



**PERFORMANCE AUDIT REPORT
ON
IMPROVEMENT IN SERVICE DELIVERY
DUE TO MERIT BASED/SCHOOL BASED
RECRUITMENT POLICY FOR
TEACHING CADRE IN EDUCATION
DEPARTMENT IN
DISTRICT PESHAWAR**

AUDIT YEAR 2019-20

AUDITOR GENERAL OF PAKISTAN

PREFACE

The Auditor General of Pakistan conducts audit in accordance with Articles 169 and 170 of the Constitution of the Islamic Republic of Pakistan 1973 read with Sections 8 and 12 of the Auditor General's (Functions, Powers and Terms and Conditions of Service) Ordinance 2001 and Section-37 of the Khyber Pakhtunkhwa Local Government Act, 2013. The Performance Audit of "Improvement in service delivery due to merit/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar, Khyber Pakhtunkhwa" was carried out accordingly.

The Directorate General Audit, District Governments, Khyber Pakhtunkhwa conducted performance audit of the "Improvement in service delivery due to merit/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar, Khyber Pakhtunkhwa" for the period 2019-20 with a view to report significant findings to the stakeholders. Audit has examined economy, efficiency and effectiveness aspects of the concerned program with special reference to merit based recruitments of teaching cadre. Audit has also assessed, on test check basis, whether the management complied with the applicable laws, rules and regulations during the execution of merit/school based recruitments of teaching cadre in District Education Offices (Male & Female) Peshawar, Khyber Pakhtunkhwa. The Audit report indicates specific actions that, if taken, will help the management to realize the objectives of merit/school based recruitment policy.

Most of the observations included in this report have been finalized in the light of written responses and discussions with the management. DAC meeting could not be arranged despite repeated reminders.

The Audit Report is submitted to the Governor of Khyber Pakhtunkhwa in pursuance of the Article 171 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Section 37 of Khyber Pakhtunkhwa Local Government Act, 2013 to be laid before appropriate forum.

Islamabad:
Dated:

(Javaid Jehangir)
Auditor General of Pakistan

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ABBREVIATIONS AND ACRONYMS

AGP	Auditor General of Pakistan
ASDEO	Assistant Sub-Divisional Education Officer
B.A.	Bachelor of Arts
B.Ed.	Bachelor of Education
CNIC	Computerized National Identity Card
CM	Chief Minister
CT	Certified Teacher
DAC	Departmental Accounts Committee
DCTE	Directorate of Curriculum and Teacher Education
DEO (M&F)	District Education Officer (Male and Female)
DM	Drawing Master
E&SED	Elementary and Secondary Education Department
ECE	Early Childhood Education
EFA	Education For All
EMIS	Education Management Information System
ETEA	Educational testing and evaluation agency
FATA	Federally Administrative Tribal Area
GGHS	Government Girls High School
GGMS	Government Girls Middle School
GGPS	Government Girls Primary School
GHS	Government High School
GIS	Geographical Information System
GMS	Government Middle School
GPS	Government Primary School
IDPs	Internally Displaced People
IMU	Independent Monitoring Unit
INTOSAI	International Organization of Supreme Audit Institutions
KESP	Khyber Pakhtunkhwa Education Sector Plan
KPIs	Key Performance Indicators
KPK	Khyber Pakhtunkhwa
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals

NTS	National Testing Service
P&D	Planning and Development
PC-I	Planning Commission-I
PITE	Provincial Institute for Teacher Education
PRP	Provincial Reforms Program
PST	Primary School Teacher
PTC	Parent Teacher Council
RITE	Regional Institute for Teacher Education
SDSS	Spatial Decision Support System
SIF	School Improvement Framework
SLOs	Student Learning Outcomes
SQMI	School Quality Management Initiative
SST	Senior Science Teacher
TORs	Terms of Reference
UCs	Union Councils
UPE	Universal Primary Education
USAID	United State Agency for International Development
WEDFA	World Education-Dakar- Framework for Action

EXECUTIVE SUMMARY

The Directorate General Audit, District Governments, Khyber Pakhtunkhwa conducted performance audit titled “Improvement in service delivery due to merit/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar, Khyber Pakhtunkhwa” during February, 2020. The main objectives of audit were to analyze the improvement in service delivery due to the appointments made on merit/school based system in terms of economy, efficiency and effectiveness. The audit was conducted in accordance with INTOSAI Auditing Standards as adopted by the Department of the Auditor General of Pakistan.

The process of recruitment of teachers on adhoc/contract basis within cluster of schools in Elementary and Secondary Education Department was initiated in 2014 in compliance with the Khyber Pakhtunkhwa (Appointment, Deputation, Posting and Transfer of Teachers, lecturers, Instructors and Doctors) Regulatory Act, 2011. It stipulates that vacancy of primary school teacher shall be filled in from the candidates belonging to the Union Council of their permanent residence mentioned in their Computerized National Identity Card and domicile, on merit and if no eligible candidate in that Union Council is available where the school is situated, such appointment shall be made on merit from amongst eligible candidates belonging to the adjacent Union Councils. The teachers were hired through National Testing Service with the basic aim to end the shortage of teachers and speeding up the recruitment process, which otherwise took a long time when carried out through Public Service Commission. From 2014 till 2019, Elementary and Secondary Education department recruited around 47,000 teachers on adhoc/contract basis through merit/school based recruitment policy from the parent union council or adjacent union council, out of which the DEO (male & Female) Peshawar appointed 3,726 teachers. However, during year 2018, the services of the adhoc teachers were regularized under the “The Khyber Pakhtunkhwa employees of the Elementary & Secondary Education Department (Appointment and Regularization of Services) Act, 2017”.

Key Audit Findings

Key Audit Findings are as follows:

- i. High turnover of teachers appointed under merit/school based recruitment policy;
- ii. Irregular posting/transfers of adhoc/contract based teachers;
- iii. Nominal increase in Universal Primary Enrolment and higher drop-outs from Primary to Middle and Higher level Education;
- iv. Non-observance of minority quota;
- v. Irregular extension in service beyond one year;
- vi. Irregular hiring of private firm for testing of candidates for teaching cadre;
- vii. Wastage of government funds on teachers training due to non-appointment of qualified candidates;
- viii. Phenomenal increase in budget and slight improvement in learning landmarks;
- ix. Non-effective Monitoring & Evaluation Framework established through School Quality Management Initiative (SQMI);
- x. Violation of rationalization policy for creation of posts in teaching cadre; and
- xi. Selection of teachers without interview/aptitude test.

Recommendations

Education Department Peshawar needs:

- i. Shortcomings in the recruitment policy may be removed so that it could attract best candidates for the job and to retain them in service by offering them much-needed job satisfactions and motivations.
- ii. As envisioned in merit/school based recruitment policy, recruitment of new teachers may be regulated against school specific posts to check frequent unnecessary postings/transfers and to promote lifelong association of teachers with their schools
- iii. Low performance of teachers to enhance enrolment and dropout prevention could be due to the dis-satisfaction of teachers from their

working conditions. This dis-satisfaction of teachers is due to "Overcrowded classrooms, multi-grade classes, shortage of time, lack of educational resources and support from school leadership, policies related to curriculum" and other political influences from politicians. To address these issues, education model must cater all these aspects in its entirety as adopting policies in fragments could never be conducive to sustainable education system.

- iv. 3% quota for appointment amongst the minority community may be observed to safeguard rights of minorities as guaranteed in constitution.
- v. Either the services of adhoc/contract may not be extended beyond one year or Khyber Pakhtunkhwa (Appointment, Deputation, Posting and Transfer of Teachers, Lecturers, Instructors and Doctors) Regulatory Act, 2011 to the extent it relates to the E&SED may be amended to regularize the services of newly recruited teachers.
- vi. Screening test of candidates may be taken through government owned testing agency ETEA or through private firm may be hired through open competition among various private firms.
- vii. Though merit/school based recruitment policy would have some positive effects on education status of KP like induction of highly qualified teachers but this would be a short term outcome, yet government should focus on bringing such reforms which have long term positive impact on the education system.
- viii. Allocation of performance based budgeting and recruitment of the teaching staff according to the requirement besides emphases on increase in enrollment and quality education.
- ix. Establishment of robust and vigilant M&E framework which could help department in training need assessments and providing conducive learning environment to the students.
- x. Execution of rationalization policy in its true letter and spirit for creation of posts.
- xi. Inclusion of interview marks in the merit/school based selection to check the aptitude of newly appointed teachers.

1. INTRODUCTION

1.1 Background

The schools of Khyber Pakhtunkhwa have suffered a lot, both from internal and external factors. Internal factors included managerial neglect, lack of political will, insufficient resources, built-in problems with the teaching methods and course contents. Similarly, external factors like rampant terrorism unleashed on schools across the province also hindered education department to provide conducive learning environment to the future builders of the nation. Nevertheless, transportation issues, harsh climate and cultural constraints were some additional irritants in accomplishing cherished goals of universal primary and secondary education. Attack on Army Public School in Peshawar in 2014 was perhaps the ugliest incident in the history of nation. Still, love for education and eagerness to defeat agents of darkness pushed resilient people of Khyber Pakhtunkhwa to educate next generation and consistently sought for schools which could provide quality education to their kids.

No treatment of the context in which education is offered to Khyber Pakhtunkhwa children can be complete without taking into account the impact of migration. Since 1980, this province is hosting three million Afghan refugees, which has put enormous pressure on its health and educational facilities. In addition, issues of internally displaced people (IDPs) have also erupted various times since 2005, especially mass movement of people from Malakand division to Mardan and Peshawar districts in 2009 and forced evacuation of tribes of FATA during military action “Zarb-azab” to Bannu, D.I.Khan, Lakki Marwat, Hangu and Tank in 2014. There has also been a substantial migration out of Peshawar from among the elite and educated upper middle class, to other urban centers of the country.

Since inception, all governments have tried to reform education sector by devising reminiscent education policies. Current regime in Khyber Pakhtunkhwa has also envisaged various ways and means to address the issues of quality education through series of reforms from 2013 till date. They are targeting both

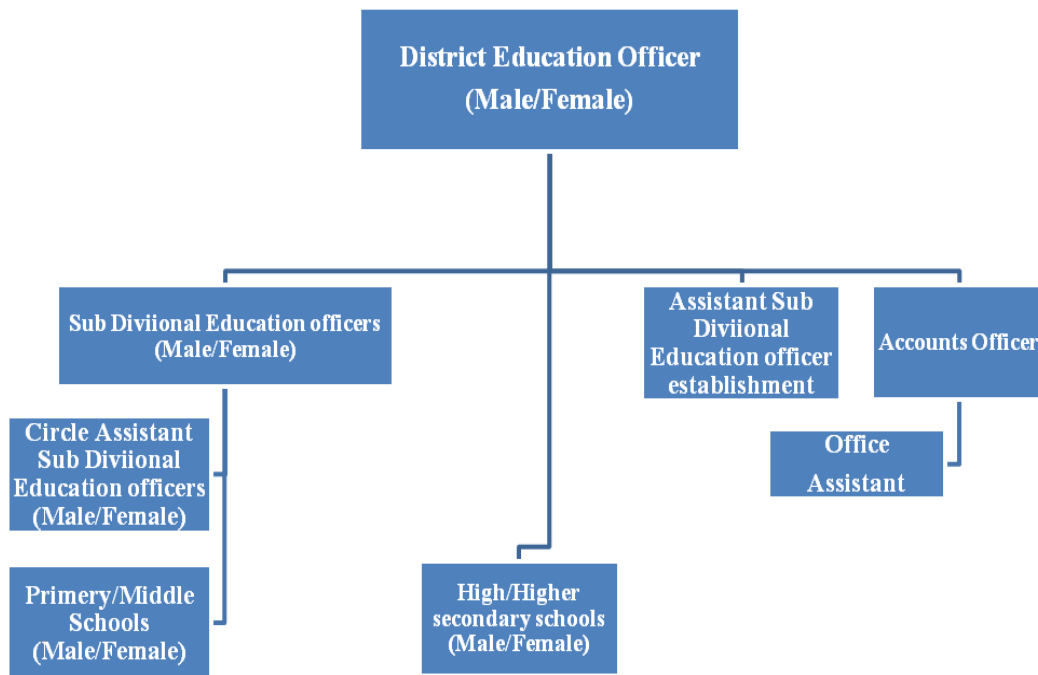
hardware and software of the education sector through improved school facilities and infrastructure, increased budgetary allocations, and recruitment of new generation of teachers purely on a merit-based process.

District Education Rankings of Pakistan in 2017 has shown that Khyber Pakhtunkhwa has moved up the index and now leads in the provision of infrastructure at the primary level among other provinces in Pakistan; however, at the middle school level Khyber Pakhtunkhwa is at the second spot after the Punjab. Similarly, on the education score and beyond primary readiness score index, Khyber Pakhtunkhwa lags behind the Punjab, Islamabad Capital Territory and Gilgit Baltistan. The reforms introduced during the current tenure have had some success in identifying closed schools, in recruiting teachers on the basis of merit and reducing teacher absenteeism in government schools through accountability mechanisms and in partially addressing the issue of better spending by popularizing the role of PTCs. Yet, Khyber Pakhtunkhwa continues to suffer from an education system that is unable to produce high learning outcomes among its students; especially in that of Mathematics, English and Science.

1.2 Organizational Structure

Education department Peshawar is divided in four towns i.e Town-I Town-II, Town-III and Town-IV, which are administratively controlled by the District Education Officers Male and Female. The District Education officers are assisted by Deputy District Officers, ASDEOs of each town, ASDEO Primary, ASDEO Secondary ASDEO P&D, ASDEO Sports, establishment Superintendents, account officer & clerical staff. Furthermore, each town is further divided into circles which are headed by ASDEOs.

Education Department Male/Female Peshawar



2. AUDIT OBJECTIVES

The major objectives of the audit were:

- To analyse rationalization policy of teachers for ascertaining demand of teachers in the public schools.
- To find level of observance of recruitment policy during recruitment process.
- To check that whether criteria set for recruitment of teachers up to BPS-15 was complied with or not.
- To gauge improvement in the learning landmarks of students during various assessment exercises held at various Grades through internal and external organizations.

- To assess impact of regularization of NTS teachers on the overall aims of recruitment policy.
- To analyse and assess the observance of principles of economy, efficiency and effectiveness by the auditee.
- To provide the Parliament with independent and impartial information on performance aspects and related recommendations on recruitments;
- To support auditee with recommendations for improving the performance of recruitment procedures

3. AUDIT SCOPE AND METHODOLOGY

3.1 Audit Scope

The Audit focused on assessing Improvement in service delivery of merit /school based recruitment of teaching cadre in district education offices of district Peshawar.

3.2 Audit Methodology

The audit was conducted in accordance with International Organization of Supreme Audit Institutions (INTOSAI) Auditing Standards as adopted by the Department of the Auditor General of Pakistan. These standards require comprehensive planning to ensure that an audit of high quality is carried out in an economic, efficient and effective way within the planned time and cost. Data was collected from both primary and secondary sources.

The District Education Officers (Male & Female) were visited by the audit team to gather information through interviews from the management of the department and to review the documents and other related records. Information were also collected from the websites of Independent Monitoring Unit (IMU), Education Management Information System (EMIS) and Elementary and Secondary Education Department Khyber Pakhtunkhwa. Moreover, statistical reports of the government schools as carried out the department from 2014 till date were also consulted to have better understanding of the reforms introduced by the government from time to time.

4. AUDIT FINDINGS AND RECOMMENDATIONS

4.1 Planning/Organization Management & Service Delivery Issues

4.1.1 Turnover of teachers appointed under merit/school based recruitment policy

Under section 3 of the Khyber Pakhtunkhwa (Appointment, Deputation, Posting and Transfer of Teachers, Lecturers, Instructors and Doctors) Regulatory Act, 2011, the vacancy of primary school teacher shall be filled in from the candidates belonging to the Union Council of their permanent residence mentioned in their Computerized National Identity Card and domicile, on merit and if no eligible candidate in that Union Council is available where the school is situate, such appointment shall be made on merit from amongst eligible candidates belonging to the adjacent Union Councils.

Since 2014, E&SE Department made thousands of appointments in teaching cadre across the province through NTS under school based recruitment policy. In line with above, District Education Offices (male & female), Peshawar also appointed 3,726 PSTs and CTs in various primary & middle schools from 2014 till 2019. However, out of 330 secondary level teachers, 79 teachers at DEO male side left job during the period 2014-19. Similarly, as many as 21 female teachers resigned from their posts after some time due to following lacunas in the policy.

- i. Policy helped recruit best available candidates but it failed to retain them because of absence of appropriate career progression. The appointed candidate had to serve in the cluster of 5 schools for the rest of his/her life where promotions were also limited to head of school only.
- ii. Similarly, policy also restricted his/her horizontal mobility to other offices making his stay in office stagnant and less attractive. Therefore, these newly recruited teachers left jobs, whenever got better opportunity.

Audit holds that frequent resignations of newly recruited teachers and high turnover resulted in wastage of resources on their recruitment and on-job

trainings. If government had catered for these shortcomings in the policy then it would have resulted in longer stay of best candidates in the service and ensured better learning environment. Details of teachers who left jobs are attached as **Annex-1**.

High rate of turnover of newly recruited teachers due to shortcomings in the policy resulted in wastage of government money on their recruitments and in-service trainings.

When pointed out in March 2020, the management replied that the audit observation will be communicated to provincial government as recruitment/posting transfer polices are framed by the provincial government.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends that shortcomings from the recruitment policy may be removed so that it could attract best candidates for the job and to retain them in service by offering them much-needed job satisfactions and motivations.

4.1.2 Irregular posting/transfers of adhoc/contract based teachers

According to Chief Minister Secretariat KPK Peshawar letter No. SO-1/CMC/KPK/3-1/2016 dated 15.04.2016, after adopting the policy of school-based system, still posting/transfer of teachers are being carried out which is against the spirit of Transfer Policy. Moreover, teachers are being transferred from other Districts as well. In the subject letter, Chief Minister also took cognizance of such defiance and asked for report of these irregular posting/transfers.

The District Education officers (Male & Female) Peshawar during 2018-2019 made posting/transfer of teaching cadre in various schools in violation of the policy. The policy of school/merit based policy was introduced to hire local best available candidates in far flung schools where teachers from urban areas were often not willing to serve. Secondly, these newly hired teachers were

ad hoc/contract based appointees and their posting/transfers from their original place of posting was not permissible. Audit holds that such posting/transfers were against the spirit of merit/school based induction policy and meant for extending undue favor to the teachers. Details are attached as **Annex-2**.

The irregularity occurred in clear defiance of transfer policy, which resulted in compromising the basic objective of appointments under merit/school based induction policy.

When pointed out in March 2020, the management replied that the posting transfers of teachers were made purely on merit and need basis keeping in view the enrolment of schools.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends that as envisioned in merit/school based recruitment policy, recruitment of new teachers may be regulated against school specific posts to check frequent unnecessary postings/transfers and to promote lifelong association of teachers with their schools. In addition, inquiry in the subject matter may also be initiated for fixing of responsibility at the person(s) at fault.

4.1.3 Decrease in primary enrolment

After the insertion of 18th Amendment, balance of political and administrative powers and broad based implications of reforms for provision of “Right to Education” are shifted to Provincial governments from Federal government. Two main amendments that have been inserted in the constitution related to the provision of free and compulsory education to all the children of age group 5-16 years up to secondary level are as follows.

1. Article 25 A: Right to Education, “The state shall provide free and compulsory education to all children of the age of 5 -16 years in such manner as may be determined by law”.

2. Article 37 (b): remove illiteracy and provide free and compulsory secondary education within minimum possible period.

Education Department has sustained and deepened the concept of merit in the recruitment of teachers during the past few years by not just conducting the test through a third party, National Testing Service (NTS), but also school based recruitment of teachers to ensure rationalized deployment. Since 2013, around 47,000 teachers have been recruited through the NTS system and another 17,000 are currently being recruited. During performance Audit of “Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar”, it was observed that around 3,726 teachers were hired from 2014 till 2019 in various schools of the district Peshawar. However, recruitment of such higher number of teachers did not affect the rate of enrolment in the district as mentioned below:

Gender	2014-15	2015-16	2016-17	2017-18	2018-19	Class
Male students	282,618	262,766	258,097	276,040	276,923	Kacchi to 5 th
Female students	152,318	137,814	136,392	141,886	144,969	Kacchi to 5 th
Total	434,936	400,580	394,489	417,926	421,892	

*Annual statistical reports Government Schools

In the light of findings of report “five years of educational reforms (2013-2018), wins, losses and challenges”, girls were at a greater disadvantage with almost half of all the girls (51%) in Khyber Pakhtunkhwa did not attend the schools. This percentage of out of school rest at 23% for all the boys in the province. Even at the primary level, where of all the boys in Khyber Pakhtunkhwa only 5% were out of school, more than a quarter of all the girls (26%) in the primary school age group were out of school.

Between 2012 and 2017, enrolments in primary schools have increased by 4.54%, or an absolute number of 97,948 students. Similarly, for middle and high school it is 2.3% (17,309) and 26.96% (78,367) respectively. However, this increased enrolment at each respective tier is not accompanied by a similar rate of increase across all the levels of schooling. There is still a high rate of student

attrition after primary schooling, with provincial retention rates – cumulative middle and high school enrolment expressed as a percentage of primary enrolment – at 41.09% as measured by Alif Ailaan’s District Education Rankings.

Low enrolment and high rate of student attrition after primary schooling indicate some basic flaws in the merit/school based induction policy like lack of parents’ trust in government schooling system and doubts on teachers’ competence to teach kids better than private school teachers.

When pointed out in March 2020, the management did not furnish reply.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends that low performance of teachers to enhance enrolment and dropout prevention could be due to the dis-satisfaction of teachers from their working conditions. This dis-satisfaction of teachers is due to “Overcrowded classrooms, multi-grade classes, shortage of time, lack of educational resources and support from school leadership, policies related to curriculum” and other political influences from politicians. To address these issues, education model must cater all these aspects in its entirety as adopting policies in fragments could never be conducive to sustainable education system.

4.1.4 Non fully observing the minority quota during the appointment.

According to Establishment & Regulation Wing Govt. of KPK letter No. SOR-VI/E&AD/4-4/2009 dated 20th April, 2009, 3% quota will be observed for appointment amongst the minority candidates.

The District Education officers (Male), Peshawar made various appointments of PST, CT, SST, DM etc during the year 2014-19. However, 3% percentage quota for appointment amongst the minority community was not observed in letter and spirit. Detail is given below.

S.No	Year	Total appointments	3% minority quota	Appointment made under minority	Difference
1	2014	227	7	0	7
2	2015	591	18	2	16
3	2016	616	18	0	18
4	2017	550	16	10	6
5	2018	82	2	0	2
6	2019	384	11	11	0
Total		2,450	72	23	49

The irregularity occurred due to non-observance of rules which resulted in non-appointment of candidates amongst the minority community.

When pointed out in March 2020, the management replied that all the appointment was made by observing minority quota and the difference shown by the audit is due to non availability of suitable candidates.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends observance of 3% quota for appointment amongst the minority community besides legal action against the person(s) at fault.

4.1.5 Irregular extension in service beyond one year.

According to Establishment & Regulation Wing Govt. of KPK letter No. SOR-VI/E&AD/4-4/2009 dated 20th April, 2009, technically adhoc and contract appointment are intrinsically different and are made due to different reasons and different circumstances. Adhoc appointment is made only when a post falls within the purview of the Commission, but it needs to be filled urgently on temporary basis pending nomination by the Commission, with prior approval of the Commission. Such is not the case with contract appointment which is mainly governed under Section-25 of the KPK Civil Servant Act 1973 and practically restricted to projects etc.

The District Education Officer (Male & Female) Peshawar made appointments of 3,726 teaching staff under the policy of school base recruitment on adhoc policy during the 2014 to 2019 for one year. However, the adhoc period was extended beyond one year of their services in violation of the rules.

The irregularity occurred due to non-observance of rules which resulted in un-authorized extension in services.

When pointed out in March 2020, the management replied that extension was granted keeping in view school enrolment and provincial government order.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends that either the services of adhoc/contract may not be extended beyond one year or Khyber Pakhtunkhwa (Appointment, Deputation, Posting and Transfer of Teachers, Lecturers, Instructors and Doctors) Regulatory Act, 2011 to the extent it relates to the E&SED may be amended to regularize the services of newly recruited teachers.

4.1.6 Irregular hiring of private firm for testing of candidates for teaching cadre

According to Rule 30 of KPPRA Rules-2014, each procuring entity shall plan its procurements with due consideration to transparency, economy, efficiency and timeliness, and shall ensure equal opportunities to all prospective bidders in accordance with section 22 of the Act.

During performance Audit of “Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar”, it was revealed that screening test for school based/merit based teachers conducted through a private firm “National testing service” instead of calling for wider competition through open bidding. It is also pertinent to mention that government owned testing service

ETEA “Educational testing and evaluation Agency” was also ignored in the process and execution order was issued to private firm. Loss was incurred to the government exchequer as private firm was preferred over government owned agency and due to non-adoption of competitive bid through open competition among intending private firms.

Audit observed that offering of screening test to private firm was intended to give it undue favor, which resulted in public exchequer and poor candidates.

When pointed out in March 2020, the management replied that recruitment process was made through NTS after observing all coddle formalities at provincial level.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends that screening test of candidates may be taken through government owned testing agency ETEA or through private firm may be hired through open competition among various private firms.

4.2 Financial Management Issues

4.2.1 Wastage of government funds on teachers training due to non-appointment of qualified candidates

National Education Policy 2009 emphasis on the need for adequately qualified and skilled teaching staff and their availability in schools along with continuing education and in-service trainings. In context of their eligibility to the service, minimum qualification levels proposed for teaching staff at elementary level is Bachelor's degree and B.Ed and at secondary and higher levels is Master's degree and B.Ed. Similar guidelines for the improvement of teacher education are also provided in recent National Education policy of Pakistan 2017. Policies in past also suggested the same like 1972-80 Policy advocated for revising and improving the pre-service teacher education programs like PTC (Primary Teaching Certificate) and CT (Certificate of Teaching), while the 1979 policy suggested up-gradation of teacher education institutions (National Education Policy, 1979).

During the performance audit of “Improvement in service delivery due to merit/school based recruitment policy for teaching cadre in DEOs (M&F) in Peshawar”, it was revealed that soon after the presentation of national education policy 2017, the E&SE Department developed a contradictory teacher induction policy totally against of that national education polices. Moreover, this policy was also in contradiction of National Professional Standards for Teachers in Pakistan, Pakistan development vision 2025 and as well as international standards for teachers in various countries.

New induction policy had no requisite condition of professional qualification for any post. However, only additional 5% marks were reserved for candidates having a professional degree, with Bachelor of Arts (B.A) as the eligibility criteria for all posts except secondary school science teacher where Bachelor of Science was required. Moreover, 20% additional marks were reserved for candidates with Masters Degree in any field except Education which was awarded 10% additional marks only. In addition, training of nine-month

duration was proposed for selected candidates at the Provincial Institute for Teacher Education (PITE) and Regional Institutes for Teacher Education (RITEs).

Audit had following observations.

1. No weightage was given to the professional graduates B.Ed, Bed in the induction process.
2. It would also discard the efforts and money of previous Federal Governments and USAID spent on improving pre-service teacher education in Pakistan.
3. Millions of rupees were spent on scholarships and constructing buildings in various universities to attract brilliant students in teaching field. Soon after the implementation of teacher induction policy, the enrollment rate decreased in almost all teacher education institutes at KP. Resultantly, survival of teacher education institutes would be difficult in coming years.
4. As planned these newly inducted teachers would be trained in PITE and RITEs for nine month after selection. If we proportionate the number of teacher with the teaching institutes, thousands of teachers would be trained in each institute. In fact, dealing with such high number would create various issues such as; human resources, physical resources, infrastructural issues, management, quality, and many more.
5. By recruiting professional degree holders, possibility of high retention rate of teachers would be a serious issue since many of them would leave job with good offer in their respective fields resulting in shortage of teachers in school.
6. Motivational level of already recruited teacher would be low towards learning during the nine months training period as compared to those who were graduated under 4 years degree program in B.Ed (Hons).

Such huge expenditure on the post service trainings and discarding professionally qualified teachers would have long term impact on the job market of teachers in the country and overall education quality in schools.

Induction policy resulted in demotivation of professional teachers and threatened the future of institutions offering services in teachers' education which may lead to shortage of teachers in schools in future due to higher turnover.

When pointed out in March 2020, the management did not furnish reply.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends that though this policy would have some positive effects on education status of KP; including induction of highly qualified teachers but this would be a short term outcome and government should focus on bringing such reforms which have long term positive impact instead of short term benefits.

4.2.2 Phenomenal increase in budget and slight improvement in learning landmarks

Elementary and secondary education holds fundamental place in the entire educational system. The educationists believe that this juncture is a backbone or foundation stone of the whole educational system, while sociologists judge it as valuable stick of social reforms. Quality of education has its own significance and importance for the country. In simple words quality of elementary and secondary education is acting the role of bridge to the entire next coming stages of education. Therefore progress of nation depends directly on the quality of education. One of the six goals, outlined by the World Education-Dakar-Framework for Action (2000), is linked to the improvement of "all aspects of quality education" in order to accomplish the acknowledged learning outcomes.

During performance Audit of "Improvement in service delivery due to merit /school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar", it was revealed that budget of education

department increased many fold since 2014; still, improvement in learning outcomes was insignificant. During last five years, 3,726 teachers were recruited through NTS to fulfill deficiency in teaching cadre and government had spent billions of rupees on their pay and allowances as per detail below:

S.No	Office	Financial year	Budget	Expenditures
1	DEO Male Peshawar	2017-18	315.652	357.069
2	DEO Male Peshawar	2018-19	1,684.676	2,275.222
3	DEO Female Peshawar	2017-18	178.084	283.316
4	DEO Female Peshawar	2018-19	1,368.302	1,687.664
Total			3,546.714	4,603.271

However, when current learning landmarks were compared with the outcomes of 2016, following results were observed.

1. At provincial level, 42% of class 5 children could not read a class 2 level story in Urdu/Pashto compared to 55% in 2016. Analysis shows that 61% of class 3 children could not read story in Urdu compared to 71% in 2016.
2. English learning levels have improved as 37% class 5 children could not read sentences (class 2 level) compared to 43% in 2016. Study also reveals that 76% class 3 children could not read class 2 level sentences as compared to 86% in 2016.
3. Arithmetic learning levels have also improved as 43% class 5 children could not do two digit divisions as compared to 51% in 2016. 52% children enrolled in class 3 could not do two digit divisions in 2018 as compared to 93% in 2016.
4. Average student learning outcomes for Grade 5,8,9 &10 for all districts were still below 52%, while district Peshawar stood at 23rd position with the average of 40.6%. Its further break-up between male and female were 39% and 43% respectively.

The wastage of government funds occurred due to non-existence of robust internal accountability mechanism and functional performance appraisal system of teaching staff within education department.

When pointed out in March 2020, the management did not furnish reply.

Request for convening of DAC was made in August 2018, which could not be convened till finalization of this report.

Audit recommends allocation of performance based budgeting and recruitment of the teaching staff according to the requirement besides emphases on increase in enrollment and quality education.

4.3 Monitoring and Evaluation

4.3.1 In-effective Monitoring & Evaluation Framework established through School Quality Management Initiative

Elementary and secondary education department has launched School Quality Management Initiative (SQMI) to monitor the school improvement indicators in line with School Improvement Framework (SIF) and to revitalize the function of the E&SE Directorate to inspect the quality of teaching and learning processes in schools. Specific objectives of the program are as follows.

1. Monitor the quality of teaching and learning with a view to regularly identify needs of the improvement in the quality of the teaching practices.
2. Providing regular, timely feedback to teachers and head teachers for remedial actions.
3. Empowering the ASDEOs to conduct effective/useful inspections.

During performance Audit of “Improvement in service delivery due to merit / school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar”, it was observed that education department allocated Rs 80 million for the year 2017-18 for activities under the SQMI. It included visit to each focused school twice in an academic year, collect data employing state of the art tools, train officers on the use of such advanced instruments and feed data in a School Improvement Framework (SIF). To be precise, SQMI was meant for fillings gap in a much-needed education management information system by improving the quality of inspection at school level, standardizing teaching-learning process according to Student Learning Outcomes (SLOs) and curriculum pacing, ranking schools on the basis of standards at provincial level in the School Improvement Framework (SIF) and providing feedback to teachers and head teachers for quality management, supervision, assessment and learning environments. Audit had following observations.

1. Out of 380 posts of ADSEOs, 187 posts were vacant which usually result in insufficient reach as at their best, existing staff could cover only 14,000 schools out of approx. 27,500 schools.
2. There is no mechanism to validate data punched by ASDEOs into the dash board and errors of impersonation are very frequent.
3. ASDEOs assessment in the education system is limited to Grade 2 only and rest of classes are left out due to lack of human resources, relevant class-wise data bank and assessment tools.
4. SQMI data is parked in IT DATA center; however, SQMI wing could not be established so far in the E&SE Directorate for data strengthening, dash board maintenance, data sinking and evaluation despite the fact the budget of Rs. 30 million were allocated for the subject purpose in 2018-19.
5. SQMI had to assess training needs through field visits and compile them at directorate level and then communicate to DCTE and PITE for preparing training contents and arranging capacity building workshops, which was never done.
6. And most importantly, SQMI was meant to punch the data into school management information system to fill the gaps in School Improvement Framework (SIF), but unfortunately, no such framework exists at provincial level.

SQMI was yet another failed and ill planned program of education department which could not achieve its intended objectives due to lack of will and weak implementation at field.

When pointed out in March 2020, the management did not furnish reply.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends establishment of robust and vigilant M&E framework which could help department in training need assessments and providing conducive learning environment to the students.

4.3.2 Violation of rationalization policy for creation of posts in teaching cadre

According to various notifications of the education department, creations of the posts at different levels are governed by following rules.

1. At the primary level, for class nursery and one even if the enrolment is up to 40, one teacher shall be provided. For additional teachers the enrolment of classes 2-5 shall be counted, and for a second teacher to be provisioned there should be at least 20 students in classes 2-5. For three teachers to be provisioned in a primary school there should be at least 100 students (including nursery and 1 population). Each additional teacher shall be provided for an extra 40 students over 100.
2. For middle/elementary level teachers the teacher allocation criteria shall be based on work load (number of classes per week, and in this case a minimum of 30 per week) and student teacher ratio at 1½ to 2 teachers per section of 45 students. If there are 135 students in an elementary school, it will be considered a single section school (45 students each in classes 6, 7, 8, totaling to 135 students for the school), and five to six teachers in addition to a head teacher shall be provisioned for.
3. For secondary (classes 9th and 10th) and higher secondary (classes 11th and 12th) schools/sections teacher allocation shall be based on teacher work load (no less than 25 periods per week) and student teacher ratio at 1½ to 2 subject specialist per section of 45 students. In a single section school (45 students each in class 9th and 10th) there should be 3 to 4 subject specialists.

During performance Audit of “Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar”, it was observed that teachers’ rationalization policy was not followed in its true letter and spirit. Other than above mentioned yardsticks for creation of posts and posting/transfer of the teachers in various formations of education department, it is also relevant to mention that all schools in the province are not the same. They vary from each

other in terms of enrolment, multi-grade teaching, urban rural divide, and infrastructure as they vary from 2 to 6 classrooms at primary level with more stark variations at higher levels and topography. Rationalization formula based on district level enrolment could never be the true reflection of teachers' deficiency in various schools of the district. On sample basis data of few schools were checked.

Rationalization policy to create additional posts of teachers without taking into account the ground realities resulted into wastage of government resources on hiring of surplus teachers.

When pointed out in March 2020, the management did not furnish reply.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends inquiry into the matter and fixing of responsibility at persons(s) at fault and to follow relevant rules notified by the department for creation of posts.

4.3.3 Selection of teachers without interview/aptitude test

According to Establishment Department's circular letter No.SORI (S&GAD) 4-1/75 (Vol-I), 26.5.2000, candidates qualifying the written test for posts in BPS-5 and above, shall be awarded up to 08 marks on the basis of interview.

District Education officers (Male) Peshawar recruited total 2,450 male teachers in various categories during 2014 to 2019. The recruitment process includes screening of candidates by National Testing Service, and then announcement of final merit list comprising of NTS score and marks obtained in various exams during the educational career. Ironically, interviews were not included in the selection process and 8 marks as instructed by Establishment Department were not made part of final merit list. Audit holds that selection of

teachers without aptitude/physiological tests has not only violated the recruitment criteria but also increased the risks of appointment of unsuitable candidates.

Defective recruitment process increase chances of selection of unsuitable candidates which deprived students from quality education.

When pointed out in March 2020, the management did not furnish reply.

Request for convening of DAC meeting was made in April 2020, which could not be convened till finalization of this report.

Audit recommends inclusion interview marks in the selection process of the school/merit based teachers.

4.4 Overall Assessment

i. Relevance:

The Education Department, Government of Khyber Pakhtunkhwa, endeavors to improve competency of teaching cadre through initial appointment of more qualified and brilliant candidates is in line with the Khyber Pakhtunkhwa Education Sector Plan (KESP).

ii. Efficacy:

Though merit/school based recruitment policy for the teaching cadre have captured some short term objectives by attracting best of the best candidates from the market through broadening the base for potential aspirants of the teaching profession. But real challenge lies ahead when these newly hired teachers would be properly trained and motivated through proper career progression to continue teaching as profession in future.

iii. Efficiency:

Education departments' paradigm shift to in-service trainings from hiring certified teachers would have long term impact on the future of those institutions which offer B.Ed. (Hons) in education and it might lead to shortage of professional teachers in future. Similarly, funds spent on M&E framework through SQMI went in vain as project was not handled properly. ASDEOs were engaged in quality assurance of education instead of doing their traditional work of filling "taleemi goshwary" which would create information insufficiency at district and provincial levels for informed decision making. Similarly, creating surplus posts through ill-informed and ill-conceived rationalization policy would put unbearable burden on the public exchequers in future. Spending conditional grants through PTCs is yet another grey area where funds were utilized without any accountability.

iv. Economy:

The existing education system in public sector was deteriorating day by day inter- alia due to political interference defeating merit based selection and frequent posting/ transfers of teachers owing to victimization or favoritism

and nepotism by the authorities at the helm of affairs. It was therefore imperative to devise such a recruitment policy which must ensure merit based selection. Besides, such posting/ transfer policy was also required which could ensure school specific placement/posting to link community with the teacher and to overcome multiple demerits of previous education system. This induction policy was meant to check illegal and irrational posting /transfers due to which on the one hand, the teachers could not have feelings of ownership for the institute where they are posted and on the other hand, badly affected the uplift of the students. But, unfortunately, all the merits of this policy were compromised when these teachers were regularized in the election year 2018 for political benefit.

v. Effectiveness:

Education Department, Government of Khyber Pakhtunkhwa, hired 57,000 teachers on the basis of merit/school based recruitment policy, but could not make necessary arrangements for their training, career progression, performance incentives, effective monitoring and evaluation framework and key performance indicators for teachers which resulted in very insignificant improvement in universal primary enrolment, dropout prevention and achievement of minimum learning landmarks.

vi. Compliance with rules:

Main observations with regard to violation of rules are given below.

1. Rationalization policy was not devised keeping in view the standing rules for creation of posts at various tiers.
2. Training arrangements made through PITE and RITE were not provided to all the newly recruited teachers as committed in the revised rules. Outreach of continuous professional development program and induction program for the trainings of the teachers was limited to few districts only.
3. Monitoring and evaluation framework established through School Quality Framework was ineffective.
4. No KPIs were devised for gauging the performance of teachers as committed in the summary.

5. CONCLUSION

Key issues for the Future: The primary education sub-sector has traditionally been the main target of government efforts in its pursuit of UPE. However, there are serious societal and cultural issues that form parental opinions about school and schooling, some of which cause an unwillingness of many families to send all their children to school. These underlying factors need to be identified and addressed in policy. Problems contributing to low enrolment are not confined to low resource supply but are coupled with high population growth (roughly 2.63% annually¹⁴), so education planners also need to take into consideration the following hard realities which rarely figure in government plans. Some of the key issues identified for future are as follows:

1. Lack of overall community interest in education.
2. No compensation for the opportunity costs to poor families and lack of ownership by community and district governments of educational programs.
3. Out-dated teacher attitudes and apathy at critical formative stages of schooling encouraging high drop-out.
4. Lack of teacher commitment and non-availability of qualified teachers especially in rural areas.
5. Low teacher competencies at the level of induction.
6. Problems of female mobility.
7. Weak coordination with private and religious sectors hindering a joint strategy to address the problem of education.
8. Lack of capacity at all levels.
9. Education programs/strategies mainly supply-side driven and based on ambitious plans and unrealistic assumptions.
10. Lack of support for education from community and dearth of home grown ideas and initiatives, and
11. Political interference which has become the major issue.

5.2 Lessons identified:

The Dakar Framework for Action on Education For All (EFA) adopted in April 2000, the Millennium Development Goals (MDGs), Poverty Reduction Strategy Paper of the Government of Pakistan and the Provincial Reforms Program (PRP) of the Government of Khyber Pakhtunkhwa define the policy framework for education in Khyber Pakhtunkhwa. In the light of these strategies and ground realities, following lessons could be drawn for future policy makers.

1. Education for All (EFA) plan to be adopted and implemented at provincial and district levels.
2. Introduce and institutionalize formal Early Childhood Education (ECE) at primary school level.
3. Declare primary education for all children (boys and girls) as compulsory and free through legal mandate (implementation of 25-A).
4. Involve communities in education to increase access, reduce drop-outs, improve and run school facilities.
5. Provide further incentives to increase access and participation of girls in mainstream education through free textbooks, stipends for girls at secondary level, voucher scheme, scholarships, hostel facilities for female teachers etc. and facilitating female teachers' transportation to and from school.
6. Develop diverse district strategies to promote overall enrolments and enhancement of girls' participation in particular rural areas and increase opportunities for girls at middle school level.
7. Strengthening teacher training institutions for quality training and linking training with promotion.
8. Develop linkages between all levels of education and curriculum.
9. Improve examination system with re-introduction of uniform centralized examination system at 8th and 5th class levels.
10. Improve school-level monitoring with the help of PTCs.
11. Rationalization at all levels i.e. primary, middle, high and higher secondary.
12. Development and implementation of Spatial Decision Support System (SDSS) i.e. Web-based GIS enabled system for Planners/Researchers/

Donors both at Provincial and District level.

13. Use of Educational Management Information System (EMIS) data in education planning.
14. Development of Financial Management Information System (FMIS).

In view of the foregoing paras, it may be concluded that no significant Improvement in service delivery due to merit/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Peshawar was observed. In order to achieve the desired goals the teachers and management need to focus on quality of education, introduction of technology and personalizing the learning experience to meet the needs of each individual student.

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RESPONSE AND IMPLEMENTATION OF RECOMMENDATIONS

Audit of improvement in service delivery due to merit /school based recruitment policy for teaching cadre in District Education offices (Male & Female)				
Para #	Recommendations	Accepted Yes/No	Implementation date	Client comments
1	High turnover of teachers appointed under merit/school based recruitment policy	-	-	-
2	Irregular posting/transfers of adhoc/contract based teachers	-	-	-
3	Nominal increase in Universal Primary Enrolment and higher drop-outs from Primary to Middle and Higher Education	-	-	-
4	Non-observance of minority quota.	-	-	-
5	Irregular extension in service beyond one year.	-	-	-
6	Irregular hiring of private firm for testing of candidates for teaching cadre	-	-	-
7	Wastage of government funds on teachers training due to non-appointment of qualified candidates	-	-	-
8	Phenomenal increase in budget and slight improvement in learning landmarks	-	-	-
9	Non-effective Monitoring & Evaluation Framework established through School Quality Management Initiative	-	-	-
10	Violation of rationalization policy for creation of posts in teaching cadre	-	-	-
11	Selection of teachers without interview/aptitude test	-	-	-

ANNEXURES

Annex-1

Details of teachers who left job after appointment

Details of male teachers who left job without resignation

S.NO.	CADRE	2014	2015	2016	2017	2019	2020	TOTAL
1	CT	15	12	15	21	3	5	71
2	PET	1	2	1	1	1	NIL	6
3	DM	NIL	NIL	NIL	NIL	2	NIL	2
Total								79

Details of Female teachers who resigned from service

S.No	Name of teacher	School name	Designation	Scale	Resignation date
1	Amina Azad D/O Muhammad Azad	GGPS Achar No.01	PST	12	1-08-2018
2	Mst:Zarmina Zia D/O Qazi Zia Ur Rehman	GGPS Sheikh Muhammadi No.02 Peshawar	PST	12	01-11-2019
3	Mst:Shumial Niaz	GGPS Koza Dheri Tela Band, Peshawar	PST	12	01-10-2019
4	Mst: Farida Bibi D/O Abdul Baseer	GGMS Darmangi Peshawar	CT	15	2-11-2019
5	Mis Farah	GGHSS Sufaid Sung Peshawar	CT	15	11-10-2019
6	Amna Abbas	GGPS Pir Kallay No.2, Peshawar.	PST	12	16/05/2017
7	Bushra Husain	GGPS Tehkal Bala No.2, Peshawar.	PST	12	19/05/2017
8	Basrana	GGPS Saabi, Peshawar.	PST	12	20/05/2017
9	Saira Jamil	GGPS Akhoon Abad, Peshawar.	PST	12	20/05/2017
10	Shumaila Yasmeen	GGPS Wazir Bagh No.1, Peshawar.	PST	12	20/05/2017
11	Ameena Gul	GGPS Bela Mohmandan, Peshawar.	PST	12	31/08/2017
12	Durre Sameen	GGPS Mulazai, Peshawar.	PST	12	31/08/2017
13	Ambareen	GGPS Tori Qala, Peshawar.	PST	12	31/08/2017
14	Haleema Farhad	GGPS Koza Dheri Tela	PST	12	31/08/2017

		Band, Peshawar.			
15	Razia Noor	GGPS Garhi Chandan Ujara, Peshawar.	PST	12	31/08/2017
16	Sajida Abd-us- Sattar	GGPS Ijazabad Gulbahar No.4, Peshawar.	PST	12	15/01/2018
17	Amna Azad	GGPS Achar No.1, Peshawar.	PST	12	1/8/2017
18	Zarmina Zia	GGPS Koza Dheri Tela Band, Peshawar.	PST	12	1/10/2019
19	Shumaila Niaz	GGPS Sheikh Muhammadi No.2, Peshawar.	PST	12	1/9/2018
20	Rana Masal Khan	GGPS Regi.No2 Peshawar	PST	12	1/11/2019
21	Saba Farid	GGPS Azakhel.No2 Peshawar	PST	12	09/06/202

Resignation of teacher at DEO Male office

S.no	Cadre	Name	Appointment	Resignation	Dated
1	Ct	Saif ullah	2016	9326-26	09/01/2018
2	Ct	Farhan khan	2019	3130-32	19/10/2019
3	Ct	Danish khan	2020	Resignation under process	

Annex-2

Details of transferred NTS Teachers

S.No	Name of teacher	School name	Designation	Date of appointment
1	Asma Shaheen	GGMS Wahid Ghari	SST	20-05-2017
2	Bushra Hussain	GGHS Masho Gaggar	SST	08-4-2015
3	Rabia Arfeen	GGHS Neelavi	CT	20-07-2016
4	Saira Bano	GGHS Aza Khel	PET	28-05-2014
5	Rabia Shaifullah	GGHS Garhi Malik Sher Bahadar	TT	June, 2014
6	Shehla Ayub	GGHS Warsak Colony	TT	18-05-2016
7	Naheeda bibi	GGHSS Mathra	CT	19--5-2016
8	Talat Jabeen	GGMS Sheikh Muhammadi	CT	18-05-2016
9	Rozina Huma	GGHS Ghari Malik Sher Bahardar	SDM	09-05-2016
10	Marhaba	GGMS Bazid Khel	PET	11-04-2015
11	Zubaida Ashraf	GGMS Mattani	TT	14-02-2018
12	Shakila Naz	GGHSS Khyber Colony	SST	20-05-2017
13	Nausheen Habib Khatak	GGHS Jogani	SST	22-05-2017
14	Sadia Raza Khan	GGHS Ghari Malik sher Bahadar	SST	19-05-2017
15	Salma Bibi	GGHSS Mathra	SST	09-04-2016
16	Shabana Bibi	GGMS Piari Payan	DM	22-05-2017
17	Sana Wisal	GGHS Passani	SST	27-07-2018
18	Kalsoom Bibi	GGMS Sarbiland Pura	CT	20-05-2017

Details of teachers and enrollment

Sr. No.	Total Number of Schools	Total Number of Students	Total Number of Teachers	Teachers Required	Excess Teacher	Less Teachers
1	293	62,567	938	1,564	0	626
2	247	12,876	627	322	305	0
3	50	0	63	0	63	0
4	53	7,523	0	188	0	188
Total	643	82,966	1628	2,074	368	814