

GUIDELINES

FOR

Preparation of Five Year Strategic Plan

For the

EDUCATION SECTOR



**Punjab Devolved Social Services
Programme
Government of Punjab, Lahore**



**Planning and Development Board
Government of Punjab, Lahore**

TABLE OF CONTENTS

Page No.

Acronyms
Abstract

PART – I CONCEPT OF STRATEGIC PLANING

| | | |
|----|--|---|
| 1- | Introduction | 1 |
| | 1.1 Background | 1 |
| | 1.2 Strategic Planning | 2 |
| | 1.3 Difference between Strategic and Regular Plans | 3 |

PART – II REVIEW OF RELEVANT PROVINCIAL POLICY DOCUMENTS

| | | |
|----|--|---|
| 2- | Review of relevant Provincial Policy Documents | 5 |
| | i) Punjab Poverty Reduction Strategy Paper | 5 |
| | ii) Situation, Issues and Strategy Paper Education Sector | 7 |
| | iii) Medium Term Budgetary Framework | 7 |

PART – III PROCESS OF STRATEGIC PLANNING

GUIDELINES FOR STRATEGIC PLANNING PROCESS 11

| | | |
|----|---|----|
| 3- | Vision | 11 |
| 4- | Mission | 11 |
| 5- | Situation Analysis | 11 |
| | 5.1 Issues, Weaknesses and Deficiencies in the Sector | 12 |
| | 5.2 Literacy level | 12 |
| | 5.3 Availability of Education Facilities | 12 |
| | 5.4 Quality of Education | 13 |
| | 5.5 Human Resource Management | 15 |
| | 5.6 Public – private Partnership | 16 |
| | 5.7 Budgetary Allocation and Utilization | 17 |
| | 5.8 Other Important Factors | 20 |
| | 5.9 Information Sources | 22 |
| 6- | Sector Assessment and Needs Assessment | 23 |
| | 6.1 Objectives/Targets for Next Five Years | 24 |
| 7- | Action Plan and Implementation of Strategic Plan | 25 |
| 8- | Indicators for Monitoring and Evaluation of Education Sector Plan and Service Delivery Efficiency. | 25 |
| 9- | M&E Framework | 26 |

PART – IV STRATEGIC PLAN AND ITS IMPLEMENTATION

| | | |
|-----|--|----|
| 10- | Strategies and Strategic Plan | 27 |
| | 10.1 Provision of Services | 27 |
| | 10.2 Quality of Education | 28 |
| | 10.3 Human Resource Management | 30 |
| | 10.4 Public – private Partnership | 31 |
| | 10.5 Vocational and Technical Education. | 33 |
| | 10.6 Other Important Factors | 33 |

| | | |
|-----------------------|--|-----------|
| 11- | Costing of Strategic Plan and its phasing over Five Years | 35 |
| 12- | Managerial and Functional Restructuring | 36 |
| | 12.1 Partnership with NGOs | 39 |
| | CBOs and Private Sector | |
| 13- | Action Plan for Implementing the Strategic Plan | 40 |
| 14- | Development of Indicators for Measuring and Monitoring of Social Sector Service Efficiency. | 41 |
| 15- | M&E Framework | 41 |
| 16- | Conclusion | 43 |
| Annexure – I | Deficiencies in the Development Plans | |
| Annexure – II | Causes of Poverty | |
| Annexure – III | Cross Cutting Themes of Poverty | |
| Annexure – IV | Situation Issues and Strategies Paper - Education | |
| Annexure –V | Salient Features of MTBF | |
| Annexure – VI | ADP Guidelines by the P&D Department | |
| Annexure – VII | Development Strategies shown in MTDf | |

ACRONYMS

| | |
|--------|--|
| ADB | Asian Development Bank |
| ADP | Annual Development Programme |
| BCC | Behavior Change Campaign |
| CBO | Community Based Organization |
| CCB | Citizen Community Board |
| CM | Chief Minister |
| DFID | Department for International Development (UK) |
| DG | District Government |
| DHQ | District Headquarters |
| DPI | Director of Public Instructions |
| DSP | Decentralization Support Programme |
| EDO | Executive District Officer |
| EMIS | Education Management Information System |
| FY | Financial Year |
| GDP | Gross Domestic Product |
| LG | Local Government |
| M&E | Monitoring & Evaluation |
| MCC | Monitoring Committee of Councils |
| MDGs | Millennium Development Goals |
| MICS | Multiple Indicator Cluster Survey |
| MIS | Management Information System |
| MTBF | Medium Term Budgetary Framework |
| NFC | National Finance Commission |
| NGO | Non Government Organization |
| PC-I | Planning Commission Proforma I |
| PEF | Punjab Education Foundation |
| P&DD | Planning and Development Department |
| PDSSP | Punjab Devolved Social Services Programme |
| PESRP | Punjab Education Sector Reform Programme |
| PFC | Provincial Finance Commission |
| PIHS | Pakistan Integrated Household Survey |
| PLD | Provincial Line Department |
| PLGO | Punjab Local Government Ordinance |
| P-PRSP | Punjab Poverty Reduction Strategy Paper |
| PRMP | Punjab Resource Management Programme |
| PRSP | Punjab Rural Support Programme |
| PSDP | Public Sector Development Programme |
| PTA | Parents Teachers Association |
| SC | School Council |
| SWOT | Strengths, Weaknesses, Opportunities and Threats |
| THQ | Tehsil Headquarters |
| TMA | Tehsil Municipal Administration |

ABSTRACT
(4 Key Parts of the Guidelines)

The Guidelines for Preparation of Five-Year Strategic Plan have been developed in a manner that they are user-friendly and can be implemented with precision. The Guidelines have four parts, indicated clearly and in detail in the Table of Contents. The four parts are inter-related and follow each other in order.

Part-I defines and elaborates briefly the concept of 'Strategic Planning'. It also differentiates the Strategic Planning approach from the regular planning mode as has been practiced in the Provincial Government. **Part- II** contains a review of the relevant Policy Documents of the Provincial Government. This part is significant since the Policy Documents provide policy framework to the overall planning system to be adopted in the future. **Part-III** gives details of what the Strategic Planning methodology entails and how its various components feed into each other. **Part-IV** spells out how the Strategic Plan is made and how strategies can be enacted and implemented.

The division of the document into four parts, it is believed, will make the development as well as the subsequent implementation of the Strategic Plan more convenient and simple.

GUIDELINES FOR PREPARATION OF FIVE YEAR STRATEGIC PLAN FOR EDUCATION SECTOR FOR THE PUNJAB

1 - Introduction

Efficient and effective social service delivery is recognized and acknowledged globally as a major feature of economic development. Having an inextricable linkage with poverty alleviation, it has become an area of tremendous importance for governments in the developing countries. Pakistan is no exception to this global trend and pro-poor service delivery figures prominently in all the important government policy papers and plans. The international donor agencies and partners in development have also committed themselves to the goal of improving service delivery in Pakistan and have developed partnerships with the provincial governments.

1.1 - Background

It is important to state right at the outset that planning in Pakistan has generally been undertaken as an 'activity' rather than a 'process'. This has had serious implications for the overall planning edifice which became an input-based, almost annual exercise where issues are dealt with individually and not collectively or in an integrated manner. Strategic Planning, on the other hand, has an integrated and broad framework as well as character. It is intrinsically process-oriented and relies heavily on strategic inputs like situation analysis, action plans and M&E mechanisms.

The Punjab Devolved Social Services Program (PDSSP) has been launched in the Punjab with the assistance of Asian Development Bank (ADB) and UK Department for International Development (DFID) with the objective of improving service delivery and to strengthen the planning and budgeting processes at the local government level. The PDSSP provides a flexible framework for action through transfer of funds to the Local Governments for spending on service delivery in health, education, special education and water supply & sanitation sectors subject to a conditional grants mechanism.

The conditions laid down in the Programme's Policy Matrix include the notification by the Planning and Development Department of guidelines for 5 years strategic plans for the above mentioned social sector departments. The Provincial Line Departments of Health, Education, Special Education and Water Supply & Sanitation would subsequently develop their five years

strategic plans in accordance with these notified guidelines. A Planning Specialist was selected for undertaking the preparation of these guidelines; this document is a result of his work.

1.2 - Strategic Planning

‘Strategic Planning’ can be defined as the act of developing policies, choosing actions and allocating resources to achieve desired objectives. It is a long term, future oriented process of assessment, goal setting and strategy building that maps an explicit path between the present and a vision of the future that relies on careful consideration of an organization’s capabilities and environment and leads to priority based resource allocation and other decisions. It also includes new ideas and innovative approaches for achieving objectives. On the other hand, the crucial factors in ‘regular planning’ are resource mobilization and direction of the investment into proper channels. Here priorities are fixed according to resource availability.

Strategic Planning is seen as a separate activity which attempts to provide broad directional framework for the more detailed plans. Long term strategies are applied in combination with shorter term rolling plans which have at any one time a three year cycle; thus providing a flexible response to the need for short term detailed plans within the context of a longer term view. Strategic planning also includes a comprehensive review of the sectoral activities/services which helps in the prioritization of detailed strategies and direction for the future.

This contrasts with and often replaces the more traditional five year plans (Annex-I highlights some of the deficiencies in the five-year plans) that have been widely used in the public sector.

1.3 - Difference between Strategic and Regular Plans

| Strategic Planning | Regular Planning |
|---|---|
| Relies heavily on identifying and resolving issues. | Focuses more on specifying goals and objectives and translating them into current budgets and work programs. |
| Emphasizes assessment of the environments outside and inside the agency far more than the regular planning does. | More inward looking. |
| Embodies qualitative shifts in direction and includes a broad range of contingency plans | Typically linear extrapolations of the present. |
| 'Strategic' planners usually consider a range of possible futures and focus on the implications of present decisions and actions in relation to that range. | 'Regular' planners tend to assume a most likely future and then work backward to map out the sequence of decisions and actions necessary to reach the assumed future. |

Another merit of Strategic Planning lies in the fact that it is considered to be a disciplined effort to produce fundamental decisions and actions that shape and guide what an agency is, what it does and why it does. It also outlines the direction an organization is intending to follow, with broad guidelines as to the implications for services or action. In fact it is a prerequisite for effective performance review and performance budgeting.

The process of Strategic Planning can be depicted through the following illustration:



Nowadays, Strategic Planning is considered to be a more useful and comprehensive approach for social sector planning as compared to regular planning. Realizing its importance, Government of the Punjab is gradually shifting to this approach, especially in the social sectors. It is pertinent to point out that the existing planning methodology of the Education Department has got parts of the Strategic Planning process. Situation Analysis and Sector Assessment are conducted albeit not in these names and not particularly in the mode suggested by the strategic planning process. It will be worthwhile if the concept of Strategic Planning is incorporated as a process in the planning methodology and formalized.

An attempt has been made in the following paragraphs to review the relevant work done so far and to provide guidelines needed for the preparation of a strategic plan for the education sector.

2 - Review of Relevant Provincial Policy Documents

The MDGs constitute the main goals that the PG has to target over the medium-term. They are commonly acknowledged as a valid and a mutually reinforcing framework for measuring development progress and encompass an array of pressing education needs. Achieving universal primary education

is one of the eight MDGs, which relate directly to education. The MTFD has proposed to increase the literacy level from 56% in 2004-05 to 88% in 2015. Although Strategic Planning has not been adopted formally in the Punjab, a start has however been made by the preparation and circulation of the Punjab Poverty Reduction Strategy Paper (P-PRSP) and by initiating a study relating to Situation Analysis, Issues and Strategies Paper on Education Sector; both prepared by PMU of the P&D Department. Similarly, the Finance Department has come up with the Medium Term Budgetary Framework (MTBF) which has alluded towards the importance of Strategic Planning. Objectives and strategies of these documents are summarized below:

i) PUNJAB-POVERTY REDUCTION STRATEGY PAPER (P-PRSP)

The objectives and targets of the P-PRSP relate to governance reforms, qualitative and quantitative improvements in services delivery, improved fiscal and financial management, promotion of private sector and sectoral programs for poverty. It gives a list of causes of poverty in the province (Annex-II). P-PRSP is based on certain cross cutting themes which may be seen in Annex-III. The document provides the following guidelines in order to restructure and strengthen the planning systems at the provincial and district levels for reduction in the regional and vertical inequalities, provision of better social and physical infrastructure, employment generation and reduction in poverty.

- Preparation of development programmes incorporating the priorities of the stakeholders within the Medium Term Rolling Plan.
- Introduction of procedures for incorporating population, gender and environmental concerns in the development programme.
- Institutionalization of mechanisms to get regular feedback from stakeholders, institutes, academia, civil society and business.
- Focusing on efficient implementation of the development plans by devising scientific monitoring/evaluation system.
- Assisting the DGs in preparation of their development programmes and monitoring the same at the provincial level.
- Developing online integration with international organizations, national, provincial and district governments and other institutions in the public and private sectors.

- Developing methodology for accelerated completion of development schemes to optimize the benefits through reduction in the throw-forward of the development programme.

It is pertinent to mention that sectoral development programs were implemented in the past which aimed at poverty reduction but these did not aim specifically at the poor as a target group. P-PRSP is the first document which aims at addressing the needs of the poor. These guidelines are therefore applicable to all the sectors and can form the basis of the overall planning framework.

The allocation to social sectors indicates that in addition to 9% per annum across the board increase in budgetary provision to poverty related expenditure, in line with NFC projections, there would be an incremental percentage increase per annum to priority sectors. It may be pointed out that while allocating funds to social sectors, highest priority has been recommended to be assigned to Water Supply and Sanitation, Education and, in particular, elementary and secondary education is also prominent in this list:

| | | |
|------|--|--|
| i. | Water Supply and Sanitation | 25% per annum additional financing through foreign assistance. |
| ii. | Elementary and Secondary Education | 11% per annum |
| iii. | Higher Education | 4% per annum |
| iv. | Primary and Secondary Health Care | 7% per annum |
| v. | Preventive Health and Population Welfare | 8% per annum |
| vi. | Tertiary Health Care | 7% per annum |
| vii. | Expenditure on Safety Nets | 8% per annum |

ii) SITUATION, ISSUES AND STRATEGIES PAPER

The study has carried out an elaborate review of the existing situation in the education sector. Main features of the study are given in Annexure-IV. Its salient features include a situation analysis of the

sector indicating major issues and concerns, objectives of the Education sector and it delves into its needs and requirements while highlighting the problems. In particular, it indicates deficiencies pertaining to absence of service delivery standards, under-funding in areas of priority and lack of adequate training facilities.

iii) MEDIUM TERM BUDGETARY FRAME WORK

The MTBF has been formulated in the Finance Department and includes a comprehensive analysis of the availability of resources and their allocation for the next three years. This brings in a much-needed element of predictability and strategy-based financial management. Salient features of the MTBF are given in Annexure – V.

ADP Guidelines Issued by P&D Board

P&D's Letter no. 1(45) RO (ADP) P&D/2004; dated 11th December, 2004 has communicated guidelines for formulation of the ADP in the MTBF Mode. It also contains the 'Strategy' of ADP 2005-06. The salient points of the Strategy are:

- Maximum allocations for ongoing schemes to avoid deferring benefits;
- Required counterpart funding for foreign-aided projects;
- Allocations for regional development projects;
- Containment of the throw forward; and
- Adequate new programmes to increase coverage.

Excerpts of the Letter are placed at Annex-VI. These guidelines should be adhered to by the Education Department.

This Framework indicates that the Government of the Punjab is committed to reducing poverty by enhancing pro poor spending in the future with particular focus on the social sectors. It is intended to reform the public financial management system by:-

- i) adopting and disseminating output based performance budgeting,
- ii) developing the Provincial Departments and DGs into competent financial management organization
- iii) creating an enabling environment for services delivery
- iv) strengthening accountability through effective financial reporting and monitoring.

The MTBF strategies aim at achieving an annual growth rate of 8% in the GDP of the Punjab. The objective is to achieve per capita income level of US\$ 1000/- by 2012 and US\$ 2000 by 2020. Targets and objectives given in policy matrix of MTBF have been followed while preparing the budget for 2005-06. The development expenditure for the province has been projected to be enhanced from Rs.64.59 billion during 2004-05 to Rs.126.87 billion during 2007-08.- a growth rate of 25.23%. It is note worthy that not only development expenditure will increase, the current expenditure will also be enhanced from Rs.139.77 billion in 2004-05 to Rs.184.19 billion in 2007-08.

MTBF implementation in the Education Sector

The Education Department has followed the objectives set in the MTBF while preparing the ADP for 2005-06. The allocation for 2005-06 of Rs. 8400 million is 7.3% higher than the ADP allocation for 2004-05.

| | (Rs. Million) |
|--|---------------|
| ➤ School Education | 956.50 |
| ➤ CM's Accelerated Programme for social development (School Education) | 1043.50 |
| ➤ Education Sector Reforms Programme (Missing Facilities): | 5000.00 |
| ➤ Literacy Programme | 200.00 |

This trend should be continued and the commitment to MTBF should not waiver.

Good resource and expenditure planning implies a long-term perspective

that informs policy and budget decisions because such decisions typically commit government to expenditure beyond one year. Good resource planning requires an institutional system that achieves the following:

- ❖ **Disciplines policy choices within a realistic aggregate resource constraint over the medium term;**
- ❖ **Requires interventions to compete for funding and ensures that policy and spending decisions are based on full disclosure of their expected effects and costs over the medium term;**
- ❖ **Translates long-term strategic priorities into sustainable programmes and projects;**
- ❖ **Better matching of spending with overall resource availability over the medium term, thereby increasing the likelihood that policies in the poverty reduction strategy will have be consistent with short-term financing and stabilization needs;**
- ❖ **Sectoral allocations of spending more in line with government priorities, on the basis of comprehensive review of resources and policy options and their respective costs;**
- ❖ **Improved sector planning and management by requiring the simultaneous programming of recurrent and investment expenditures, among other reforms; and**
- ❖ **Increased effectiveness and efficiency of spending by requiring line departments to better define their goals and objectives, and where possible, link spending amounts to measures of performance in terms of outputs and outcomes.**

Guidelines for making the MTBF strategy useful and productive

- Clarity on the objectives and priorities of government policy, and on criteria for public expenditure
- Realistic forecasting of the resources available for allocation, communicated in a timely fashion to those required to manage them
- Planning and analysis directly linked to the allocation of resources
- Clear and appropriate guidance to departments on how their budget proposals should be prepared, requiring them to show how their expenditure proposals contribute to strategic government objectives
- Discretion for departments to make choices
- Capacity and incentives within departments to prepare realistic and appropriate expenditure proposals, informed by evidence and analysis
- An effective 'challenge' function, linking budget allocations to assessment of departmental expenditure proposals for their compliance with government policies and priorities
- A reasonable correspondence between the priorities of the budget and the MTBF and the resources actually released to departments
- A capacity to monitor the extent to which the actual pattern of expenditures within departments reflects the priorities set out in their budget proposals.

GUIDELINES FOR STRATEGIC PLANNING PROCESS

After describing strategic planning briefly and putting things in the context of the major policy documents of the Provincial Government, we now move on to the various guidelines/steps involved in the Strategic Planning Process. This forms the core of this document.

3 - **Vision**

Strategic planning is visionary and long range in nature. It shows the aspirations of all those who are concerned and involved. 'Vision' is a compelling, conceptual, vivid image of the desired future and focuses and ennobles an idea about a future state of being in such a way as to excite and compel an agency toward its attainment. Vision statement should be brief, positive, precise, practical and inspiring and should provide a broad base of support for future development initiatives. The Education Department may develop its own vision in a manner that facilitates its translation into concrete and tangible development objectives.

4 - Mission

'Mission' sets the arena in which the organization will compete and it determines how resources will be allocated. Basically, the general pattern of growth and directions for the future are determined. The primary purpose of having such a mission statement is to bring clarity of focus to members, to give them an understanding of how and what they do. The Education Department may prepare its Mission statement in consonance with the above criteria.

5 - Situation Analysis

Situation Analysis is a detailed and focused analysis of the existing reality, trends and needs. Its purpose is to provide a broad basis of understanding. The sector needs, availability of services and the general policy environment are reviewed with a view to determining realistic benchmarks. It includes a review of demographic patterns, infrastructure, organizational setup, pattern of services and their utilization, resources available and their utilization, efficiency and effectiveness of services and policies etc. It is pertinent to mention that the Education Department has already done a sectoral analysis while conducting the exercise on determining the missing facilities in the sector. This exercise has contributed meaningfully and can form the basis of many subsequent studies and also help in policy formulation.

The following is proposed to be indicated in the Situation Analysis:

5.1 – Issues, Weaknesses and Deficiencies in the Sector

Situation Analysis should deal elaborately and lucidly about the important issues facing the sector. It should indicate unambiguously the weaknesses and deficiencies hampering the smooth implementation of the various interventions in the sector. In particular, this component of the Situation Analysis should delve into aspects like literacy, quality of education, reasons for inequity and social exclusion in education service provision, factors that constrain effective and efficient service delivery etc. It should also look into the criteria of setting up facilities and the deficiencies associated with such efforts. It can include:

5.2- Literacy Level

- Literacy level for males, females and overall with rural urban break up. It should also indicate districts with low level of literacy and districts with highest literacy level. This information can be derived from the documents mentioned at 5.9.

5.3- Availability of education facilities & service delivery

Service delivery analysis is very important as the Strategic Plan implementation depends on it being done properly and precisely. Strategic Planning demands that service delivery should be institutional in approach rather than being 'technocratic' and envisages involvement of multiple stakeholders and interlocutors. It can include the following:

- Examine educational organization structure. Find out its capability to meet new challenges and initiatives under implementation and in the pipeline. Identify managerial deficiencies at various levels.
- Equity of access can be measured from the spread of facilities and services provided to the users. Highlight education facilities available for boys and girls with urban-rural break-up under primary, secondary, higher secondary and degree level separately for public and private sector, along with enrolment of the students and number of teachers employed - qualified and unqualified and number of institutions employing unqualified teachers. Indicate incentives given to poor students both by the public and private sectors, showing rural-urban break up.
- Workout number of educational institutions for various levels required for giving full coverage to the school going population. It would be advisable to do a comparison with existing availability and identify gaps, mention districts where gaps are too high and interventions are needed.
- Number of institutions imparting vocational, commerce and technical education along with teachers, enrolments, percentage of failures and fields where the trained persons are in surplus /deficit. Ascertain whether the existing teacher training facilities are sufficient to meet the expansion program or not.

5.4- Quality of Education

An analysis of the quality of education is critical to the Situation Analysis in the sector. While quantitative improvements are important, the qualitative improvements need to be given greater priority as the

former can be cosmetic in nature and impact while the latter is more tangible and result-oriented.

- Quality of education can be measured from the facilities available in the institutions, qualifications/training of teachers, availability of the teachers, school environment (availability of physical facilities), grant of stipends to deserving students, easy access to the schools etc. Information given below will indicate the quality of education.
- Work out facilities available on per student basis separately for boys and girls and rural urban break up e.g. student teacher ratio, space per student, access of the poor and women to educational facilities etc. Indicate areas where these ratios are poor e.g. remote areas, urban slums, female schools in rural area and analyze the situation on the basis of equity and access. The idea is to go eventually for output based parameters.
- Indicate drop out /out of school position for boys and girls separately and identify Districts where these ratios are very high. Give reasons for high drop out rate. Measures taken to tackle this problem and results may be mentioned.
- Number of institutions (not covered by other projects) with missing infrastructure with rural-urban and sex wise break up e.g. insufficiency or absence of buildings, electricity , drinking water, latrines ,boundary wall, furniture , lab facilities , science equipment, library facilities etc.
- Examine interventions initiated to improve the quality and to increase the number of institutions with specific reference to women, the poor, urban slums and remote rural areas with major conclusions. Indicate if these could be continued and expanded.
- Evaluation of inputs like stipends etc and planning for gradual decrease of these inputs. Examine the impact of these interventions on enrolment and quality of education.
- Identify schools with zero enrolment or without teacher non functional schools. Also indicate schools closed along with reasons thereof.
- Many schools are located far away from villages and roads. This inhibits the efficacy of high enrolment efforts. Criteria to select sites for various schools must be looked into as well. Reasons for not following the criteria in the past may also be indicated.

These components of a good Situation Analysis lend strength and clarity to the process of Strategic Planning. Aspects of equity, access and sustainability of institutional arrangements are central to Strategic Planning and they should be dealt with separately while conducting the Analysis.

5.5- Human Resource Management

The imbalance between human resources and requirements of the education sector is serious and immense. Teacher-student ratio has improved but has still not reached the desired levels. There is a human resource crisis of sorts at all levels and more severe in the female human resource availability and quality. The crisis is manifest in the lack of availability of the personnel with the requisite qualification and skills to manage education sector assignments and is rife in all cadres of the Education Department.

The training and capacity building exercises undertaken at various levels so far do not carry a lot of value or substance and fail to equip the trainees appropriately. The personnel holding administrative assignments have no formal qualification of management. They are not trained in any relevant disciplines of Public Administration or Modern Management. As a consequence, their skills are quite limited and questionable. Strategic Planning needs to address these functional and structural weaknesses in a holistic manner. Situation Analysis in the Strategic Planning framework should remain cognizant of these shortcomings and should also factor in the following aspects:

- Deficiency in quality of human resources may need introducing some innovation like out sourcing. The assessment and the process leading to such a decision should be rational and realistic. But this should only be resorted to in special cases.
- Number of sanctioned posts and vacancies separately for males and females, rural-urban break-up for various types of educational institutions should be determined. Position about management staff should also be discussed. Assess as to why the teachers are reluctant to go to remote areas. Measures taken to rationalize staff needs to be highlighted.

- Analyze gender imbalance in staffing. Why the females do not go to rural areas? Indicate measures taken to rectify this and draw inferences from the results. Ascertain if the policies relating to recruitment and posting are favourable to women or not. Highlight steps taken in this regard.
- Examine the training facilities available for pre-service primary, secondary and higher secondary school teachers. Work out total needs, existing availability and measures taken to remove the deficiency. Training facilities for females available at District level should be highlighted. Also indicate if training facilities are available in less developed and remote areas. Examine the in-service training facilities also and whether these are sufficient to meet the new challenges. Find out ways and means to fill the gaps.

Institutional aspects of Strategic Planning carry great significance. A comprehensive analysis of the human resource available, the deficiencies and future needs projection are critical to making the Strategic Plan workable and realistic. This part of the Situation Analysis feeds into the Institutional Action Plan that is formulated for the actual Strategic Plan. In this context, Situation Analysis should also contain some details about the issues related to governance.

It is believed that rent seeking and corruption shrink the range of opportunities available as investment becomes less productive, the cost of capital increases, and private sector also gets dissuaded from making meaningful contribution in service delivery. While Situation Analysis does not have to comment explicitly about the prevalence of corruption, it still should mention the measures taken to check corrupt practices and rent-seeking.

5.6 - Public – Private Partnership

Public-Private Partnership (PPP) has come to stay as pivotal to the development paradigm and already has a few success models. Education Sector stands to gain immensely from it and the Education Department should nurture such partnerships so that they reach fruition without getting bogged down in intricate procedures. The

following can be the components of Situation Analysis pertaining to this aspect:

- Indicate the criteria for registration of privately managed schools. Also indicate how the criteria was fixed and on what grounds.
- Indicate number of NGOs, CBOs, and Trusts working in partnership with the public sector for improving educational facilities. Describe the best practices as well as models not working well with reasons thereof. Indicate type of services provided and number of projects under taken by them and experience gained.
- Indicate the number of registered privately managed schools, for different levels i.e. primary, secondary and higher secondary schools along with the quality of education, medium of instruction, enrolment, number of teachers, fee structure and student teacher ratio for these schools.
- Highlight the regulatory measures for the private sector schools if any. The DGs give registration to schools on the commitment that such schools would hire qualified teachers, provide adequate space and charge reasonable fee from students. There is however no system to check whether the school is adhering to the commitments given at the time of getting registered. Based on the available information indicate as to how many schools were visited and how many schools were not following the commitments given by them and indicate the number of schools against whom action was taken. The need for a regulatory authority may also be looked into.
- Indicate as to how many education facilities have been taken over by the Punjab Rural Support Programme. What is the impact (both qualitative and quantitative) of this change on the delivery of services? Have the staff absenteeism reduced, service conditions of staff improved and number of students coming to the education facilities increased?
- Discuss the role of government in respect of the private and the NGO sector. It can be broken into:
 - i) Financing; indicate number of loans given by the PEF; their impact and recovery position

ii) Provision of services; indicate terms under which the private sector can use public sector services/facilities for extension of education services.

iii) Facilitation; indicate deficiencies/difficulties in procedures relating to registration and access to availability of information

iv) Regulatory measures available at present; indicate problems in implementation of existing laws. Also indicate the steps needed to improve the situation

v) Quality control; indicate the standards set if any and procedure for checking quality. What are deficiencies in the system and measures taken in this regard?

➤ Analyze the role of Provincial Government in respect of the following:

i) Simplification of procedures, rules and laws.

ii) Dissemination of information about people's rights and delivery of social services, duties/responsibilities of service providers, recovery charges, fees etc.

iii) Accountability in regard to provision of services.

iv) Conducting surveys and studies relating to socio-economic development/status.

➤ The Punjab Education Foundation (PEF) provides financial assistance for setting up new schools. The Foundation provides interest free loans which works as a great help to the private sector. For assessing the situation, indicate the number of applications received, number of loans sanctioned, amount disbursed and utilized, number of institutions set up and working, and position about recoveries.

➤ The PEF provides loans on the recommendations of District Education Promotion Committees set up at the District level. These Committees should also monitor performance of schools set up with the assistance of the Foundation. Highlight the performance of these Committees and examine if their role/scope can be expanded or given a certain focus.

➤ Indicate the number of schools and educational institutions managed by NGOs, CBOs, charities and trusts. Also indicate the enrolment, teachers (trained and untrained both), students-teacher ratio and contribution made by the community and fee structure.

Funds provided under various programmes to the CBOs as outright grants should also be highlighted.

- Ascertain if the School councils (SCs) and the Parent Teachers Associations (PTAs) are working optimally. Indicate the achievements of the SCs and the PTAs by highlighting the number of meetings held by them, hiring of teachers and nature of improvements made through their efforts in the school. Examine if the role of SCs and PTAs needs to be expanded or given a certain focus.

5.7 - Budgetary Allocation and Utilization

A strategic plan neither grounded in fiscal reality nor linked to the budget would only be a dream.

Strategic planning and budgeting are integral components of good management. Strategic plan charts direction, while the budget provides resources to implement the plan. Resource allocation without strategic thinking would be short sighted and unresponsive to future conditions.

Allocations and expenditure review - Current Budget.

- Review allocation of funds for the Education Sector on the basis of prioritization, trends, distribution between rural-urban areas and among different sub sectors.
- Year-wise release of funds and their utilization, causes of low utilization and measures taken to improve the situation should be clearly indicated. Discuss the allocation and utilization for salary and non salary component of the budget also. It is desirable to review past five years allocation and expenditure patterns and the change over the years.

Allocation and expenditure review - Development Budget.

- Review allocation of funds for the Education Sector, basis of prioritization, trends, distribution between rural-urban areas and among different sub sectors, distribution between ongoing and new schemes, magnitude of throw forward and its subsectoral distribution, year wise release of funds and their utilization, causes of low utilization and measures taken to improve the situation. It is also desirable to review past five year allocation and expenditure patterns and the change over the years.

- Make an estimation of expenditure incurred by the private sector and NGO supported facilities in the previous five years on the basis of unit cost per student.

PLDs should remember that:

The tighter is the resource constraint, the greater is the necessity of ensuring high returns from investments.

5.8 - Other Important Factors

- Behaviour change and awareness campaign needs careful consideration. On this hinges the prospect of creating an attitudinal change in the masses. Indicate the steps taken in regard to this campaign and what is the impact of the campaign and has it helped for increasing enrolment at various levels. Indicate shortcomings in the BCC and measures taken to make up the deficiencies. Look at all the aspects and dimensions of BCC.
- Monitoring and supervision system should be looked into with respect to the capacity of the system both at Provincial and District level and the shortcomings. Indicate measures taken to remove the shortcomings. Indicate clearly the reference point or concerned office.
- Indicate the best practices and lessons which can be learnt for each of the above grouping. To elaborate, what were the best practices in terms of equity of access (has everybody access to educational services?) in attaining sustainability and strengthening PPP.
- With the promulgation of PLGO 2001, roles of provincial and LGs have considerably changed. Review the existing functional and managerial structures at provincial and LG levels and their capacities relating to the following policy issues and directions:
 - Coordination with the District and Federal Governments
 - Budgeting, resource mobilization, income distribution and expenditure strategies
 - Setting standards and provision of services by social sector Departments.
 - Simplification of procedures, laws and rules
 - Monitoring & Evaluation of projects and provision of services

- Procurement and distribution of supplies under vertical programmes
 - Conducting surveys and studies relating to socio-economic development status
 - Inter-District disparities and the reasons thereof
- Data should be categorized into Development and non-Development data. There should be information and data on ADP schemes implementation as well as implementation of special projects. PC-IV, which is mandatory to be submitted upon project completion, is rarely compiled and its absence impacts negatively on effective evaluation while also leaves a vacuum in the data collection and compilation efforts. As for non-Development data, there should be precise input on vital statistics like literacy level, teacher student ratio and space per student etc. Not limiting the data compilation effort to this, it is proposed that special attention needs to be given to data collection and maintenance on literacy level for various Districts and spread of education facilities and the corresponding budgetary allocations for this. Data about missing facilities collected from the Districts should be completed. The allocation for this purpose made in the ADP for 2005-06 is Rs.5000 million which does not meet the full requirement of the sector. In order to complete this task, greater financial allocations would be necessary and must be an area of great priority for the Education Department.
- Indicate the strengths and weaknesses of fiduciary arrangements like procurement, financial management systems. These should be analyzed and documented in the Department.
- Summarize key issues along with root causes which should be addressed while preparing the Strategic Plans.

5.9 - Information Sources

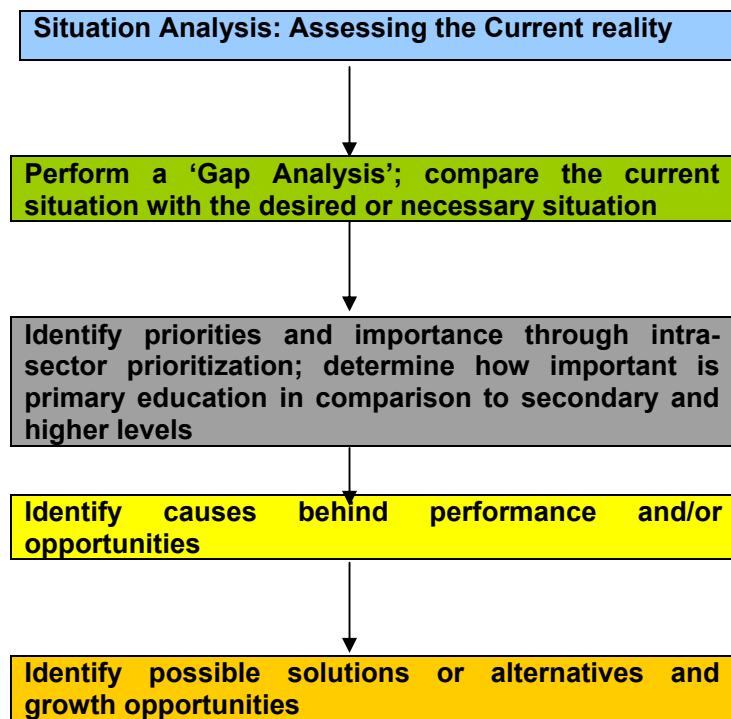
The Situation Analysis for the Education Sector can be carried out using the following policy documents and data sources:

- Punjab Economic Report
- Vision 2020
- Medium Term Budgetary Framework, Punjab.
- Poverty Reduction Strategy Paper, Federal and Punjab
- Medium Term Development Frame Work for 2005-10
- Millennium Development Goals, Targets and Objectives.

- PESRP vision requirements.
- Education Management Information System Reports.
- Multiple Indicator Cluster Survey Report.
- Population Census Report 1998.
- Development Statistics for the Punjab
- PIHS 2001-02.

6 - Sector Assessment and Needs Assessment

It is a diagnosis of the problems, weaknesses and requirements. It includes identification of constraints and untapped opportunities in a sector. If Situation Analysis is done properly, Sector and Needs Assessment becomes a simple and streamlined exercise. At times, techniques like SWOT Analysis are employed for Sector Assessment. The PLD should train its personnel in such developmental techniques that make planning a methodical exercise. There are five steps to conducting Sector or Needs Assessment. They are shown in the flow chart below:



Sector Assessment also entails Financial Resource Assessment, which is made convenient by the MTBF. Every sector has to work within the indicative ceilings of the PG. This leads to setting of realistic objectives and targets.

6.1 Objectives and Targets for Next Five Years

The objectives and targets given in the documents described at the beginning can be used as guidelines for setting objectives and targets of the Education Sector. The MTBF objectives relating to education sector are shown below as an example:

- To enhance literacy preferably in potential group aged 15-24
- To enhance participation at all levels and reduction in gender gap
- To improve quality of education at all levels.
- To introduce technology education at elementary/secondary level.
- To promote public-private partnership in education.

The principles mentioned below can also provide help in setting the objectives/targets for the next five years:

- These should be consistent with the vision statement, and compatible with the other sectors/sub sectors.
- These should have **SMART** features i.e. simple, measurable, attainable, realistic and time bound.
- These should be acceptable to the community /users.
- These should be quantifiable and specific to the target groups and location .
- Year wise physical targets of the sector should be developed after setting the plan objectives. The targets should reflect subsectoral and rural urban breakup, targets for women and the poor etc.
- Objectives and targets setting should be done through participatory and consultative mechanism by involving LGs, civil society members, NGOs, women associations, and private sector.

7. Action Plans and the Implementation of the Strategic Plan

Action Plan is a detailed description of the strategies used to implement an objective. Action Plans break strategies into manageable parts for coordinated implementation of goals and objectives. Task specification includes staff assignments, material resource allocations, and schedules for completion. Action Plans specify detailed cost and expenditure information and are often referred to as “operational plans” or “implementation plans”.

The Action Plan is implemented through its two components; the Institutional Action Plan and the Financial Plan. It is important to differentiate the two components but at the same time to develop linkages between the two. They should complement each other and facilitate the implementation of the product i.e. the Strategic Plan. Implementation includes service delivery, which has already been discussed in sufficient detail in 5.3.

8. Indicators for Monitoring & Evaluation of Education Sector Plans and Service Delivery Efficiency

Social sector departments lack robust systems to monitor the performance and efficiency of their services. As a result, there are no comparable statistics over time and this fact hampers development and incorporation of viable and valid indicators. This has serious implications for effective monitoring of the service delivery efforts. Without a carefully designed M&E system being place, taking timely corrective action becomes a difficult and cumbersome task.

9. M& E Framework

Monitoring & Evaluation helps in taking corrective action and allows for readjusting strategies in addition to providing useful feedback for the future. M&E is critical to the success of the Strategic Planning paradigm. It is actually the last step in the Strategic Planning process. Whereas, the regular planning process ended at the implementation stage, the Strategic Plan’s logical conclusion arrives at the M&E stage. M&E in the Strategic Planning paradigm is based on the premise that there is always the need to allow for change and revision as the process of implementing a plan unfolds.

10 - Strategies & Strategic Plan

The strategies need to be based on equity, easy access and sustainability for achieving the targets. The Medium Term Development Framework (2005-10) has indicated a set of

Strategies are methods to achieve goals and objectives. Formulated from vision and mission a strategy is the means for transforming inputs into outputs and ultimately outcomes with the best use of resources. A strategy reflects budgetary and other resources.

Strategies (Annex-VI), which can be adopted for the education sector. This should however be done through a participatory and consultative mechanism by involving district governments, NGOs, private sector, women associations, and other stakeholders. The Strategic Plan should be a compact document, easily accessible to political policy-makers and implementing agencies. It should have sophisticated and contemporaneous analysis and consist of the following:

10.1 - Provision of Services

Literacy Level

- Take appropriate measures (legal measures and awareness campaigns are suggested) to achieve the objectives of universal primary education by 2015. All children in the age group of 5-15 should be enrolled by that year.
- Enhance literacy level by starting crash programmes and giving preference to girls and persons of 15-24 years age group. The department should start evening classes for drop outs so that working people can also participate.
- Give emphasis to consolidation of the primary schools and establishment of new schools should mainly be provided in less developed Districts of the province and urban slums with priority to girls schools by involving community. For increasing enrolment second shift should be started at suitable places by providing additional inputs etc.
- Set up mixed primary schools and give preference to females in employment and postings in these schools. Girl students should be given incentives for reducing gender disparity.

- Undertake measures to improve utilization of available education facilities by providing critical inputs like teachers, books and equipment.

10.2 Quality of Education

- Measures should be taken to improve quality of education at all levels including municipal schools(not covered by other projects) by providing missing facilities i.e. filling up vacant posts of teachers, covering deficiencies in buildings, provision of electricity, drinking water, latrines, boundary walls, furniture, lab facilities, science equipment, and library facilities. In the first phase, emphasis should be placed to cover rural and remote area girl schools.
- **The Education Department should take the following measures for improving the quality of education:**
 - ✓ Improving quality of teachers through higher entry requirement, pre-service and in-service training, mentoring structure and linking posting and promotions with training.
 - ✓ Ensuring teachers' attendance through School Councils/Associations. A record of their recommendations should be maintained and action taken on them monitored.
 - ✓ Improving enrolment by extending free education, supply of free text books and grant of stipends.
 - ✓ Discourage drop out by providing better environment, and extra curricular activities, ban on corporal punishment and rationalizing excessive subjects and work load.
 - ✓ Improving education management by creation of school districts, cadre of education management experts and restructuring of provincial government offices.
 - ✓ Improving examination and assessment mechanism by reforming school calendar and involvement of Board of Education for examination at 5th & 8th class.
- The Qualitative improvements need to be complemented by quantitative improvements. This should, inter alia, include: Creation of clusters for better school management and teacher training, infrastructure for creation of school districts concept, mainstreaming of

old municipal schools under urban dis-advantaged areas improvement programmes and ungradation of all Middle Schools to High Schools.

- Initiatives started recently to increase girls enrolment by providing scholarship, free text books, fee exemptions etc should not only be continued but also strengthened/expanded further by providing additional incentives.
- Identify below poverty line areas in both rural-urban areas and find out what institution-wise educational facilities for boys and girls are available, what is the total requirement and fill the gaps.
- Design key interventions to achieve the targets with a focus on the poor and women within the community participation strategy. Give preference to the females in employment, provision of transport and housing.
- Strengthen back-up logistic systems, including procurement, storage and distribution of books, furniture other supplies etc. This should be supported by an efficient monitoring and vigilance system at the DG level to bring in the essential element of transparency.
- Collection of data about missing facilities in the Districts should be completed and sufficient funds should be allocated for completion of missing facilities by the end of 2005-06.
- Intra-sector prioritization should be done systematically and in accordance with the requirements ascertained through a bottom-up process. Stakeholder Consultation is of paramount importance and the PG should facilitate the LGs in doing this part meaningfully. Service delivery system, therefore, has to be based on a bottom-up and demand-driven approach since the LGs (now the service providing agencies) cannot be expected to get their civic act together without the will and initiative of the people.

Improving service delivery is a continuous process and needs tremendous commitment. A successful service delivery model has the following attributes:

- i) It has the qualities of equity, affordability, access and efficiency**
- ii) The quality and the reach of services are based on predictable and adequate resource flows**
- iii) Credibility of policy**
- iv) A high degree of comprehension and commitment of the officials to the programmes and projects that they are asked to implement**
- v) Greater credibility of policy directives from higher levels of government because such policies are consistent with District priorities**
- vi) Planning processes are participatory and inclusive**
- vii) Staff is not subjected to micro-management or political interference**
- viii) High quality of civil service**
- ix) Observance of civil service rules so as to ensure that staff discipline is a key driver of performance in service delivery**
- x) Input restraints that limit opportunities for corruption**
- xi) Flexibility about the means of delivering services, subject to enforcement of minimum standards, to ensure efficient service delivery.**

10.3 - Human Resource Management

- Develop a strategy to meet staff development needs in a phased manner. Vacant posts at all levels be filled up following the codal procedure on priority basis. The recruitment should be on contractual basis, facility specific and should contribute to the goal of Gender Mainstreaming. Special attention needs to be given to the training and education of the staff. Qualification standard needs to be raised and induction of qualified teachers should be a matter of priority. Recruitment at crucial levels should be done through the public service commission and human resource deficiencies should be specifically targeted. Own-pay-scale arrangements should be discouraged.

- Monetary and career incentives should be given to personnel opting to work in rural and remote areas.
- Remove gender imbalance by giving preference to females in employment and posting. Women should be given education for recognizing their rights and status in the society. Females should also be given monetary incentives if they are posted to the remote and rural areas.
- Improve management capacity of education managers (administrative cadre). Prepare a training plan for giving training to the management staff apart from the teachers and in particular female teachers. The training should include Public Administration, Modern Management and a modicum of Education Economics and Planning. The District officers should have a fairly good understanding of techniques like project formulation, project cycle management, Cost Benefit Analysis and Cost Effectiveness Analysis.
- Rationalization of staff exercise should be undertaken carefully and methodologically. It should not be done more than once in a fiscal year.
- Efforts should be made to provide trained teachers to all institutions by 2010 and by that time at least 50% teachers should get periodical in-service training with a view to enhancing their skills. The training institutions need to be decentralized up to District level to meet the local requirements.

10.4 - Public – Private Partnership

- Develop a system for PPP for improving education services while at the same reaffirming the belief that the state cannot abdicate its responsibility in education service delivery and provision.
- Private sector and NGOs should be encouraged to expand the educational facilities by providing incentives i.e. low cost credit, tax exemptions and admitting private sector teachers in government training institutes etc. Punjab Education Foundation (PEF) is providing interest free loans (only service charges are recovered). The Foundation should expand its activities especially in the remote areas, less developed areas, urban slums and *katchi abadis*. Subsequent to this, the PEF should develop its own M&E. For admission in the training institutions 10-20 percent seats should be reserved for the private sector.

- A system should be evolved to regulate the private sector with a view to maintaining a reasonable level of education standard, and elimination of exploitation in fee collection and poor service delivery etc. The Education Department may set up a group of experts to carry out a study about the regulatory measures to be taken as very little data is available. The study should examine whether these measures be directional in nature and through incentives or through legal measures and inspections. The study should also examine procedural matters, existing deficiencies and measures to be taken.
- Promotion of PPP should be encouraged at all levels of education by providing incentives like low cost credit (through PEF), tax exemptions, facilitation to greater access to information about procedures and plans.
- Community should be involved in setting up and operating schools. The idea of SCs and PTAs should be revived and strengthened. These Councils/Associations should also include old/retired teachers living close to the schools. These Councils/Associations should check absenteeism, repairs of buildings, provision of teaching materials etc. A record should be maintained and shared about their recommendations and action taken on them. It is also important that the number of teachers should not exceed the number of parents in both the SCs and the PTAs.
- Schools with poor performance or zero enrolment can be given on contract to private sector for operation. The public sector should provide the school buildings, furniture and other existing facilities along with low cost credit (through the PEF) and tax exemptions etc. The private sector should provide qualified teachers, ensure quality education and accept regulatory measures of the government like school inspections, stipends for deserving students, audit of accounts and fee control etc.

10.5- Vocational and Technical Education

- Linkage with manpower and women development sector should be ensured through skill development and technical training. In this connection technical stream should be introduced at secondary level for producing skilled labor and mid level technicians in the fields where the demand exists.
- Vocational and technical education should be given to drop-outs and adult illiterates, so as to get gainfully employed.

10.6- Other Important Factors

- School health service should be revived and all the schools should be covered by this scheme in a phased manner.
- Carry out managerial and functional restructuring of the sector should be carried out keeping in view new roles under the PLGO 2001.
- Start a BCC by involving the community and media, so that awareness about education is created among teachers, parents and students. The BCC should include regular flow of information, changes in curriculum covering BCC, lectures at the assembly time and in class rooms in the schools, speeches through media (TV and Radio), print materials including newspapers, leaflets, posters, advertisement, attractive logos for dissemination of information about services provided to the people etc.
- Community should be involved in extending/expanding the educational facilities as well as incorporating its services strategically in awareness programmes.
- **Mainstreaming of Madaris** - A study should be conducted to identify measures needed to convert *Madaris* into regular schools e.g. provision of trained teachers, improvement in curriculum, skill development etc. Detailed and focused analysis of the *Madressah* phenomenon and its dynamics must be conducted with respect to number of institutions, enrolment, teaching staff (their qualifications and their training), locations and district wise break up, existing syllabus and curriculum, problems hindering their conversion into regular schools, changes required in the curriculum, measures to fill the gaps, additional facilities needed for mainstreaming of *Madaris* to regular schools etc.
- Coordination mechanism - Set up coordination mechanism including those with the DGs. At present there is little coordination between the Provincial and Districts Governments. The EDO (Education) and his office should maintain close liaison with Provincial Education Department for getting technical assistance needed in planning, implementation and other problems.
- Conduct a third party evaluation of the initiatives undertaken in tandem with the PRSP
- Develop a monitoring mechanism including supervision, by involving LGs' Monitoring Committees, hold review meetings, and develop

methods of tracking slow moving activities, checking drop out and enhancing efficiency in service delivery. Finalize the indicators (by breaking them into indicators for sub-sectors) to watch the progress and identify viable means of monitoring.

- Set service standards for delivery of different services, and review the performance on periodical basis.
- Finalize indicators to watch the progress and identify viable means of verification.
- Strengthen research and surveillance support system. Find out areas / aspects needing research and prepare a research programme which can be considered by a committee set up for this purpose. Some foreign agencies can also help in this regard.
- Analyze the assumptions and risks involved
- Describe constraints which could be faced for achieving the targets especially relating to resources, manpower, technological, social , religious , implementation, capability etc.
- There should be reduction in unnecessary business costs to encourage private investment.
- There should be carefully conceived strategies to check wasteful expenditures during implementation.
- Projects and Programmes included in the ADP must meet certain minimum investment criteria i.e. an adequate social/economic rate of return, however roughly it is calculated.

11. Costing of Strategic plan and its phasing over five years

- Develop unit cost for various interventions using unit costs given in the past PC1s, local purchases made by the department, budget estimate for 2005-06 and other appropriate sources.
- Develop cost estimates for various strategies on basis of unit costs.
- Consult the MTBF to assess what resources are available in next few years and make a projection for next five years.

The following steps are involved in preparing the MTBF:

- 1) *Estimate the resource envelope. Revenue estimates can be derived from five year forecasts of economic performance and development assistance flows.*
- 2) *Set medium term sectoral resource limits. The resources available for reallocation (to meet aggregate constraints and changed priorities) will*

be influenced by existing commitments, such as counterpart financing of aid, debt service obligations, intergovernmental transfers and pensions. Wherever possible, these should be attributed to their sector before limits are settled. Indicative sectoral spending limits are then set based on government priorities, existing programmes and preliminary discussions with sector departments. These indicative limits should be finalized well before the termination of the fiscal year.

- 3) *Medium-term strategic plans are prepared by the line departments that set out key objectives, together with their associated outcomes, outputs and expenditure forecasts, within the limits agreed on by the Cabinet. These plans should consider costs of both on-going and new programmes/projects. Ideally, spending should be categorized into salary and non-salary (operations and maintenance) components. The sector plans are then reviewed and revised limits are sent to the Finance Department onward to the Cabinet.*
 - 4) *Annual budget (based on the MTBF format) is then prepared by the line departments and submitted for aggregation to the Finance Department.*
- Look at the gaps that exist between the cost estimates for five years as part of the strategic framework exercise and the budgetary projections made. In case the initial demand made under the strategic framework is more than the projected resources available, drop some of the low priority interventions and ultimately match with the resource envelope likely to be available.
 - Ensure that all pipeline donor funds are accounted for.
 - Take in to account the throw forward (both capital and recurrent) of ongoing development projects. Examine if there are low priority ongoing schemes which can be eliminated. A large throw forward can limit the entertainment of new schemes.
 - Consult NGOs and private sector to account for their ongoing investment as current budgets and future investment as new development.

12 - Managerial and Functional Restructuring

The social services have been expanding since 1980s with introduction of new services and technologies without corresponding modifications in the functional arrangements and management styles. The introduction of LG system in 2001 has brought a sea change in the management and delivery of

social services. The roles and responsibilities at Provincial and LG levels have undergone massive changes, but the management arrangements for the social sector services remained unaltered. Some of the examples of functions that have been transferred to the LGs include: planning of social services in consultation with local stakeholders, full responsibility for procurement of goods and services, financial management of resources made available through Account IV, institutionalizing local accountability mechanisms, expansion of services to reach the poor and disadvantaged with participation of communities and private sector, implementing various regulatory mechanisms to improve quality of services etc. Similarly the roles of the PG have also changed from being implementers to providing policy guidelines and technical assistance to the LGs, setting standards and regulatory mechanisms, monitoring and evaluation and provision of tertiary services. The Education Department may consider the guidelines given in the following paragraphs while completing the said exercise.

In order to create enabling environment for the LGs, it is essential to undertake managerial and functional restructuring both within the LGs and the PG systems. The exercise would require further work at least in the following areas:

- **Segregating the roles and responsibilities of the LGs and the PG in Education sector under the PLGO 2001.** This would imply clearly delineating and spelling out roles of the PG and the DGs with respect to posting and transfers and regarding decisions about development. Appropriate institutional linkages will still have to be developed between the two tiers of Government. Coupled with this, it should be ensured that policy transmittal by the PG to the DGs is clear and in precise terms. Capacity for District planning is limited to preparation of annual budgets, which is treated as a mundane and run-off-the mill exercise. The three-year rolling plans should be based on District specific data to be acquired from the MICS and the EMIS and should adapt provincial sector plans to existing local needs and constraints. They should provide an elaborate blueprint for effective implementation of education services and functional support systems in the District. This would be in consonance with evidence-based planning, something that lends greater credibility to the Strategic Planning paradigm.

- **Reviewing the existing functional and managerial structures at the Provincial and LG levels and their capacities.** Shortcomings will also be identified. For instance, contract-based system of recruitment needs to be reviewed as the contract pay package has become outdated. In order to deal with the issues of vacancy position and to minimize staff absenteeism, recruitment may be accomplished through the Public Service Commission. There should also be performance-based incentives and a reward system for teaching staff. Options to improving the functional and management structures with the objective of enhancing the efficiency, effectiveness and quality of social services with as less changes as desirable in the current systems need to be explored.
- **Rationalizing the management structures where controls are shifted from inputs to outputs and there is focus on results rather than procedures.** Performance-based management systems and mechanisms should gradually be put in place. This should be complemented by a serious rationalizing exercise, whereby redundant offices should be identified and closed. Education Department should start this exercise from within and take initial actions in the Department and the DPI Office. The DPI office's role may be strengthened through assigning the roles of technical supervision of District education delivery system, coordination and quality control. At the same time, provincial role may be geared toward policy making and planning.

Core competencies in general management, human resource management, planning, budgeting and accounting, monitoring and evaluation as well as social mobilization need to be enhanced considerably at the DG level. The Education Department needs to work purposefully on this as training and support is earnestly required to strengthen these rather fledgling structures.

The restructuring should also take in to account the options like how existing systems could be reinforced with provision of necessary skill development in order to invigorate social sector institutions. This would require:-

- i) investment in developing human capital towards effective policy formulation, policy analysis, planning including strategic and annual

- operational plans, examination system, staff training, fiduciary area, management, implementation, and monitoring and evaluation;
- ii) reward system for good performers;
 - iii) establishing work improvement teams as a means of enhancing the quality of services; and
 - iv) means of enhancing accountability measures, such as introducing performance-based annual planning, Citizens' Charters and Public Reporting in a very comprehensive and consistent manner.

This means giving more "choice" and "voice" to service users and thereby promoting efficiency in public service delivery system. Every selected option would then need to be backed by a robust monitoring system.

The restructuring exercise would identify a unit within each social sector Department which could:

- articulate its mission on the basis of national policy and provincial strategic framework
- integrate organizational, personnel and financial audits.
- monitor performance of social services and render periodic reports to the executive, the legislature and the public

The functional and managerial restructuring options will be developed with an open mind keeping in view as to what may work and what may not, and be guided by the needs of the given situation. While restructuring may not be a panacea for the problems of the social sectors in the Punjab province, a careful and selective adaptation of some options to selected social sector situations should prove beneficial.

12.1 - Partnership with NGOs, CBOs and the private sector.

The involvement of the private sector and civil society organizations in public sector management is now recognized worldwide. The restructuring initiative should look for opportunities to improve relationships with these organizations, and use them as partners in development rather than adversaries. It may be desirable to promote dialogue with CBOs and NGOs to reduce mutual suspicions and enhance partnership in social services delivery. To this effect, mechanisms for regular consultation and participation in policy formulation and decision-making should be explored. The partnerships with

the private sector should also search for means of enhancing the transfer of competitive skills from the private sector to the public sector. As an example, delivery of services can be contracted to the private sector using arrangements like: (i) contracting-in of management services from the private sector; and (ii) contracting-out services to the private sector, using performance based contracts.

13- ACTION PLANS for implementing the Strategic Plan

The Strategic Plan is implemented by putting into action two Action Plans i.e. the Institutional Action Plan and the Financial Plan.

The **Institutional Plan** spells out how the PLD, with the resources at its disposal, will implement its strategies (given in detail above). This would, essentially, entail developing skills of existing staff, hiring new staff with the necessary skills and experience and looking for these skills and experience outside the PLD (outsourcing) e.g. in consultants or NGOs. It should also give guidelines about issues of governance; in particular about transparency and checking corrupt practices and rent seeking. Employing information technology to decrease discretion, engaging NGOs and communities to monitor projects and plans, eliminating sources of pilferage are appropriate prescriptions for the education sector. In addition to these, strategies that enhance the feedback mechanisms between users, civil society organizations, development agencies may be one of the workable strategies for reducing corruption and rent-seeking. It is imperative that the procedures and work processes are transparent and not prone to mis-use or abuse.

The **Financial Action Plan** is a strategy for regular budgeting and allocation of resources so that the development strategies are achieved within a given budget and time frame. This, of course, would be in line with the MTBF. Here, the utility of Situation Analysis would become obvious; if done well, the Situation Analysis feeds well and appropriately into the Action Plan and its two components. Managerial and Functional Restructuring is also closely linked with the Situation Analysis and gains substantially from it. The Financial Action Plan of the PG, in the MTBF mode, would facilitate the DGs subsequently in their effort to formulate three year rolling plans in the MTBF mode.

14- Development of indicators for measuring and monitoring social sector service efficiency.

We have already highlighted the fact that Social sector departments do not have robust systems to monitor the performance and efficiency of their services. As a result, there are no comparable statistics over time and this fact hampers development and incorporation of viable and valid indicators.

The MTBF document has defined the types of Indicators quite appropriately and they need to be incorporated in the M&E framework to be designed for the Strategic Plans. Three types of performance indicators that may be used are:

- a) **Input Indicators** measure the degree to which services are being provided at the lowest possible cost. These indicators will be expressed in cost per unit of output; such as cost per inspection, cost per student in school per year;
- b) **Output Indicators** will represent outputs of the intervention such as the number of users served, the decrease in drop out rate in a school etc.;
- c) **Outcome Indicators** will measure the results, outcomes, impact or quality of services the intervention provides to its customers. Outcome measure will be stated as, for instance, increase in percentage of adult literacy, student-teacher ratio, etc.

What is also worth recommending is the need to develop a composite weighted index for measuring performance in education sector. As a first step, a study may be conducted for this purpose under the PDSSP.

15- M&E Framework

As stated earlier, Monitoring & Evaluation helps in taking corrective action and allows for readjusting strategies in addition to providing useful feedback for the future. M&E is critical to the success of the Strategic Planning paradigm. While the PG needs to conduct M&E with respect to the Outcome Indicators (attainment of MDGs, P-PRSP goals, and generally in the broader framework), the LGs need to develop a M&E framework for evaluating the

Input and Output and efficiency indicators. This would mean more detailed M&E at the LG level, for which the PG needs to plan in advance.

It is important to emphasize that the PG should not get involved in the Output and Input-based M&E (post-devolution) as such a practice would be counter-productive for the decentralized dispensation and impede the capacity building of the LGs. What is more significant is to put a mechanism in place whereby the DGs have to send in quarterly reports for utilization of development funds. The PLD should, subsequently, ask for specific reasons for under-utilization (if any) of the funds. In addition to this, the DGs should be made to adhere to the Budget Calendar as well as the Planning Calendar. The Conditional Grants mechanism, under the Provincial Finance Commission award, will also offer a very important strategy for the M&E regarding the allocation and the subsequent utilization of finances to the DGs. The Education Department should start building its capacity internally so that understanding of the Conditional Grants mechanism is sufficient and precise as in the medium-term it would become the cornerstone of financial system.

Furthermore, the Monitoring Committees of the Local Councils (established under Section 138 of the PLGO, 2001) have substantial potential and it needs to be harnessed. Capacity building of the Monitoring Committees should, therefore, be a matter of priority for the PLDs as well. The EDO (Education) should be required to send reports to the Education Department about accomplishment of development goals and service delivery outcomes in the District. The M&E Framework document produced by the PDSSP should be utilized to make the M&E procedures more effective and result-oriented. It suggests establishment of a District Monitoring Unit, to be headed by District Officer (Monitoring) with a view to creating close linkages for M&E purposes. It also stresses the need for having a Provincial education sector monitoring system since EMIS, useful though it is, is actually an “information collecting system” instead of a monitoring system.

The M&E is the last stage in the Strategic Planning process. It provides critical inputs to the feedback system and needs careful compilation. M&E reports should be widely shared and disseminated within the PLDs, especially where cross-cutting issues and objectives are numerous. For example, the Health and Education sectors have many cross-cutting issues and M&E reports pertaining to these sectors should be shared between the two. This will augur well for giving the Strategic Planning a clear direction and purpose.

16- Conclusion

The Strategic Planning gives a model of integrated planning. As a process, its components are closely inter-linked and need to follow each other in an order. It needs to be done purposefully and over a period of time so that the precepts it brings in are imbibed by the planners and done iteratively over time and refined in the process. The five-year plans, hence, formulated would have a strategic design and be replicated as three year rolling plans for the LGs. The most significant strength of Strategic Planning lies in the fact that it is an action and result-oriented process and precisely for this reason the PG should employ it as a strategy over the medium-term.

It is believed that the Programme Monitoring and Implementation Unit (PMIU) in the Education Department can contribute significantly to the effort of giving a strategic dimension to the planning initiatives of the Provincial Education Department. It can also work on the year-wise split of the Strategic Plan that is eventually prepared. These guidelines can be utilized by the Department as well as the PMIU for re-orientating and refining the planning process.

Annexure I

DEFICIENCIES IN THE FIVE YEAR DEVELOPMENT PLANS

1. Deficiencies in the plans: they tend to be over-ambitious; to be based upon inappropriately specified macro models; to be insufficiently specific about policies and projects; to overlook important non-economic consideration; to fail to incorporate adequate administrative provision for their own implementation.
2. Inadequate resources: incomplete and unreliable data; too few economists and other trained planning personnel.
3. Unanticipated dislocations to domestic economic activity: adverse movements in the terms of trade; irregular flows of development aid; unplanned and haphazard changes in the private sector.
4. Institutional weakness: failures of communication between planners, administrators and their political masters; the fact that a lot of institutional arrangements unsuitable to local circumstance's and requirements are imported.
5. Failure on the part of the administrative civil service: cumbersome bureaucratic procedures; excessive caution and resistance to innovations and new ideas, personal and departmental rivalries; lack of concern with economic considerations (Finance Ministries are particularly a frequent target, often said to undermine the planning agency by resisting the coordination of plans and budgets).
6. Programs included in these plans were largely directed at achieving the relevant targets and went through only a cursory economic appraisal.

Annexure II

MAIN CAUSES OF POVERTY INDICATED IN P-POVERTY REDUCTION STRATEGY PAPER

Poverty in the Punjab is more than the other provinces. Urban poverty in Punjab is 26% against the country's figure of 22% while rural poverty in the Punjab of 36% is higher than Sindh of 35% and Baluchistan 23%. Main causes of poverty in the Punjab are shown as under:-

- a) Reliance on traditional agriculture resulting in low productivity and decreased income level
- b) Fragmented land holdings and absence of opportunities for off farm income alongwith low level of education and training.
- c) Poor socio-economic indicators and high gender disparity especially in the rural area.
- d) Inadequate institutional arrangements for addressing the problem of disadvantaged groups including women, girls and children.
- e) Large proportion of unpaid family helpers in agriculture sector leading to higher gender disparities in rural areas.
- f) Large gap in availability of safe drinking water and sanitation facilities in rural and urban areas.
- g) Lack of financial discipline and physical provisions resulting in sub optimal and wasteful expenditure in public sector.
- h) Inadequate support to small and medium scale industry in the province.
- i) Imbalance in the educated and trained manpower vis-à-vis job opportunities / requirements in the province.

Participatory Poverty Assessment came out with a list of common factors that defined the poorest localities and the people living in them which is shown as under:-

- Lack of access to main roads – seen as a major feature of a poor village together with the distance to the nearest town.
- Salinity and waterlogging – seen as an indicator of the poverty of an area and a cause of the impoverishment of local inhabitants.
- Desert or drought affected areas – six of the poorest PPA sites in Punjab are in these areas. Drought is seen as bringing misery to poor people by depriving them of water for both agriculture and domestic uses.
- Poor flood and rainwater drainage – seen as a feature of poor localities and leading to poor sanitation.
- Lack of facilities and basic services – the lack of access to schools, health centres, electricity, adequate food and clothing seen as indicators of the poverty of people.

Annexure III

CROSS CUTTING THEMES INDICATED IN P-POVERTY REDUCTION STRATEGY PAPER

The objectives and targets for the Punjab relate to governance reforms, qualitative and quantitative improvements in services delivery, improved fiscal and financial management, promotion of private sector and sectoral programs for poverty. P-PRSP is based on the following cross cutting themes:-

- a) Improved efficiency through governance reforms – respect for the rule of law, reestablishment of the state institution's integrity , effective mechanism of accountability to public at all levels.
- b) Strengthening of planning capability at all levels.
- c) Improvement of service delivery in the key sectors of health and education.
- d) Fiscal and financial management reforms within MTDF with the objective of enhancing effectiveness and accountability of expenditure and improving resource mobilization for making additional resources available to poverty related sectors.
- e) Integration of gender concerns in all sectors.
- f) Focus on income and employment generation activities.
- g) Streamlining environmental issues through out the province.
- h) Creation of investment friendly environment to promote private sector.

Sectoral development programme were implemented in the past which aimed poverty reduction but these did not aim specifically at the poor as a target group. PRSP is the first document which aims at addressing the poor. The study has used minimum income of Rs.750 per capita per month and consumption 2300 calories per person per day as the definition of poverty.

Salient Features of the Situation, Issues and Strategies Paper Education Sector by
PMU, P&D Department

Government of the Punjab

Situation Analysis

Literacy in the Punjab during 2004 has been shown as 46.6 percent (male 57.2% and female 35.1%), rural area 38 percent (male 50.4% and female 24.8%), and urban areas 64.5 percent (Male 70.9% and female 57.2%).

Enrolment in primary level in 2003 was 56.2% (male 61.0% and female 51.1%) and in secondary level it was 22.4% (male 26.3% and female 18.3%). Drop out in public sector schools was very high, whereas no data was available relating to private sector schools. Data indicates that in public sector schools, only 51% of these enrolled in class one, five years earlier, were able to complete primary school level. The relative position of boys and girls was 47.4% and 57.2 percent respectively. Another 21% of those studying in class 5 do not join class 6. Thus the gross attrition rate is of the order of 70% which is quite alarming. Student teacher ratio in primary schools was 32.2 and in case of high schools it was 28.5.

In college education the enrolment in 2002-3 was 385283 in 374 degree and other colleges, student teacher ratio on overall basis was 27. For male it was 21 and for females it was 36.

The district governments had 63777 educational institutions (primary, middle and high schools and inter colleges) in the public sector with an enrollment of 9093961 and number of teachers was 337503. The institutions were 35040 with student enrolment of 5121873 and number of female institutions was 28707 with enrolment of 3972028. Thus the district governments have the major responsibility of delivering education services and also wield considerable authority over the institutions and personnels.

Authentic data for the private sector involved in delivering education services is not available. According to census of private education institutions as on March 31,2000 the number of all educational institutions in the private sector was 24363 with enrolment of 3755314. Thus the private sector had 28 percent of all the educational institutions, whereas its share in the total enrolment was about 29 percent.

The Government of Punjab has launched a world bank funded Punjab Education Sector Reform Program (PESRP) under which an initial grant of Rs.147 million is to be spent by the district governments on missing infrastructure in educational institutions. It has also started granting of a stipends to girl students at Rs.200 per month in 15 low literacy districts provided attendance record is 80%, distribution of free text books in government schools, and restructuring of Punjab Education Foundation.

Problems

Problems highlighted in the paper; are high drop out rate, lack of accountability, poor monitoring faculty selection of school sites affecting access and enrolment, teacher and student absenteeism and lack of co-

education. Now a shift in policy has been made and female teachers are being provided at primary level by introducing coeducation. Other problems highlighted are poor planning process lacking vertical integration, provision of part time schooling, which encourages private tuitions in the evening, lack of standardization resulting into poor quality, deterioration in infrastructure and missing physical facilities poor linking of the education system to market requirements, poor quality of inputs provided, very high student – teacher ratio and lack of in-service training.

It has been indicated that quality of education in private sector schools is better for which three major reasons have been given. Firstly the teachers are available and accountable to management. Secondly there is co-education giving better behavior and tolerance for the other gender and thirdly curriculum and text books are of better quality.

Objectives

Objectives of the education sector in the Punjab have been shown as universal literacy by 2015, full enrolment of all children in the age group of 5-15 years, availability of higher secondary education only to the capable and meritorious children in the age group of 16 to 8 years in consonance with market requirements and availability of professional technical and vocational education to any one desirous of attaining this level of education and demonstrating both merit and capability.

Strategies

Under strategies the paper has suggested that there should be no further expansion at the primary school level and instead consolidation and rationalization of schools is needed. Introduction of co-education and full time education including extra curricular activities should be encouraged. Access of girls to all level schools should be improved by giving incentives. Other strategies are: improving the skills of teachers, improving retention rate by introducing vocational and technical education in schools, establishing regulatory, monitoring and standardization framework for the private and public sector institutions revamping of the Punjab Education Foundation and improvements to be made in the existing education testing service to ensure a uniformity in the output and to evaluate teacher skills.

**Salient Features of the Medium Term Budgetary Framework
By Finance Department, Government of the Punjab**

This document has shown vision of the Punjab Government as “The intelligence path to development” for which four key missions have been indicated as (i) Modernization and development, (ii) Innovation and creativity, (iii) Confidence and achievement, and (iv) tolerance and moderation. Long term objectives to be achieved by 2020 have been shown as under:-

- Full employment.
- Full literacy.
- Highly educated, highly skilled and talented work force.
- Tolerant and culturally sophisticated society.
- Full integration with world economy.
- Affluence and healthy populace.

The above broad objectives are to be achieved in the Punjab by the year 2020 by creating:-

- An excellent education system
- Thriving and competitive market
- Internally competitive strong companies
- World class infrastructure and modern urban centers.
- Modern high value adding agriculture sector
- Smart and efficient government

The Government of Punjab would adopt a comprehensive development framework encompassing long term strategies for a comprehensive urban and rural development, an integrated human development, an integrated physical infrastructure, a cluster development, and a comprehensive development financing. These strategies are aimed at pursuing an annual growth target of 8 percent and per capita income of US\$ 1000 by 2012 and US\$ 2000 by 2020. The government of Punjab has set up goal of directly attacking poverty and improving the lives of the people by improving the incomes of the people and improving the delivery of public services. Income of the people will be driven by the creation of one million new jobs every year mostly in the private sector.

The province of Punjab has been under funded for development and for provision of public services for a long time, with the result that its key indicators like number of schools, enrolments, hospital beds, infant mortality rates and poverty reduction etc are less than the other provinces of Pakistan. For the Punjab the total budgeted expenditure during 2004-5 was Rs.180 billion or Rs.2171 on per capita basis. Against this budgeted expenditure on per capita basis was Rs.4869 in case of Baluchistan, Rs.3559 in case of Sindh and Rs.3028 in case of NWFP. The Punjab needs to accelerate public spending for state services and physical infrastructure to bridge the historic gaps created by the past deficiency of resources. This would require that in the medium term, the government of Punjab fully exploit all viable sources of funding.

In order to reduce poverty the government of Punjab is committed to enhance pro poor spending in the future with particular focus on the social sectors, for which the provincial government has formulated a Medium Term Budgetary Framework (MTBF). It is intended to reform the public financial management system by (i) adopting and disseminating output based performance budgeting, (ii) developing the provincial departments and district governments into competent financial management organization (iii) creating an enabling environment for service delivery

and (iv) strengthening accountability through effective financial reporting and monitoring.

An estimate of resource availability has been made upto 2007-8, against which projections of expenditure have been made, which are shown as under:-

| | Current expenditure | Development expenditure | Total | Share of current expenditure |
|----------------|---------------------|-------------------------|------------|------------------------------|
| 2004-05 | 139772.265 | 64593.936 | 204366.201 | 68.4% |
| 2005-06 | 154570.049 | 81938.432 | 236508.482 | 65.4% |
| 2006-07 | 168334.250 | 100836.594 | 269170.844 | 62.5% |
| 2007-08 | 184194.984 | 126872.559 | 311067.543 | 59.2% |
| Growth Rate(%) | 9.64 | 25.23 | 15.03 | |

Overall expenditure in the province would grow at 15.03 percent per year and that of development expenditure the growth is projected at 25.23 percent. Share of development expenditure would also increase from 31.6 percent in 2004-05 to 40.8 percent in 2007-08.

In regard to expenditure on education, the MTBF paper indicates that the Punjab is lagging behind all the provinces in term of primary schools. Punjab's share in primary schools is 31.3 percent out of the total schools in Pakistan. In middle schools Punjab's share is 31.6 percent and in high schools it is 38.5 percent. In order to make up the deficiency it is necessary to enhance financing in the education sector. For achieving the goal of mass literacy, we need to allocate more financial resources for education at the provincial and district level, to support the devolution process and to improve quality, access and governance. Resources would also be needed for the following programs initiated for improving the educational status in the province:-

- Free education has been declared till class 10 under which free text books are supplied to students.
- Most schools lack basic infrastructure for which an annual allocation of Rs.5 Billion is made.
- Monthly stipend of Rs.200 per month is given to girls students of 6,7 and 8 class, if their attendance is above 80%.
- Educational qualifications for teachers have been raised by making B.Ed mandatory and 15000 teachers are to be recruited soon.
- School councils are being set up and they would have powers to spend money on the improvement of schools.
- Education awareness campaign has been launched and would be strengthened.
- Programme monitoring is also being started.

Funding proposed for the Education sector under MTBF would grow at 17.10 percent per year. Yearly allocation is shown as under:-

| | (Rs. Million) |
|---------|---------------|
| 2004-05 | 54717.253 |
| 2005-06 | 68543.241 |
| 2006-07 | 77557.827 |
| 2007-08 | 87858.984 |

GUIDELINES FOR FORMULATION OF ANNUAL DEVELOPMENT PROGRAMME 2005-2006 ISSUED BY THE PLANNING AND DEVELOPMENT DEPARTMENT GOVERNMENT OF THE PUNJAB

The ADP will be formulated within the provincial, economic and social development policy focused on “Build Punjab as enlightened, healthy, progressive and technology driven society with growing economy – where poverty, regional, economic and social disparities are eliminated”. While formulating the ADP for 2005-06 the following guidelines need to be followed:

-

GUIDELINES

- a. The Annual Development Programme would be formulated within the mode of MTBF three years development programme for 2005-06, 2006-07 and 2007-08.
- b. Each sector should have a short mission statement clearly indicating as to what has been envisaged to achieve during the next three years with an emphasis on target and achievement during 2005-06 with special linkages with the millennium development goals.
- c. The ratio of allocation between ongoing and new programme should be 60:40 in the next year ADP.
- d. Ongoing projects at fairly advanced stage of completion (where 70% of project cost has been incurred) may be fully funded for completion during 2005-06.
- e. Donor funded projects should be allocated funds according to their contractual commitment and agreed phasing with clear indication of foreign aid in rupee terms.
- f. Special attention should be given to social sector new initiatives/programmes of the government within the framework of Vision 2020 leading towards poverty reduction/alleviation
- g. Allocation for the less developed region should have linkage with their population with 10% weightage. North-south balance in allocation of funds may be taken care of appropriately.
- h. The schemes proposed for inclusion in ADP should be arranged in order of priority within each sector/sub-sector so that if resources fall short of requirements low priority schemes can either be dropped or allocation adjusted accordingly.
- i. Only approved projects should form part of ADP. However new schemes/programmes may be included in exceptional cases.
- j. The projects of provincial importance may be identified for federal financing. All codal formalities may be completed and have close liaison with the federal government – P&D Division, ministries and corporations to have share from federal PSDP.
- k. The CMs accelerated programmes for social and infrastructural development will be continued to bridge the gaps of district governments and TMAs. Adequate funding should be provided to complete the ongoing programmes.
- l. Programme should be forwarded to P&D after full in house deliberations.
- m. The development policy and strategies for 2005-06 in various sectors by and large will remain the same as of 2004-05. The salient features of policy objectives are given as follows.:-

Objectives of ADP 2005-06

1. Accelerating the economic growth

2. Reduction in poverty
3. Balanced regional, gender and minority development
4. Consolidation of existing physical and social infrastructure
5. Public service delivery in education, health and water supply and sanitation sector alongwith enhanced coverages.
6. New infrastructural development through public – private partnership.

Strategies of ADP 2005-06

- a. Higher across the board allocation for all sectors with an emphasis on the pro-poor sector.
- b. Maximum allocation to ongoing schemes to avoid deferring benefits.
- c. Required counterpart funding for foreign aided projects.
- d. Allocation for regional development projects
- e. Containment of throw forward
- f. Adequate new programmes to increase coverages.

Policy initiatives for Social sectors

Education

- a. Providing missing facilities in primary and elementary schools.
- b. Provision of free text books to primary school students.
- c. Stipends to girl students.
- d. Reduced drop out rate
- e. Promotion of girls education
- f. Encouraging students through merit scholarships.
- g. Increasing literacy rate.
- h. Improving quality of education through teachers training and introduction of new syllabus
- i. Provision of computer education at secondary level.
- j. Assistance to local government in development of educational facilities through accelerated programmes.

Health

- a. Reducing annual population growth rate
- b. Increasing population welfare programme coverage.
- c. Reducing maternal mortality rate. (MMR)
- d. Reducing infant mortality rater (IMR)
- e. Strengthening of primary health care with emphasis on rural areas and urban slums.
- f. Strengthening of secondary and tertiary health care facilities for adequate referral backup.
- g. Encouraging public private –partnership in health through NGOs, Local Bodies and private sector.

Water Supply and Sanitation

- a. Improved water supply and sanitation facilities in rural area through community participation.
- b. Rehabilitation of existing water supply schemes.
- c. Provision of drinking water and sewerage / drainage facilities in Southern Punjab.
- d. Improved water supply and sanitation services in urban centers.

- e. Capacity building of TMAs and provision of technical support services.

Projection of Allocation

- a. The allocation in social sectors would be so increased that in the final year. The allocation reached as follows:-

(Rs. Million)

| S. No. | Sector | ADP Allocation 2004-05 (Rs. million) | %age Allocation 2004-05 | %age Allocation 2005-06 | %age Allocation 2006-07 | %age Allocation 2007-08 |
|--------|----------------|--------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| 1 | Education | 8230.00 | 16.50 | 18.00 | 20.00 | 23.00 |
| 2 | Health | 2000.00 | 5.00 | 5.50 | 5.75 | 6.00 |
| 3 | WS&S | 2500.00 | 7.00 | 7.00 | 7.00 | 7.00 |
| 4 | TEVTA | 213.38 | 0.43 | 0.50 | 0.90 | 1.00 |
| 5 | Environments | 163.35 | 0.33 | 0.55 | 0.75 | 1.00 |
| 6 | Social Welfare | 100.00 | 0.20 | 0.40 | 0.50 | 0.50 |

The P&D Department has issued a schedule of preparation of ADP for 2005-06 starting from 20.12.04 to 31.05.05 which indicated that first draft of ADP should be sent by 15.01.2005 and the final ADP by 31.05.2005. The P& D department has also proposed allocations under medium term budgetary frame work for different sectors. The allocation for social sectors is given as under:-

MTBF Framework for the Punjab

(Rs. Million)

| Sr. No. | Sector | Revised Allocation 2004-05 | Proposed Allocation 2005-06 | Proposed Allocation 2006-07 | Proposed Allocation 2007-08 |
|---------|---------------------------|----------------------------|-----------------------------|-----------------------------|-----------------------------|
| | Overall ADP | 50000 | 64000 | 84000 | 110000 |
| 1. | TEVTA | 213 | 280 | 364 | 470 |
| 2. | WS&S | 3500 | 4550 | 6000 | 7800 |
| 3. | Environmental planning | 163 | 320 | 630 | 1070 |
| 4. | Education & Training | 8230 | 12500 | 17380 | 23600 |
| 5. | Health | 2000 | 3000 | 4200 | 6500 |
| 6. | Social Welfare | 100 | 300 | 630 | 1075 |
| 7. | Block Allocations | 494 | 900 | 1220 | 1450 |
| 8. | District programmes | 9000 | 11000 | 15000 | 20000 |
| 9. | Tameer-e-Punjab programme | 1855 | 2800 | 2800 | 3710 |

Annexure VII

DEVELOPMENT STRATEGIES SUGGESTED FOR THE EDUCATION SECTOR IN THE MEDIUM TERM DEVELOPMENT FRAMEWORK 2005-10

In order to implement the planned programs the MTFD has suggested the following strategies for the Education Sector.

1. Enhanced budgetary allocations for education.
2. Double shift system in the existing institutions at all levels.
3. Improvement, strengthening and rehabilitation of all existing institutions.
4. Crash program for vocation based - literacy and relevant education, strengthening existing literacy program.
5. Strengthening of teacher faculty at each level filling all vacant teacher position.
6. Establishing a poly-technique in each Tehsil, free technical education.
7. Capacity building of training / teaching institutions establishing Tehsil resources centers.
8. Up-gradation of teachers basic qualification a graduate teacher at each primary school.
9. Introduction of local language as mode of instructions at primary level.
10. Revamping of science / technical education facilities / lab equipment.
11. Encouragement of private sector education with incentives.
12. Establishment of model schools for gifted children.
13. Development of counseling system.
14. Linking all education department and institutions by EMIS and internet.

LIST OF PERSONS WITH WHOM CONSULTATIONS WERE HELD

Education Department

| | |
|-----------------------------|-----------------------------|
| Mr. Javed Aslam | Secretary to Govt of Punjab |
| Mr. Imtiaz Tajwar | Secretary Schools |
| Syed Haider Mehdi | Additional Secretary |
| Syed Ishtiaq H. Bukhari | Under Secretary Planning |
| Mr. Muhammad Arshad Khokhar | Director EMIS |
| Mr. Muhammad Yaseen | Under Secretary Schools |

P.D.S.S.P.

| | |
|--------------------------|------------------------|
| Mr. Hassan Nasir Jamy | Programme Director |
| Mr. Abdullah Khan Sumbal | Dy. Programme Director |
| Mr. Syed Qurban Ali Shah | Assistant Director |

Lahore District Govt.

| | |
|----------------------|--------------------|
| Mian Asif Majeed | Assistant Director |
| Mr. Muhammad Asif | Planning Officer |
| Mian Muhammad Ashfaq | D.O. Planning |

Planning & Development Department

| | |
|----------------------------|--|
| Dr. Shaheen Khan | Chief Economist, P&D Department |
| Mr. Javed Ahmad | Member P&D Board |
| Sh. Abdul Ghafoor | JCE, P&D Department |
| Ch. Mukhtar Ahmad | Senior Chief, District Program |
| Ch. Habib ur Rehman | Senior Chief, Drought Emergency Relief Assistance Program |
| Mr. Nasim Riaz | Sr. Chief, ECA |
| Ms Neelfor Hafeez | Chief Education |
| Miss Bushra Yasmeen | Assistant Chief District Program |
| Mr. Nasir Mahmood Qureshi | Assistant Chief Education |
| Mr. Asad Ullah Khan Sumbal | Punjab Resource Management Program |

Finance Department

| | |
|---------------------|------------------|
| Mr. Muhammad Arshad | Deputy Secretary |
|---------------------|------------------|

LG&RD

| | |
|-----------------|----------------------|
| Mr. Javed Latif | Additional Secretary |
|-----------------|----------------------|

C&W Department

| | |
|---------------------|-------------------------|
| Mr. Ali Raza Bhutta | Additional Secretary |
| Mr. Khalid Mahmood | Chief Engineer Building |

Others

| | |
|-----------------|------------------------------------|
| Dr. Nasir Javed | Decentralization Support Programme |
|-----------------|------------------------------------|

**DOCUMENTS CONSULTED / REVIEWED FOR PREPARATION OF GUIDELINES
FOR EDUCATION SECTOR PLAN**

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3. Planning Economic Development by Everett E. Hagen
4. Leading Issues in Development Economics by G.M. Meier
5. Studies on the Strategies and Technique of Development Planning by Aziz ur Rehman Khan
6. Strategies of Planning and Development by S.A.Qureshi and Dr.Muhammad Arif
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11. Strategic Planning Guidelines for California State
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33. Population Census Report of 1998 by Pakistan Population Census Bureau
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