



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

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) Swat, 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) Swat, 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.

The observations included in this Report have been finalized after getting written replies from the departments. DAC meetings were not convened despite repeated requests.

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

TABLE OF CONTENTS

EXECUTIVE SUMMARY	ii
1. INTRODUCTION.....	1
2.AUDIT OBJECTIVES	3
3. AUDIT SCOPE AND METHODOLOGY.....	4
4. AUDIT FINDINGS AND RECOMMENDATIONS	6
4.1 Planning/Organization Management & Service Delivery Issues	6
4.1.1 Selection of teachers without interview/aptitude test	6
4.1.2 Recruitment through private firm.	7
4.1.3 Non-existence of key performance indicators for teaching staff.	8
4.1.4 Non-existence of external assessment tests	9
4.1.5 Non imposition of rationalization policy	9
4.1.7 Non providing of basic facilities to schools.....	10
5.1 Sustainability issues.....	12
5.1.1 Low enrolment of students.....	12
5.2 Overall Assessment	13
5.3 Conclusion	15
ANNEXURE.....	16

ABBREVIATIONS AND ACRONYMS

ASDEO	Assistant Sub Division Education Officer
INTOSAI	International Organization of Supreme Audit Institutions
KPK	Khyber Pakhtunkhwa
PC-I	Planning Commission-I
TORs	Terms of Reference
NTS	National testing service
ETEA	Educational testing and evaluation agency
PST	Primary School Teacher
DM	Drawing Master
PTC	Parent Teacher Council
CT	Certified Teacher
FATA	Federal Administrative Tribal Area
DEO	District Education Officer
GGHS	Government Girls High School
GGMS	Government Girls Middle School
GGPS	Government Girls Primary School
GHS	Government High School
GMS	Government Middle School
GPS	Government Primary School

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) Swat, 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 40,000 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) Swat appointed 3,778 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. No visible improvement was observed in quality of education.
- ii. Non setting of Key performance indicators for teachers.
- iii. Non implementation of teacher's rationalization policy.
- iv. Non-conducting of student's external tests.
- v. Despite regularization of teachers no visible change was observed.

RECOMMENDATIONS

Education Department Swatneeds:

- i. For better management and close monitoring divide schools in 3 to 5 schools in a cluster and nominate a cluster Incharge for the schools.
- ii. Notify key performance indicators for teaching staff and mechanism of incentives and penalties shall be introduced.
- iii. Teachers for primary schools should be trained on game based and activities based learning techniques.
- iv. Rationalization policy shall be fully implemented to solve the issue of shortage of teachers without fresh recruitment.
- v. Service structure for teachers may be revised and equal opportunity may be provided for promotions and career enhancement.

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

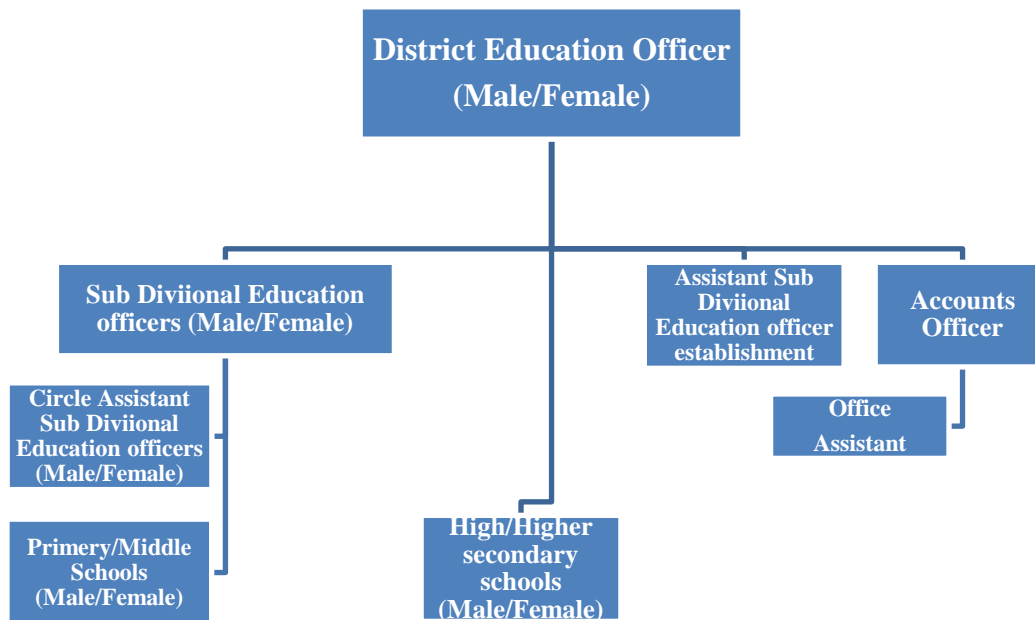
and infrastructure, increased budgetary allocations, and recruitment of new generation of teachers purely on a merit-based process.

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 Swat is divided in seven sub division i.e. Babozai, Bahrain, Barikot, Charbagh, Khwazakhela, Kabal and Matta, which are administratively controlled by the District Education Officers Male and Female. The District Education officers are assisted by Deputy District Officers, SDEO of each sub division, ADEO Primary, ADEO Secondary, ADEO P&D, ADEO sports, establishment superintendents, account officer & clerical staff. Furthermore, each sub division is further divided into circles which are headed by ASDEOs.

Education Department Male/Female Swat



2. AUDIT OBJECTIVES

The major objectives of the audit were:

- 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 provide the Parliament with independent and impartial information on performance aspects and related recommendations on recruitments;
- To support audit entity with recommendations for improving the performance of recruitment procedures.

3. AUDIT SCOPE AND METHODOLOGY

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 Swat.

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. Informations 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 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 that candidates qualifying the written test for posts in BPS-5 and above upto 08 marks will be added on the basis of interview.

District Education officers (Male & Female) Swat from 2014 to 2019 recruited total 3778 teachers consisting 1288 female and 2490 male teachers in various categories. The recruitment process includes screening of candidates by National Testing Service, and then formula of top marks holders plus qualification marks. Marks of interview were not included in selection process. Audit holds that selection of suitable person for teaching position without personnel interview by panel of experts increased the chances of appointment of unsuitable candidates.

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

The irregularity was pointed out in February 2020. Management stated that in the year 2014, the Provincial Government introduced recruitment through NTS and the marks were given on academic and professional qualification as per policy. Hence, the office recruited teachers only on marks of academic/professional on merit basis. Reply of the department was not correct as without proper interview selection of suitable candidates were not possible.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

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

4.1.2 Recruitment through private firm.

Para 23 of the General Financial Rules Volume I requires that every Government Officer 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 “Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Swat” Screening test for school based/merit based teachers conducted through a private firms “National testing service” ignoring Government testing service ETEA “ Educational testing and evaluation Agency” resulting on one side Government was deprived from revenue generated from submission of application forms and on another side chances of giving undue favor to candidates could not be ruled out.

Audit observed that hiring through private firms was due to giving undue favor to the private firm which resulted in loss to Government and doubtful recruitment.

The irregularity was pointed out in February 2020. Management stated that keeping in view merit, short listing of high qualified candidates through EATA/NTS/FTS recruitment was made in the light of policy introduced by competent authority. Moreover, recruitment through private firm was the decision of the Provincial Government. Reply was not convincing as the Government sustained loss by allowing a private firm for recruitment, and ignoring a Government testing agency.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends hiring of teachers through ETEA and fixation of responsibility for hiring a private firm.

4.1.3 Non-existence of key performance indicators for teaching staff.

As per S.No.10 (xviii) of Second Schedule of District Government Rules of Business 2015, a District Officer shall ensure the promotion of literacy rate in the District.

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) Swat” it was noticed that the authorities failed to set key performance indicators for newly appointed teachers. Audit holds that without setting key performance indicators for newly appointed teachers the management remains unaware of the performance and improvement. Furthermore, Audit also unable gauge the improvement after the appointment of newly appointment school based teachers.

Non setting of Key performance indicators occurred due to weak internal controls resulting public at large still not admitting their children in Government schools.

The irregularity was pointed out in February 2020. Management stated that as per policy of the education department, trainings were arranged for teachers recruited during 2014 to date and skill development of the recruited teachers. PD Day arranged by department and District Education Officers kept keen interest in the improvement of teachers and the office followed the policy of the Provincial Government. Reply was not convincing as the promotion be made on key performance indicator and ACR be written on these key performances.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends setting of key performance indicators for teaching staff.

4.1.4 Non-existence of external assessment tests

Objective No 1 of KPESD Education Blue Print 2018-19 required the assessment of Grade 3 to Grade VIII each year.

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) Swat” it was observed that proper mechanism/system of external assessment tests from students of Government schools was not implemented. Audit holds that without external test system improvement in service delivery could not be judged.

Non establishment of external tests system occurred due to weak administrative control, which resulted non judgment of service delivery.

The irregularity was pointed out in February 2020. Management stated that the assessment examination would be held for external assessment of students but the result was not shared with the office. However, the department agreed with the audit observation.

Request for convening DAC meeting was made in June, 2020 with subsequent reminders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends establishment of external tests system without further delay.

4.1.5 Non imposition of rationalization policy

According to Director Elementary and Secondary Education Khyber Pakhtunkhwa notification No.6014-50/Rationalization/EST/ dated 01/04/2014, in primary schools the teacher/students ration shall be 1:40.

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) Swat”, it was revealed that teacher’s rationalization policy was not implemented. Due to non implementation of said policy on one hand many schools were short of teachers resulting poor students

were deprived of learning and on other hand loss was incurred to Government on salaries of surplus teachers. On sample basis, data of few schools were checked. Details given at Annexure-I.

Rationalization of teachers were not done and giving undue favors to teaching staff resulting loss to Government on account of salaries of surplus teachers.

The irregularity was pointed out in February 2020. Management stated that time to time, the office exercised/implemented rationalization policy in primary schools and services of the staff were utilized as per criteria of the Provincial Government. Reply of the department was not convincing as due to non implementation of rationalization policy in letter and spirit poor students were suffered.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends immediate rationalization of teachers and action against the person(s) at fault.

4.1.7 Non providing of basic facilities to schools

According to standing procedures, every School must be provided with basic facilities.

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) Swat it was observed that despite incurrence of millions of expenditure on account of Petty Repair as well as development expenditure on construction of additional class rooms, the schools as per detail given below were without basic facilities and the rooms which required major repair / reconstruction in District Swat.

Sr. No.	Schools Level	Boundary Wall	Water Supply	Electricity	Toilet
1	Primary	72	283	287	83
2	Middle	03	20	16	01
3	High	0	09	03	02

4	Higher Secondary	0	01	02	0
Total		75	313	308	86

Schools needs major repair / Re-construction

Sr. No.	Schools Level	Rooms required major repair	Rooms needs reconstruction
1	Primary	348	317
2	Middle	22	41
3	High	54	71
4	Higher Secondary	21	88
Total		445	517

Schools without having basic facilities deprived the students, which directly affect the service delivery of education.

The irregularity was pointed out in February 2020. Management stated that since 2014 to date, maximum schools were provided basic facilities under Conditional Grants. However, the remaining schools would be facilitated as soon as possible. Reply of the department was not tenable as the schools must be provided basic facilities to provide quality education to the students.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends fixation of responsibility and action against the person(s) at fault.

5.1 Sustainability issues

5.1.1 Low enrolment of students.

The main Goal of recruitment of merit bases / school based teaching cadre in Education department is to ensure 1. Ensure that every child in school in Khyber Pakhtunkhwa demonstrates basic competencies in language and mathematics, by doubling average student scores, in independent assessments of literacy and numeracy.2. Enhance access to primary schooling across Khyber Pakhtunkhwa by halving the approximately 1 million 5-9 year olds who are out of school3. Transform pre-primary education for the 800,000 children in kachi and develop an early childhood education program, with at least 10,000 new kachi classrooms by 2020.

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) Swat”. It was revealed that despite of recruitment of 3,778 teachers from 2014 to 2019. There was a nominal increase in male students, but was a slide decrease in the female students in primary schools. Details given below:

Gender	2014-15	2018-19	Class
Male students	129,618	132,226	I to 5th
Female students	112,478	111,153	I to 5th
Total	242,096	243,379	
Increase in enrolment		1283	

Low net enrolment of students was done due to non taking of interest by management and teachers resulting non enhancement of literacy rate.

The irregularity was pointed out in February 2020. Management stated that enrollment increased year by year, however, will be verified with the record of this office and the office provided services for enrollment of out of school children. Reply of the department was not convincing as department did make rationalization and the poor students were deprived from quality education.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends fixation of responsibility and action against the person(s) at fault.

5.2 Overall Assessment

The policy of recruitment of school/merit based adhoc teachers requirement was introduced by the Government of Khyber Pakhtunkhwa in 2014 with the aim to Improvement in service delivery. Later on the services of the adhoc teachers were regularized. Despite pumping of billions of funds on salary and non salary expenditure on Government schools, the desired results were not achieved.

The policy of recruitment of school/merit based Adhoc teachers' requirement was introduced by the Government of Khyber Pakhtunkhwa in 2014 with the aim to Improvement in service delivery. Later on the services of the Adhoc teachers were regularized. The overall assessment shows satisfactory performance in service delivery due to merit based/school based recruitment policy for teaching cadre as there are few school in the District and shortage of teachers also over come through merit based recruitment policy.

The objective criteria for rating the overall policy of the Education Department for imparting quality education are as under:-

- i. Relevance:** The overall recruitment process of school/merit based teachers was in line with the Government policy.
- ii. Efficacy:** The Education department achieved the basic objectives and purposes to overcome the shortage of teachers especially in remote areas of the District Swat by adopting merit based recruitment policy.
- iii. Efficiency:** School/merit based policy was adopted to overcome the shortage of staff with in appropriate budget provision and given time line in more efficient manners.
- iv. Economy:** The recruitment was made through transparent and merit based system by selecting qualified and competent teachers.

v. Effectiveness: The overall performance was satisfactory and targets have been successfully achieved.

vi. Compliance with rules & regulations: In most of the cases the rules and regulations were followed as per policy of Government of Khyber Pakhtunkhwa.

vii. Performance rating: The overall performance of the Education Department regarding Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Swat, Khyber Pakhtunkhwa” was satisfactory.

viii. Risk rating: The risk rating of the Education Department regarding Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Swat, Khyber Pakhtunkhwa” was low.

5.3 Conclusion

The overall conclusion of performance audit of the “Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Swat, Khyber Pakhtunkhwa” is as under:

5.1 Key issues for future: The main issue hampered the performance of improvement in service delivery due to merit based/school based recruitment policy for teaching cadre was to obsolete of recruitment of non-professional teachers without mentioning schools which may not overcome the shortage of professional teaching staff in remote areas of the District.

5.2 Lessons learned: In view of the foregoing paras on performance audit of the “Improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Swat, Khyber Pakhtunkhwa”, it may be concluded that a significant improvement in service delivery due to merit based/school based recruitment policy for teaching cadre in District Education Offices (Male & Female) Swat was made. However, it requires introduction of technology and personalize the learning experience to meet the needs of each individual student.

ANNEXURE

**Annexu
re-1**

Surplus teachers of Girls schools					
S. No.	Name of school	Number of students	available teachers	Required teachers	Surplus Teachers
01	GGPS BisBanr	81	04	03	01
02	GGPS Amankot	854	26	22	04
03	GGPS Afsar Abad	278	10	7	03
04	GGPS Ronyal	193	06	05	01
05	GGPS MianMaira	60	03	02	01
06	GGPS BaghDherai	77	04	02	02
07	GGPS Asharai	221	07	06	01
08	GGPS Lambat	58	04	02	02
09	GGPS Jeil Bahrain	38	03	02	01
10	GGPS Bahrain	92	04	03	01
Surplus teachers of Boys Schools					
01	GPS Gat Kotay	68	03	02	01
02	GPS Pashtonai	55	03	02	01
03	GPS Bair	69	03	02	01
04	GPS BalaGharai	78	03	02	01
05	GPS Giri Lagan	189	07	05	02
06	GPS Jagga	159	05	04	01
07	GPS Gul Shah	71	03	02	01
08	GPS Tan Torwal	104	04	03	01
09	GPS Kedam	180	06	05	01
10	GPS Bar Kedam	47	03	02	01

Total Schools:	1,337
Total Students:	24,3379
Teacher required:	6,084
Teacher available:	5,640