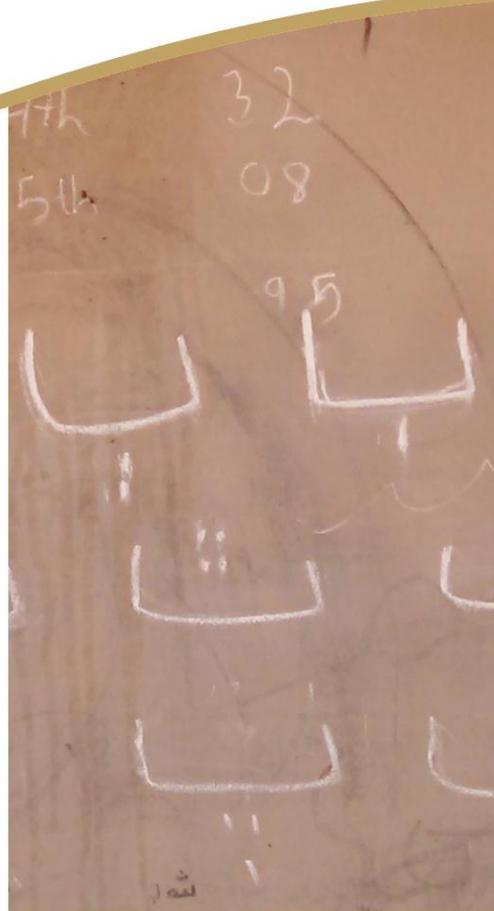


State of Education in Sindh: A Budgetary Analysis



(FY 2010-11 to FY 2014-15)
December 2015



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EXECUTIVE SUMMARY

Education at all levels can shape the world of tomorrow, equipping individuals and societies with the skills, perspectives, knowledge and values to live and work in a sustainable manner. Therefore, quality education plays a vital role in the sustainable development as well as nation building. In nutshell, we can say, “no nation can survive without modern and quality education”.

The UN Convention on the Rights of the Child (1989) guarantees the right of education for all children without any discrimination. Pakistan is a member to the international accord, Universal Primary Education (UPE) and under EFA 2015 frameworks Pakistan has been assigned a target to achieve 100 percent primary school enrollment rate within 2015. Beside this, the Millennium Development Goals (MDGs) of the United Nation Development Program also focuses on education for all and both federal & provincial governments have a responsibility to achieve education related MDGs targets by 2015. The 1973 Constitution of Pakistan also guarantees the open access and free education to every member of the state. After 18th amendment, education is devolved as a provincial subject. This devolution comes with a huge responsibility.

In Sindh, there are 46039 schools having enrollment of almost 4 million students. There are 144,170 teachers are serving in the provincial education sector. The 45 percent of total schools have only one teacher, which caters 32% of overall enrollment. Around 30 percent schools are operating with only one room while 15 percent schools are shelter-less across the province. Considering EFA, the capacity of primary schools providing quality education raises doubts.

A significant portion of budget has been lapsed since 2010-11. However, during FY 2014-15 the unspent budget was 11 percent. This indicates the lack of capacity of education department to utilize the allocated budget. Salaries are taking a large piece of the pie of the current education budget and the remaining low share is allocated for non-salary budget. The provincial government is allocating a meager amount for the day-to-day functioning and maintenance of the schools. The non-salary expenses which constitute various sub-heads essential for the operation and maintenance of the existing school infrastructure. It includes vital utilities like electricity, purchase of equipment and furniture. Many schools in the province lack the basic facility such as electricity due to non-availability of funds. This is major hurdle and stop parents to send their

children to school in extreme weather condition. Therefore, lower budget allocation is insufficient to cater for the running of primary and secondary schools, which badly affect the enrolment in public school as well as have negative impact on quality of schooling.

The development expenditure of primary education is less than 1 percent of overall education budget while 2.5 percent of total education budget was allocated to secondary education. Considering EFA, these allocations are contrary to the policy of achieving 100 percent enrollment in the province.

Development expenditure of primary education must translate the vision of EFA. Education and Literacy department should increase the development expenditure and give primary education an adequate share in order to achieve 100 percent enrollment. With the existing trends in budgetary allocations, 100 percent enrollment seems highly questionable.

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LIST OF ABBREVIATIONS

UN	United Nation
EFA	Child the Education
UPE	Universal Primary Education
MDG	Millennium Development Goal
FY	Fiscal Year
CSO	Civil Society Organization
PBS	Pakistan Bureau of Statistics
AEPAM	Academy for Education Planning and Management
NEMIS	National Education Management Information System
SEMIS	Sindh Education Management Information System
ASER	Annual Status of Education Report
AG	Accountant General
DEO	District Education Officer
PSLM	Pakistan Social and Living Standard Measurement
FATA	Federal Administrative Tribal Area
TED	Teacher Education Development
ITE	Initial Teacher Education
CPD	Continuous Professional Development
STEDA	Sindh Teacher Education Development Authority
RSU	Reform Support Unit
SEF	Sindh Education Foundation
AASP	Adopt-A-School Program
ELP	Early Learning Program
IELP	Integrated Education Learning Program
JSP	Jail School Project
GoS	Government of Sindh
SESP	Sindh Education Sector Plan
SERP	Sindh Education Reform Program
KPK	Khyber Pakhtunkhwa
I-SAPS	Institute of Social and Policy Sciences

SECTION 1: INTRODUCTION

1.1 BACKGROUND OF STUDY

Located in the south east of the country Sindh is the third largest province by size with an area of 140,915 square kilometers. It is also locally known as the ‘*Mehran*’. It shares a border to the north by Baluchistan and Punjab, and in the east by Rajasthan (India), on the south by the *Rann of Kutch* and the Arabian Sea and the west by Lasbela and Kalat districts of the province of Baluchistan. The provincial capital and largest city of the province is Karachi. Karachi is the largest city as well as the financial and commercial hub of the country. Most of the population in the province is Muslim, with sizeable minorities of varying religions and ethnicities.

According to 1998 census data¹, the population of Sindh was recorded as 30.4 million with population density of 212.8 persons/ sq.kms as compared with national population density of 166.3 persons/ sq.kms. The annual population growth rate was 2.8% with average household members at 6.1 per household. According to preliminary results of house listing 2011, Sindh’s estimated population is over 55 million². Presently, Sindh is composed of 28 districts³.

Quality education is the key factor in developing a skilled and productive human resource which helps to achieve long-term sustainable economic growth in the country. Therefore, article 25A of the 1973 Constitution states that “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 (**Right to education , 1973**). Pakistan has been consistently low on education indicator rankings for education across the region as well as globally. Sindh is no exception and in fact ranks lower on many indicators when compared to other parts of Pakistan (a brief situation analysis of the education sector of Sindh will be discussed in the coming sections).

¹<http://www.pbs.gov.pk/sites/default/files/tables/AREA%20POPULATION%20DENSITY%20AND%20URBAN%20RURAL%20PROPORTION.pdf>

² <http://www.thenews.com.pk/Todays-News-13-13637-Sindh-population-surges-by-81.5-pc.-households-by-83.9-pc>

³ <http://www.dawn.com/news/1049252>

The UN Convention on the Rights of the Child (1989) guarantees the right of education for all children without any discrimination. Subsequent to the UN Convention on the Rights of the Child the Education for All (EFA) program was launched in 1990. The main objective of this commitment was to ensure that all children around the world are afforded the benefits of education without discrimination.⁴ Pakistan is a member to the international accord, Universal Primary Education (UPE) and under EFA 2015 frameworks Pakistan has been assigned a target to achieve 100 percent primary school enrollment rate within 2015⁵. Apart from this, the Millennium Development Goals (MDGs) of the United Nation Development Program also focuses on education for all and both federal & provincial governments have a responsibility to achieve education related MDGs targets by 2015⁶. Unfortunately, Pakistan is far behind achieving 100 percent primary school enrollment. Beside lower enrollment numbers there is also a high rate of student dropout which is another major hurdle in achieving MDGs and EFA targets.

The 18th amendment in the constitution of Pakistan made education a provincial subject. Prior to the 18th amendment, education was largely a provincial subject but federal government played a substantial role in areas such as higher education, curriculum, syllabus, planning, policy, centers of excellence, and standards of education. However, the 18th amendment has brought about substantial changes in the governance of the education sector where the primary responsibility falls within the province.⁷

In Sindh, there are 41,724 primary schools with an enrollment of 3 million which is a net enrolment ratio of 54 percent.⁸ Therefore, the overall literacy rate in 2012-13 stood at 60 per cent. Sindh's education system faces three basic challenges i.e. access, quality and governance. Aside from access to educational institutions, the quality of instruction particularly in

⁴ M. Shahid Farooq (2013), An inclusive Schooling Model for the prevention of Dropout in Primary Schools in Pakistan, Bulletin of Education and Research, Vol. 35, issue 1. PP 49

⁵ Hussain, Salfi, & Khan, 2011

⁶ Education Budget Analysis KPK (Pakistan) from Fiscal year 2011-2012 to 2013-2014, published by Centre for Governance and Public Accountability (CGPA) may 2014.

⁷ Status of Implementation of Eighteenth Amendment in KPK in Health, Education and Agriculture Sectors (baseline report on 18th amendment in KPK), Published by Centre for Peace and Development Initiatives (CPDI) in 2014.

⁸ SEMIS Census 2014-15

government schools is less than satisfactory. Teacher attendance is poor in government schools, and there is a dearth of basic facilities like science labs, library, electricity, toilets, boundary walls etc. in a large number of schools.⁹ Another factor that has exacerbated Sindh's woes is that floods have damaged a large number of schools located in Sindh over the past half-decade.

There are a total of 46,039 schools in Sindh¹⁰. In the provincial budget for 2014-2015 the Sindh government had allocated Rs.145 billion for the education sector, which is 21% of the total budget¹¹. In the 2015-2016 budget, the Sindh Government has allocated 144.67 billion for the education sector¹².

The purpose of this study is to analyze trends in the education budget for Sindh. The study covers the last five years (FY 2011-2012 to 2014-2015) of provincial budgets of both the current expenditure and development expenditure. The basic purpose of the study is to analyze the preparation and implementation of the annual budgets for the primary (grade 1 to grade 5) and secondary (grade 9th and 10th) education level in order to understand various trends in term of budget allocations, priorities, utilization, and community participation. This paper will also analyze comparable data, which help in informing various policy relevant analysis and discussions related to primary and secondary education budget.

1.2 RESEARCH OBJECTIVE

This report has the following four objectives:

- To analyze trends in the education budget for Sindh
- To analyze budgetary spending on the public education sector in Sindh
- To analyze budget allocation, priorities, and utilization in the public education sector
- To analyze the distribution of budget in primary and secondary education sector

⁹ <http://fdsindh.gov.pk/site/userfiles/Final-BSP-2015-16.pdf>

¹⁰ <http://www.sindheducation.gov.pk/Contents/Menu/Sindh%20Education%20Profile%202013-14.pdf>

¹¹ Naheed Memon & Sidrat Asim (2015), Access to education in Sindh: District profiles and Rankings report published by Manzil Pakistan, Karachi

¹² <http://www.currentaffairspk.com/budget-2015-2016-comparison-of-punjab-kpk-sindh-balochistan-provinces/>

1.3 ORGANIZATION

This report is divided into six sections. Section I describes the background and objective of the report. Section II discusses the methodology as well as data, which is used for analysis. Section III gives a brief overview of the Sindh education sector. Section IV deals with Sindh education policy for public educational institutions. Section V presents analysis of public expenditure on primary and Secondary Education. Section VI presents the conclusion and policy recommendations.

SECTION II: METHODOLOGY AND DATA

This section deals with the research methodology for the current study. It also discusses data sets and sources for various indicators, which are used for the analysis for this report.

2.1 METHODOLOGY

The mixed method has been used for this study. Both quantitative and qualitative data are valuable to understand the current education situation and budgetary spending, trends, and priorities in the Sindh education sector.

The following are the key sources used in the study:

Newspaper and magazine archives/ articles, which provide a rich source on the state of education sector in province. Another secondary source of information is the wide range of civil society organizations (CSOs) and government publications which were useful for this study. The publication materials were in the form of weeklies, monthlies, annuals, and special reports. The researchers have also examined the policy and working papers, policy brief, and debates of civil society stakeholders. Lastly, discussions with scholars, industry professionals, and academia provided a significant amount of information for this report.

The quantitative analysis depicts a clear picture of the education situation in the province and budgetary trends, spending, and the priorities in of the Sindh government. Therefore, six data sets/ sources have been used in this study. The detailed descriptions of databases along with variables and indicators have been mentioned under the data section in this chapter.

2.2. DATA

Trends in the Sindh education budget was analyzed using the variables and indicators listed in Table 2.1. As mentioned above, different databases have been used in this study. Therefore, a detailed description of data sets and organizations along with type of organization has been listed in table 2.2.

Table 2.1: Variables and Indicators

Variables	Indicators	Source of Data
Literacy Rate	Overall Literacy Rate (Pakistan & Sindh)	Pakistan social and living standards measurement survey 2010-11 to 2013-14
	Male Literacy Rate (Pakistan & Sindh)	
	Female Literacy Rate (Pakistan & Sindh)	
	Literacy Score	Alif Ailaan Education Ranking Report 2015
Enrolment	Boys & Girls Enrolment (Pakistan & Sindh)	* Pakistan Education Statistics 2013-14
	Primary & Middle level Enrolment (Pakistan & Sindh)	* SEMIS 2014-15
	Secondary & Higher Secondary Level Enrolment (Pakistan & Sindh)	* ASER 2014
	% of Children out of School District- Wise	
Schools	Total Schools (Boys, Girls, Mix)	SEMIS Census 2010-11, 2011-12, 2012-13, 2013-14, 2014-15
	Primary & Middle Level Schools (Boys, Girls, Mix)	
	Secondary & Higher Secondary Level Schools (Boys, Girls, Mix)	
	Ghost Schools (Primary, Middle, Secondary, Urban Area, Rural Area)	
	Basic Ratio (School Teacher Ratio, School Student Ratio, School Classroom Ratio)	
	Classroom (No room, 1 Room, 2 Room, 3 or more room schools)	
Teachers	Total Teachers (Male, Female)	SEMIS Census 2010-11, 2011-12, 2012-13, 2013-14, 2014-15
	Male Teachers (Primary, Middle, Secondary, Higher Secondary)	
	Female Teachers (Primary, Middle, Secondary, Higher Secondary)	
	Teacher Student ratio	
	Teachers (1 teacher, 2 Teacher, 3 or more Teacher Schools)	
Budget Allocation	Current Budget allocation	*I-Sap Data Set * AG Sindh * Education & Learning Department
	Development budget allocation	
	Salary & Non-salary Budget allocation	
	Primary Share allocation (current budget allocation, development budget allocation, salary & non-salary budget allocation)	
	Secondary Share allocation (current budget allocation, development budget allocation, salary & non-salary budget allocation)	
	% of current and development budget allocation in total education budget (Overall, Primary, Secondary)	
Budget Expenditure	Current Budget Expenditure	*I-Sap Data Set * AG Sindh * Education & Learning Department
	Development budget Expenditure	
	Salary & Non-salary Budget Expenditure	
	Primary Expenditure Share (current budget Expenditure, development budget Expenditure, salary & non-salary budget Expenditure)	
	Secondary Expenditure Share (current budget Expenditure, development budget Expenditure, salary & non-salary budget Expenditure)	
	% of current and development budget allocation in total education budget (total, Primary, Secondary)	
	Expenditure per Student (Sindh, district wise)	

Table 2.2: Data Set and Source

Data Set	Organization	Type	Year
Pakistan Social and Living Standards Measurement Survey (PSLM)	Pakistan Bureau of Statistics (PBS)	Government collected survey of households	2010-11, 2011-12, 2012-13, 2013-14
National Education Management Information System (NEMIS)	Academy for Education Planning and Management (AEPAM)	Government collected census of government schools	2010-11 to 2014-15
Education District Ranking Report	Alif Alain	Non-profit organization	2015
Sindh Education Profile	Sindh Education Information System (SEMIS)	Government collected census on Education	2010-11 to 2014-15
Annual Education Survey	Annual Status of education report (ASER)	Non-profit organization	2014
Annual Budget	AG Sindh	Government institution	2014, 2015

SECTION III: AN OVERVIEW OF THE EDUCATION SECTOR IN SINDH

This section presents a brief overview of the Sindh education sector. This section also discusses the state of the public education sector particularly at the primary level.

3.1. LITERACY INDICATORS IN SINDH

Pakistan's education system is divided into four major levels: elementary, secondary, tertiary, and higher level. It is the responsibility of the provincial government to provide education to every member of the society under article 25A of the constitution of Pakistan. The focus of this study is on elementary and secondary education particularly on primary education in Sindh which is run by the Education and Literacy Department of Sindh Government and managed at district level through District Education Officers (DEOs). All the education related MDGs focus on primary and secondary education for both genders (boys and girls).

According to Pakistan Education Statistics 2013-14, a total of 17.79 million students are enrolled in primary school in Pakistan. Out of these students 11.334 million (64%) students are enrolled in government schools while approximately 6.2 million children of primary school-going age are out of school. Therefore, 2.6 million boys from the primary age group are out of school whereas 3.6 million primary age girls are out of school. The report also indicates that 1.8 million children of primary school going age are out of school in Sindh.¹³ Pakistan is far from achieving its MDGs and Universal Primary Education goals and Sindh is not exception too.

The latest and most reliable data available on education indicators is the 2013-14 round of the Pakistan Social and Living Standards Measurement (PSLM) survey published by the Pakistan Bureau of Statistics in 2015. The data is representative for both rural and urban locales as well as at a gender wise level at the national and provincial/regional level. In 2013-14, the overall literacy rate in Sindh is 56 percent, which is less than the national level of 58 percent --lagging far behind the MDG target of 88 percent for both (national and provincial) literacy targets for

¹³ Pakistan Education Statistics report 2013-14,
<http://www.aepam.edu.pk/Files/EducationStatistics/PakistanEducationStatistics2013-14.pdf>

2015¹⁴. Sindh has literacy rate only in comparison to Balochistan, Khyber Pakhtunkhwa, and FATA. The male literacy rate (67 percent) is close to the national average (70 percent), but the female literacy rate (43 percent) is lower than the national average (47 percent). The main contributor to this low literacy rate is the rural locations where due to rampant poverty and cultural hindrances, most girls are out of school., The female literacy rate in rural areas in Sindh is 21 percent. Table 3.1 depicts shows a comparison of literacy rates in Sindh compared with the rest of Pakistan from 2010-11 to 2013-14.

Table 3.1: Literacy Rate (Population 10 year & above)

Region/Province		2010-11			2011-12			2012-13			2013-14		
		Male	Female	Both									
Pakistan	Overall	69	46	58	70	47	58	71	48	60	70	47	58
	Urban	81	67	74	82	68	75	82	69	76	81	66	74
	Rural	63	35	49	64	35	49	64	37	51	63	36	49
Sindh	Overall	71	46	59	72	47	60	72	47	60	67	43	56
	Urban	82	58	75	85	70	78	84	70	77	80	63	72
	Rural	60	22	42	58	23	41	59	22	42	53	21	37

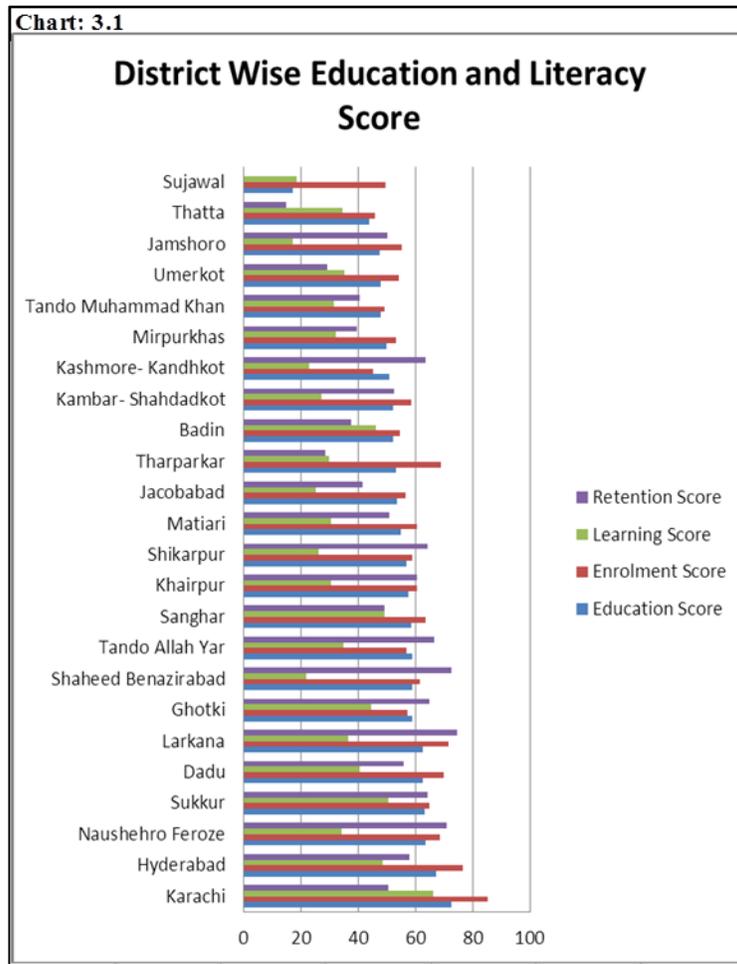
Source: Pakistan Social and Living Standards Measurement Survey

The literacy rates in table 3.1 show that both the federal and province far behind to achieve MDGs targets. Rural areas of Sindh have low literacy rates (37 percent) which are far behind the overall provincial literacy rate (56 percent). The figures for girls make for an even more abysmal reading at only 21 percent in rural Sindh. The government needs to prioritize rural education particularly, female education.

As far as its literacy rates are concerned, Sindh's are below 50 percent in rural areas. The urban center of Karachi is the well ahead of the rest of the province and the rest of cities are not even on the second or third position. Hyderabad, Mirpur Khas, Larkana and Jamshoro are a few other cities that can have a reasonable literacy rate comparatively. Overall, many children are deprived of education due to which a greater percentage of child labor is also present. A large disparity exists in the literacy ratios across districts in the province. The Alif Alain Education Ranking

¹⁴ Sindh Millennium Development Goals report

Report (2015) shows a telling picture of education and literacy scores across Sindh which is depicted in chart 3.1.



Poverty and socio-political conditions along with educational facilities are some contributors to of the poor state of education in the province particularly in rural areas. As mentioned above, female education is badly affected in rural areas. Therefore, an educational emergency in those areas which has the lowest literacy rates should be imposed and more funds should be allocated to those areas particularly rural areas in order to catch up with urban areas in the province.

3.2. PUBLIC EDUCATION SECTOR SITUATION ANALYSIS IN SINDH

The public education sector is the main provider for primary education in the country. Table 3.2 shows the enrolment of boys and girls at different educational levels at both the national level

and in Sindh. According to the Sindh Education Management Information System (SEMIS), just over 2.44 million boys and 1.599 million girls are enrolled in public schools from primary to higher secondary level in Sindh. In other words, a total of 4,044,476 students are enrolled in public educational institutions out of which 60.5 percent boys and 39.5 percent girls are enrolled in public education institutions in the province.

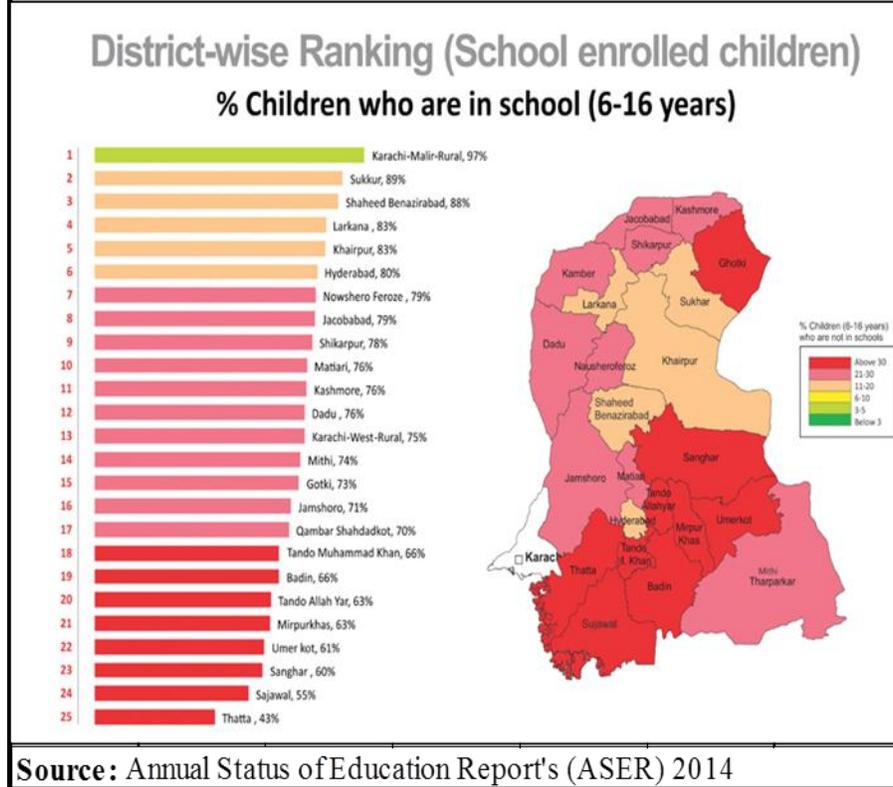
Region/Province	Education Level	Enrolment		
		Boys	Girls	Total
*Pakistan	Primary Level	9994533	7875326	17869859
	Middle Level	3575469	2720002	6295471
	Secondary Level	1321995	996845	2318840
	Higher Secondary level	728999	495482	1224481
	Total	15620996	12087655	27,708,651
**Sindh	Primary Level	1615555	1030313	2645868
	Middle Level	137750	115074	252824
	Secondary Level	470633	334498	805131
	Higher Secondary level	221010	119643	340653
	Total	2,444,948	1,599,528	4,044,476

Source: * Pakistan Education Statistics 2013-14, **SEMIS 2014-15

The net enrolment rate at primary level (age 5-9 years) is 48 percent in Sindh which is far behind the national Net Enrolment Rate (57 percent)¹⁵. The target for MDG is to achieve 100 percent net primary enrolment by 2015. There are larger disparities across districts where Karachi has the highest enrolment rate (97 percent) and Thatta is languishing at 43 percent, according to the Annual Status of Education Report's (ASER) 2014 report which on district-wise school enrollment. This shows that only one district (Karachi) is close to the target of the MDG goals. It is the responsibility of the government to fill the gaps with a holistic approach and efforts to achieve 100 percent enrolment at primary level.

¹⁵ PSLM report 2013-14,
http://www.pbs.gov.pk/sites/default/files//pslm/publications/pslm2013_14/A%20report%2013-14%28%2012-05-15%29_Final_0.pdf

Chart 3.2: District-wise enrolment



According to the SEMIS Census 2010-11 there were 48914 educational institutions in Sindh. In 2014-15, there are 46039 educational institutions in the province. Almost 2875 schools are closed during this period (2010-15) which indicates a 5.9 percent downward trend in the number of educational institutions. This also shows that education has not been a priority or main focus for the provincial government. Consequently, Sindh has been unable to achieve a 100 percent primary enrolment rate so far. The 2014-2015 SEMIS data shows a 90.7 percent of the 46,039 schools are primary schools while the remaining are secondary schools, which consists of middle, high, and higher secondary schools. Further, there are 61.6 percent co-educational schools where as 23.1 percent are boys schools and only 15.3 percent are girls schools in the province. Chart 3.3 depicts shows through category wise educational level and year wise.

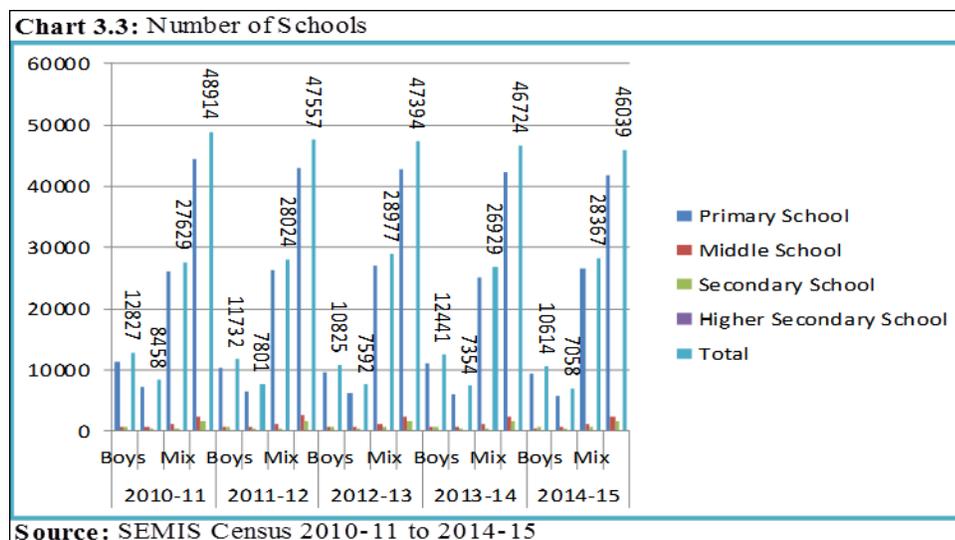


Table 3.3 shows ghost schools across Sindh. As of 2014-2015, there are 6149 ghost schools, 13.4 percent of all schools in Sindh are “ghost schools” in Sindh. A ghost school can be defined “an infrastructure built for school purposes which now houses animals in courtyards and classrooms.

Table 3.3: Number of Ghost Schools

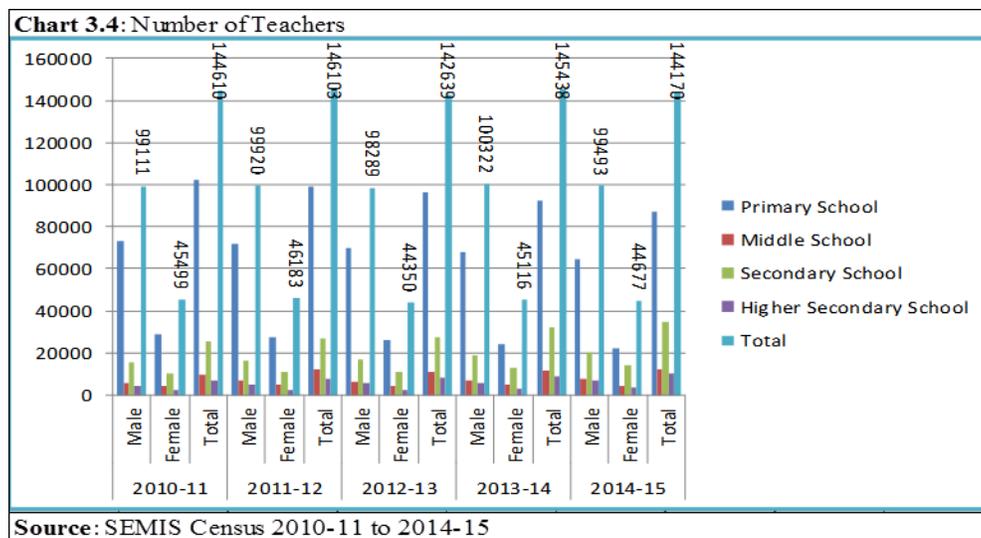
School Gender	School Level	Urban Area	Rural Area	Total Schools
Boys	Primary	76	2107	2183
	Middle	8	62	70
	Secondary	0	0	0
Girls	Primary	18	1348	1366
	Middle	4	80	84
	Secondary	2	0	0
Mix	Primary	35	2322	2357
	Middle	4	83	87
	Secondary	0	0	0
Total	Primary	129	5777	5906
	Middle	16	225	241
	Secondary	2	0	2
Total Ghost Schools				6149

Source: SEMIS Census 2014-15

These schools today are residences, stables or offices of private or official departments, including those of the police and Rangers. Teachers continue to draw salaries, while the

buildings remain occupied by those other than students.”¹⁶ Primary education has a greater proportion of ghost schools as compared to middle and secondary schools. Therefore, 5906 primary schools are ghost schools whereas 398 middle schools are ghost schools. Only two secondary schools are ghost schools in the province. Approximately 97 percent of ghost schools are located in rural areas whereas just under three percent of ghost schools are in urban areas. This figure is conclusive evidence of the poor situation in the rural education sector. The government needs to develop a strong monitoring mechanism to check the functioning of schools, with a special focus on rural areas.

SEMIS Census 2010-11 to 2014-15 is an examination of the strength of teaching staff during this period (see chart 3.4). Overall 144170 teachers have been serving in the education sector (primary, middle, secondary and higher secondary level) out of which 69 percent are males and 31 percent are females. Statistics shows downward trends in the strength of teachers in education sector from 2010-11 to 2014-15 (see chart 3.4). Therefore, 0.3 percent less teachers have been serving in the education sector since 2010-11.



The majority of teachers (60.5 percent) are working in primary education whereas 24 percent of teachers are working at the secondary level. The remaining 15.5 percent teachers are working in middle and higher secondary schools. Currently, 15.6 percent of government primary schools are

¹⁶ <http://tribune.com.pk/story/556374/classrooms-without-classes/>

‘shelter-less’ or completely lacking a physical building. Apart from this, 0.6 percent and 0.8 percent government primary schools are operating in rented properties and other ownership building respectively. The remaining 82 percent of government primary schools are operating in government buildings across Sindh. Secondary education level statistics show that only 1 school has no building. Almost 98 percent of government secondary schools are operating in government buildings. The remaining 2 percent are operating in rented or other ownership building. Table 3.4 shows various indicators for public primary and secondary schools.

Indicators	Primary Level				Secondary Level			
	Boys' School	Girls' School	Mix Schools	Total	Boys' School	Girls' School	Mix Schools	Total
Number of Schools	9402	5851	26471	41724	618	512	576	1706
Teaching Staff	17402	13204	56479	87085	14042	10054	10492	34588
Student Teachers Ratio	31	26	31	30	22	23	26	23
Schools in Gov't Building	7488	4787	21932	34207	606	499	570	1675
Schools in Rented Building	57	26	153	236	5	5	4	14
Schools building in other Ownership	69	47	210	326	7	7	2	16
Shelterless (No Building/No Info)	1788	991	4176	6955	0	1	0	1
Source: SEMIS Census 2014-15								

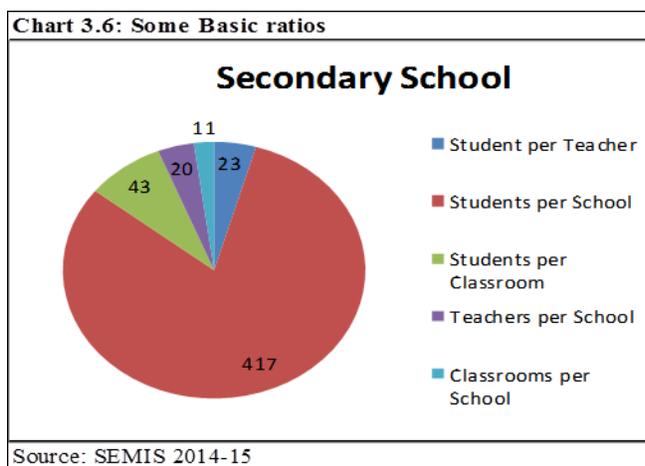
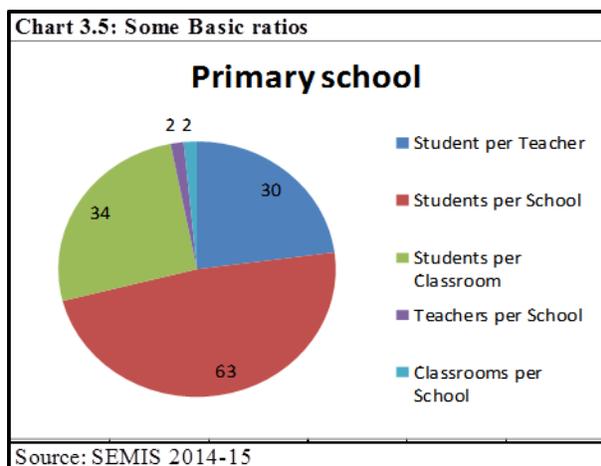
According to the SEMIS data set, 15.6 percent of total schools (7179 out of 46039) shelter-less (have no building/classroom). This shows that significant number of schools is functioning without physical infrastructure across the province. This shows a lack of government interest in education sector. Out of the total schools around 29 percent (13712 out of 46039) comprise of one room whereas 32.9 percent of these schools have two rooms. The remaining 21.7 percent schools have three or more rooms in the province. The overall situation indicates that around 78 percent schools have either two or less rooms thus causing shortage of space for enrolled student as well as hurdle for new enrolment. If the government is serious about bringing out-of-school children to school, they have to construct new rooms in existing schools. Government should also revisit the one room school policy and construct new schools as per desire.

Class Room	No of Schools	Percentage
No Room	7179	15.6
1 Room	13712	29.8
2 Room	15183	32.9
3 or More Rooms	9965	21.7
Total	46039	100
Source: SEMIS Census 2014-15		

Table 3.6 presents data on some basic ratios in Sindh. The overall data shows the student to teacher ratio, students per school, and student per classroom is 28, 88, and 36 respectively. Whereas ratio of teacher to school is three and classroom per schools is two in the Sindh education sector. Therefore, table 3.6 depicts a clear picture of basic ratios of different educational levels.

Indicator	Primary school	Middle School	Elementary School	Secondary School	Higher Secondary School	Overall
Student per Teacher	30	18	27	23	33	28
Students per School	63	84	192	417	1163	88
Students per classroom	34	22	32	43	67	36
Teachers per School	2	5	7	20	35	3
Classrooms per School	2	4	6	11	17	2
Source: SEMIS 2014-15						

Chart 3.5 present the state of primary education in the province. The average number of teachers and classrooms in government primary school is two. Apart from this, the average number of Student per teacher ratio is 30 at primary level, which is higher than national average. The average number of students per school and classroom is 63 and 34 respectively. This shows a lack of government focus on primary education sector in the province. Therefore, statistics shown in table 3.4, 3.5, and 3.6 indicates poor infrastructure and lack of resources at primary level. These are just a few of the reasons the provincial government is unable to achieve 100 percent primary enrolment and the desired literacy rate. The condition of secondary education is not different from primary education (see chart 3.6).



There are 45 percent one-teacher schools having 26 percent of the total student enrolment in Sindh and 18 percent two-teacher schools with 15 percent enrolment. Around 23 percent three or more than three teacher schools are functioning in the province with 59 percent of the total enrolment. Apart from this, 14 percent schools are non-functional/ ghost schools in the province. Table 3.7 depicts the clear picture of teacher school ratio at primary level in the province.

Table 3.7: Teacher School Ratio 2014-15

	Number of Teachers	No of Schools	% of Total School	Enrolment	% of Total Enrolment
Schools	1 Teacher	19370	45	828464	26
	2 Teacher	7737	18	496272	15
	3 or More Teacher	9746	23	1899422	59
	Non-functional	6149	13.36		

Source: SEMIS 2014-15

With respect to basic facilities within public sector schools, out of total primary schools, 43.6 have no boundary wall, 53 percent lack safe drinking water facilities, 65.9 percent are without electricity, 48.6 percent have no toilet/sanitation facilities, and 85.2 percent are without a playground.¹⁷

¹⁷ SEMIS Census 2014-15

SECTION IV: SINDH EDUCATION POLICY

The Government of Sindh envisages providing quality education to all children to realize their full potential and contribute to the development of society and economy thus creating sense of nationhood and inculcating values of tolerance, social justice, and democracy.¹⁸ In 2013, the Pakistan government passed the Right of Children to Free and Compulsory Education Act (2013). According to this Act, “every child of the age of five to sixteen years regardless of sex and race shall have a fundamental right to free and compulsory education in a school”.¹⁹

Pakistan has an obligation to achieve MDGs and Education for All targets by 2015 as mentioned in section-I. Current education statistics indicate that the Sindh government has been unable to achieve 100 percent primary enrolment and 88 percent literacy rate as discussed in section-III. According to the National Plan of Action for education²⁰, two key challenges for the education sector in Sindh is to improve not only access to education but also enhance the quality of education as well. A lack of awareness on the part of parents in regards to education and particularly female education, an absence of basic facilities in schools, poor infrastructure, poorly trained teachers, absenteeism, poor monitoring and evaluation, and numerous other factors contribute to low enrolment, high drop-out rates, and an overall poor quality of education in the province.

The Sindh government has taken numerous steps to improve access and quality of education in the province. In 2009, the chief minister approved the Teacher Education Development (TED) policy for the public education sector. This policy focuses on improving standards of education and aims to bring reforms in the area of training both in Initial Teacher Education (ITE) & Continuous Professional Development (CPD). It also aims to establish an institutional home, or a

¹⁸ BUDGET STRATEGY PAPER 2015-16 to 2017-18, by Economic Reform Unit, Finance Department, Government of Sindh

¹⁹ *SINDH ACT NO. XIV OF 2013 - RTFCE*. (2013). Retrieved from UNESCO: http://unesco.org.pk/education/documents/2013/rte_sindh_feb/Sindh_Act_RTfCE.pdf

²⁰ National Plan of Action to accelerate education related MSGs 2013-16, Ministry of Education, Training & Standards in Higher Education, Government of Pakistan, September 2013.

focal point, for strategically managing the whole domain of teacher education and development in the form of the Sindh Teacher Education Development Authority (STEDA).²¹

The Sindh government has established the Reform Support Unit (RSU)²² for formulation and implementation of education policy. RSU is also responsible for monitoring and evaluation of policies as well as other educational matters. The mandate of the RSU includes data collection and analysis, policy formulation for formal approval, proposing and making implementation arrangements for supply and demand interventions, management and coordination of all departments of education as well as the development of comprehensive monitoring and evaluation mechanisms. RSU is also responsible for managing donor agencies' educational projects in the province.

The Sindh Education Foundation²³ (SEF) has started a number of projects to achieve MDGs and Education for All targets by 2015. These are following;

- ❖ **The Adopt-A-School-Program (AASP)** facilitates private sector and civil society to adopt government-run schools to improve the standard of education and enrolment. AASP is now running successfully with over 300 patrons and schools across the province.
- ❖ **The Early Learning Program (ELP)**, initiated in 2008 within 150 government schools aims to institutionalize Early Childhood Education through qualitative reforms and increased participation in targeted geographical areas.
- ❖ **The Integrated Education Learning Program (IELP)** is the Foundation's largest scheme, which establishes public private partnerships for increasing access to education as well as to improve the quality of educational services for children across the province at the primary, elementary, and secondary education levels.

²¹ Government of Sindh. (n.d.). *Sindh Education Reform Program*. Retrieved from Planning and Development Department, Government of Sindh: <http://www.sindhpn.gov.pk/PressReleases/Sindh%20Dev%20ChapterWise/01-SERP.pdf>

²² Government of Sindh. (n.d.). *Sindh Education Reform Program*. Retrieved from Planning and Development Department, Government of Sindh: <http://www.sindhpn.gov.pk/PressReleases/Sindh%20Dev%20ChapterWise/01-SERP.pdf>

²³ *Sindh Education Foundation (Resources)*. (n.d.). Retrieved from <http://www.sef.org.pk/aasp.php>

- ❖ **The Jail School Project (JSP)** is the first educational center that has been established at the Sukkur Juvenile Jail with the intent of providing education services to the inmates.
- ❖ **The Private Schooling in Rural Sindh (PPRS) Project** will support the establishment and management of 1,000 new private schools in underserved localities in 10 districts of Sindh that rank poorly along three indicators: namely the size of the out-of-school children population (6-10 years), distance to the nearest primary school, and gender disparity in primary school participation.
- ❖ **The Rural Based Community Schools (RBCS) Project** is SEF's community based education intervention. The program aims to provide access to quality education for out-of-school children so they can achieve primary level competency as per the National Curriculum in 3 years through an accelerated syllabus.
- ❖ **The Women's Literacy and Empowerment Program (WLEP)** works towards providing disadvantaged adult women with educational and self-development opportunities and contributes to their process of empowerment.

Sindh Vision 2030²⁴ recommends “permanent elimination of gender inequality, providing quality education at the elementary level, significantly improving enrolment, providing skilled education to meet national and international requirements, increasing the competency of educators and teachers, and eliminating all forms of disparity and imbalance in the system”.

The Reform Support Unit (RSU)²⁵ has developed a Sindh Education Sector Plan (SESP) 2014-18 to improve education situation in the province even after the end of MDGs period (2015). It is guided by the National Education Policy of 2009 and represents a significantly new vision of education goals and possibilities specific to the rapidly evolving context of the province itself. The Reform Support Unit turned out to be the leading and driving force of the Sindh Education & Literacy Department in shouldering this responsibility and the Sindh Education Sector Plan (SESP) 2014-18 is marked as a milestone for the Government of Sindh (GoS). The SESP is built upon four major Sindh Education Reform Plan (SERP) pillars: Access, Quality, Governance, and Public Finance Management. The **major objectives of the SESP (2014-18)** are the following:

²⁴ Sindh Education Sector Plan 2014-18, published by Education & Literacy Department, Government of Sindh, <http://www.rsu-sindh.gov.pk/contents/SEMIS/SESP.pdf>

²⁵ ibed

- ✦ Increasing equitable access to quality ECE, primary and secondary education, with the aim of eliminating social exclusion, enhancing transitions, promoting social cohesion and providing greater opportunities for access, participation and learning to marginalized groups, particularly girls.
- ✦ Improving the quality of learning outcomes through strengthening the teaching/learning process: combining formative and summative assessment for the development of self-reliant individuals capable of analytical thinking and self-learning; improving the quality of teachers through merit-based selection and recruitment; improved accountability, and establishing a competency-based constructivist system of educational professional development.
- ✦ Strengthening governance and service delivery by improving the functioning capacity from the school-community level up to district and province level. This will include: agreed school standards; IT-enabled evidence for accountability at all levels of trained management, aligned to education devolution; School Consolidation Policy and School Based Budgets and Management; and strong public-private partnerships. Priority will be given to strengthening district level management.
- ✦ Enhancing the equity of resource allocation and improving fiscal sustainability and effectiveness of educational expenditure, thereby fostering transparency and accountability in the use of public resources.

SECTION V: BUDGET ANALYSIS OF PRIMARY AND SECONDARY EDUCATION LEVEL

5.1. BUDGET MAKING PROCESS

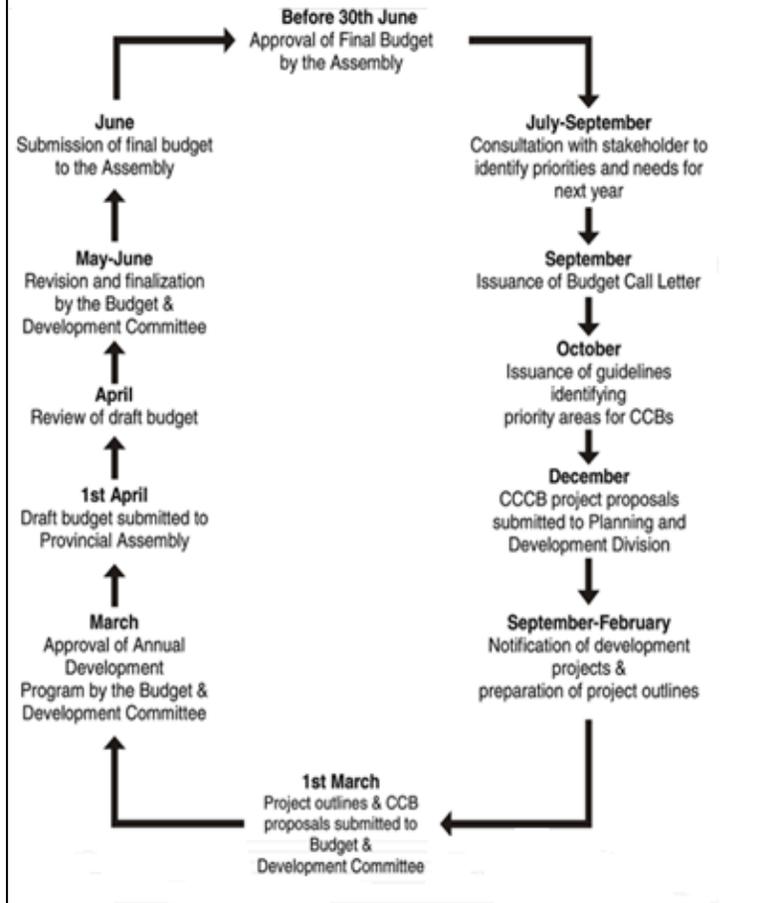
Budget is the most important tool through which government translate its policies and goals into action. Both federal and provincial Government mobilizes the required financial resources for effective public service delivery through a budgetary mechanism/ process. In other words, it enables government to create a balance between the demand and supply of public services. Therefore, the budget preparation process is technical, complex, and lengthy in nature. As underdeveloped countries have their constraints, the complexity and significance of effective budgetary allocation becomes more vital.

The budget is not only limited to expenditure controls but also gives immense importance to translating policy into actions through budget implementation. Therefore, it is important for the government to maintain not only fiscal discipline at a sustainable level but to also ensure efficient public service delivery.

The budget making process starts from the identification of the needs for the next year (see figure 5.1 below). The budget may be prepared by input methods (pay & allowances, operating expenditure, physical assets, and repair & maintenance etc) or by output methods (primary to tertiary education) or by both. Traditional budget making has been based on inputs while modern budget making gives more importance to output based budgeting. Modern budget making aims at medium term budgetary allocations based on forecasted financial resources and encourages the harmonization of recurrent and development budgetary allocation in order to enhance public service delivery as per strategic policy planning. Similarly, output based budgets ask for delegation of financial authorities and strengthening of internal auditing and control systems for greater transparency as well as holistic public participation.²⁶

²⁶ Education Budget analysis KPK province: FY 2011-12 to FY 2013-14, published by Centre for development and Public Accountability, Islamabad

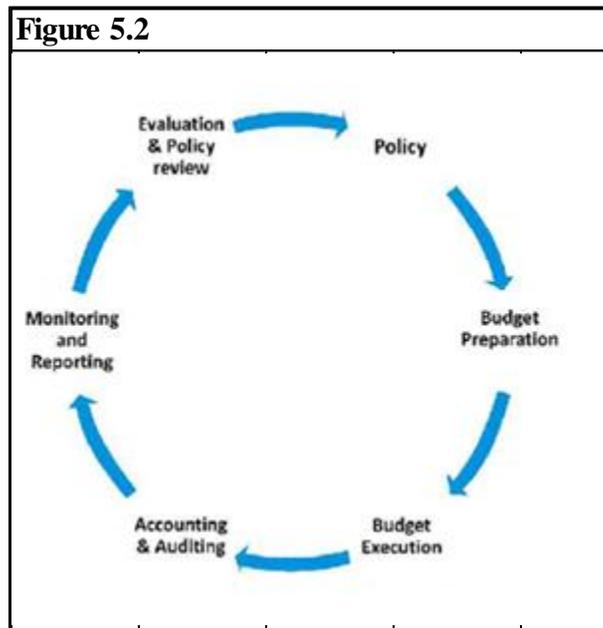
Figure 5.1



Currently, government is using the traditional approach in the budget making process. Therefore, the educational budget has been prepared on an incremental basis with a top down approach. Government increases a certain amount in the budget every year. There are two main categories in the education budget; current budget and development budget. Government is spending a huge bulk of the budget in current expenditures and very little in development expenditures (a complete budget analysis will be presented later in this section). Different stakeholders are involved in the budget making process but finance and planning departments are responsible for preparing and compiling to budget.

5.2. BUDGET CYCLE AND BUDGET ACTIVITIES

There are six major activities in a budget cycle which are graphically presented in figure 5.2. As mentioned above, the budget-making process starts from the identification of the needs and priorities in the particular department, which enable government to prepare policy along with sector strategies. In other words, the budget process starts at a policy level as shown in figure 5.2.



The budget is prepared based on needs and priorities defined in the department/sector policy. Therefore, policies and budget should align with each other to achieve the desired goals. At the budget execution phase, revenue is collected and expenditures are incurred as per budgetary allocations. All the transactions are recorded at spending unit level along with monitoring of the activities. The budget accountability has to be ensured through auditing, monitoring, and reporting. Based on feedback, government brings required changes in the policy during the evaluation and review process. This enables the government to identify gaps in the current policy, which are incorporated in the new policy phase for any upcoming budget making process.

As discussed above, the entire budget making process has been internalized and only public office holders are involved in budget making at every level. It is the responsibility of the district

education authorities to identify the needs and priorities in the education sector as well as make proposals for development schemes in their respective districts. Based on district data, the provincial education department has to prepare a budget for the education sector for the coming year. The provincial finance department is responsible for compiling the current budget while the planning and development department is responsible for preparing a development budget based on the information from the education department. This is not an ideal budget making process (participatory budgeting), which gives significant importance to civil society participation in the process. Therefore, the government should encourage a more participatory approach to address local community needs.

5.3. BRIEF BUDGET OVERVIEW

Sindh's expenditure on education has been growing over the last few years. Education as a percentage of the total provincial budget is hovering around 22 percent, but it is still a comparatively low ratio when compared to Punjab and KPK. The Alif Ailaan District Education Ranking Report 2015²⁷ indicated that Sindh secured 6th position in education in 2015 whereas Sindh had claimed 5th position in 2014. This shows the province's performance continues to remain poor. Only Karachi (43rd rank) from Sindh manages to get in to the top 50 districts and Hyderabad ranks 62nd. Therefore, only 4 districts from Sindh ranked in the top half of the district education rankings.

The intra-education (within education sector) budget shows that the development budget has been losing its share. The current allocated budget is 90 percent, out of which 75 percent will go to salaries and allowances whereas 25 percent has been earmarked for non-salary expenses. The current expenditure budget is over 90 percent whereas development expenditure is less than 10 percent. The primary education budget is increasing whereas secondary education budget has lost its share when compared to previous years. However, the actual utilization of the budget has always been less than the allocated budget. On the other hand, our budget analysis shows that

²⁷ Alif Ailaan and SDPI. 2015. Alif Ailaan Pakistan District Education Rankings 2015. Islamabad: Alif Ailaan.
https://d3n8a8pro7vhmx.cloudfront.net/alifailaan/pages/537/attachments/original/1430979597/District_Ranking_Report_2015.pdf?1430979597

over 90 percent of the budget has been allocated or spent in employee related expenses followed by operating expenses. The budget allocated for development (infrastructure and its maintenance) is far less than the needs of the education sector. Moreover, the Sindh education expenditure budget indicated that the per-child expenditure is higher at secondary education level.

5.4. ANALYSIS OF BUDGET ALLOCATIONS FOR EDUCATION FOR 2010-11 TO 2014-2015

5.4.1. An Overview of Overall Provincial Budget

Table 5.1 provides the total provincial government budget outlays for the last five years, which comprises of total current, capital, and development expenditure budget. The total provincial budget outlays for the current financial year have been estimated at 686 billion, 10 percent more than the estimated budget and 28.3 percent more than the revised budget for the preceding financial year.

Provincial Budget	2010-11		2011-12		2012-13		2013-14		2014-15	
	BE	RE	BE	RE	BE	RE	BE	RE	BE	RE
Current Expenditure	268.3	281.2	283.1	309.5	315	316	356	337	436	453
Current Capital Expenditure	18.9	20.5	33.3	28.8	32	18	31	26	35	25
Development Expenditure	147.4	146.3	164	199	231	148	230	129	215	161
Total Expenditure	434.6	448	475.9	537	578	482	617	492	686	639

Source: AG Sindh and <http://fdsindh.gov.pk/site/userfiles/Final-BSP-2015-16.pdf>

The provincial government's total current expenditure stood at 453 billion in FY 2014-15, which is 21.4 percent higher the budget estimate of 2013-14 and 3.8 percent more than the budget expenditure of the preceding year's current expenditure. For the last few years, the share of provincial budget expenditure for current expenditure stood at around 68 percent. It is important to mention that the current expenditures are non-developmental expenditures that are mainly the salaries of provincial and district employees as well as operation and maintenance of government assets. Therefore, the government has very little space to change the composition of current

expenditures as most of the funds goes to salaries of employees. On the other hand, the government can get the maximum output from this spending through good governance and accountability.

Current capital expenditure is mainly for the payment of interest and principle account on the accumulated government debts including both local and foreign debt. Table 5.1 shows little variation in the current capital expenditure over the years. Government has spent 25 billion on this in FY 2014-15.

The development budget is the most important head/section in any government budget. It is a vital contribution to the economic growth and development of the country. It also has a significant impact on poverty reduction and general social sector improvements. Annual development plans are devised for the whole year in different sectors like infrastructure, energy and social sector. In 2014-15, the provincial government was allocated 215 billion for development expenditure whereas 230 billion was allocated in 2013-14. Table 5.1 shows development expenditure for both allocation and revised budget. Moreover, the difference between the budget allocation and revised estimates widen over the years as shown in table 5.1. In 2013-14, the government was unable to utilize around 44 percent of the development budget. The Sindh government has utilized only 74 percent of its development budget during FY 2014-15. This indicates a lack of capacity in government departments for development budget implementation, which further lead towards poor governance. Therefore, it is important for the government to formulate a comprehensive strategy for the effective utilization of development budgets

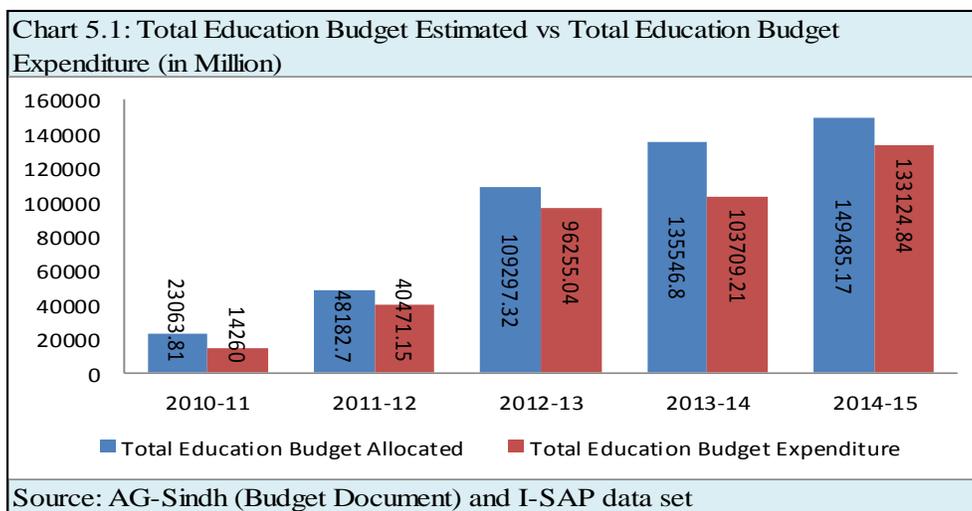
Table 5.2 represents the share of the education budget within the total provincial budget. Around one fifth of the total provincial budget has been allocated for the education sector for the last

	2010-11	2011-12	2012-13	2013-14	2014-15
Total Education Budget %	5.3	10.13	18.9	23	22
Recurrent %	7.11	14.1	30.9	33	29
Development %	2.65	5.1	5.2	7	7
Source: Appropriation Accounts, AG Sindh, and I-SAPS Dataset					

three years. The provincial government has increased the total education budget from 23.06 billion in FY 2010-11 to 149 billion in 2014-15. In 2014-15, the government allocated 22 percent (149 billion) of the total provincial budget to the education sector. This shows a decrease of 1 percent compared to the 23 percent allocated during the previous year. In 2014-15, 29 percent of the provincial current budget was allocated for education sector whereas only 7 percent of the provincial development budget has been allocated for the education development budget. This 7 percent development share is too low for the development needs of the education sector in the context of free education for all (Article 25-A of the constitution of Pakistan). The situation is even worse due to the inefficient utilization of the available resources as in financial year (2013-14) around 68% of the allocated budget remained unspent.

5.4.2. Trends in Education Budget

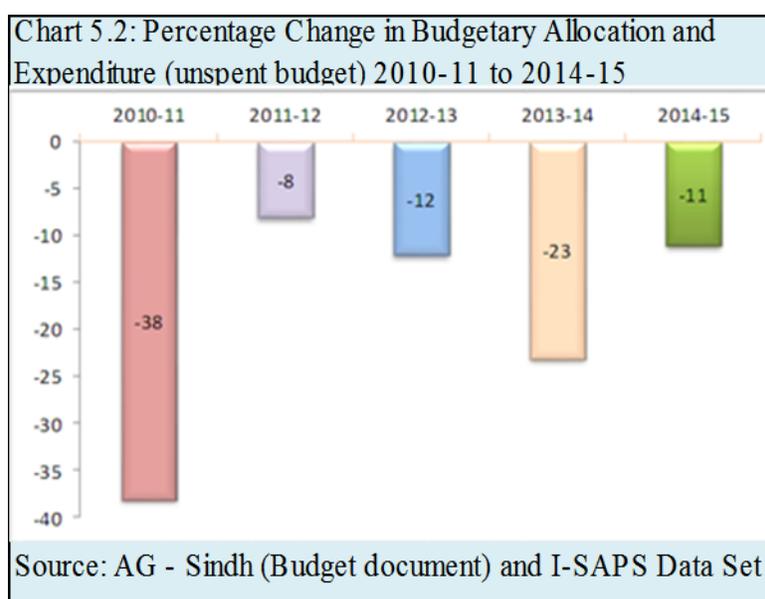
The Sindh education budget has shown a considerable increase over the last five years. Chart 5.1 presents the trends of budget estimates and actual budget expenditure in the education sector.



The trend in actual expenditure shows that the expensed budget has always been less than the allocated budget. During 2010-11, 23.06 billion was allocated for education sector out of which only 14.26 billion (62 percent) was expended. This indicated an unspent amount of almost 9 billion. Rs. 40.47 billion were spent in 2011-12 against the allocated budget of 48182.7 million. A substantial budgetary increase was recorded in 2012-13 where 109.29 billion was allocated for

the education sector. An amount of 13 billion remained unspent during this period. In FY 2013-14, 23 percent (31.84 billion) budget was less expended than the allocated budget. The Education sector has expended 133.12 billion during FY 2014-15. This shows that 16 billion as unspent during this period. Therefore, a significant amount of the budget has not been utilized every year since FY 2010-11.

A negative percentage shows when the amount of budget expended is less than that year's allocation. The provincial government allocated 23.1 billion for the education sector in 2010-11 out of which only 14.3 billion (62 percent) were expended. In 2011-12 Rs 48.2 billion were apportioned for the education sector out of which 92 percent was expended. The expended budget



during 2011-12 was short of allocation by 3.9 billion (8 percent). In 2012-2013 Rs. 96.3 billion were spent against the allocated budget of Rs. 109.3 billion which showed an unspent amount of 13 billion (12 percent). In 2013-14, Rs 32-billion remained unspent, which is 23 percent of the budget allocation.²⁸ In 2014-15, Sindh government has allocated 149.5 billion for the education sector out of which 133.1 billion were expended. In this time period 16.4 billion remained unspent, which is 11 percent lower than the budget allocation. The trend over the last five years shows that the Sindh government was unable to utilize the allocated budget in the education

²⁸ Public Financing of Education in Pakistan: Analysis of federal, Provincial and District budgets 201-11 to 2014-15, published by Institute of Social and Policy Sciences (I-SAP)

sector and in particularly, the development budget. Departmental capacity for the effective utilization of budget is a major hurdle in this regard. Therefore, the government should work on capacity building within the education sector to achieve desire goals.

Chart 5.3 presents the share of current and development budget in the education budget. The education budget in 2014-15 has increased by 10 percent compared with the allocated budget in 2013-14. In FY 2014-15, the current budget has been increased 13 percent as compared to the previous year budget allocation. Therefore, 90 percent of total budget has been allocated in the head of current budget. A meager 15 billion (10 percent) has been apportioned for the development budget which is 11 percent less than the apportioned budget last year. In 2010-11, the current education budget share was 82.83 percent whereas it was almost 90 percent in FY 2014-15, which shows an upward trend in the allocation of current budget (salary and non-salary). On the other hand, government continuous to decrease the development budget during this period as is shown in the above chart. The government allocated 17.17 percent development share in the total education budget whereas only 10 percent was allocated in 2014-15. This share is too low for the development needs of the education sector. The education sector is facing numerous challenges like poor infrastructure, lack of basic facilities, lack of human resource (teachers and staff) etc as discussed in detail in section-III. Therefore, the government should increase the development share to cater to the developmental needs of the education sector.

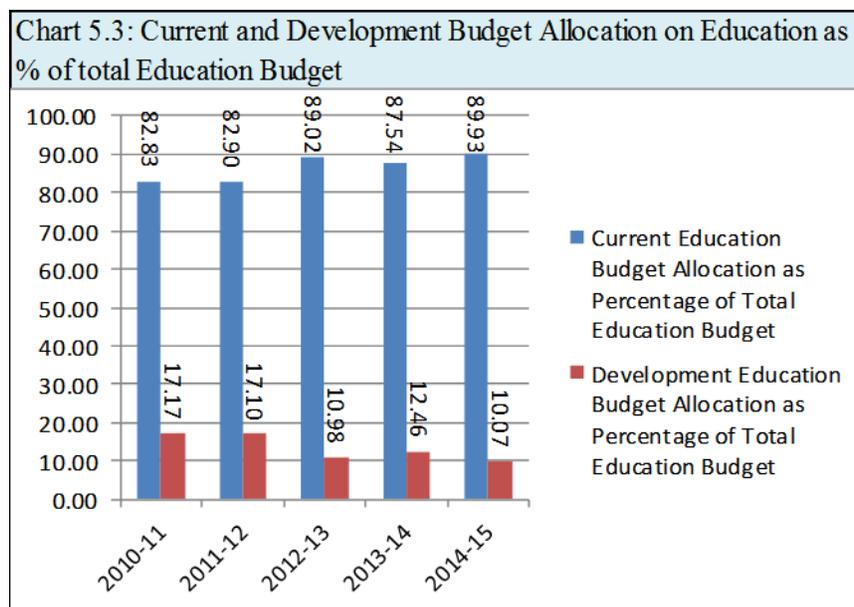
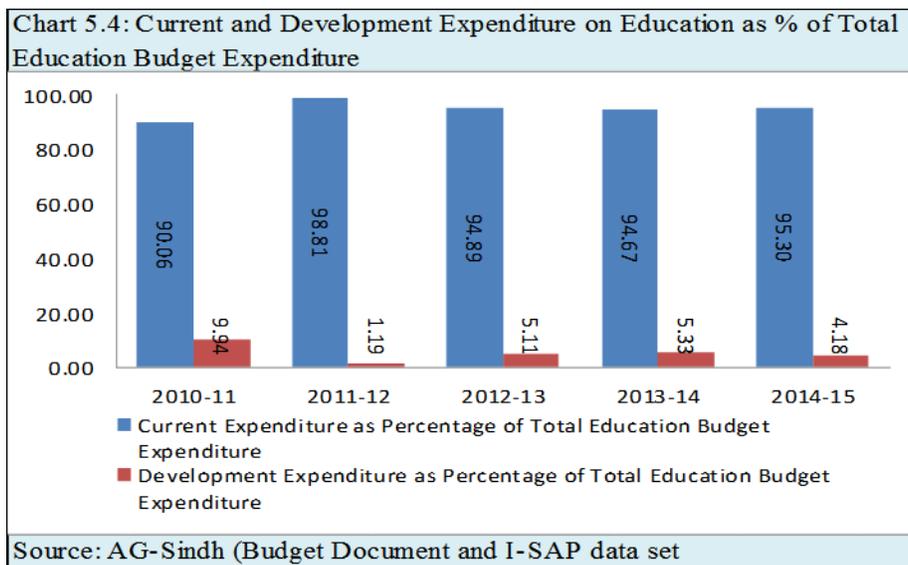


Chart 5.4 gives the actual state of current and development expenditure on the education sector. Budget consumption in current expenditure has shown continuous upward trends for the last five years. On the other hand, development expenditure has shown downward trends during the same period.

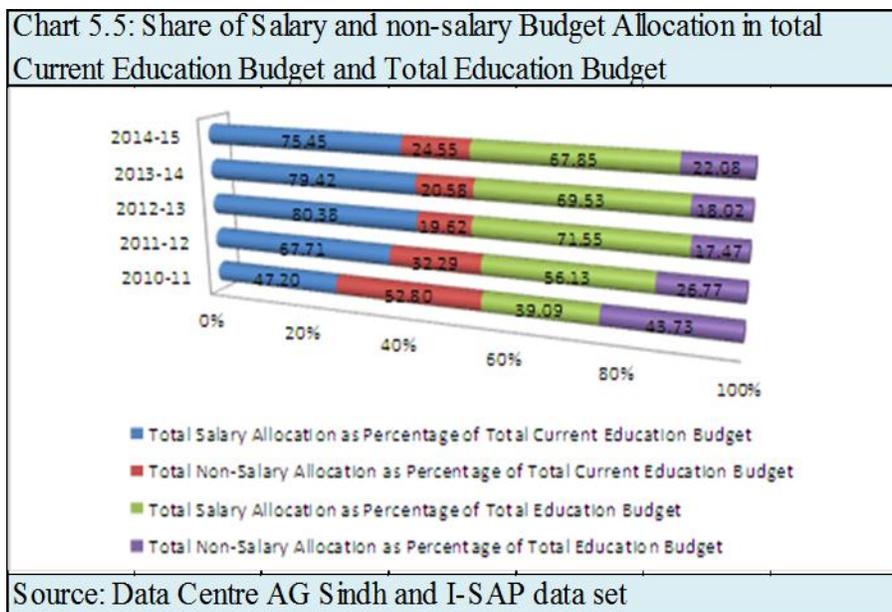


In FY 2010-11, current expenditure consumed 90 percent of the total education budget expenditure whereas only 10 percent was expended for development purposes. During FY 2011-12, a meager amount (almost 1 percent of the total education expenditure budget) of the budget was expended for development purposes whereas the lion's share of the budget (98.8 percent) was spent on the current education budget. Around 5 percent of the total education expenditure budget was expended for development purposes during the period of the next two years (2012-13 and 2013-14). During this period, the education sector has expended around 96 percent of the total education expenditure budget on current expenditure whereas only 4 percent has been spent on development. The overall trend indicates that the government is spending a very small share of the total education budget for development purposes, which is insufficient to address the needs of education sector.

As discussed in Section-III, there is only 60.5 percent and 39.5 percent enrolment of boys and girls in the province respectively. The figures for girls' enrolment are more abysmal in rural areas and as a result the female literacy rate is 21 percent in rural areas. It is imperative that the government creates a greater balance in the current and development budget. The provincial

government should allocate significant amounts of the budget for development purposes to improve educational facilities and set the province in the right direction towards achieving a higher standard of education.

Chart 5.5 presents the distribution of salary and non-salary budget in current education budget and total education budget and total education budget. No consistent trend can be seen for the salary and non-salary budget during the last five years (2010-11 to 2014-15). Generally, a huge chunk of the budget is allocated for salaries. In 2010-11, non-salary share (44 percent) was higher than salary share (39 percent) in the total education budget. We can see an abrupt change in the distribution of the current budget in 2011-12 where a major chunk of the current budget was allocated for salaries; 56 percent of the total education budget. On the other hand, only 26 percent of the budget was allocated for non-salary purposes during the same year.



Over the next two years (2012-13 & 2013-14), around 70 percent of the budget was allocated for salaries whereas 18 percent of the budget was allocated for non-salary purposes. In 2014-15, data show a slight decrease in the salary budget and a slight increase in the non-salary budget. Almost 68 percent of the budget was allocated for salaries whereas 22 percent of the budget was allocated for non-salary in the total education budget. We can see similar trends in salary and non-salary budget distribution in total current budget allocation. In 2010-11, salary budget was 47 percent whereas non-salary was 53 percent in the total current allocated budget. Salary budget

is eating a big pie of the current budget allocation during the period of last four years (2011-12 to 2014-15).

In FY 2014-15, almost 75.5 percent of the total current allocated budget is assigned for salaries and the remaining 24.5 percent was for non-salary. This indicates that government is allocating a meager amount for the day-to-day functioning and maintenance of the schools. The state of basic facilities is not encouraging across the province as discussed in section-III. The non-salary expenses which constitute various sub-heads essential for the operation and maintenance of the existing school infrastructure. It includes vital utilities like electricity, purchase of equipment and furniture. Many schools in the province lack the basic facility such as electricity due to non-availability of funds. This is major hurdle and stop parents to send their children to school in extreme weather condition. Therefore, lower budget allocation is insufficient to cater for the running of primary and secondary schools, which badly affect the enrolment in public school as well as have negative impact on quality of schooling.

5.4.3. Trends in Sectorial Shares (Primary and Secondary) in Education Budget

Table 5.3 gives an overview of the primary and secondary education budget for the last five years in comparison to the overall current and development expenditure budget.

Primary & Secondary Education Budget	2010-11		2011-12		2012-13		2013-14		2014-15	
	BE	RE	BE	RE	BE	RE	BE	RE	BE	RE
Current Expenditure (Total)	19103.21	12843	39945.1	43849.15	97297.32	91333.93	118662	98180	134438	126336
of Which										
Primary and Secondary Budget	8339.63	4485.08	27230.4	37891.52	68131.71	70295.84	82850.6	75538	91140.26	81310.07
Provincial Budget	268.3	281.2	283.1	309.5	315	316	356	337	436	453
Development Expenditure (Total)	3960.6	1416.99	8237.63	526.08	12000	4921.11	16885	5529.6	15047.2	7600
of Which										
Primary and Secondary Budget	740	87.36	1162.03	108.53	4746.92	2054.11	9521.58	2527.4	9354.65	3665.15

Source: I-SAP data set, Sindh Budget Document, <http://fdsindh.gov.pk/site/suefiles/BUDGET%20ANALYSIS%202014-15.pdf>

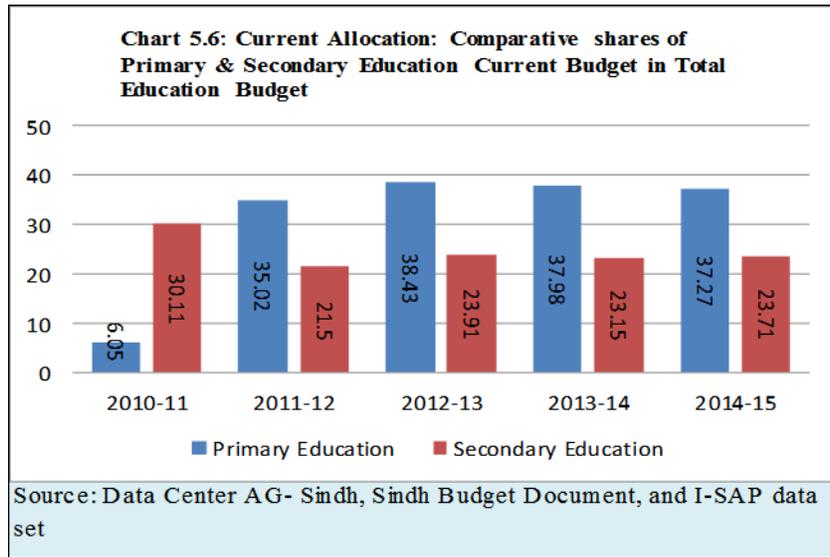
Primary education allocations mainly consist of allocations to primary schools and the administration, which run these primary schools through its offices. Students from *Katchi* (means to merely familiarize children with school setting) class till grade 5 are enrolled in such primary

schools. Over the period under study, the major chunk of the current expenditure budget goes to primary and secondary education. The point to be noted here is that primary and secondary education is the largest employment sector in the provincial education department. Therefore, almost 84 percent teachers (121673 teachers) are working at the primary and secondary education level. It is pertinent to mention that a major portion of the current expenditure budget goes on the salary of teachers and staff working in primary and secondary levels.

In 2014-15, the education department utilized 126.34 billion from the current expenditure budget out of which 81.31 billion was used by the primary and secondary education sectors. Over the period of this study, trends of current expenditure budget (overall, primary, and secondary education level) are shown in table 5.3. Table also indicates small portion of education budget has been allocated for development purposes. The education department was unable to utilize the allocated development budget as seen in the above-mentioned table. Therefore, the education sector has expended less development expenditure budget than the allocated development budget for the last five years. Primary and secondary education sector has expended almost half of the development budget out of the allocated development budget for the last three years.

In 2010-11, the primary and secondary education sector was allocated 740 million for the development budget out of which only 87.36 million was spent. During FY 2011-12, the primary and secondary education sector has expended 108.5 million from an allocated 1.16 billion development budget. This indicates that the education department lacks the capacity to utilize the allocated development budget. This shows lack of proper planning and poor school governance as well as lack of district education manager capacity to manage educational affairs. Therefore, government should focus on the capacity building of the education department.

Chart 5.6 gives an idea of the comparative share of primary and secondary education current budget in the total education budget. In 2010-11, only 6 percent of the total education budget was allocated to primary education while 30 percent was allocated to secondary education. An average of 37 percent of the total education budget was allocated to primary education over the last four years. On the other hand, an average of 23 percent of the total education budget was allocated to secondary education.



Primary education is the biggest sector in the education department of the province and primary schools account for around 90 percent of the total schools in the province. Almost 75 percent of primary schools are running with two or less than two rooms and around 63 percent of schools are running with two or less than two teachers. Government schools across the province have insufficient basic facilities as mentioned in section-III. The government should identify priority areas and allocate budgets accordingly. The government needs to invest more on primary schooling to meet the current needs of the school including infrastructure, basic facilities, and number of teachers and staff.

Chart 5.7 gives an idea of the comparative share of current expenditure of primary and secondary education budget within the total education budget. In 2010-11, the current expenditure of primary education was only a 4.6 percent share of the total education budget while secondary education had nearly a 15 percent share. During FY 2011-12 and 2012-13, an average of 39 percent of current expenditure out of the total education budget was utilized in the primary education sector while 34 percent in secondary education. In 2012-13, current expenditure of secondary education has declined around 11 percent from the preceding year. An average of 34 percent current expenditure budget of total education budget was expended on primary education in the last two years. On the other hand, an average of 20 percent current expenditure budget of total education budget was utilized by secondary education during the same period.

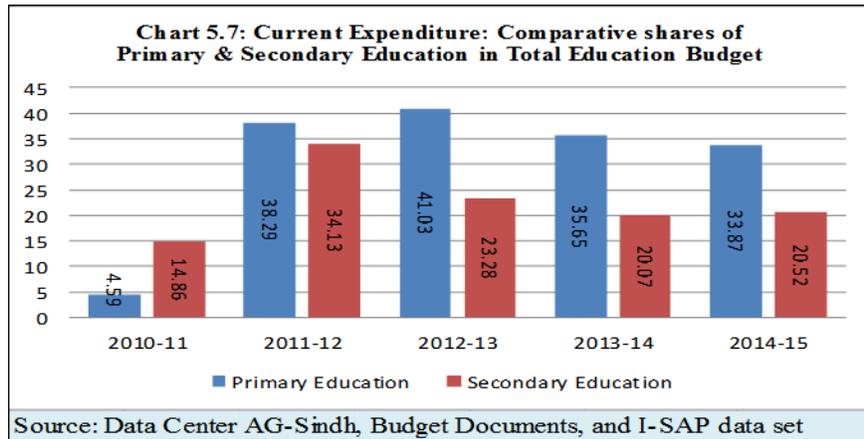
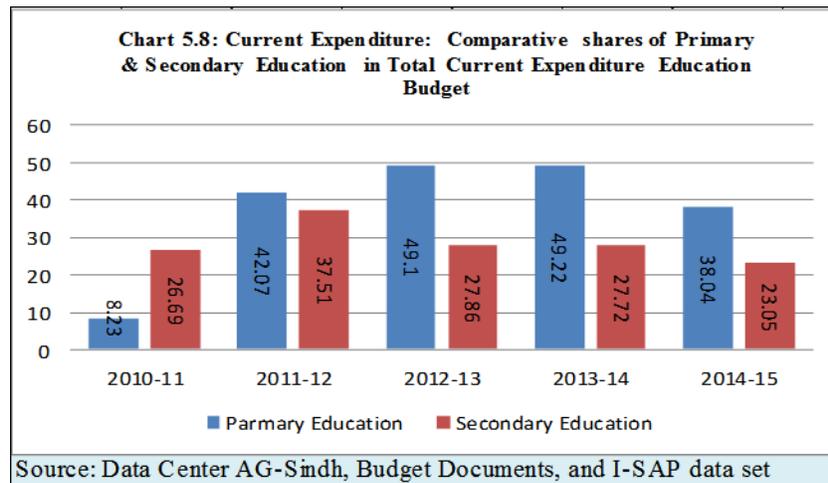


Chart 5.8 shows current expenditure of primary and secondary education within the total current expenditure education budget. This shows similar trends in the share of primary and secondary education sectors as mentioned earlier.



The disparity is more evident in the allocations of development funds to primary and secondary schools. Table 5.3 gives data on development budget allocation and expenditure over the two levels of education (primary and secondary) for the last five years. In 2010-11 and 2011-12, around 17 percent of the total education budget was allocated for development purposes. On average 11 percent of the total education budget was allocated for development over the last three years. The provincial government has been consistently reducing development budgets

over the period of this study. On the other hand, the education department has been unable to utilize the development budget during the period of this study.

Chart 5.9 gives an idea of the disparity in clearer terms where the chart compares the primary and secondary development expenditure share within the total development expenditure. No consistent trends can be seen for the development expenditure budget in primary and secondary education for the last five years. In 2014-15, only 13 percent of the development budget was utilized in the primary education sector whereas around 46 percent of the development budget was utilized in secondary education. This indicates that a meager amount of development budget is expended on primary education.

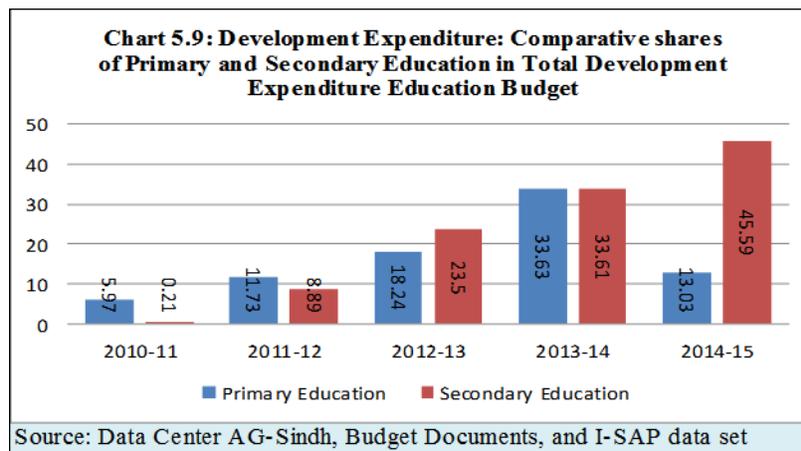
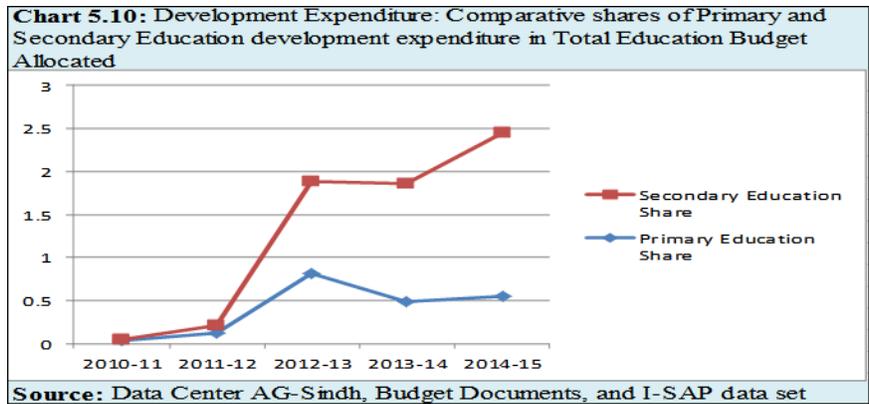


Chart 5.10 presents the state of primary and secondary education development expenditure within the total education budget. In 2010-11, the government spent a very small amount (around 0.01 percent of total education budget) in primary and secondary education sector for development purposes. Over the period under study, government spent less than 1 percent of the total education budget in primary education for the development whereas less than 2.5 percent was spent in the secondary education sector.



The budget allocated for development purposes (infrastructure, basic facilities, and its maintenance) comes nowhere near the actual demand of the education system. It is strange to see the pattern of allocation for development budget where a huge share of development budget is appropriated for higher education and primary education receives such a minimal share. Primary education is the biggest sector in the education department and comprises of 41724 schools, around 87 thousand teachers, and almost 2.7 billion student enrolment. Apart from this, around 75 percent of schools are running with two or less than two classrooms including 16 percent shelter-less schools. The data on basic facilities and infrastructure is not encouraging at the primary education level. The government needs to allocate funds according to the needs of primary education sector in the province.

SECTION VI: CONCLUSION AND RECOMMENDATIONS

The report presents the state of education and analyzes the trends in the education budget for Sindh. The study covers the last five years (FY 2010-2011 to 2014-2015) of provincial budgets of both the current expenditure and development expenditure. It analyzes the preparation and implementation of the annual budgets for primary and secondary education in order to understand various trends in term of budget allocations, priorities, utilization and community participation. Therefore, it identifies government priorities in the education sector and the effort behind achieving the MDGs and Education for All targets. Data has been obtained from five major sources; PSLM, SEMIS, ASER, I-SAP data set, and Data Center AG Sindh. Apart from this data from other sources like Alif Ailaan Education Ranking Report 2015, Pakistan Education Statistics, and Education & Learning Department has been used in this report. The analysis on the state of education primarily uses SEMIS and ASER data, which are a census of public schools in Sindh. Data Center AG Sind and I-SAP data set have been used to analyze trends, priorities, and sector-wise share of the education budget.

The statistics shows that around 45 percent of schools are one-teacher schools and almost 88 percent of schools have two or less than two rooms, including 15.6 percent shelter-less schools, which indicates a lack of infrastructure and human resource in the education sector. The state of infrastructure is not encouraging across the province. With respect to basic facilities within public sector schools, out of total primary schools, 43.6 have no boundary walls, 53 percent lack safe drinking water facilities, 65.9 percent are without electricity, 48.6 percent have no toilet/sanitation facilities, and 85.2 percent are without playgrounds as mentioned.

This study shows that the allocation of funds is not appropriate to cater to the needs of the education sector. There are various challenges that include expertise, institutional and capacity issues, uniform standards for textbook development, and quality assurance etc. In a nutshell, we can say that the education system is facing internal and external challenges, which have a negative impact on enrolment as well as on the quality of education. Internal challenges include a shortage of teachers, teacher absenteeism, missing basic facilities, and a lack of nurturing

environment. External challenges include shortage of schools, distance particularly for females, insecurity, poverty, cultural norms, and reluctant parents or lack of awareness among parents.

The Sindh government should improve the drafting of an education policy through consultation with stakeholders to fulfill constitutional obligations as well as to achieve the Education for All goals. After the 18th amendment, it is the responsibility of the provincial government to provide education to the school going age children (4-16 years). Therefore, the government should identify priority areas and increase overall spending on primary and secondary education.

A major chunk of the current budget goes to the salaries of the teachers and staff, which leaves little room for the other important expenditures (non-salary) like operation and maintenance, utilities, furniture, and other day-to-day expenses. Therefore, the government should increase the portion of non-salary budget in the current budget according to the needs of public schools (primary and secondary).

If the Sindh government wants to increase enrolment in public schools, it has to concentrate its funds on the improvement of basic education infrastructure. Budgets should be increased on non-salary expenditure. Substantial investment is needed to provide additional rooms to primary schools where almost 88 percent schools are operating with two or less than two rooms including 15.6 percent shelter-less schools. Apart from this, special interventions are needed to provide missing facilities such as boundary walls, drinking water, electricity, and toilets particularly in primary schools in order to increase enrolment and control dropout rates.

The report identified great disparity amongst the current and development education budgets. Within current budget, there is a disparity between salary and non-salary budget. Salaries are taking a large piece of the pie of the current education budget and the remaining low share is allocated for non-salary budget. Therefore, the government is spending a very low share of the budget for the development needs of the education sector. The education sector is facing numerous challenges like poor infrastructure, lack of basic facilities, lack of human resources (teachers and staff) etc. Therefore, government should allocate sufficient funds to cater to the needs of day-to-day functioning like maintenance, repair, utility bills etc and developmental

needs of the schools such as reconstruction or retrofitting of dangerous school buildings. Apart from this, provincial government should create a greater balance in the current and development budget.

The education department lacks the capacity to utilize the allocated development budget. Therefore, a significant amount of budget has gone unspent every year since FY 2101-11. The trends over the last five years show that government was unable to utilize the allocated budget in the education sector and particularly the development budget. Departmental capacity for the effective utilization of budget is a major hurdle in this regard. Therefore, the government should work on the capacity building of the education department.

The development share is too low for the development needs of the education sector in the context of free education for all (Article 25-A of the constitution of Pakistan). The situation is even worse due to inefficient utilization of the available resources as mentioned in section-V. Therefore, the government should identify priority areas and allocate budgets accordingly. The Sindh government should invest more on primary schools to meet the current needs of the schools such as infrastructure, basic facilities, and number of teachers and staff.

There should be balance between demand and supply side in the education sector. It is the responsibility of the government to fulfill the needs of the supply side (education facilities such as infrastructure, teachers etc). Around 1.8 million children are out of school in the province. Therefore, government should increase development budgets every year to meet the infrastructure needs to achieve 100 percent enrolment at primary level. Currently, development budget has 10 percent share in the total education budget, which is insufficient for the needs of the education sector. The report also indicates that primary education has a very low share in the development budget (13 percent) and overall the development budget is just 0.5 percent share of the total education budget. This shows that an abysmally low and insufficient amount of development budget is expended on primary education. Therefore, the provincial government should allocate more funds for the development budget according to the needs of primary and secondary education. Government should identify priority areas in education sector for budgetary allocation. The provincial government needs to increase education development budget significantly each year.