



PERFORMANCE AUDIT REPORT
ON
DISTRICT EDUCATION AUTHORITIES
BAHAWALPUR, DERA GHAZI KHAN,
FAISALABAD AND MULTAN
GOVERNMENT OF PUNJAB

AUDIT YEAR 2021-22

AUDITOR GENERAL OF PAKISTAN

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ABBREVIATIONS AND ACRONYMS

AC	Air Conditioner
ALC	Adult Literacy Center
ASER	Annual Status of Education Report
BWP	Bahawalpur
CEO	Chief Executive Officer
DAC	Departmental Accounts Committee
DAO	District Accounts Officer
DCO	District Coordination Officer
DDO	Drawing and Disbursing Officer
DEA	District Education Authority
DEO	District Education Officer
DGK	Dera Ghazi Khan
DPI	Director Public Instruction
ECE	Early Childhood Education
EMIS	Education Management Information System
ESE	Elementary School Educator
EST	Elementary School Teacher
FSD	Faisalabad
GES	Government Elementary School
GGHS	Government Girls High School
GGHSS	Government Girls Higher Secondary School
GHS	Government High School
GHSS	Government Higher Secondary School
GGPS	Government Girls Primary School
GMCHS	Government Municipal Corporation High School
GPS	Government Primary School
INTOSAI	International Organization of Supreme Audit Institutions
IT	Information Technology
IT Lab	Information Technology Laboratory
KPIs	Key Performance Indicators
KPSP	Khadim-e-Punjab School Programme
MC	Municipal Corporation
M-EE	Male – Elementary Education
MTN	Multan
NFBE	Non-Formal Basic Education
NFBES	Non-Formal Basic Education School

NFEFS	Non-Formal Education Feeder School
NSB	Non-Salary Budget
PAO	Principal Accounting Officer
PC-I	Planning Commission Proforma-I
PEC	Punjab Education Commission
PESP	Punjab Education Sector Plan
PESRP	Punjab Education Sector Reforms Programme
PFC	Provincial Finance Commission
PLG	Punjab Local Government
PLGA	Punjab Local Government Act
PLGO	Punjab Local Government Ordinance
PMIU	Programme Monitoring and Implementation Unit
PNFEP	Punjab Non-Formal Education Project
PPRA	Punjab Procurement Regulatory Authority
PST	Primary School Teacher
SDG	Sustainable Development Goal
SDO	Sub Divisional Officer
SE	Secondary Education
SESE	Senior Elementary School Educator
TEVTA	Technical Educational and Vocational Training Authority
TSKL	Taleem Sab Kay Liye
VFM	Value for Money
W-EE	Women – Elementary Education

Preface

The Auditor General of Pakistan conducts audit of the accounts of the Federation or a Province and the accounts of any authority or body established by or under the control of the Federation or a Province subject to Articles 169 and 170 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Sections 8 & 12 of the Auditor General's (Functions, Powers and Terms and Conditions of Service) Ordinance, 2001 and Section 108 of the Punjab Local Government Act, 2013. The Performance Audit of District Education Authorities (DEAs) Bahawalpur, Dera Ghazi Khan, Faisalabad and Multan, was carried out accordingly.

The Directorate General of Audit, District Governments Punjab (South), Multan conducted Performance Audit of DEAs of District Bahawalpur, Dera Ghazi Khan, Faisalabad and Multan for the Financial Years 2016-21 during March, 2022 with a view to reporting significant findings to the stakeholders. Audit examined the economy, efficiency and effectiveness aspects of the DEAs. In addition to this, Audit also assessed on test check basis whether the management complied with applicable laws, rules and regulations to ensure provision of quality education by DEAs. The Audit Report indicates specific actions that if taken, will help the management to realize the objectives of DEAs.

Observations, included in this Report, have been finalized without replies and discussions in the DAC meetings despite issuance of letters from Audit to PAOs for holding these meetings.

The Audit Report is submitted to the Governor of the Punjab in pursuance of Article 171 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Section 108 of the Punjab Local Government Act, 2013, for causing it to be laid before the Provincial Assembly.

Islamabad
Dated:

(Muhammad Ajmal Gondal)
Auditor General of Pakistan

EXECUTIVE SUMMARY

The Directorate General of Audit, District Governments, Punjab (South), Multan conducted Performance Audit of District Education Authorities (DEAs) of District Bahawalpur, Dera Ghazi Khan, Faisalabad and Multan for the Financial Years 2016-21 during March, 2022. The main objectives of the Performance Audit were to ascertain the extent of improvements brought for provision of quality education at required level and to evaluate the educational outcomes as well as review the achievement of targets with respect to key performance indicators. Moreover, evaluation of economy, efficiency and effectiveness was also major point of concern. Audit was conducted in accordance with the INTOSAI Auditing Standards to examine whether the funds were utilized/ expenditure was incurred in conformity with applicable laws, rules and accounting policies/procedures.

Performance of DEAs is directly linked with quality education. Article 25-A of the Constitution of the Islamic Republic of Pakistan requires the Government of Pakistan ‘to provide free and compulsory education to all children of the age five to sixteen years’. Sustainable Development Goal (SDG)-4 emphasizes on inclusive, equitable and quality education for all by 2030 and to promote lifelong learning. Quality education means easy access to schools, well-resourced learning environment, effective student teacher ratio and provision of basic facilities in educational institutions. SDG-4 includes targeted outcomes of universal primary and secondary education, early childhood development and universal pre-primary education.

Performance Audit of DEAs was carried out to evaluate the provision of quality education by four DEAs with aim to highlight the areas where improvements can be made by taking corrective measures in future.

a) The Key audit findings of the Report

Audit is of the view that DEAs could not ensure provision of quality education in schools and observed following key issues regarding performance of DEAs:

- i. Organization and Management issues were reported in 07 cases¹.
- ii. Monitoring and Evaluation issues were reported in 08 cases².
- iii. Financial Management issues were reported in 03 cases³.
- iv. Procurement and Contract Management issues were reported in 03 cases⁴.
- v. Construction and Works issue was reported in 01 case⁵.
- vi. Asset Management issues were reported in 02 cases⁶.

Recommendations

To improve overall performance in future the PAOs are required to:

- i. Take up the matter with the Government to establish DEAs as per requirement of law.
- ii. Enhance institutional capacity by establishing new institutes.
- iii. Recruit / rationalize staff immediately to fulfill educational needs of the students and ensure achievement of student enrollment targets.
- iv. Ensure provision of free and compulsory education in conducive and safe school environment.
- v. Ensure provision of basic infrastructure and facilities in educational institutions.
- vi. Observe financial discipline for efficient utilization of financial resources.
- vii. Ensure utilization of funds in accordance with applicable rules.
- viii. Devise an effective monitoring mechanism to safeguard the public property.

¹ Para 4.1.1 to 4.1.7

² Para 4.6.1 to 4.6.8

³ Para 4.2.1 to 4.2.3

⁴ Para 4.3.1 to 4.3.3

⁵ Para 4.4.1

⁶ Para 4.5.1 to 4.5.2

1. INTRODUCTION

District Education Authorities were established w.e.f. 01.01.2017 and conduct their operations under Punjab Local Government Act, 2013. Chief Executive Officer (CEO) is the Principal Accounting Officer (PAO) of the District Education Authority in each district and carries out functions of the Authority through group of offices as notified in the Act *ibid* including District / Deputy District Education Officers, Headmasters / Headmistresses / Principals of Primary / Elementary / High / Higher Secondary Schools and Special Education Institutions. The District Education Authority Fund comprises Local Fund and Public Account. Since, the Chairmen of the Authorities were not appointed by the provincial government, the Annual Budget Statements were authorized by the Deputy Commissioner in each district, who had been notified as Administrator by the Government of the Punjab on 01.01.2017 for period of only two years.

1.1 District Education Authorities

The Authorities are mandated to provide free and compulsory education to every child with convenient access to school as required under Article 25-A of the Constitution of the Islamic Republic of Pakistan. As per the composition notified by Government of the Punjab, District Education Authorities consist of indirectly elected members from the local governments and nominated technocrat members in each district and serve during the pleasure of the Government. The Government is required to appoint the Chairmen, Vice Chairmen and CEOs of the Authorities. The Chairmen and the Chief Executive Officers are personally responsible to ensure that the business of the Authorities is conducted efficiently to promote their predefined objectives. The DEAs are authorized to approve annual budget statements of the Authorities and spend the budget solely for provision of educational services in the district.

1.2 Purpose of Establishment of DEAs and Sources of Funding

The Government of the Punjab established DEAs on 01.01.2017 by replacing the defunct District Governments' Education System defined in the Punjab Local Government Ordinance (PLGO), 2001. In previous system of PLGO,

2001, Executive District Officer (Education) was the head of School Education Department at district level and served under the supervision / coordination of District Coordination Officer (DCO) and received funds from consolidated budget of District Government. The purpose of establishment of DEAs was to give more administrative and financial autonomy to Executives for provision of quality education by utilizing the financial & other best available resources according to their needs. The Government of the Punjab provides funds through Punjab Finance Commission (PFC) award to DEAs for improvement in educational services and provision of free and compulsory education. DEAs are required to spend funds judiciously by setting excellent standard of integrity to uphold the trust of Government and general public. It is compulsory for DEAs to ensure teaching standards, infrastructure standards, student safety & hygiene standards and minimum education standards as well as enhancement of institutional capacity for quality education. Funds provided through PFC award and vertical grants provided by Provincial Government are the main sources of funding of DEAs.

1.3 Objectives and Responsibilities of DEAs

According to PLGA 2013, DEAs were established with objective to improve quality of education in public sector schools at district level. However, in discharge of their responsibilities and to attain the requisite objective, the DEAs shall:

- i. Establish, manage and supervise the primary, elementary, secondary and higher secondary schools, adult literacy and non-formal basic education, special education institutions of the Government in the District.
- ii. Implement policies and directions of the Government including achievement of Key Performance Indicators set by the Government for education.
- iii. Ensure free and compulsory education for children of the age five to sixteen years as required under Article 25-A of the Constitution of the Islamic Republic of Pakistan.

- iv. Ensure teaching standards, infrastructure standards, student safety and hygiene standards and minimum education standards for quality education as prescribed.
- v. Undertake students' assessment and examinations, ranking of schools on terminal examination results and targets, promotion of extra-curricular activities like sports, scouting, girl guide etc, award of scholarships and conduct of science fairs in Government and private schools.
- vi. Approve the budget of the Authority and allocate funds to educational institutions, execute and monitor all development schemes of educational institutions working under the Authority, provided that the Authority may outsource its development works to other agencies or school councils.
- vii. Constitute School Management Councils which may monitor academic activities.
- viii. Plan and finance maintenance of school, support enrollment and retention, arrange donation and finances, plan development and perform any other role as may be prescribed.

1.4 Financial Overview

Detail of budget and expenditure of DEAs Bahawalpur, Dera Ghazi Khan, Faisalabad and Multan is as under:

(Rupees in million)

Name of DEA	Financial Years	Budget	Actual	(Lapse)	(Lapse) %
Bahawalpur	2016-17	3,233.871	1,923.038	(1,310.833)	(40.534)
	2017-18	8,532.727	7,828.918	(703.809)	(8.248)
	2018-19	12,606.390	8,863.891	(3,742.499)	(29.687)
	2019-20	12,372.906	9,027.783	(3,345.123)	(27.036)
	2020-21	11,052.048	8,799.873	(2,252.175)	(20.378)
Sub-Total		47,797.942	36,443.503	(11,354.439)	(23.755)
Dera Ghazi Khan	2016-17	4,070.100	944.987	(3,125.113)	(76.782)
	2017-18	6,828.585	6,302.252	(526.332)	(7.708)
	2018-19	8,288.890	7,299.850	(989.040)	(11.932)
	2019-20	8,327.983	7,627.236	(700.747)	(8.414)
	2020-21	8,628.860	7,253.435	(1,375.426)	(15.940)
Sub-Total		36,144.418	29,427.76	(6,716.658)	(18.583)

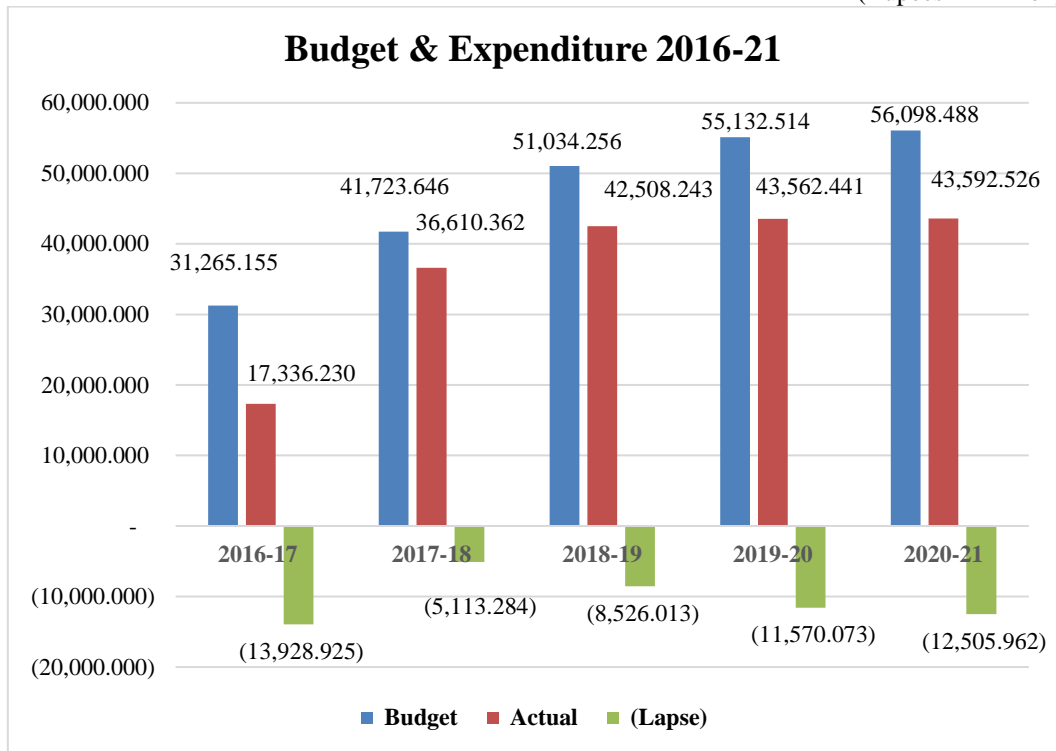
Name of DEA	Financial Years	Budget	Actual	(Lapse)	(Lapse) %
Faisalabad	2016-17	19,498.684	12,223.910	(7,274.774)	(37.309)
	2017-18	17,371.178	14,600.825	(2,770.353)	(15.948)
	2018-19	19,062.202	17,187.349	(1,874.853)	(9.835)
	2019-20	22,158.893	17,515.417	(4,643.476)	(20.955)
	2020-21	25,034.078	18,059.732	(6,974.346)	(27.859)
Sub-Total		103,125.035	79,587.233	(23,537.802)	(22.825)
Multan	2016-17	4,462.500	2,244.295	(2,218.205)	(49.708)
	2017-18	8,991.156	7,878.367	(1,112.789)	(12.376)
	2018-19	11,076.774	9,157.153	(1,919.621)	(17.330)
	2019-20	12,272.732	9,392.005	(2,880.727)	(23.473)
	2020-21	11,383.502	9,479.486	(1,904.016)	(16.726)
Sub-Total		48,186.664	38,151.306	(10,035.358)	(20.826)
Grand Total		235,254.059	183,609.802	(51,644.257)	(21.953)

(Source: Appropriation Accounts of DEAs for FYs 2016-21)

As per above table, the DEAs allocated funds of Rs 235,254.059 million during 2016-21 as development and non-development budget to their subordinate offices and educational institutions for provision of educational services, basic infrastructure facilities, monitoring and evaluation of educational activities according to predefined Key Performance Indicators by the Government of the Punjab. Out of the total allocation, authorities of DEAs could utilize funds of Rs 183,609.802 million during the period, resulting in lapse of Rs 51,644.257 million.

Analysis of fund utilization depicted that the DEAs could not optimally utilize the funds for better service delivery and students were deprived of envisaged benefits of quality education during entire period of 2016-21. Moreover, the huge lapse of funds ranging from 15% to 76% during different Financial Years, also depicted poor budgeting by the DEAs and that the funds were not allocated after proper planning / need assessment of the educational institutions.

(Rupees in million)



2. AUDIT OBJECTIVES

Performance Audit was conducted with the objectives to:

- i. Examine implementation of the Punjab District Education Authorities (Conduct of Business) Rules 2017 and other relevant rules / regulations.
- ii. Evaluate the performance of the District Education Authorities in the context of predefined objectives / KPIs.
- iii. Assess the economy, efficiency and effectiveness aspects of educational activities / services provided by the DEAs.

3. AUDIT SCOPE AND METHODOLOGY

The scope of Performance Audit was limited to DEAs of four districts covering the period of Financial Years 2016-21. Audit was conducted to examine whether DEAs were established according to requirements of law and to evaluate quality of service delivery as well as to assess the extent of achievement of targets against predefined Key Performance Indicators. Audit was also conducted to examine the compliance of rules / regulations and Government guidelines while making procurements and utilizing funds. The Performance Audit was conducted on test check basis by prioritizing the risk areas and in accordance with the Performance Auditing Standards of International Organization of Supreme Audit Institutions (INTOSAI). The audit methodology included:

- i. Review of data taken from Annual Education Census Reports, different survey reports, Education Management Information System (EMIS) Reports and Key Performance Indicators (KPIs) review reports issued by the Punjab School Education Department.
- ii. Collection and scrutiny of data / reports obtained from DEAs pertaining to educational services delivery, assessment of quality of education, monitoring & evaluation of educational institutions etc.
- iii. Review of educational outcomes reported by DEAs and other institutions / agencies.
- iv. Review of Rules and Guidelines of DEAs.
- v. Collection of data and information from subordinate offices established under DEAs.
- vi. Collection and scrutiny of financial data including fund utilization, procurement process, vouchers, files and ancillary documents and scrutiny of asset management record.

4. AUDIT FINDINGS AND RECOMMENDATIONS

4.1 Organization and Management

4.1.1 Non-establishment of DEAs in accordance with Law

According to Sections 17 and 93 of the Punjab Local Government Act, 2013 read with Rule 7 of the Punjab District Education Authorities (Conduct of Business) Rules, 2017, the Government shall by notification establish and determine the composition of District Education Authority for each District. The Authority shall consist of indirectly elected members from the local governments and nominated technocrat members in the prescribed manner. The Government shall appoint the Chairman, Vice Chairman and the CEO of an Authority and they shall serve during the pleasure of the Government.

During Performance Audit of DEAs, it was observed that management of DEAs failed to achieve targets of quality education due to non-establishment of Authorities in accordance with the provisions of PLGA 2013. During detailed scrutiny following irregularities were noticed:

- i. The Government failed to constitute District Education Authorities despite lapse of 5 years and could not appoint Chairmen, Vice Chairmen and Chief Executive Officers of these DEAs as required by Law. Further, the non-elected members of Authority could not be notified while Government also failed to find technocrat members in the respective Districts.
- ii. In violation of rules, Deputy Commissioner of each district continued to hold the office of the Administrator of DEA concerned and exercised the powers of the Authority beyond lawful tenure of 24 months which had expired on 31.12.2018 vide Notification No.SOR(LG)38-5/2014 dated 01.01.2017. The conduct of business including approval / authentication of budget estimates was therefore unlawful.
- iii. DEAs could not conduct performance review meetings on regular basis to ensure achievement of targets. It was observed that funds pertaining to non-salary and development component remained unutilized in each financial year due to poor financial management. Moreover, pending liabilities of salary component were

paid without allocation / release of separate budget and payments were made from current budget allocations.

- iv. The Planning & Development branch was not properly established in each DEA as SDO and Sub-Engineer were not appointed and the DEA was dependent in execution of development works, on other departments.
- v. Performance towards achievement of KPIs set by the Government for quality education was also poor as DEAs failed to achieve core indicators including infrastructure, retention, monitoring & management, hotline complaints resolution and quality during 2017-21. Moreover, a downward trend was observed in ranking for achievement regarding various KPIs as compared to previous system. School Improvement Framework could not be implemented and DEAs failed to monitor their targets accordingly.
- vi. Human resource management was also poor as the Schedule of Establishment of DEAs was not prepared and made part of the Budget Book as described in Rule 6 of the Punjab District Authorities (Budget) Rules 2017. Moreover, capacity building and training of personnel especially academic staff was not carried out.

Due to violation of Law and non-compliance of rules / regulations, DEAs were not constituted which resulted in poor performance and unlawful approval of budget / conduct of business of DEAs.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends to notify the authorities in accordance with the provision of law and regularization by the provincial legislature besides fixing responsibility on the person (s) at fault.

[Para No.01,05/BWP]
[Para No.01,02/DGK]
[Para No.01/FSD]
[Para No.12,39,40/MTN]

4.1.2 Non-establishment of new institutions and poor upgradation of existing schools

According to Section 92 (3) of the Punjab Local Government Act 2013, the Chief Executive Officer is the Principal Accounting Officer of the Authority and will plan, execute and monitor all development schemes of educational institutions working under the Authority. Furthermore, according to target 4.8 of SDG-4 “Quality Education”, the member countries need to build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.

During Performance Audit of DEAs, it was observed that management of DEAs set various targets for establishment and upgradation of educational institutions but failed to achieve the requisite targets. It depicted that strenuous efforts were not made to provide free and compulsory education to poor and vulnerable of the society.

- i. DEAs of all four districts failed to establish new educational institutions according to educational needs of their respective districts despite the fact that there was increase in population with population growth rate of 2.13% in Punjab. It was observed that only DEA, Bahawalpur could establish nine new schools in district which in itself were insufficient.
- ii. DEAs also failed to achieve targets of upgradation of schools from Primary to Middle, Middle to Secondary and from Secondary to Higher Secondary levels. DEAs Bahawalpur, Multan and Faisalabad upgraded a total of 61 schools during 2016-21 and the same were upgraded without provision of additional teaching staff for upgraded portion. It was pertinent to mention that management of various schools, upgraded upto secondary level, could not initiate academic session for secondary classes due to non-availability of qualified teaching staff.
- iii. DEA Multan could not establish Adult Literacy Centers (ALC) in district Multan. As a result, adult illiterates were deprived of educational facility. Moreover, 35 NFEFS centers were working against the target of 52 for the period 2020-21.

Due to poor planning, schools were not established/up-graded which resulted in non-availability of free education facilities to students.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends to probe the matter for fixing responsibility besides action against the defaulters.

[Para No.03,23/BWP]

[Para No.04/FSD]

[Para No.08,36/MTN]

4.1.3 Non-appointment and non-rationalization of teachers

According to Government of the Punjab, School Education Department letter No.SO(SE-III)2-13/2007 dated 31.05.2012, 'It is imperative to implement Article 25-A of the Constitution of the Islamic Republic of Pakistan and to ensure Compulsory Education of all children aged 5 - 16 through 100% enrollment with assurance of quality education based on equal opportunity. Accordingly, measures are necessary and the Government wants to ensure basic educational facilities like 'one teacher' and 'one classroom' for every class. A proper Primary School should have six teachers and six classrooms for six classes @ 40 students per teacher. Gradually we should move towards sizable schools which have all the requisite facilities and staff. This requires proper use of human resources and infrastructure'.

During Performance Audit of DEAs, it was observed that DEAs were facing shortage of human resource including teaching staff, technical staff and non-teaching staff in educational institutions and offices of DEAs.

- i. DEAs failed to recruit staff on vacant posts and 20%, 23%, 17% and 19% posts of teaching staff were vacant in June, 2021 in DEAs Bahawalpur, Dera Ghazi Khan, Faisalabad and Multan respectively. The details are given in following table:

District	Number of Posts			
	Sanction	Filled	Vacant	% of Vacant
Bahawalpur	14,501	11,618	2,883	20
DG Khan	11,541	8,905	2,636	23
Faisalabad	26,013	21,509	4,504	17
Multan	13,489	10,962	2,527	19

- ii. 27 schools of DEA Dera Ghazi Khan and 03 schools of DEA Bahawalpur were working without teachers and some teachers were not working according to their job description. Furthermore, 20 schools of DEA, Bahawalpur and 33 schools of DEA, Dera Ghazi Khan were working with single teacher. The details are given in following table:

Name of DEAs	Schools without Teacher		Schools Working with One Teacher		
	Number of Schools	Number of students	Number of Schools	Number of students	Student Teacher Ratio
Bahawalpur	3	116	20	1,680	84
DG Khan	27	-*	33	2,355	71

*(Data regarding student enrollment was not provided by DEA, Dera Ghazi Khan)

- iii. Data of DEA Dera Ghazi Khan showed that student teacher ratio was not optimal due to non-recruitment of teachers in the district. The details are given in following table:

District	No. of Schools	Total No. of Teachers	Total No. of Students	Student Teacher Ratio
Dera Ghazi Khan	377	1,853	100,726	54

Due to poor human resource management, recruitment of staff was not made against vacant posts and distribution of teachers was also not rationalized to fill the gap of teachers in schools which resulted into non-delivery of better educational services to community.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends that teachers should be recruited immediately and matter be taken up with higher authorities for rationalization of teachers.

[Para No.09,11,12,38/BWP]

[Para No.01,02/DGK]

[Para No.10/FSD]

[Para No.04,06,15,16,17/MTN]

4.1.4 Wasteful expenditure on non-functional Insaf Afternoon Schools Rs 32.175 million

According to Policy of Insaf Afternoon Schools, the staff of afternoon schools shall be given honorarium per month for managing the school. The male student will be provided transportation facility and girl students will be provided vouchers on prescribed rate as per eligibility criteria. Moreover, according to letter No. DDP/PMIU/2019-17599 dated 29.03.2019 of PMIU-PESRP Lahore, the CEOs are required to start enrollment in upgraded afternoon classes and hire part time teachers as per the need and subject to the policy guidelines and submit reports to Secretary School Education Department on a monthly basis.

During Performance Audit of DEA Bahawalpur, it was observed that management failed to achieve targets for establishment of Insaf Afternoon Schools. Scrutiny of record depicted that against proposed target of 62 schools, DEA could establish 47 schools upto June, 2021. However, out of these 47 schools only two schools were made functional and remaining 45 schools were closed or declared non-functional due to less enrollment and irregular selection. It was pertinent to mention that expenditure of Rs 32.175 million was incurred on establishment of 47 schools out of which 45 were declared non-functional subsequently. Moreover, payment of honorarium and transportation charges were made to students and teachers without verification and fulfillment of prescribed criteria as required in policy guidelines. (**Annex-A**)

Due to weak administrative and financial controls, DEAs failed to achieve requisite targets of establishment of Insaf Afternoon Schools which resulted in inefficient use of public funds amounting Rs 32.175 million.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends to probe the matter for fixing responsibility on the person(s) at fault.

[Para No.28,34,35/BWP]

4.1.5 Non-achievement of student enrollment targets

According to Section 93 (C) of Punjab Local Government Act 2013, “It is imperative to ensure free and compulsory education for children of the age from five to sixteen years as required under Article 25-A of the Constitution of the Islamic Republic of Pakistan”. Furthermore, according to target 4.8 of SDG4 - Quality Education, ‘The member countries need to build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all’.

During Performance Audit of DEAs, it was observed that DEAs failed to provide free and compulsory education to transgender, disabled and out of school children due to different reasons as mentioned below:

- i. DEA Bahawalpur did not devise policy regarding provision of free and compulsory education to transgender and disabled. As per Census, 2017 there were 13,872 children of age group (5-16) declared as disabled whereas only 1,545 were enrolled in Special Education Centers.
- ii. Record of DEA Dera Ghazi Khan showed that in 2017, a total of 5,834 children were out of school which had increased to 74,983 children in 2021.
- iii. DEA, Multan did not make efforts to bring out of school children in public schools during 2017-21. In 2021, out of school children were 293,821 whereas only 25,500 children were enrolled in public sector schools which was 9% of total number of out of school children.
- iv. DEA, Faisalabad failed to devise effective monitoring mechanism to attract out of school children and to improve student enrollment. Previous four

years 2017-21 data depicted that student enrollment was not in accordance with annual population growth rate since there was no improvement in student enrollment during year 2018-19 to 2020-21 which was 871,188 and 871,554 students respectively. Moreover, DEA authorities did not maintain out of school children data.

Due to weak administrative controls, no efforts were made for arrangement of free and compulsory education to all which resulted in poor student enrollment.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends to devise effective strategy for provision of free and compulsory education to each member of society.

[Para No.04,06,08/BWP]

[Para No.03/DGK]

[Para No.02/FSD]

[Para No.01/MTN]

4.1.6 Non-provision of infrastructure facilities in various schools

According to Section 93 of the PLGA 2013 and Article 25-A of the Constitution, it is prescribed to ensure free and compulsory education for children of the age from five to sixteen years, ensure infrastructure standards, student safety and hygiene standards like toilet block, boundary walls, electricity, safe drinking water, furniture, class rooms, playground etc.

During Performance Audit of DEAs, it was observed that various Government schools were facing shortage of basic facilities like toilet block, boundary walls, electricity, safe drinking water, furniture, class rooms, playground, student desk bench etc. It depicted that DEAs failed to provide basic facilities and achieve their objectives to provide free and compulsory quality education by providing requisite infrastructure. Non-provision of classrooms and other infrastructure facilities resulted in poor enrollment and non-achievement of objectives of DEAs. Details are given in following table:

Sr. No.	Description	DG Khan	Bahawalpur	Faisalabad	Multan	
1	Status of Missing Facilities	Schools without boundary walls	-	-	21	2
2		Schools without toilet block	-	-	2	112
3		Schools without electricity	-	-	3	-
4		Safe drinking water	-	-	28	284
5	Shortage of Basic Facilities	Schools facing shortage of classrooms	-	-	1,144	288
6		No. of classrooms required	-	-	3,281	329
7		Barbed wire	-	-	-	243
8		Playgrounds	-	-	-	94
9		Schools/Student facing shortage of furniture	47	24,620	3,666	2,920
10		Teacher chairs	-	-	-	367

Due to poor managerial control, the schools were without basic facilities which resulted in non-achievement of objectives of DEA.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends provision of proper infrastructure for quality education by the concerned.

[Para No.39/BWP]

[Para No.09/DGK]

[Para No.07,08,09/FSD]

[Para No.02,03/MTN]

4.1.7 Non-provision of conducive learning environment

According to Section 93(a) of Punjab Local Government Act 2013, 'It is prescribed to establish, manage and supervise the primary, elementary, secondary and higher secondary schools, adult literacy and non-formal basic education, special education institutions of the Government in the District and ensure free and compulsory education for children of the age from five to sixteen years as required under Article 25-A of the Constitution'. Moreover, general objective of the Punjab Education Sector Plan (PESP) 2019-20 to 2023-24 was to promote quality education in a safe, inclusive and conducive learning environment for children.

During Performance Audit of DEAs, it was observed that 52 shelter-less schools were still working in the districts Bahawalpur, Dera Ghazi Khan and Multan. Students and staff were deprived of basic facilities of class rooms, toilet facility, boundary wall and were facing hardships of environment. DEAs failed to achieve objective of free and compulsory quality education as basic infrastructure was not provided to students. Non-provision of class rooms and shelter-less schools resulted in poor enrollment. Details are as under:

District	Total Shelter-less Schools During 2016-21	No. of Shelters Constructed	No. of remaining Shelter-less Schools
Bahawalpur	25	11	14
Dera Ghazi Khan	45	10	35
Multan	35	32	3
Total	105	53	52

Due to weak administrative supervision and lack of due diligence, DEAs did not make arrangements for provision of education in conducive environment which resulted in violation of the Constitutional requirements.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends provision of conducive environment to students.

[Para No.29/BWP]
[Para No.08/DGK]
[Para No.41/MTN]

4.2 Financial Management

4.2.1 Non-utilization of budget

According to Section 93 of the Punjab Local Government Act 2013, a District Education Authority shall plan/approve the budget of the Authority and allocate funds to educational institutions, plan and finance maintenance of school, support enrollment and retention, arrange donation, finances and plan development.

During Performance Audit of DEAs, it was observed that PAOs failed to ensure optimal utilization of funds under salary, non-salary and development components during Financial Years 2017-21. Audit observed that DEAs allocated total Budget of Rs 235,254.059 million as NSB and development components out of which expenditure of Rs 183,609.802 million was incurred by the DDOs / heads of institutions which resulted in lapse of 22% of these funds amounting Rs 51,644.257 million. It depicted either irrational budgeting was done by DEAs or funds were not released as per actual requirements of DDOs / institutions. Furthermore, development funds provided for execution of schemes were not optimally utilized to ensure provision of infrastructure facilities to students. The details are as under:

(Rupees in million)

Sr. No.	DEA	Salary, Non-salary & Development Budget	Actual Expenditure	Lapse	Percentage of Lapse
1	Bahawalpur	47,797.942	36,443.503	(11,354.439)	(24)
2	Dera Ghazi Khan	36,144.418	29,427.76	(6,716.658)	(19)
3	Faisalabad	103,125.035	79,587.233	(23,537.802)	(23)
4	Multan	48,186.664	38,151.306	(10,035.358)	(21)
Total		235,254.059	183,609.802	(51,644.257)	(22)

Due to weak financial management, budget allocations were made without proper planning / were not optimally utilized which resulted in lapse of funds.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends to ensure proper planning / budgeting for efficient utilization of resources.

[Para No.13/BWP]

[Para No.14/DGK]

[Para No.12/FSD]

[Para No.42/MTN]

4.2.2 Non-payment of financial assistance and leave encashment claims– Rs 150.360 million

According to Rule 17.17(a) of Punjab Financial Rules Vol-I, every DDO shall maintain a register of liabilities in which he should enter all those items of expenditure for which payment is to be made by or through another officer, budget allotment or sanction of a higher authority is to be obtained, or payment would be required partly or wholly during the next financial year or years.

During Performance Audit of DEA Multan, it was observed that payment on account of Financial Assistance and Leave Encashment amounting Rs 150.360 million was not made to 239 employees who had retired / deceased during 31.07.2016 to 02.11.2021. Liabilities were allowed to accrue without proper budget demand, preparation of liability register, payment procedure etc. despite lapse of five years. The details are given below:

(Rupees in million)

Sr. No.	Description	No. of Cases	Amount
1	Financial Assistance	24	45.400
2	Leave Encashment	215	104.960
Total		239	150.360

Due to weak financial controls, liabilities on account of Financial Assistance and Leave Encashment amounting Rs 150.360 million were not met which resulted in non-payment to retired / deceased employees.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends payment of Financial Assistance and Leave Encashment at the earliest besides devising mechanism for payment of pending liabilities.

[Para No.19,21/MTN]

4.2.3 Misappropriation of funds through fake adjustments in payroll – Rs 14 million

According to Rule 9(b) of Punjab District Authorities (Accounts) Rules 2017, the Drawing and Disbursing Officer and payee of the pay, allowance, contingent expenditure or any other expense shall be personally responsible for any overcharge, fraud or misappropriation and shall be liable to make good that loss.

During Performance Audit of DEA Multan, it was observed that Rs 14 million were paid to various teachers / staff of DEA during 2020-21 through fake adjustment in salaries of different employees on account of arrears of pay and allowances. Moreover, as per inquiry report, unauthorized / illegal payment was made to various employees in connivance with DAO Multan. (**Annex-B**)

Total No. of teachers whose amount was misappropriated	Total amount drawn without billing (Rs. in million)
28	14

Due to weak internal controls, misappropriation of funds was made through fake adjustments in payroll which resulted in fraudulent payments of Rs 14 million.

The matter was reported to CEO / PAO concerned in March, 2022. CEO replied that action had been taken and recovery made for which proof would be provided. No progress was intimated till finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends expediting the inquiry proceedings and submitting report along with recommendation besides taking disciplinary action against the concerned.

[Para No.22/MTN]

4.3 Procurement and Contract Management

4.3.1 Non-utilization of available funds for procurement of furniture – Rs 139.564 million

According to Rule 11(1)(f) of the Punjab District Authorities (Accounts) Rules 2017, the CEO shall be responsible for proper maintenance of departmental accounts and financial discipline of a District Authority, subordinate offices and institutions and shall be responsible for arranging internal controls in a District Authority. Furthermore, according to letter of Government of the Punjab, School Education Department No.SO(ADP-II)4-16/2017KPSP(Vol-IV) dated 22.11.2017, procurement process under Khadim-e-Punjab School Programme (KPSP) may be initiated for furniture procurement from TEVTA at district level fulfilling all legal / codal formalities under PPRA Rules.

During Performance Audit of DEA Dera Ghazi Khan, it was observed that funds amounting Rs 139.564 million were provided during Financial Year 2017-18 in Account-V for purchase of furniture under KPSP Phase-1. Despite lapse of three years, DEA failed to purchase furniture for students in various schools.

Due to weak financial management and negligence, the available funds were not utilized and furniture was not purchased which resulted in non-provision of basic facility to students by DEA.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends to expedite the process of procurement besides fixing responsibility on the person(s) at fault.

[Para No.14/DGK]

4.3.2 Irregular expenditure on procurement of assets – Rs 75.808 million

According to Rule 4 of the Punjab Procurement Rules, 2014, a procuring agency shall ensure that the procurement is made in a fair and transparent manner, the object of procurement brings value for money to the procuring agency and the procurement process is efficient and economical. Furthermore, according to letter No.SO(ADP-III)9-3/2017 dated 18.10.2017 of Government of the Punjab, School Education Department, the District Procurement Committee comprised of following members; Deputy Commissioner / Administrator (Chairman), Chief Executive Officer (DEA) (Secretary), Deputy Director Finance and District Education officers (Education / Special Education/ Literacy) (Members).

During Performance Audit of DEAs, it was observed that the authorities incurred expenditure of Rs 75.808 million on procurement of school buses, furniture, IT lab equipment, etc. during 2017-20. Scrutiny of record depicted that procurements were made in violation of procurement rules and financial propriety due to reasons indicated against each case in the following table:

(Rupees in million)

DEA	Description	Cost of Purchase	Remarks
Multan	Purchase of buses and AC Coaster,	35.130	Procurement of vehicles without advertisement and District Purchase Committee
	Purchase of furniture	2.637	Procurement of furniture without specific allocation of funds.
Bahawalpur	Purchase of furniture	4.158	Procurement of desk bench beyond specification.
	Purchase of buses	25.720	Procurement of vehicles in violation of approved specifications and abnormal delay
	Purchase of furniture and IT lab equipment	8.163	Abnormal delay in procurement
Total		75.808	

Due to weak internal controls and negligence, procurement of assets was made in violation of procurement rules / instructions which resulted in irregular expenditure of Rs 75.808 million.

The matter was reported to PAOs / CEOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends regularization of expenditure from the competent authority besides conducting inquiry of matter.

[Para No.16,19,18,20/BWP]

[Para No.26,28/MTN]

4.3.3 Loss due to purchase of school buses at higher rates – Rs 2.530 million

According to Rule 9(b) of Punjab District Authorities (Accounts) Rules 2017, the drawing and disbursing officer and payee of the pay, allowance, contingent expenditure or any other expense shall be personally responsible for any overcharge, fraud or misappropriation and shall be liable to make good that loss.

During Performance Audit of DEA Multan, it was observed that District Officer (Special Education), Multan purchased two school buses during 2019-20 on higher rates than the rates of PC-1 approved after market survey. Resultantly, excess cost amounting Rs 2.530 million was incurred in comparison with approved cost of PC-I without revision of the same by the competent authority. Details are given below:

(Rupees in million)

Name of Scheme	Description	Cost on Procurement	Cost of PC-1	Excess Cost	No.	Excess Payment
Strengthening of Govt. Shadab school Multan & Govt. School for PDC Multan Scheme No.691	Hino AC Coaster 30-seater	9.200	7.500	1.700	1	1.700
Establishment of Degree College for Special Education Multan	Mitsubishi FUSO Master	6.430	5.600	0.830	1	0.830
Total					2	2.530

Due to poor financial management, buses were purchased on higher rates without revision of PC-I which resulted in loss to Government amounting Rs 2.530 million.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends regularization of expenditure and fixing responsibility on the person(s) at fault.

[Para No.29/MTN]

4.4 Construction and Works

4.4.1 Non-execution / delay in execution of development schemes – Rs 592.944 million

According to Section 93(g) of the Punjab Local Government Act 2013, a District Education Authority shall plan, execute and monitor all development schemes of educational institutions working under the Authority, provided that the Authority may outsource its development works to other agencies or school councils. Moreover, according to Government of the Punjab, School Education Department letter No.SO (ADP) Review-418/420/2016-17 dated 24.02.2017, issuing of completion certificate and taking over the completed scheme may occur simultaneously and completed scheme free from all defects may be taken over from the executing agency.

During Performance Audit of DEAs, it was observed that the Authorities approved / executed 434 development schemes costing Rs 592.944 million during 2017-21. Scrutiny of record depicted that various schemes were not executed despite availability of funds. Moreover, some schemes were completed / executed with delay beyond the stipulated completion period which resulted in cost overrun in case of DEA, Dera Ghazi Khan. CEOs of DEAs did not make efforts for timely execution and completion of civil works. The details are given below:

(Rupees in million)

DEA	Description of Works	No. of schemes	Required Date of Completion	Actual Date of Completion	Agreed Cost	Completion Cost / upto Date Expenditure	Cost Over-run	Remarks
Bahawalpur	Construction and upgradation of schools	60	September-2018	June-2020	292.082	292.082	-	Delay in completion of schemes
Faisalabad		2	July-2021, September-2021	Not Completed	19.353	11.453	-	
Dera Ghazi Khan	Construction of improvised classrooms, rehabilitation of dangerous classrooms	355	Nov-2017	Oct-2020	219.464	219.464	-	Schemes not executed
	Construction and upgradation of schools	17	May-2020	June-2021	55.859	69.945	14.086	Cost overrun due to delay in completion of schemes
Total		434			586.758	592.944	14.086	

Due to weak monitoring mechanism, works were not got executed / completed within the stipulated time which resulted in non-achievement of envisaged benefits of schemes.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends to probe the matter for non-execution of schemes and delay in completion of works for fixing responsibility on the person(s) at fault.

[Para No.17/BWP]

[Para No. 05,06/DGK]

[Para No.03/FSD]

4.5 Asset Management

4.5.1 Non-vacation of encroached state land – Rs 882.650 million

According to Section 17(6) of the PLGA, 2013, the Chairman and the Chief Executive Officer of the Authority shall be personally responsible to ensure that the business of the Authority is conducted proficiently, in accordance with law and to promote the objectives of the Authority. Further, according to Punjab Local Government (Property) Rules, 2018, the manager shall take such care of the property of the local government as a man of ordinary prudence would take care of his own property of like nature and under similar circumstances.

During Performance Audit of DEAs Multan and Dera Ghazi Khan, it was observed that CEOs did not take necessary steps to get vacated the government land illegally occupied by the local residents, organizations, private associations and individuals / retired servants valuing Rs 882.650 million (approximately) during Financial Years 2016-21. The details are as under:

(Rupees in million)

DEA	Nature of cases	Area in Marlas	Average Rate per Marla (Rs)	Value of land
Multan	Land occupied by the local residents. Rent of shops collected by the occupants. Commercial Land occupied by All-Pakistan Women Association. Residential colonies established by the occupants. Land occupied by the Masjid Committee.	973	851,644	828.650
Dera Ghazi Khan	Encroachment of school land by the local residents	109	495,413	54.000
Total				882.650

Due to weak monitoring mechanism, government land was occupied by the illegal occupants which resulted in loss to Government Rs 882.650 million.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends vacation of government land from illegal occupants besides devising effective monitoring mechanism for safeguarding the public properties.

[Para No.07/DGK]

[Para No.31/MTN]

4.5.2 Wastage of funds due to non-installation of solar systems in schools

According to Rule 2.33 of Punjab Financial Rules Vol-I, every Government servant should realize fully and clearly that he will be held personally responsible for any loss sustained by Government through fraud or negligence on his part.

During Performance Audit of DEAs Bahawalpur and Dera Ghazi Khan, it was observed that solar systems were to be installed by the Energy Department in 1,192 schools of DEA, Bahawalpur upto June, 2021 out of which solar systems were not installed in 13 schools and solar panels of 372 schools became non-functional. Moreover, solar systems of 315 schools of both DEAs were either stolen or found broken. Furthermore, record of installation of 4,716 fans was also not provided to Audit for verification.

Due to weak internal controls, objective of installation of solar systems and provision of electricity through alternate source was not achieved which resulted in wastage of funds.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends inquiry of matter and recovery of due amount from the concerned besides initiating disciplinary proceedings against the person (s) at fault.

[Para No.21/BWP]

[Para No.10/DGK]

[Para No.32/MTN]

4.6 Monitoring and Evaluation

4.6.1 Non-provision of early childhood education in all public schools

According to Vision and Objectives of Punjab Early Childhood Education (ECE) Policy 2017, all children ages three to five living in Punjab need to achieve their cognitive, linguistic, socioemotional and physical potential, and transition to primary school successfully. To achieve this vision, the Government of the Punjab shall provide opportunities to all children ages three to five to participate in a two-year quality early learning program designed to meet developmentally appropriate needs and ensure a smooth transition to primary school.

During Performance Audit of DEA Bahawalpur, it was observed that management did not make arrangements for provision of Early Childhood Education (ECE) in all public schools, being a special initiative by Punjab School Education Department. As per annual school census 2021, DEAs concerned provided ECE facility in 283 schools out of total 1,662 schools in which only 246 trained teachers were available. Government started ECE for combating the major portion of dropouts up to one class. Action plan and strategy by the DEA was not on record / provided to Audit to show actions regarding ECE.

Due to weak administrative controls, neither ECE rooms were maintained in all public schools nor required training was provided to teachers for ECE which resulted in non-delivery of educational services to the students.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends provision of ECE facilities and posting of teachers in single teacher schools besides fixing responsibility on the person(s) at fault.

[Para No.27/BWP]

4.6.2 Non-conducting of Internal Audit / Evaluation of DEAs

According to Rule 24 (1&3) of the District Education Authorities (Conduct of Business) Rules, 2017, the Government shall, at least once in a year, conduct or cause to be conducted the Performance Audit of the Authority and the Government may, on the report of Performance Audit, take such action or give such directions as it deems appropriate and authority shall implement the directions.

During Performance Audit of DEAs, it was observed that efforts were not made to conduct internal Performance Audit / Evaluation since establishment of authorities i.e. 01.012017 to date. No such report of any financial year was on record to see matters highlighted and directions issued by the Government in violation of directions of the Conduct of Business Rules.

Due to weak administrative controls, the internal Performance Audit was not carried out throughout the period of the Authority which resulted in violation of the Conduct of Business Rules.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends conducting of internal Performance Audit at the earliest.

[Para No.22/BWP]

[Para No.07/DGK]

[Para No.06/FSD]

[Para No.37/MTN]

4.6.3 Non-establishment of IT labs in high / higher secondary schools

According to Government of the Punjab, School Education Department letter No.SO(SE-III)2-13/2007 dated 31.05.2012, 'It is imperative to implement Article 25-A of the Constitution of the Islamic Republic of Pakistan and to ensure compulsory education of all children aged 5-16 with assurance of quality education based on equal opportunity. Accordingly, Government should ensure necessary

measures of basic educational facilities, sizable schools and proper use of human resources and infrastructure’.

During Performance Audit of DEA Multan, it was observed that IT Labs were not established in 55 high / higher secondary schools. IT teachers were available in 19 schools but no IT classes were started due to non-establishment of IT labs. Record showed that IT teachers were appointed in schools but management did not take necessary steps to establish IT Labs in the schools in violation of rules/instructions and availability of IT teachers did not provide any fruitful results. **(Annex-C)**

Due to negligence and poor planning, IT Labs were not established in the schools where IT teachers were appointed which resulted in depriving students of facilities of IT.

The matter was reported to the CEO / PAO concerned in March, 2022. No reply was submitted till finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends inquiry of the matter besides establishment of IT Labs in schools as per requirement.

[Para No.13/MTN]

4.6.4 Poor monitoring mechanism regarding private schools and non-recovery of Government dues

According to Section 11(3) of Punjab Private Educational Institutions (Promotion and Regulation) Act, 2016, if an incharge runs the institution without registration, the incharge shall be liable to pay fine which may extend to Rs 4 million. Furthermore, according to Government of the Punjab School Education Department DPI (SE) letter No.S.O(A.I)7-21/01 dated 24.08.1998, privately managed institutions shall pay registration fee and annual inspection fee on prescribed rates. According to Section 13 of the Punjab Free and Compulsory Education Act 2014, a private school shall provide free education to children

admitted in class one and then in every class, ten percent of the strength of that class, including disadvantaged children of the neighborhood or, in the alternative, provide prescribed vouchers for education of disadvantaged children in any other school, as may be determined by the Government.

During Performance Audit of DEAs Dera Ghazi Khan, Bahawalpur, Faisalabad and Multan, it was observed that private sector schools were not properly monitored by the authorities concerned and following deficiencies were observed:

- i. District Registration Authority did not ensure registration / renewal of registration of 1,883 schools and collection of prescribed fees from owners of these institutions. Chief Executive Officers of DEAs were responsible to take necessary action against the owners of illegal private schools. Inaction on their part showed poor performance towards monitoring, approval and registration of private schools.
- ii. Annual inspection of private schools was not conducted to ensure building fitness, hygienic condition, area of schools and check the tuition fee structure, teachers' qualification and salary structure, availability of library/play grounds and sufficient toilet facility etc. in schools.
- iii. Authorities did not devise an effective and robust mechanism to ensure provision of free and compulsory education by private schools in class one and ten percent of the strength in every class, including disadvantaged children of the neighborhood.
- iv. CEO DEA, Multan did not recover fines of Rs 44.900 million from owners of 131 private schools imposed by District Registering Authority. Non-monitoring of private schools and non-collection of registration / annual inspection fees and fines resulted in loss to the Government.

Due to weak administrative controls, the private schools were not properly monitored which resulted in loss to the Government.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends probing the matter in detail to fix the responsibility on the person(s) at fault besides recovery of loss and implementation of relevant laws.

[Para No.24,25,26/BWP]

[Para No.12,13/DGK]

[Para No.05,11/FSD]

[Para No.09,10,11,20,33/MTN]

4.6.5 Less improvement in education sector at district and provincial level

Section 93(a) of Punjab Local Government Act, 2013, requires that DEA shall establish, manage and supervise the primary, elementary, secondary and higher secondary schools, adult literacy and non-formal basic education, special education institutions of the Government in the District, ensure free and compulsory education for children of the age from five to sixteen years as required under Article 25-A of the Constitution.

During Performance Audit of DEA Bahawalpur, it was observed that DEA did not make effective drive to bring out of school children in public schools during 2017 to 2021. As per Census 2017 total 548,426 children were out of school from age 4 to 16 year and 559,623 in year 2021 which show an increase of 11,197 number of out of school children. Literacy rate of District Bahawalpur was 50.27% in year 2017 which reduced to 48% in year 2021. Similarly, number of public schools decreased in year 2021 as compared to year 2017. Moreover, enrollment in private schools increased in year 2021 as compared to year 2017 whereas enrollment in public schools decreased in year 2021 with respect to year 2017. Furthermore, ranking of District Bahawalpur was very low in respect of achievement of 14 Performance Indicators. District Bahawalpur was at ranking number 33 by the end of December, 2016 and at 36 by the end of 3rd quarter 2018-19. The details are given in following table:

Description	2 nd Quarter 2016-17	4 th Quarter 2017-18	1 st Quarter 2018-19	2 nd Quarter 2018-19	3 rd Quarter 2018-19
Ranking amongst 36 Districts of Punjab regarding achievement of 14 Performance Indicators	33	34	35	30	36

Source: Quarterly Census Reports

Due to weak administrative controls, DEA Bahawalpur did not make action plan to bring the out of school children in public schools which resulted in lowering the educational outcomes of the District.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends to devise plan to bring out of school children in schools.

[Para No.36/BWP]

4.6.6 Poor performance regarding quality education

According to Section 93(C) of Punjab Local Government Act 2013, ‘It is imperative to ensure free and compulsory education for children of the age five to sixteen years as required under Article 25-A of the Constitution’. Furthermore, according to target 4.8 of SDG-4 “Quality Education”, ‘The member countries need to build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all’.

During Performance Audit of DEAs, it was observed that DEAs failed to achieve learning outcomes for students due to following reasons:

- i. According to Annual Status of Education Report (ASER) surveys of DEA Bahawalpur for the year 2016 and 2019, 41% students of class 5 and 44% students of class 3 could not read stories and simple sentences in Urdu. Arithmetic learning levels showed that 40% of class 5 children could not perform a two-digit division and 42% of class 3 children could not do a simple subtraction. 43% of class 5 children and 49.4% of class 3 children

could not read English sentences and recognize words in English respectively. Furthermore, 14% children of class-8 or secondary level were still unable to read a class 2 level story in Urdu.

- ii. The dropout ratio of students was very alarming as reported from 2012 to 2018 in 'PESP 2019-20 to 2023-24', which pointed out that in public sector schools, out of every 100 students enrolled in Kachi class only 28 students were retained upto 10th class and the remaining either migrated to private schools or abandoned their education. This statement is strengthened by the data that 36% of children enrolled in public schools either drop out or transfer to private institutions.
- iii. Data of DEA, Multan showed poor student retention ratio from Kachi class to 8th class during Financial Years 2016-21. Total enrollment of students in Kachi class was 119,123 which dropped to 81,674 in class 5th, which in terms of percentage was 31%. However, the same decreased to 16,809 students in class 8th which in terms of percentage was 86% in comparison to Kachi class. Moreover, literacy rate of district Multan was 60% during the last five years which was below the overall 64% literacy rate of the Punjab.

Due to poor planning and monitoring, no efforts were made for student retention and provision of quality education through conducive learning / academic environment which resulted in poor quality of education.

The matter was reported to CEOs / PAOs concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meetings were not convened despite written requests and efforts made by Audit.

Audit recommends to devise plan to bring and retain out of school children in schools.

[Para No.07,32/BWP]

[Para No.05,35/MTN]

4.6.7 Poor results of schools in Board of Intermediate and Secondary Education Examinations

According to Rule 16(1)(j) of the District Education Authorities (Conduct of Business) Rules 2017, Authority shall implement the policies and standards of the Government particularly in the area of learning outcomes. Moreover, according to Section 93 of the Punjab Local Government Act 2013, the CEO-DEA shall establish, manage and supervise the primary, elementary, secondary and higher secondary schools, adult literacy and non-formal basic education, special education institutions of the Government in the District. He shall ensure teaching standards, infrastructure standards, student safety and hygiene standards and minimum education standards for quality education as may be prescribed as well as undertake students' assessment and examinations and ranking of schools on terminal examination results and targets.

During Performance Audit of DEA Dera Ghazi Khan, it was observed that 1,825 students of 10th class in 85 schools failed in Board Examination. The result of schools was very poor as compared to average result of Dera Ghazi Khan. Further, the year wise comparison of results of terminal classes was not maintained by the DEA. The details are given below:

Sr. No.	Year	Schools	No. of Students who Appeared in 10th Class	No. of Students who Passed in 10th Class	No. of Students Failed	%age of Pass Students in Schools	Board %age
1	2019	47	4,819	3,656	1,163	75.87	83.45
2	2020	38	2,904	2,242	662	77.20	85
Total		85	7,723	5,898	1,825	76.37	-

Due to poor quality of education and performance of teachers, the pass percentage of students remained low which resulted in poor performance of DEA.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends to check reasons for non-achievement of objectives and fix responsibility against the concerned.

[Para No.11/DGK]

4.6.8 Poor performance regarding mainstreaming of NFBE students in formal education

According to 2nd Revised PC-1 of the Punjab Non-Formal Education Project, page No.02, the project objectives in relation to sectorial objectives were to impart primary education to the out-of-school children via non-formal approach (alternative learning pathways). Further, according to Annex-3 of the Revised PC-I for Punjab Non-Formal Education Project, Non-formal Basic Education Schools are non-formal primary schools for the out-of-school children and school dropouts and exit strategy will be enrollment of PEC examination pass-outs in formal elementary schools as well as mainstreaming at all levels during the NFBES cycle.

During Performance Audit of DEA Bahawalpur, it was observed that under two projects of literacy, PNFEP and TSKL, 15,737 NFBE learners were enrolled during period 2017-21. Out of total learners, only 12,149 were mainstreamed and 3,588 learners dropped out. Details are given below:

Sr. No.	Project	Total students enrolled	Total drop out	Total mainstreamed
1	TSKL	1,399	223	1,176
2	PNFEP	14,338	3,365	10,973
	Total	15,737	3,588	12,149

Due to weak administrative controls, project activities were performed without proper monitoring and evaluation which resulted in non-mainstreaming of NFBE students in formal schools.

The matter was reported to CEO / PAO concerned in March, 2022. No reply was submitted till the finalization of this Report.

DAC meeting was not convened despite written requests and efforts made by Audit.

Audit recommends efforts for mainstreaming of students in formal schools.

[Para No.37/BWP]

Overall Assessment

Establishment of DEAs is a good initiative of the Government to ensure inclusive, equitable and quality education for all and promote lifelong learning. However, the objective of providing quality education could not be achieved as the Government failed to constitute DEAs in accordance with law due to non-appointment of Chairmen, Vice Chairmen, Chief Executive Officers, non-elected members and technocrat members in the respective Districts. Moreover, due to non-constitution of Monitoring & Evaluation Committees in existing setup, the DEAs also failed to monitor the provision of better educational services in context of minimum educational, teaching, infrastructure, hygiene and student safety standards. Besides, DEAs could not develop an effective monitoring system to ensure provision of quality education in private sector institutions. The overall performance of four DEAs was found “unsatisfactory” regarding provision of “Quality Education”.

- **Relevance**

Provision of Quality Education was a relevant initiative of the Government in the context of Sustainable Development Goals and part of national development agenda since 2016. However, to fulfill the said purpose, Government of the Punjab established District Education Authorities to improve quality of education and provide free and compulsory education to children but due to lack of due diligence and improper planning the required outcomes could not be attained.

- **Efficacy**

As per PLGA 2013, DEAs should have been established with clear objectives regarding free and compulsory education, improvement in quality of education through strategic plan and its implementation. However, poor performance regarding establishment of DEAs and lack of planning proved the restraining factor in establishing the efficacy of DEAs in maintenance of education standards regarding teaching, infrastructure, student safety and hygiene in educational institutions.

- **Economy**

Procurement activities were not carried out well in time to attain the maximum benefits from available financial resources in context of value for money (VFM). Inefficient procurement planning and sub-optimal utilization of funds in violation of financial / accounting procedures caused loss to the DEAs.

- **Efficiency**

Efficiency is an input-output relationship of an activity. However, during Performance Audit of DEAs, it was observed that despite availability and deployment of financial and human resources, there was no substantial improvement in educational outcomes and management of educational institutions failed to increase enrollment and decrease the drop-out ratio. Further, in most of the areas, inefficient monitoring and evaluation mechanism were observed.

- **Effectiveness**

Effectiveness of activities could be measured through objectives and implementation of policies. It was observed that DEAs were established without feasibility study. Moreover, delay in formation and functioning of DEA, procurement of assets and lack of interest of policy makers resulted in non-achievement of requisite results.

- **Ethics**

DEAs aimed to improve the basic infrastructure, teaching and hygiene standards in public sector schools. Non-achievement of required standard caused deficient skill development in students. Moreover, lack of awareness and coordination among various stakeholders, failed to provide a conducive learning environment to students.

- **Performance Rating of the DEAs**

Unsatisfactory

- **Risk Rating of the DEAs**

Substantial

- **Impact Analysis**

An amount of Rs 183,609.802 million was expended to achieve the envisaged objectives of DEAs of four Districts under review. However, DEAs failed to achieve basic objectives of quality education and provision of education to out of school children of these four districts. It has been observed that after incurring huge amount, desired results were not achieved.

5. CONCLUSION

Audit observed that objectives of the DEAs could not be achieved due to poor planning, lack of vigilance, non-adoption of economy measures, inadequate monitoring system, administrative lapses and financial indiscipline. Establishment of DEAs with inappropriate planning and inadequate monitoring mechanism resulted in wastage of public resources and community was deprived of envisaged benefits of quality education. In addition to the recommendations given in the Report, Audit further suggests:

- i) to improve quality of education by providing conducive learning environment to students with optimal educational standards.
- ii) introduction of modern academic techniques through qualified teachers along-with well equipped classrooms to help improve quality of education.
- iii) capacity building of teachers through training programs that could enable them to deliver knowledge effectively and efficiently to students.
- iv) use of modern information technology tools that can help in reducing the burden from teachers as well as from students.

6. ACKNOWLEDGEMENT

We wish to express our appreciation to the management and staff of the DEAs of the four districts under review for their assistance and cooperation extended to the auditors during this assignment.

ANNEXES

Annex-A**[4.1.4]****Poor performance regarding establishment of Insaf Afternoon Schools**

(Rupees in million)

Sr. No.	Tehsil (DEOs)	No of Schools	Payment of Previous years	No of Schools	Quarter	Payment
1	DEO (M-EE), Bahawalpur	16	4.742	11	1 st	3.498
2	DEO (W-EE), Bahawalpur	31	5.782	22	1 st	6.996
Total		47	10.524	33	-	10.494
1	DEO (M-EE), Bahawalpur	-	-	11	Transportation	3.924
2	DEO (W-EE), Bahawalpur	-	-	20	Transportation	2.094
Total		-	-	31	-	6.018
1	DEO (M-EE), Bahawalpur	-	-	12	2 nd	2.487
2	DEO (W-EE), Bahawalpur	-	-	18	2 nd	2.652
Total		-	-	30	-	5.139
Total			10.524		-	21.651
Payment during the period						32.175

Annex-B**[4.2.3]****Misappropriation of funds through fake adjustments in payroll – Rs 14 million**

(Amount in Rupees)

Sr. No.	Name & Designation	Amount Drawn	Amount Recovered
1	Muhammad Nadeem SESE Arts GES Tiba Peer Tanu Multan Saddar	30,000	-
2	Rizwan-uz-Zamn PST GES Loharwala Multan Saddar	280,000	248,000
3	Sultan Slahuddin ESE GPS Jalwala Mateetal Multan Saddar	143,064	-
4	Muhammad Ameer Hamza PST GPS Booty Wala Multan Saddar	130,000	-
5	Abid Hussain ESE GES Sujjan Pur Multan Saddar	140,000	-
6	Ahmad Usman Saeed SESE GES Muzaffarabad Multan City	330,000	330,000
7	Noman Ali ESE GES Muzaffarabad Multan City	270,000	270,000
8	Hafiz Waseem Akram GES Qadirpur Ran Multan Saddar	240,000	-
9	Aftab Nawaz EST GES 6/T Multan Saddar	170,000	-
10	Zakia EST GES 6/T Multan Saddar	100,000	-
11	Muhammad Aslam PST GES Pirtannu Multan Saddar	300,000	300,000
12	Abdul Sattar PST GPS Shakhe Madina Multan Saddar	1,126,737	755,000
13	Muhammad Arshad Najmi PET GES Makhdum Pur Multan Saddar	300,000	-
14	Tahir Yaseen PST GPS Bathywala Multan Saddar	295,000	250,000
15	Muhammad Arshad PST GPS Chowk No.1 Faiz Multan Saddar	300,000	300,000
16	Allah Ditta Shahid PST GPS Shakhe Madina Multan Saddar	295,000	250,000
17	Javed ur Rehman PST Shakhe Madina Multan Saddar	300,000	265,000
18	Muhammad Iqbal PST GPS Shah Hussain Multan Saddar	305,000	251,000
19	Muhammad Umer PST GPS Jhok Ballu Multan Saddar	2,172,082	435,000
20	Muhammad Husnain PST GPS Jhoke Balu Multan Saddar	305,000	271,000
21	Muhammd Ali Haider PST GPS Jalal Shah Multan Saddar	310,000	210,000

Sr. No.	Name & Designation	Amount Drawn	Amount Recovered
22	Abdul Aziz PST Govt. MC Primary School Chah Bohar Wala Multan City	825,912	686,000
23	Fakhur Din PST GES Rim Daaod Multan City	842,250	737,000
24	Bushra Jabeen PST GG MC Primary School Awan Pura, Multan City	3,600,000	90,000
25	Shah Haider Bokhari EST GES Azam Haans Multan Saddar	360,000	360,000
26	Balqees Bibi PST GGPS Noa Pur Multan City	360,000	326,000
27	Madeha Asgher ESE GGPS Basti Karlu Multan City	85,000	85,000
28	Haleema Sadia ESE MC Girls PS Basti Jangla Multan City	85,000	85,000
Total		14,000,045	6,504,000

Annex-C**[4.6.3]****Non-establishment of IT Labs in high / higher secondary schools**

Sr. No.	Name of School	IT Lab	IT Teacher available or not
1	GMCHS, Manzoorabad	No	Yes
2	GHS Siddique Abad	No	Yes
3	GHS Addu Wali	No	Yes
4	GGHS Z-Town	No	Yes
5	GGHS Musa Wali Multan	No	Yes
6	GGHS Billi Wala	No	Yes
7	GHS Tail, Multan	No	Yes
8	GGHS Sujjan Pur	No	Yes
9	GHS Motha	No	Yes
10	GHS Hassan Abad	No	Yes
11	GMCGHS Rahimabad, Multan	No	Yes
12	GHS Suraj Miani	No	Yes
13	GGHS Kotla Chakar	No	Yes
14	G.MC GHS, Bagh Baigy	No	Yes
15	GHS Kot Ali Aadil	No	Yes
16	GGHS Rawani Multan	No	Yes
17	GGHS Khan Bela	No	Yes
18	Govt. MC High School Chok Shahedan Multan	No	Yes
19	G.MC GHS Kirri Doud Khan O/S Pak Gate	No	Yes
20	GGHS Bosan Uttar	No	No
21	GGHS Lutafabad	No	No
22	GGHS Rashida kot Abbas Shaheed	No	No
23	GGHSS Nawan Shahar	No	No
24	GHS 84/ M	No	No
25	GGHS Ittehad Colony	No	No
26	GGHS Arif Pura	No	No
27	GGHS Industrial State	No	No
28	GGHS Chungi No.14	No	No
29	GGHS Chah Umar Din Wala	No	No
30	GGHS Qayyum Nawaz Wala	No	No
31	GGHS Tibbi Sher Khan	No	No
32	GGHS Jhariyan Wala	No	No
33	GGHS Ali Wala	No	No
34	GHS District Jail Multan	No	No
35	GHS MC Kiri Afghan	No	No

Sr. No.	Name of School	IT Lab	IT Teacher available or not
36	GHS MC Sharif Pura	No	No
37	GHS Kot Rab Nawaz	No	No
38	GHS Punj Koha	No	No
39	GHS Railway Station	No	No
40	GHS Ghaibi Jakhar	No	No
41	GHS Chak Sardar Pur	No	No
42	GHS Sikandarabad Eid Gah Road	No	No
43	GHS Shah Pur Ubha	No	No
44	GHS Pir Hakani	No	No
45	GHS Naseerpur No.2 Bangala More	No	No
46	GHS Faizabad	No	No
47	GHS Murad ul Islam	No	No
48	GHS Depal	No	No
49	GHS Jhoke Wains	No	No
50	GHS Nazak Nagar	No	No
51	GHS Bosan Hittar	No	No
52	GHS Buch	No	No
53	GHS Dera Muhammadi	No	No
54	GHS Bakhhal Bher	No	No
55	GHS Seer Kharak	No	No