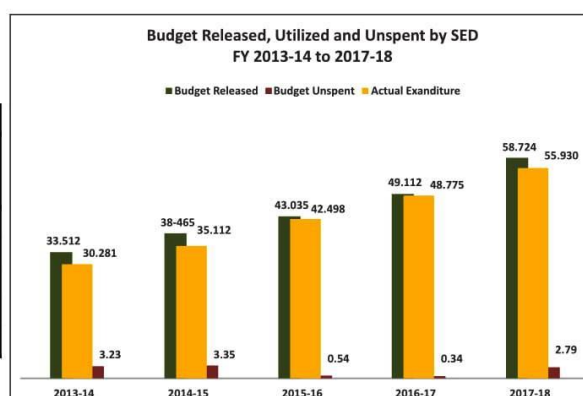
responsibilities. However, the evidence in this regard suggests otherwise with a number of SC members not only untrained but also not aware of their responsibilities in some cases.

5.2.5 Expenditure on Secondary Education in Punjab:

Government of the Punjab released an amount of Rs. 222.8 billion in five years from 2013-2018 to secondary education, out of which an amount of Rs.212.6 billion (95%) was utilized and Rs. 10.25 billion (5%) remained unspent throughout the same period.

Budget Released, Utilized and Unspent by SED (In Billions)				
Year	Original Budget	Budget Released	Actual Exanditure	Budget Unspent
2013-14	36.681	33.512	30.281	3.23
2014-15	43.797	38.465	35.112	3.35
2015-16	56.337	43.035	42.498	0.54
2016-17	61.273	49.112	48.775	0.34
2017-18	40.750	58.724	55.930	2.79

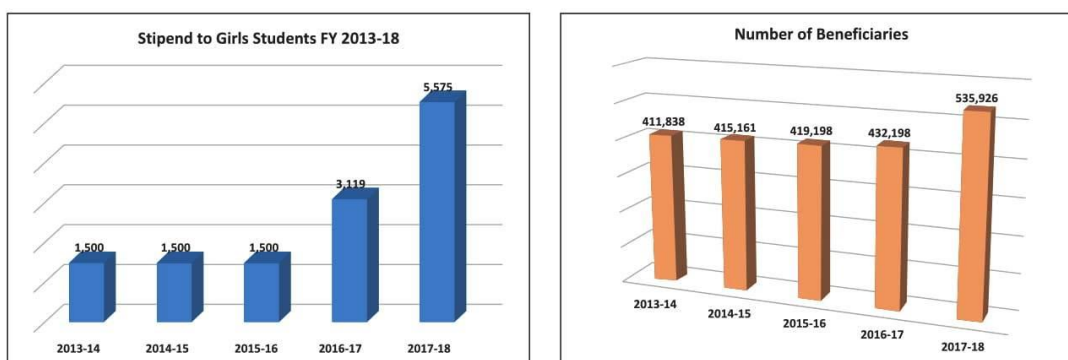
Source: AG Office PIFRA, Government of the Punjab



5.2.6 Expenditure on Girl Specific Initiatives of Govt. of the Punjab:

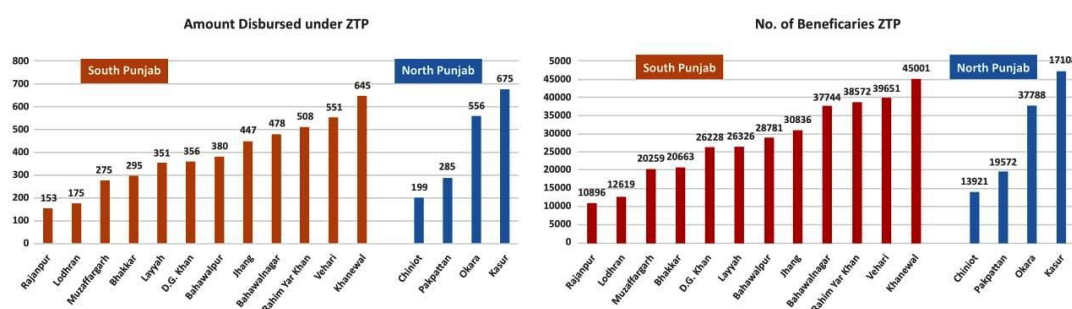
I. Stipend to Girl Students/Zewar-e-Taleem Programme:

The data shows a total amount of approximately 13 million to girls' students at secondary level of education in 16 districts of Punjab during 5 years FY 2013-14 to FY 2017-18 where most of the districts are from southern region of Punjab having low literacy rate of girls. Figure below shows an overall increase of 31% during 5 years with an annual average increase of 6%.



Source: (Data collected and arranged by the Organization)

However, as government converted this programme into Zaver-e-Taleem Programme in March 2017 the amount disbursed raised from Rs.13 million to Rs.6.3 billion within only one year 2017-18. Whereas No. of beneficiaries raised from 2.2 million to 4.5 million.

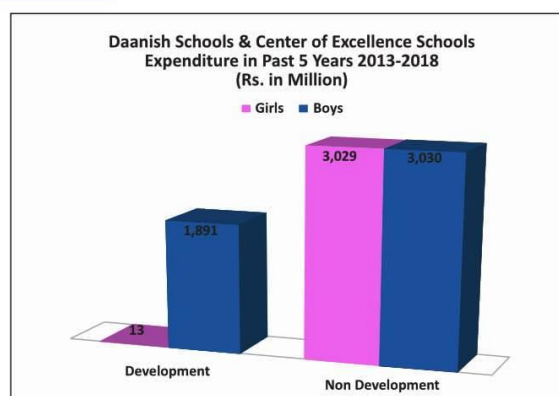


Source: (Data collected and arranged by the Organization)

The detailed graph of amount disbursed to the beneficiaries of Zaver-e-Taleem Programme is shown above with North Punjab (Blue) and South Punjab (Red). The figures show the number of heirs in different districts of north and south Punjab with 26% receivers in north Punjab and 74% in south Punjab. From the beginning of the project till October 2018 total expenditure in 16 districts till October 2018 is 6.3 billion rupees.

II. Daanish Schools and Centers of Excellence Authorities:

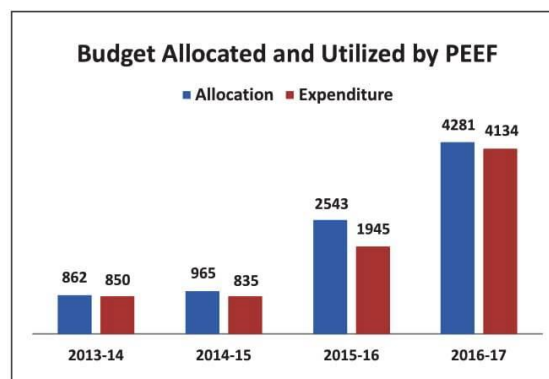
the graph shows the expenditure of Daanish schools and center of excellence in past five years (2013-18) in terms of development and non-development it can be clearly seen in the figure aside that development expenditure mostly focuses on the boys as girls only gets 13 million of the total 1,904 million. The development expenditure on the other hand shows an equal trend as approximately 3 billion were spent on both boys and girls' schools.



Source: (Data Collected and arranged by the Organization)

III. Punjab Education Endowment Fund:

Punjab Education Endowment Fund is not a girls specific but a girl sensitive initiative of Government of the Punjab. Figure on the right shows an increase in allocation and expenditure of the fund from 862 million to 4281 million whereas expenditure increased from 850 to 4234 million during financial year 2016-17.

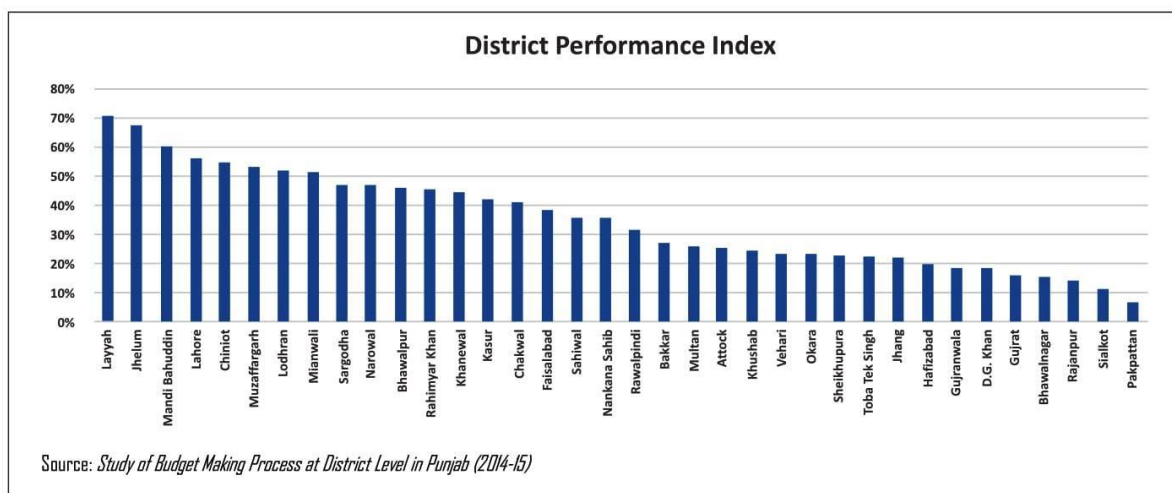


Source: (Data Collected and arranged by the Organization)

Openness and Capacity of District Governments:

Budget transparency is one of the important pillar for good governance for overall welfare of public around the world. Participatory approach to budget making process is a key feature of any functional democracy. National and international organizations are working in the field of budget transparency to force the government at all levels to participate general public in budget making process as a major stakeholder. However, active participation of general public and stakeholders can only be achieved through an informed and well aware civil society. In Punjab budget making process is restricted, very close and involved lot of secrecy. This type of culture need to be changed through advocacy, awareness and informing people about their rights and responsibilities. District government in Punjab are legally bound as per district budget rules of 2003 to arrange pre budget seminars and consultative sessions with relevant stakeholders before starting budget making process for this purpose there is also a need to have functional and interactive websites of district governments till date only 8 district governments having their functional websites. A study has been conducted during 2014-15 to analyze the openness and capacity of district governments for budget making process that ranks district governments according to four indicators i.e. Public Engagement, Timeliness followed, Competitiveness of the

budget branch and Openness in the budget process. It has been analyzed that the capacity of all districts in south Punjab is very weak in terms of openness in the budget process, Timeliness followed and Public engagement.



The education sector of Punjab has undergone numerous reforms over the last decade or so with significant improvements at access level. More children are in schools now having improved facilities available to them. However, still the province has a huge number of out of school children, the state of basic amenities is not satisfactory in schools and even the children who are enrolled in schools do not get 'quality' education. Overall the debate on how financing strategies can address quality and equity issues has been missing in the province (and Pakistan in general) due to lack of evidence and weak engagement of civil society with the government authorities. Recently there has been added interest from public representatives and civil society with regard to education financing in Punjab and its effectiveness in improving access and quality of education in the province. This study is an effort to present evidence on educational financing priorities of the provincial government and the underlying challenges faced in this regard with an aim to create a sustainable link between policies, data and budgets.

The education budget of Punjab has increased significantly in the last 6 years from Rs. 155 billion in 2010-11 to Rs. 287 billion in 2015-16. This highlights an increase of 85 percent which is commendable. However, there have been challenges regarding absorption of the budget. During 2014-15, 18 percent of the allocated budget of Rs. 260 billion remained unspent. While 88 percent of the recurrent budget was expended during the year, the utilization of development budget shows a grim picture where 54 percent of it remained unspent in 2014-15.

Comparing with the needs of the education sector, the budget allocated for development purposes is quite low. In 2015-16, only 15 percent of the education budget has been earmarked for development. The expended development budget has always been lesser than the allocated budget over the last 6 years. Highest difference between allocation and expended development budget was reported for 2012-13 when only 23 percent of the budget could be spent during the year.

A significant budget of Rs. 4.45 billion has been allocated for teacher education in 2015-16. This constitutes 28 percent pre-service teacher training budget and 72 percent in-service teacher training budget. Despite increasing budgets for training teachers in Punjab, there is a need to ensure effectiveness of this money as major portion of it is expensed in recurrent expenses and there is not much actually spent on training programmes.

The summary position of budget for school education department of provinces and districts shows that the major allocations of budget are in Lahore considering it as the capital city of province. The district wise share of budget is highly biased towards North Punjab. The districts included from South Punjab were Bahawalpur and Okara neglecting the other major districts including Multan, Rahimyar Khan, Sahiwal, D. G. Khan, etc. (Schools.punjab.gov.pk, 2018).

In the budget for financial year of 2017-18, some important developmental initiatives were planned for development of South Punjab. A significant share of provisions was allocated to improve the status of existing schools. It also has share for providing missing facilities in important districts Lodhran, Vehari, Rahimyar Khan, Rajanpur and D.G. Khan (Citizens Budget 2017-18, 2017).

5.3 Accountability

Accountability refers to be responsible and answerable to authorities or public for one's own actions. Every education setup has policies designed for improvement and accountability at school level. The hierarchy of Punjab education system has two main units: administrative unit and academic unit. The academic unit includes students and teachers. The administrative unit ascends from principal to the ministry of education (Schools.punjab.gov.pk, 2018). The academic staff is accountable to the administrative staff as the students and teachers have to report their performances to principal of school. The principal may take an action directly for any problem identified or it can direct it upstream to the monitoring cell and authorities. Likewise, the principal is accountable to the program officers and respective assistant directors (School improvement and accountability framework, 2008 & Hed.punjab.gov.pk, n.d.).

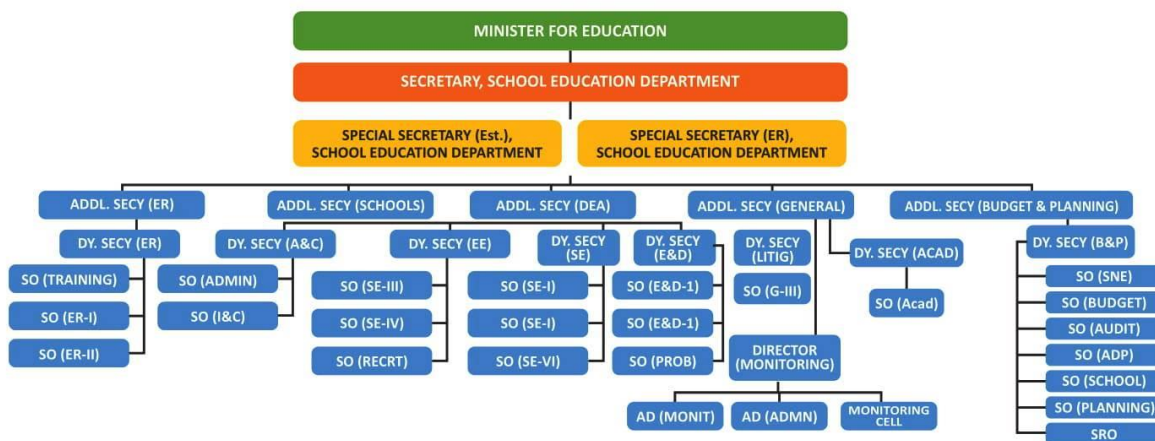


Figure 1: Hierarchy of accountability and monitoring officers at district level for secondary and higher secondary education

5.3.1 Internal Accountability System:

There is an internal accountability and evaluation system of education department in Punjab. The hierarchy of evaluators is summarized in figure 1. Senior teachers and head teachers from government schools mostly serve as Executive District Officer (EDOs), District Officers Education (DOEs), Deputy District Officers Education (DDOEs) and Assistant Education Officer (AEOs). AEO collects data using students' assessment and teaching process of designated academic unit. He makes recommendation and presents his findings as a report to respective DDOE. The DDOE analyzes the recommendations with respect to issues reported and suggest them to DOE as a proposal. DOE studies the proposal and report. After connecting it to the feasibilities and budget as per rules recommend it for consideration to EDO. EDO in collaboration with bureaucracy and political representatives (nazim and ministers) forms the legislation and makes sure the correct implementation of reforms (Rana, 2014).

5.3.2 Monitoring & Evaluation System:

The education system of Punjab has also developed a monitoring and evaluation system for school education under Punjab Education Sector Reform Programme (PESRP). The basic idea of this monitoring and evaluation wing is to ensure accountability, transparency, development and real time feedback from schools. The M&E units and PMIU work in coordination with School Education Department (SED) to collect and analyze data from schools at district level. The Monitoring and Evaluation Assistants (MEAs) are hired that collect data from schools in the form of a proforma. The major check points in this proforma are basic facilities (electricity, furniture, toilets, etc.), enrollment of students and attendance of teachers and students. A monthly report is generated for district level and is presented to District Monitoring Officer (DMO) in District Review Committee to analyze the performance, issues and quality of education. The decisions are then taken on the basis of statistics obtained from the report (Pesrp.edu.pk, n.d.).

5.3.3 Legal Framework for accountability:

Punjab Employees Efficiency Development Act (PEEDA) was published in 2006 which was presented as The Punjab Employees Efficiency, Discipline and Accountability Bill in 2005. According to the Act, employees will be held accountable for their performances and conducts related to their job description and within the premises of their organization or institute. Employees involved in criminal activity, corruption or any misconduct that contradicts the dignity of designation and institute will be accused and is accountable for their actions. The penalties range from fine to suspension from the job. An employee can be permanently suspended with restriction to be hired in any other institute of government sector or any authority and institute under PEEDA (Government of Punjab, 2006). Some rules and regulations are restricted to the respective department only like the curriculum department has The Punjab Curriculum and Textbook Board Act (2014-15), The Punjab Curriculum Authority Act (2012), The Employee Service Regulation (1980) assesses, evaluates and audits education departments. All the boards in districts of Punjab are bound to BISE Punjab Act (1976) which regulates the education boards (Hed.punjab.gov.pk, n.d.).

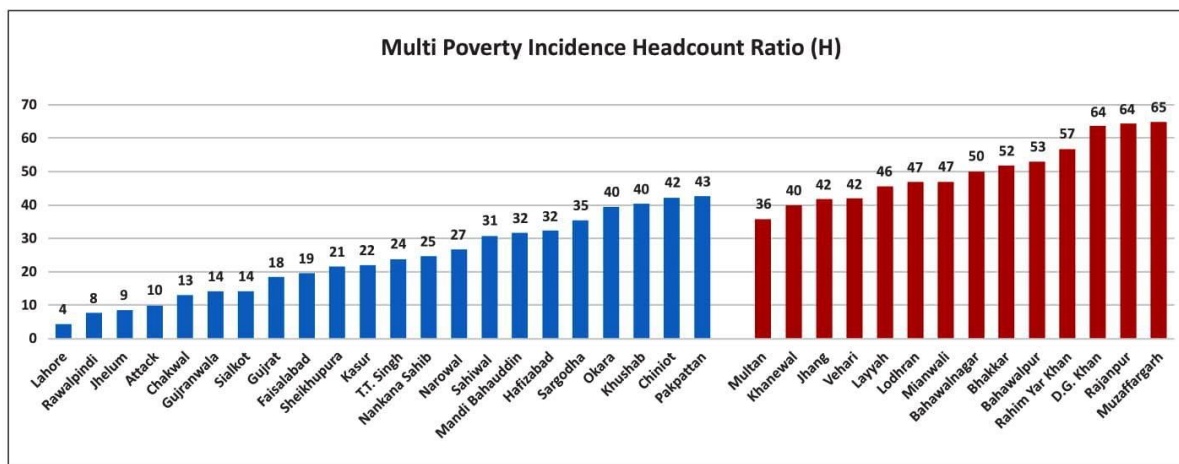
5.3.4 Annual Audit:

The annual audit in Punjab is done by Local Fund Audit Department (LFAD), Punjab under Auditor General of Pakistan. LFAD performs both pre audit and post audit. It audits BISE, Punjab Textbook Board, Cadet College Hassan Abdal, Punjab Benevolent Fund Board and Punjab Board of Technical Education (Lfa.punjab.gov.pk, n.d.). Education Department of Punjab conducts an annual audit for its accounts that evaluates the utilization of budget awarded to schools and colleges. Principal of school and college is the representative to audit team. The audit report consists of every single detail of budget vs. expenditure. It ensures that the allocated budget is spent on the corresponding heads. Audit report is majorly affected by corruption and unjust favors to the “relatives” in the institute. The misquotations in audit report are one of the reasons for poor development and infrastructure of education department in Punjab.

6. Comparative Analysis of Northern and Southern Punjab

6.1 Demography and Socio-Economic Indicators

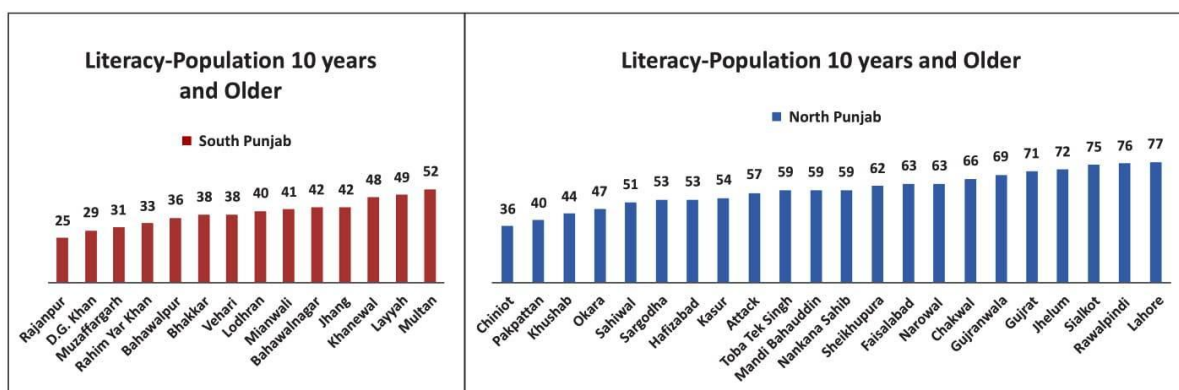
i. Poverty Incidence Headcount Ratio (H)



Source: Multi-dimensional Poverty Index Pakistan by Sabina Alkire 2015-16

The bar chart illustrates Multi Poverty incidence headcount ratio of Northern (Blue) and Southern (Red) Punjab. It can be clearly seen that the lowest number is 4 and the highest is 43 of Lahore and Pakpattan consecutively in Northern Punjab. On the other hand, the lowest head count ratio in Southern Punjab is of Multan and the Highest is of Muzaffargarh 36 and 65. Overall we can clearly see that the multi poverty ratio of Southern is way higher than of North Punjab.

ii. Literacy Rate:

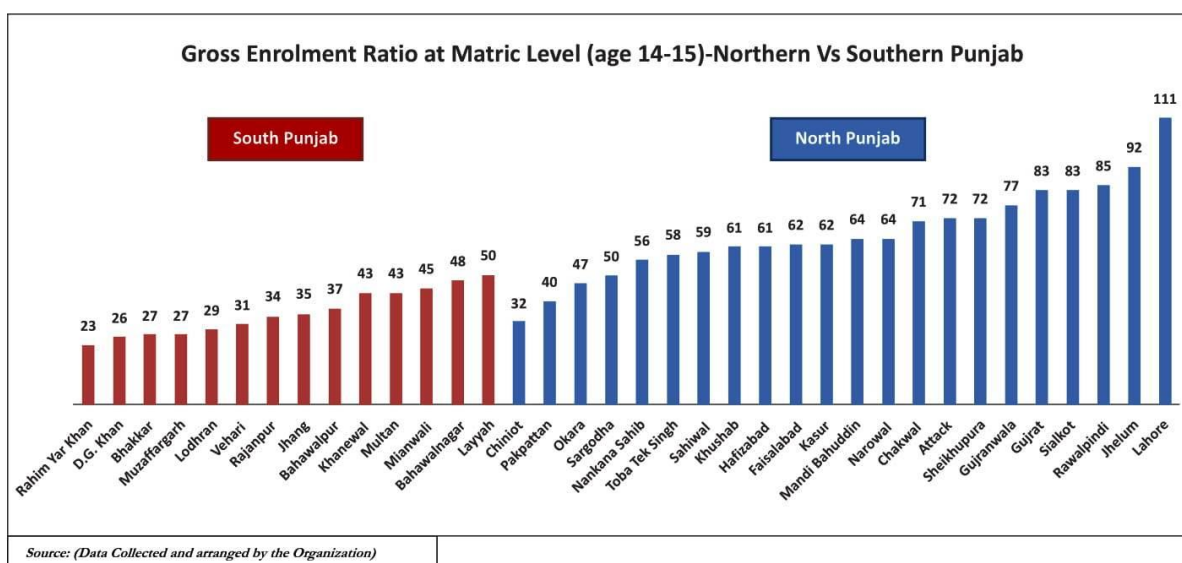


Source: (Data Collected and arranged by the Organization)

Government of Punjab has been struggling hard since 2013 to increase the literacy rate especially for girls in southern Punjab through different initiatives but no significant change has been seen meanwhile data shows

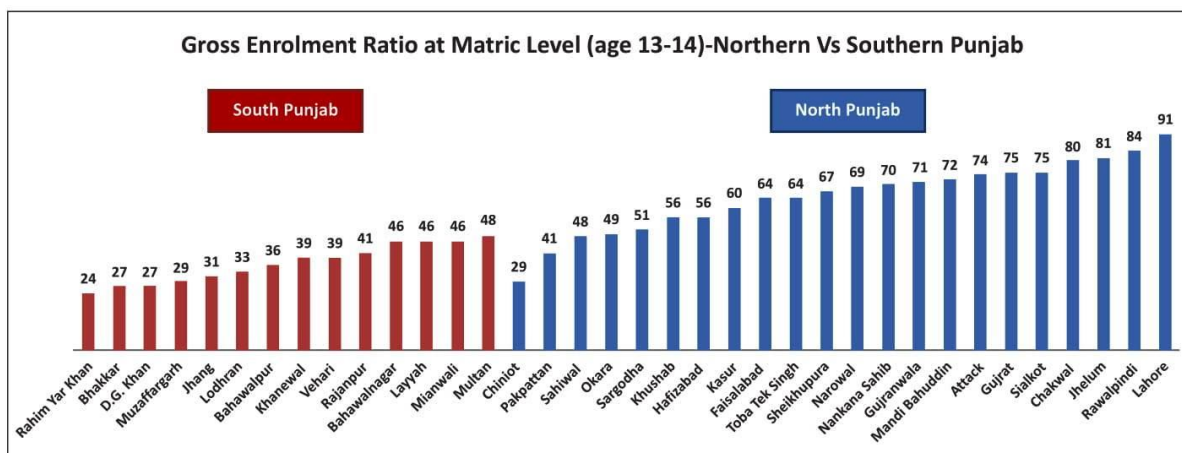
a huge difference between north and south Punjab. Minimum value of literacy rate in south Punjab is 25% as compared to the minimum literacy rate of north Punjab that is 36 % a difference of 11% can be noticed between 2 regions of Punjab as far as the minimum literacy rate is concerned whereas maximum value of literacy rate goes to 52% in south Punjab as compared to 77% of north Punjab. A huge difference of 15 %. After 15 years' districts having lowest literacy rate still belong to south Punjab those are Rajanpur (25%), DG khan 29%, Muzaffargarh 31% and Raheem Yar khan 33%. As a comparison South Punjab has low rate of literacy.

iii. Gross Enrolment Ratio at Matric Level (Age 14-15)



Gross enrollment ratio at matric level (Age 14-15) contributes in improving female education indicators all over the country. Punjab having major portion of the population can play an important role in achieving SDGs indicators for girl's education, but regional disparities leave a negative impact to achieve the provincial and national targets same is the case can be seen in figure above that depicts that the districts having lowest GER at matric level belong to southern Punjab. **A huge disparity can be seen when district Layyah shows a maximum off 50 % GER as compared to Lahore having 111 as gross enrollment ratio.**

iv. Gross Enrolment Ratio at Matric Level (Age 13-14)



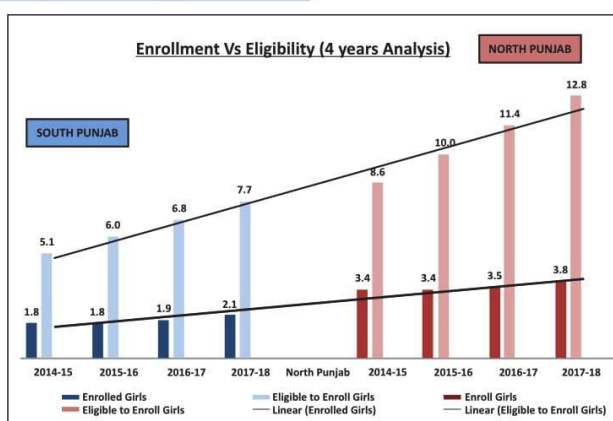
Source: PSLM 2014-15

Gross enrollment ratio at matric level (age 13-14) contributes in improving female education indicators all over the country. Punjab having major portion of the population can play an important role in achieving SDGs indicators for girl's education, but regional disparities leave a negative impact to achieve the provincial and national targets same is the case can be seen in figure above that depicts that the districts having lowest GER at matric level belong to southern Punjab. **A huge disparity can be seen when district Multan shows a maximum off 50 % GER as compared to Lahore having 91 as gross enrollment ratio.**

v. Eligible Population to Enroll Vs Enrolled Population

South Punjab		
Year	Enrolled Girls	Eligible to Enroll Girls
2014-15	1.8	5.1
2015-16	1.8	6.0
2016-17	1.9	6.8
2017-18	2.1	7.7
North Punjab		
2014-15	3.4	8.6
2015-16	3.4	10.0
2016-17	3.5	11.4
2017-18	3.8	12.8

Source: (Data Collected and arranged by the Organization)

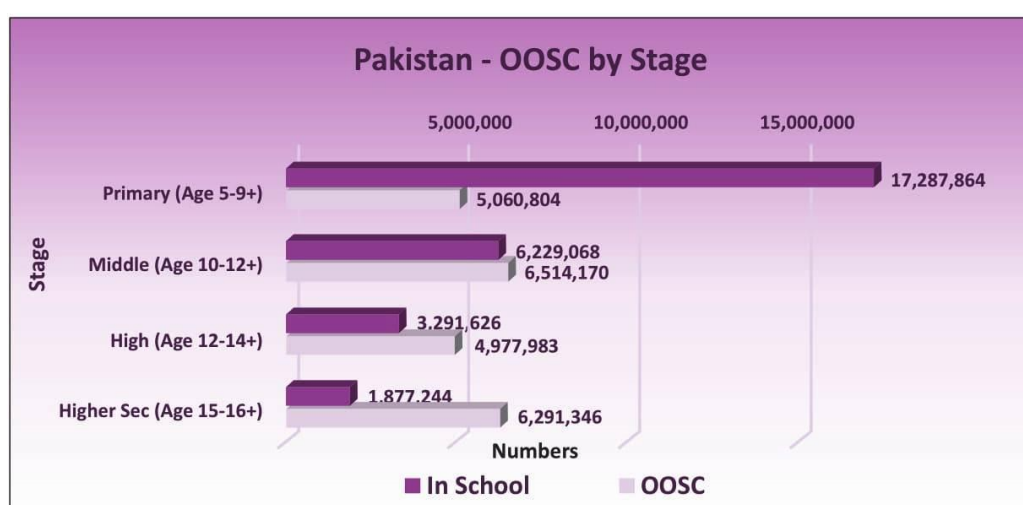


The graph illustrates the ratio of girls enrolled and eligible to enroll in both southern and northern Punjab within past 4 years the illustration has two portions a comparison between north and south along with the comparison of eligible girls and enrolled girls as in 2014-15 in south Punjab the reletivity of enroled and eligible to enroll girls is 1.8 to 5.1 consecutively and in northern Punjab it is 3.4 and 8.6 as north Punjab is facing problem in converting eligible girls to enrolled south Punjab is facing far more dangerous situation . in 2015-16 the ratio of enrolled girls was the same as of last year 1.8 and 3.4 for south and north Punjab but girls eligible to enroll increases 6.0 in south Punjab and 10 in north Punjab In 2016-17 the ratio increases with a slight pinch for both regions 1.9 and 3.5 enrolled girls and again a huge increase in the population of girls eligible to enroll 6.8 and 11.4 for south and north. In 2017-18 the ratio was 2.1 and 3.8 for eligible and 7.7 and 12.8 for both south and north Punjab.

vi. Out of School Girls and Dropouts:

According to NIPS projections, in 2017 there are currently 51.53 million children in Pakistan between the ages of 5 and 16 years. Among this group, only 28.68 million children are attending schools from pre-primary up to higher secondary in both public and private sectors, leaving 22.84 million children out of school. There are currently 5.06 million children of primary-school age are out of school. At the middle, high and higher secondary level, the out of school children are 6.51 million, 4.97 million and 6.29 million respectively.

If we observe gender-wise out of school children then it is observed that more girls are out of school than boys. In Primary to Higher Secondary Level, 49% of population of girls are out of school as compared to 40% of the boys' population. (National Education Statistics, 2017)



In 2014, a report by “ALIF AILAN” titled as “25 Million Broken Promises” explains a very dire situation of out of school children. It states that 25.02 million children (5 to 16 years of age) are out of school and the ratio drastically increase at secondary level as almost 85% of students are out of school. Punjab, according to the report is contributing the most as 52% out of school children are from Punjab and almost half of them are girls. According to ALIF AILAN’s survey the major reason of the dropout is the parents as they do not allow girls to carry on with their studies other secondary reasons were the cost involved in girls’ studies, some are not willing to attend the school and the location of the school. The enrollment ratio of middle to secondary in Punjab is 2:1 according to the report 75% of children dropout between 6th to 8th classes.



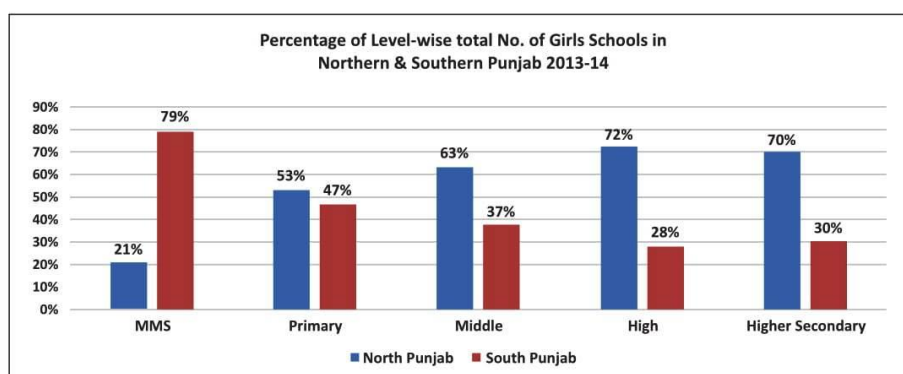
6.2 Indicators related to Girls Quality Secondary Education

1. Year-wise No. Of Girl Schools: Southern Vs. Northern Punjab:

TABLE 1: Percentage of Level-wise total No. of Girls Schools in Northern & Southern Punjab 2013-14

YEAR	Level of Schools	No. of Girls Schools in Northern Punjab	No. of Girls Schools in Southern Punjab	Total No. of Girls Schools	% of Total No. of Girls Schools in North Punjab	% of Total No. of Girls Schools in South Punjab
2013-14	MMS	2	10	12	17%	83%
	Primary	10116	8980	19096	53%	47%
	Middle	2938	1748	4686	63%	37%
	High	1960	756	2716	72%	28%
	Higher Secondary	235	102	337	70%	30%

Source:PMIU(PESRP)



This graph states the percentage of total number of girls' schools in south and north Punjab compared at 5 levels of schooling such as MMS maktab/Madrissa, Primary, Middle, High and Higher Secondary level. The ratio of girls schools at MMS is higher in south Punjab as compared to the north Punjab with 21 percent for north and 79% for south at primary level north Punjab has increased the number of schools(Girls) as the ratio goes from there to 53% an increase of 32% but at the same level for south Punjab the ratio drops from 79% to 47 % again at middle level the case remains the same as the ratio for north Punjab goes upwards with the increase of 10% but for south Punjab situation remains the same as number of girls at middle level tends to decrease with a 10% At high school level north Punjab has the ratio of 72% but the ratio of south Punjab keeps declining with only 28% girls schools remaining. So it is clearly shown by the data that south Punjab is lagging behind north Punjab in terms of number of schools.

TABLE 2: Percentage of Level-wise total No. of Girls Schools in Northern & Southern Punjab 2014-15

YEAR	Level of Schools	No. of Girls Schools in Northern Punjab	No. of Girls Schools in Southern Punjab	Total No. of Girls Schools	% of Total No. of Girls Schools in North Punjab	% of Total No. of Girls Schools in South Punjab
2014-15	MMS	5	19	24	21%	79%
	Primary	10122	8914	19036	53%	47%
	Middle	2995	1778	4773	63%	37%
	High	2001	769	2770	72%	28%
	Higher Secondary	239	104	343	70%	30%

Source:PMIU(PESRP)

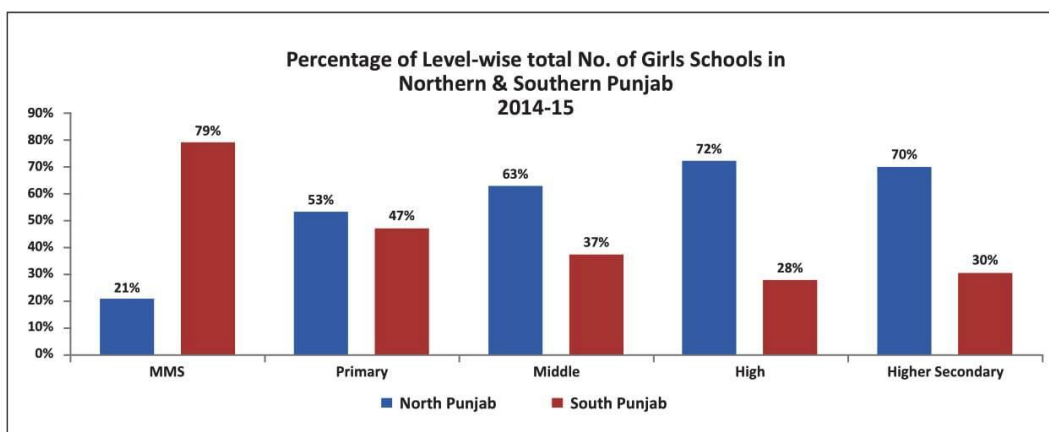
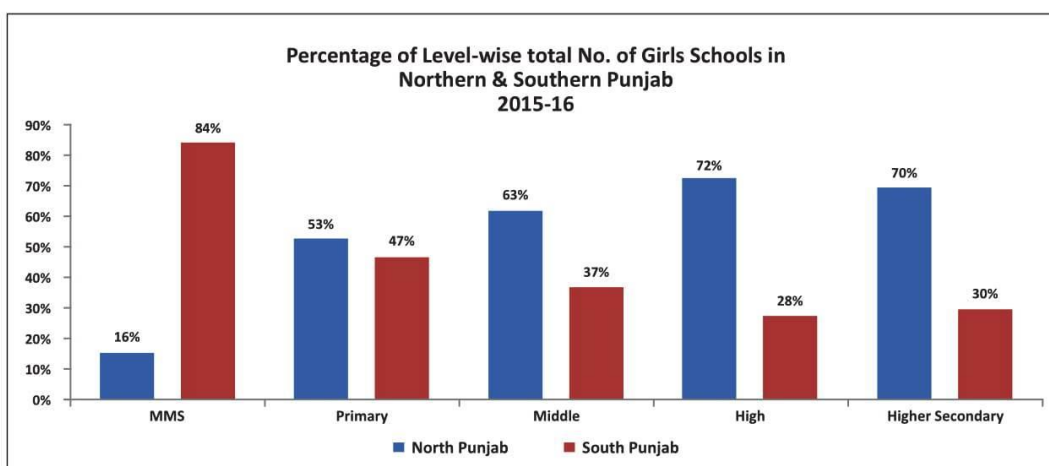


TABLE 3: Percentage of Level-wise total No. of Girls Schools in Northern & Southern Punjab 2015-16

YEAR	Level of Schools	No. of Girls Schools in Northern Punjab	No. of Girls Schools in Southern Punjab	Total No. of Girls Schools	% of Total No. of Girls Schools in North Punjab	% of Total No. of Girls Schools in South Punjab
2015-16	MMS	3	16	19	16%	84%
	Primary	10110	8941	19051	53%	47%
	Middle	3011	1794	4805	63%	37%
	High	2072	803	2875	72%	28%
	Higher Secondary	242	105	347	70%	30%

Source:PMIU(PESRP)

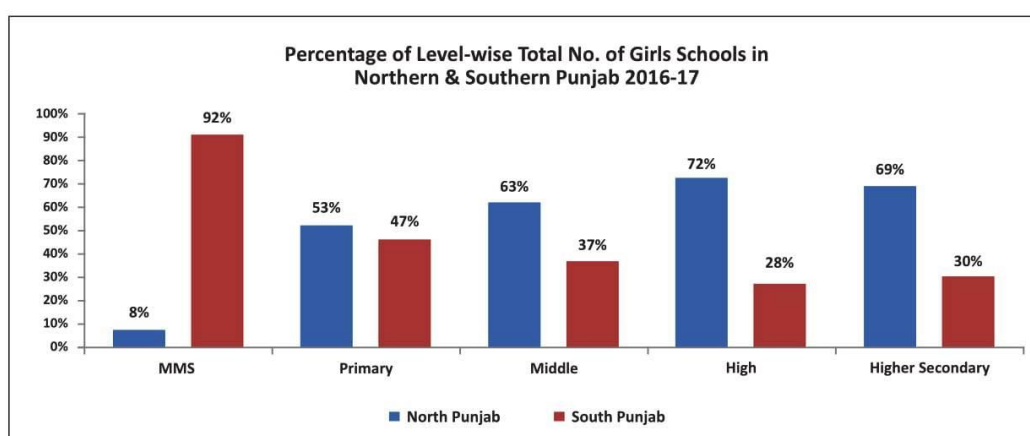


The figure shows number and level of schools in North and South Punjab for girls separately for the year 2015-2016. For MMS level, the number of schools in north Punjab has a ratio of 16% only while the ratio of south Punjab is 84% that is very high in comparison. At primary level, the ratio on schools drastically increases with north Punjab at 53% and south Punjab at 47% at middle level, ratio of north Punjab is increased with 63% while south Punjab has decreased with 37%. At high school level the ratio is further increased for north Punjab with 72% and decreased for south Punjab with 28%. At higher secondary level, the ratio in north Punjab is 70% and 30% for south Punjab.

TABLE 4: Percentage of Level-wise total No. of Girls Schools in Northern & Southern Punjab 2016-17

YEAR	Level of Schools	No. of Girls Schools in Northern Punjab	No. of Girls Schools in Southern Punjab	Total No. of Girls Schools	% of Total No. of Girls Schools in North Punjab	% of Total No. of Girls Schools in South Punjab
2016-17	MMS	2	23	25	8%	92%
	Primary	10101	9019	19120	53%	47%
	Middle	2993	1794	4787	63%	37%
	High	2174	833	3007	72%	28%
	Higher Secondary	246	108	354	69%	31%

Source:PMIU(PESRP)



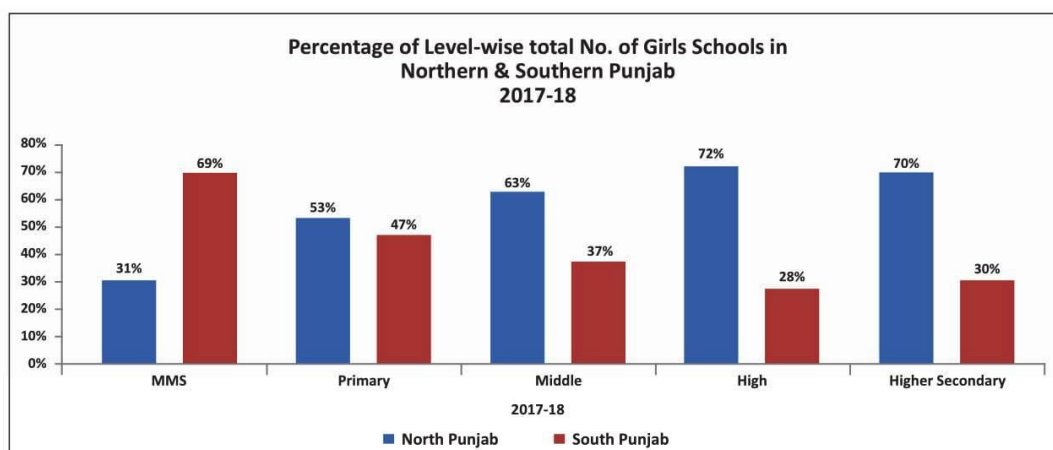
The figure shows number and level of schools in North and South Punjab for girls separately for the year 2016-2017. For MMS level, the number of schools in north Punjab has a ratio of 8% only while the ratio of south Punjab is 92% that is very high in comparison, and is further decreased for north Punjab in comparison to last year. At primary level, the ratio on schools drastically increases with north Punjab at 53% and south Punjab at 47% at middle level, ratio of north Punjab is increased with 63% while south Punjab has decreased with 37%. At high school level the ratio is further increased for north Punjab with 72% and decreased for south Punjab with 28%. At higher secondary level, the ratio in north Punjab is 69% and 31% for south Punjab.



TABLE 5: Percentage of Level-wise total No. of Girls Schools in Northern & Southern Punjab 2017-18

YEAR	Level of Schools	No. of Girls Schools in Northern Punjab	No. of Girls Schools in Southern Punjab	Total No. of Girls Schools	% of Total No. of Girls Schools in North Punjab	% of Total No. of Girls Schools in South Punjab
2017-18	MMS	11	25	36	31%	69%
	Primary	9833	8789	18622	53%	47%
	Middle	2966	1765	4731	63%	37%
	High	2286	877	3163	72%	28%
	Higher Secondary	256	112	368	70%	30%

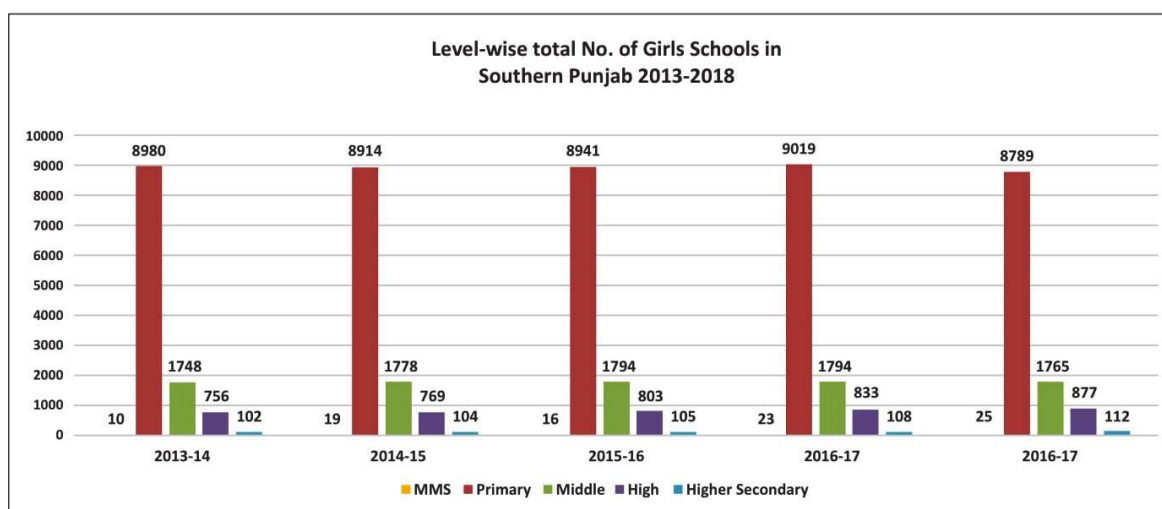
Source:PMIU(PESRP)



The figure shows number and level of schools in North and South Punjab for girls separately for the year 2017-2018. For MMS level, the number of schools in north Punjab has a ratio of 31% while the ratio of south Punjab is 39% that is very high in comparison, and the Ratio has drastically increased north Punjab in comparison to last year. At primary level, the ratio on schools drastically increases with north Punjab at 53% and south Punjab at 47% at middle level, ratio of north Punjab is increased with 63% while south Punjab has decreased with 37%. At high school level the ratio is further increased for north Punjab with 72% and decreased for south Punjab with 28%. At higher secondary level, the ratio in north Punjab is 70% and 30% for south Punjab.

Table 6: Level wise No. of Girls Schools in Southern Punjab 2013-18

Years	2013-14	2014-15	2015-16	2016-17	2017-18
MMS	10	19	16	23	25
Primary	8980	8914	8941	9019	8789
Middle	1748	1778	1794	1794	1765
High	756	769	803	833	877
Higher Secondary	102	104	105	108	112



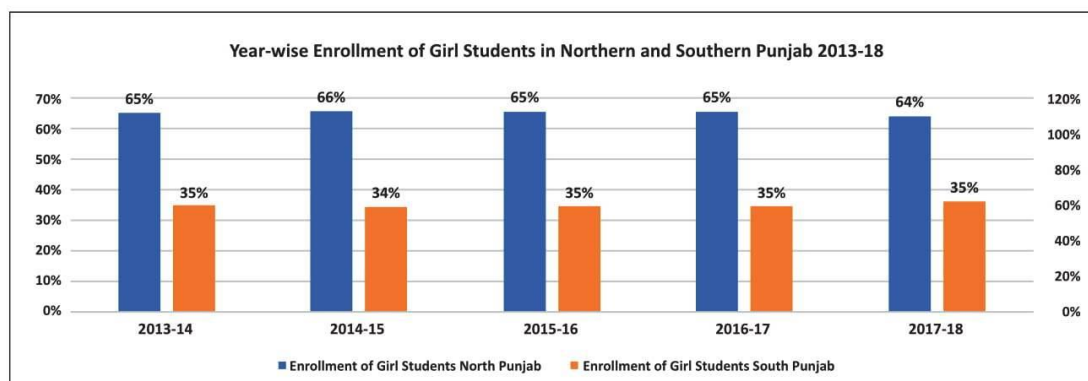
This graph shows the overall number of girls in school in southern Punjab from 2013-18 and it can be clearly shown that the primary enrollment is fine as compared to the middle, high and higher secondary and the trend is always falling like as the level of schools increases the number of girls enrolled decreases.

2. Year-wise Enrollment of Girl Students: Southern Vs Northern Punjab:

Table 7: Enrollment of Girl Students

Year	North Punjab	South Punjab	Total	% of Girls Enrollment in North Punjab	% of Girls Enrollment in South Punjab
2013-14	3,308,777	1,752,216	5,060,993	65%	35%
2014-15	3,365,537	1,752,216	5,117,753	66%	34%
2015-16	3,367,408	1,782,314	5,149,722	65%	35%
2016-17	3,529,497	1,886,595	5,416,092	65%	35%
2017-18	3,798,463	2,144,126	5,942,589	64%	36%

Source: PMIU, PESRP



The above given illustration shows a 5-year graphical analysis of girl enrollment ratio in comparison with North and South Punjab from 2013 to 2018. The girl's enrollment in South Punjab during 2013-14 is 35% as compared to 65% of enrollment in Northern Punjab that shows a clear disparity between north and south regions. During 2014-15 the enrollment in southern Punjab decreased by 1% where as in northern Punjab it increases by 1%. In the year 2015-16 and 2016-17 the ratio of enrollment in north and south Punjab remains constant with 35% and 65% respectively. However, in 2017-18 in northern Punjab it decreases 1% as compared to previous year and in south Punjab increases by 1%. An overall analysis shows that disparity between regions remains almost constant throughout 5 years which means that in spite of all investments results are not satisfactory rather dismal and the trend shows the enrollment is far low in south Punjab in comparison of north Punjab.

3. Year-wise Sanctioned Posts of Teachers to be filled: Southern vs. Northern Punjab

Table 8: Sanctioned Posts to be filled in Northern Punjab at different levels of Schools

Years	MMS	Primary	Middle	High	Higher Secondary
2013-14	14%	16%	19%	15%	25%
2014-15	12%	17%	18%	16%	25%
2015-16	10%	12%	15%	14%	23%
2016-17	15%	19%	17%	12%	20%
2017-18	7%	9%	12%	10%	20%

Source: PMIU-PESRP

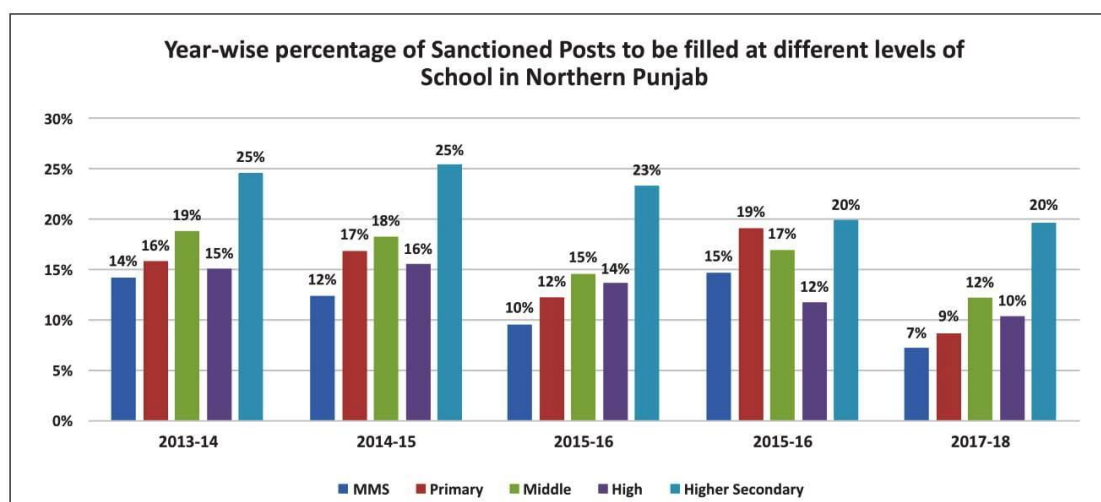
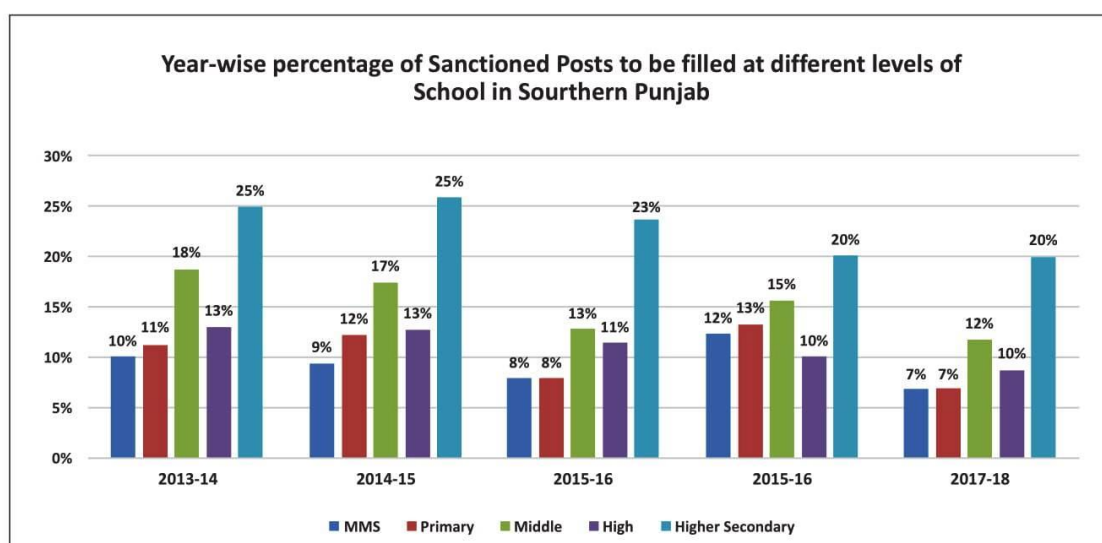


Table 9: Sanctioned Posts to be filled in Southern Punjab at different levels of Schools					
Years	MMS	Primary	Middle	High	Higher Secondary
2013-14	10%	11%	18%	13%	25%
2014-15	9%	12%	17%	13%	25%
2015-16	8%	8%	13%	11%	23%
2016-17	12%	13%	15%	10%	20%
2017-18	7%	7%	12%	9%	20%
Source: PMIU-PESRP					



The figures show ratio of filled posts of teachers in north and south Punjab separately for the year 2013-14. The trend shows a fall in middle school filled teachers' posts with 81% and 82% in north and south Punjab and at higher secondary school with 75% in north Punjab and 79% in south Punjab. While, the ratio is high for MMS with 86% in north Punjab and 90% in south Punjab.

7. Identified Gaps and Findings of the Study:

Barriers Within: Girls' Education System

Most of the hurdles to girls' education came from within the school education system. Government of Punjab has not established an education system which can completely meet the needs of the children, especially girls. There are a lot of barriers to quality secondary girls' education but despite all the barriers, still many people believe in a growing demand for girls' education, equally in southern and northern Punjab.

Fewer Investments on Girls Education

Government does not effectively invest in schools particularly on girls' secondary education. Punjab spends far less on education as compared to the other social and economic initiatives. The perspective of people working in the education sector about the situation is that government seemed very less interested, which is obvious from the national, provincial and local levels as there are not enough government schools for all children to have access to one. There is a very limited supply that even in the major cities most children cannot reach a school on foot safely and in a reasonable time. The situation is a lot worse in rural areas, where schools are even rarer. Parents that can access a government school for their children often find that it is overcrowded. Secondary schools are in much lesser supply than primary schools, and colleges are even scarcer, especially for girls. Schools often gets gender segregated as children get older, and the ratio of schools for girls is far lesser than of boys even girls are pushed out of continuing studies because they finish at one school and cannot access the next grade level.

High Cost of Educating Girls

The cost of sending their child to school, for many poor families, is higher they try to mitigate this cost by not sending their kids to schools especially girls. Even govt. schools are economical but some time they charge a tuition fee which for many is a lot. Registration or exam fees are another factor which urges these families to give up on their children's education, many schools comply children to pay for their uniforms, stationery, and school bags etc. by themselves. Most of the times they provide school textbooks but some time children have to pay for their books as well.

Private school networks and other informal tuition centers have also uplifted the cost of education to the level which a family cannot afford nevertheless keeping their children out of school for which many girls experience securing less or sometime no educational qualifications.

Inadequate Quality of Education in Institutions

There is a trend of less interest in sending girls to schools because of the frustration of parents about the quality of education and infrastructure available to them. Many think that the quality of education in schools is very poor and for that there is no point sending girls to school. In Punjab especially in the rural areas teachers do not show that there is a problem of overcrowdedness and the facilities are poor. At some school's citation reveals teachers being badly educated and unqualified, and the directions are patchy and loose. Teachers often pressure parents to pay for out-of-school tutoring, an additional expense. In both government and private schools, use of corporal punishment and abusive behavior by teachers was widely reported.

Less Importance of Article 25-A

One of the main reasons of so many girls in Punjab left dropped out or even do not go to school is that there is no enforced government prospect that girls should complete their studies. In the constitution of Pakistan, it is mentioned that, **Education as fundamental right particularly free and compulsory secondary education, given in chapter1, part 2, Article 25 A of, right to education the Constitution of Pakistan, “The state shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as determine by law which is given in 18th amendment as fundamental right for the citizens of Pakistan” (Mehmood, 2011).** Though, there are no planned efforts by government to ensure that all children study. No government officials contact the family to follow-up or try to find a reason why children are not sent to school in dropout cases sometime individual teachers encourage the child to continue studying, but there are no organized efforts by the government to enroll and then retain pupils in school. Although the law of Punjab Free and Compulsory Education Act 2014 has been past from Provincial Assembly of the Punjab but it is alarming that this law still needs to be notified under section A sub-section-III. And its Rules of Business are also not prepared and enforced.

Corruption

Corruption exists everywhere and in several forms and it is a major issue in the government school system. every rupee that leaks out of the system is a rupee less that might have been available for education, money diverted that might have made the difference for one more girl to get the chance to go to school and transform her life, her family, her community, her country. Bribery in recruitment of less qualified or less motivated teachers also lead to a situation where people lose the interest in sending girls to the schools especially in rural areas.

Outside Barriers: Girls' Education System

Apart from the obstacles to education within the education system, girls also face hurdles in their community and at their homes. There is gender discrimination, poverty, detrimental social norms, child labor, and insecurity of the dangers on the way to school.

Poverty

Poverty is the fundamental barrier while sending girls to school. Govt. have taken many initiatives to economize the cost involved in educating girls but still it is out of reach for poor families, and there are many poor families in Punjab, as one of the largest contributor in population, especially in rural areas. 60 million Pakistanis about 6.8 to 7.6 million families were living in poverty, about 29.5 percent of the country's total population. (Ahsan I, 2016)

Many children, including girls, left out of school because they are working. Sometimes they work for a small amount of pay in home based industries, such as assembling small items, embroidery work, sewing at home, and ornamentation. Most of the children particularly girls are retained to do housework in the family home or serve as domestic workers.

Social Norms

Punjab is one of the provinces where people tend to send their children to schools more often but still there are a lot of areas especially rural ones where people are of the view that girls should not get education or believes there is a certain age limit after which girls are prohibited to go outside for education. Approaches regarding girls' education differ considerably across different groups. In some areas, families who are willing to send girls to schools are reluctant and do not send them to schools because of peer pressure and opposition and if some families still try to send their children, the girls themselves may face harmful consequences.

One of the major barriers for girls' education is when they reach puberty most of the families remove their girls from school, sometimes because they fear that their children will get into some kind of romantic relationships. Because of the less security standards there is also a fear among the families that older girls are sometimes subjected to sexual harassment at school and on the way back from school.

Boys are always preferred to be educated as they are deemed to contribute in the economy and girls are considered to only contribute in the husband's family, while boys are expected to remain with the parents so sending boys to school is perceived as a better investment in the family's economic future.

Early age marriage is a reason of dropouts of girls and it is a major cause of girls not attending school. In Pakistan, more than 140 million underage girls are likely to get married between the years 2011-2020, (WHO) 21 percent of girls marry before age 18, and 3 percent marry before age 15(WHO). Girls are considered ready for a marriage as soon as they reach puberty it is often termed that marriage will empower girls. For some people girls are considered to be a financial burden and they get relief from this by marrying their daughters at early age. It is considered that staying in school will cause delayed marriages of the girls and for that they often force their daughters to leave the school early. In some cases, rather in many even after engagement people ask their girls to leave school.

Insecurity

Sexual harassment, kidnapping, female crime, conflict, and attacks on education are some of the major factors which cause insecurity for the families hence they lose interest in sending girls to schools and these insecurities have been increased in recent years resulting in a worse situation where opportunities are made more cutthroat for girls to access education.

Roads are being more and more populated day by day and as most of the schools are in the rush areas the risks and fear of sending girls to schools for families is increasing too. Girls have to travel long distances as most of the schools are a lot farther to the rural areas. Girls and families fear kidnapping, this fear is heightened when girls are older and seen as being at greater risk of sexual assault

Many girls face sexual harassment on the way to school, and police show little concern to help stop harassment. Girls themselves sometimes hesitate to complain about harassment out of fear they will be blamed, or their parents will take them out of school as a solution.

There is a disturbingly common practice of attacks on education in Pakistan. Many religious and political interests morph long term consequences for girls' education. Families across different parts of the country after such incidents of violence in their communities kept girls out of school for many years afterwards.

Armed Conflict and Targeted Attacks on Schools

Ethnic and religious conflicts have a devastating impact on girls' access to education, and ethnic conflict often transcribed at schools. The targeted attacks at Army Public School in Peshawar city where militants killed 145 people, all of them children and teachers is a devastating example and during the period of 2013 and 2017 hundreds of schools are targeted where one third of these targeted attacks are specifically on girls and women solely to interrupt their education.

The main factor behind the lack of education of girls especially in secondary education is poverty because majority of parents living in the rural areas are not able to earn rich amount of money hence they cannot afford high fees and transportation dues for longer distance schools. As a result, they show resistance in admitting their girls into the schools as compare to boys because boys are considered to be the next earning source. Majority of girls are forced to take interest in the duties and different activities of household tasks such as cleaning, looking after the animals, cooking, washing dishes and clothes, caring siblings, bringing firewood etc.

8. Conclusion and Recommendations

The study shows that budgeting and allocations are not gender based and school based. Budgeting is totally based on top down approach rather than bottom up approach. Bottom up approach, if used for budget making process, can easily capture the actual needs and requirements along with cultural barriers, hurdles and risks to be minimized or eliminated. Quality and equity issues of financing make the budgeting process weak and ineffective. It is also concluded that there is a lack of integration and co-ordination among stakeholders during budgeting process that makes the budgeting system in-effective, in-efficient and biased. Since no clear picture can be seen from gender point of view there is a need to allocate gender specific budget

Following are some of the critical highlights:

Financing:

- South Punjab Girls Education support fund needs to be created to manage the gap of enrollment retention and quality.
- Lack of integrated and participatory system for budgeting.
- Lack of result based financial management system.
- Lack of tracking and reporting system that capture the gender specific expenditures of education system.
- A huge gap between development and non-development budgeting, allocation and expenditure.
- Less budget allocations percentage to the GDP.
- Ineffective financial monitoring and evaluation system.
- Financial gaps are not identified by the public sector for public private partnerships.
- Lack of guidelines for private sector and donor agencies to have informed decisions for financing on education.
- No allocations and budgeting for research and development.
- Maximum utilization of financial resources.
- A significant amount of budget should be allocated to media campaigns for creating awareness on girls' rights, responsibilities and contribution towards overall progress of country's social, economic and human development indicators.

Governance & Management of Public Education Sector

- No clear vision, policy, strategy, targets and action plans of Government of the Punjab exclusively for improving girls' quality secondary education in Southern Punjab
- Separate institutional arrangement exists for females at district, Tehsil, Markaz and school levels but have not been provided separate budget and allocations
- Zewar-e-Taleem, Daanish Schools, PEEF and Punjab Education Foundation are the good initiatives but needs to be improved, transparent and result based
- New Initiatives for catering out of school girls and dropouts should be designed keeping in view the cultural norms of south Punjab and international best practices
- Development of capacity to improve managerial efficiency at the provincial and district level

- Data-based decision-making and increasing scope of EMIS
- Developing oversight mechanism for sector plan implementation and improve monitoring and evaluation processes
- Gender-sensitized management
- Integrate private sector into government's policy framework
- Effective community involvement
- Merit based HRM-Recruitment, Performance Appraisal and Promotions, Retention of Quality Managers
- Provision of stipends/incentives (minimizing costs of education for the poorest)
- Mobilizing and further strengthening School Councils and community participation

Accountability:

- Standards for all education inputs, process, outputs
- Need to revisit educational curriculum considering life skill based education to ensure protection and body rights for making our children particularly girls safer and empowered.
- Capacity development for Curriculum Implementation Framework
- Aligning Pre-service and In-service Teacher Education based on the Punjab Teacher Education Strategy
- Capacity development to prepare and disseminate high quality textbooks
- Enhance expertise in assessment and evaluation
- Development of physical and social environment in schools

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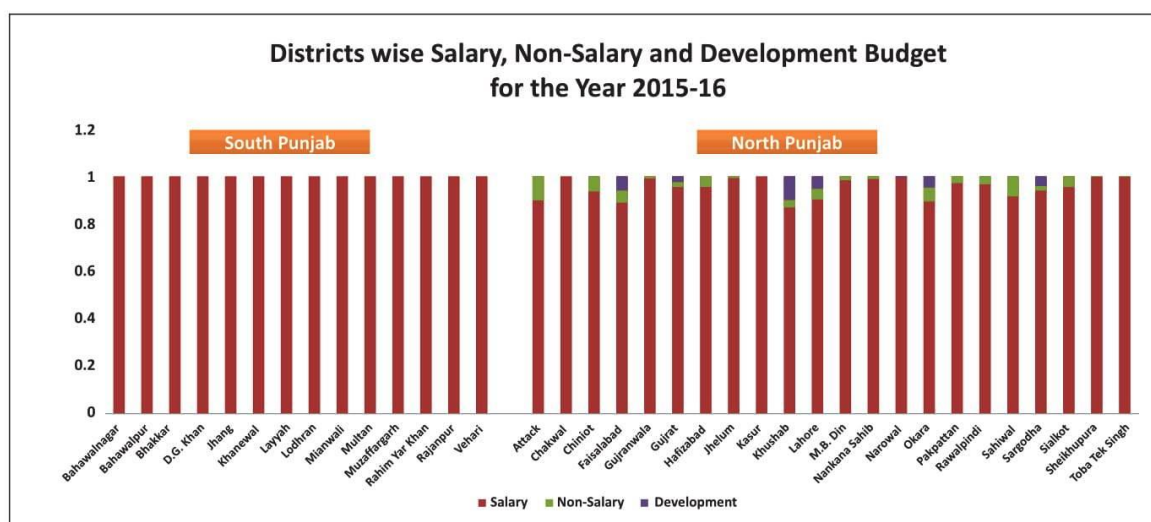
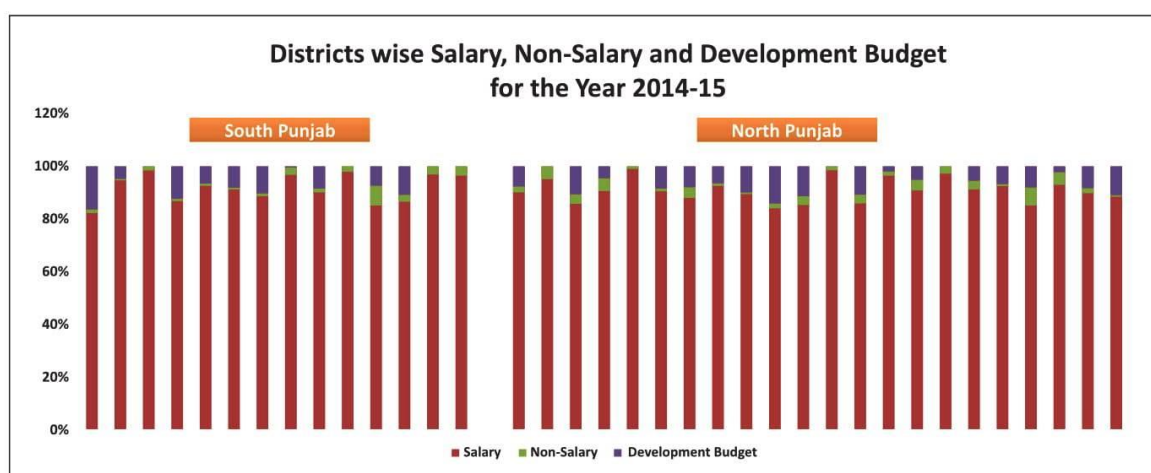
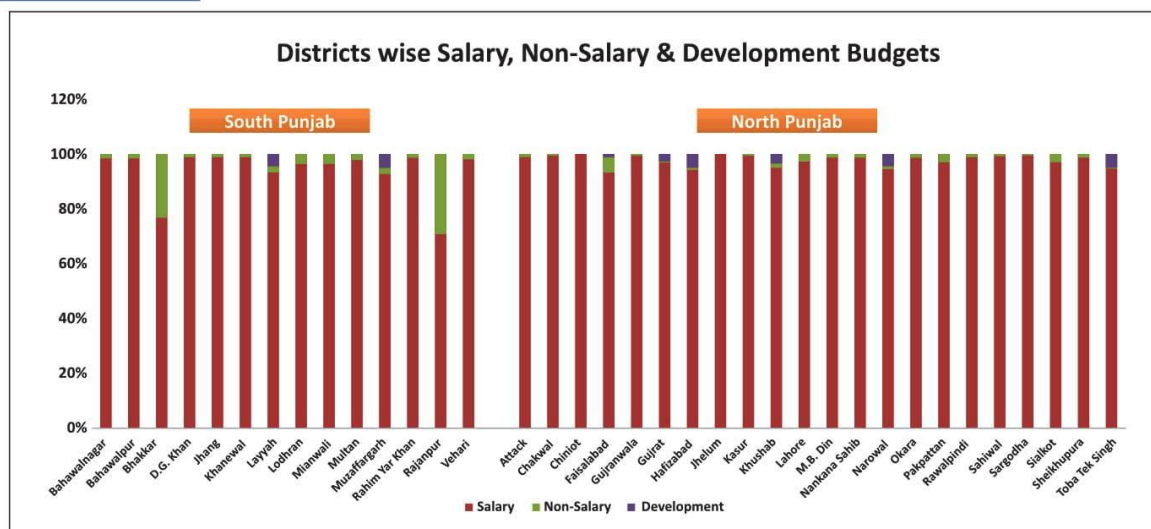
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Annexure (I)

Openness and Capacity of District Governments					
S.No	Districts	Public Engagement	Timelines Followed	Competitiveness of Budget Branch	Openness in the Budget Process
North Punjab	Kasur	Weak	very Weak	Moderate	Very Weak
	Mandi Bahuddin	Strong	Moderate	Moderate	Strong
	Gujranwala	very weak	very Weak	Moderate	Very Weak
	Hafizabad	very weak	very Weak	Strong	Very Weak
	Sargodha	Average	very Weak	Moderate	Very Weak
	Lodhran	very weak	Moderate	Weak	Very Weak
	Sahiwal	very weak	very Weak	Moderate	Very Weak
	Narowal	Moderate	Weak	Very Weak	Weak
	Attock	very weak	very Weak	Moderate	Very Weak
	Gujrat	very weak	very Weak	Weak	Very Weak
	Okara	very weak	very Weak	Moderate	Very Weak
	Jhelum	Weak	very Weak	Strong	Weak
	Sialkot	very weak	very Weak	Very Weak	Very Weak
	Chakwal	very weak	very Weak	Weak	Very Weak
	Chiniot	very weak	Moderate	Moderate	Very Weak
	Nankana Sahib	very weak	very Weak	Moderate	Very Weak
	Lahore	very weak	Moderate	Strong	Very Weak
	Sheikhupura	very weak	very Weak	Moderate	Very Weak
	Toba Tek Singh	very weak	very Weak	Moderate	Very Weak
	Faisalabad	very weak	Weak	Strong	Very Weak
	Rawalpindi	very weak	very Weak	Moderate	Very Weak
	Pakpattan	very weak	very Weak	Weak	Very Weak
	Districts	Public Engagement	Timelines Followed	Competitiveness of Budget Branch	Openness in the Budget Process
South Punjab	Rahimyar Khan	Weak	very Weak	Very Weak	Weak
	Khanewal	very weak	Weak	Strong	Very Weak
	Multan	very weak	very Weak	Moderate	Very Weak
	Bhakkar	very weak	very Weak	Strong	Very Weak
	Rajanpur	very weak	very Weak	Moderate	Very Weak
	Jhang	very weak	very Weak	Strong	Very Weak
	D.G.Khan	very weak	very Weak	Very Weak	Very Weak
	Muzaffargarh	very weak	Moderate	Very Weak	Very Weak
	Mianwali	Weak	Moderate	Weak	Very Weak
	Khushab	very weak	very Weak	Moderate	Very Weak
	Vehari	very weak	very Weak	Weak	Very Weak
	Bhawalpur	very weak	Moderate	Strong	Very Weak
	Bhawalnagar	very weak	very Weak	Very Weak	Very Weak
	Layyah	Average	Moderate	Strong	Very Weak

Source: Study of budget making process at District level in Punjab (2014-15)

Annexure (II)



Source: District wise data is provided by district Govt. officials

Annexure (III)

List of Working Group Members on Girls Education

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- ✚ Dr. Nasira Jabeen Director & Professor Administration Sciences
University of Punjab.
 - ✚ Mr. Amjad Saleemi Ex. Additional Secretary Finance.
 - ✚ Mr. Fiaz Sajid Sr. System Analyst, Programme Monitoring &
Implementation Unit.
 - ✚ Mr. Maqbool Ahmad Gujjer .. CEO-District Education Authority Rajan Pur.
 - ✚ Ms. Najma Naheed AEO Tehsil Headquater, Muzaffar Garh.
 - ✚ Dr. Samina Ashraf Assistant Professor, Punjab University.
 - ✚ Dr. Fouzia Viqar Chairperson-Punjab Commission on Status of Women
 - ✚ Mr. Zia-ur-Rehman CE-AwazCDS-Pakistan.
 - ✚ Ms. Rehana Afzal GM (Monitoring, Evaluation & Research)
Punjab Social Protection Authority.
 - ✚ Mr. Ch. Waqas Afzal Manager M&E FAME Education, PEELI, British Council.
 - ✚ Ms. Ome Kalsoom Seyal Executive Director, Sycop.
 - ✚ Ms. Marium Amjad Campaign Manager-AwazCDS-Pakistan.
 - ✚ Ms. Shazia Nawaz Provincial Advocacy Coordinator-AwazCDS-Pakistan.
 - ✚ Ms. Fatimah Ali Senior Research Analyst-Punjab Commission
on Status of Women
 - ✚ Ms. Ume Laila Executive Director-Home Net Pakistan.

Challenges & Recommendations in Governance & Accountability to Support GQSE

Challenges	Recommendation
•No clear vision, policy, strategy, targets and action plans of Government of the Punjab exclusively for improving girls' quality secondary education in Southern Punjab	Clear vision, policy, strategy, targets and action plans of Government of the Punjab exclusively for improving girls' quality secondary education in Southern Punjab is required.
•Punjab Free and Compulsory Education Act 2014 has yet to be notified under section A Sub section –III.	Enactment of Punjab free and compulsory education Act 2014 should be done in letter and spirit after notifying the ACT.
•Loud & Clear initiatives for out of school girls and dropouts are not much visible.	New Initiatives for catering out of school girls and dropouts should be designed keeping in view the cultural norms of south Punjab.
•Performance Indicators of Openness and capacity of District Governments of South Punjab are ranked very weak.	Development of capacity to improve managerial efficiency at the provincial and district level.
•Increasing scope of EMIS is missing.	Data-based decision-making and increasing scope of EMIS is required.
•Oversight mechanism for sector plan implementation is weak.	Developing oversight mechanism for sector plan implementation and improve monitoring and evaluation processes
•“Rules of Business” of the “Punjab Free and Compulsory Education Act 2014” has yet to be framed out.	There is a dire need to formulate & promulgate the Rules of Business” of the “Punjab Free and Compulsory Education Act 2014” immediately.

<u>Challenges</u>	<u>Recommendation</u>
•Role of private sector through government's policy framework is not seen.	Integrate private sector into government's policy framework.
•Effective community involvement is also one of the major challenges.	Effective community involvement should be ensured.
•Biased HRM-Recruitment is often observed based on political interests.	Merit based HRM-Recruitment, Performance Appraisal and Promotions, Retention of Quality Managers.
•Weak performance and school councils due to lack of their role clarity.	Mobilizing and further strengthening School Councils and community participation.
•Gender-insensitive management and budgeting is a major challenge.	Gender-sensitized management and budgeting is required.
•Our current curriculum lacks information that guide students on their protection.	Need to revisit educational curriculum considering life skill based education to ensure protection for making our children particularly girls safer and empowered. This confidence should be given to students from school going age as this age is most vulnerable.
•Regular training and capacity building exercises are not in practice especially for secondary school teachers.	Aligning Pre-service and In-service Teacher Education based on the Punjab Teacher Education Strategy.
•Appropriate Physical and social environment for extracurricular activities lack in schools especially in those who comes under special initiatives like PEF.	Development of physical and social environment in schools should be focused.

Challenges & Recommendations for Education Financing to Support GQSE

<u>Challenges</u>	<u>Recommendation</u>
•Lack of integrated and participatory system for budgeting.	Integrated and participatory system for budgeting is essential.
•Lack of result based financial management system.	Result based financial management system should be exercised.
•Lack of tracking and reporting system that capture the gender specific expenditures of education system.	Effective tracking and reporting system is needed that capture the gender specific expenditures of education system for better policy making.
•A huge gap between development and non-development budgeting, allocation and expenditure.	Need based financing and overcoming the gap between development and non-development budgeting, allocation and expenditure.
•Less budget allocations percentage to the GDP.	Spend 4% of GDP on Education with At least 20% increase to provincial annual education budgets.
•Provision of stipend is not regular that causes drop out due to poverty or parents loose interest because of their economic challenges.	Provision of stipends/incentives (minimizing costs of education for the poorest) should be given on regularly basis.

<u>Challenges</u>	<u>Recommendation</u>
•Financial gaps are not identified by the public sector for public private partnerships.	Gap assessment for better collaboration of financing through public private partnerships.
•No allocations and budgeting for research and development.	Reasonable amount should be allocated for research and development.
•No investment on media campaigns for creating awareness on girls' right to Quality Secondary Education, their enrollment & Retention at least at Secondary level.	Investment on media campaigns is essential for creating awareness on girls' right to Quality Secondary Education, their enrollment & Retention at least at Secondary level.
•Lack of guidelines for private sector and donor agencies to have informed decisions for financing on education.	Clear cut guidelines and policies should be introduced and reinforced for accelerating financing on education through private sector and donor agencies.
<p><u>South Punjab Girls Education support fund needs to be created to manage the gap of enrollment retention and quality of education particularly for the Girls of South Punjab who are left behind in getting Right to Education.</u></p>	

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