

Monitoring of the Delivery of Educational Services: A Case Study of Government Schools in Khyber Pakhtunkhwa

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Abstract

The study aimed at examining the monitoring aspect of the delivery of education services in government schools of Khyber Pakhtunkhwa, province of Pakistan. The data was collected via self administered questionnaire from different stakeholders. The results show a very low level of satisfaction by key stakeholders towards monitoring function of schools. The reasons for low monitoring included no visit by education officers, low involvement of parents and parents-teachers committee (PTC), and no visit by elected representatives. Additional reasons for less monitoring were also explored and recommendations were given accordingly

Keywords: Delivery, Performance, Monitoring, Satisfaction, Educational Stakeholders

Introduction

Background and Literature Review

Education is a key to a country's progress and is often neglected in many developing societies. Delivery of educational services is well recognized all over the world in terms of its contribution to the nation building. Provision of access to schools and quality of education provided in schools contributes to all other social and economic sectors such as health, nutrition, population, women development, skilled manpower etc. The right to education was already recognized in 1948 in the Universal Declaration of Human Rights. Article 26 of the Declaration, states that education should be free and compulsory.¹ Education is center stage because knowledge is viewed as essential to the formation of human capabilities and one of the essential elements of human life.² "The key to transforming a society into what it should be is apparently

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linked inextricably to education. Like freedom or democracy the term education invokes wholly good connotations which are difficult to question or challenge".³ Additionally for student's satisfaction it is necessary to enhance the educational delivery system at the basic level.⁴ According to Annual Status of Education Research report more than 20 million children from the age 6-16 are out of school and of them 15 million never enrolled and about 05 million are dropped out at grade one. Ironically 60% of them are girls.⁵ The same report mentions that government schools lack basic facilities, inadequately trained and often absent teachers, and a severe shortage of learning material and books.

Moreover, according to the latest National Education Policy 2009, on the education development index, which combines all educational access measures, Pakistan lies at the bottom with Bangladesh and is considerably lower than Sri Lanka.⁶ A similar picture emerges from the gross enrolment ratios that combine all education sectors and by the adult literacy rate measures. The overall Human Development Index (HDI) for Pakistan stands at 0.55 which is marginally better than Bangladesh and Nepal but poorer than other countries in the region. The report also shows that while Pakistan's HDI has improved over the years the rate of progress in other countries has been higher. Bangladesh, starting at a lower base has caught up, while other countries have further improved upon their relative advantage.⁷

The focus of this study is on the government schools. The government school system consists of primary, middle, high schools. Primary schools have five classes (1-5) for children of age 5-9 years. Middle school consists of classes 6-8 for children of age 10-12. Secondary or high schools offer education in 2 classes 09 and 10 for children of age 13-14.

In Khyber Pakhtunkhwa (KPK), among all schools 74% (26866 out of 36430) are government schools, 13% (4884 out of 36430) are non-government schools, and 13% (4680 out of 36430) are religious schools. From the perspective of students attending these institutions, 77% (3702276 out of 4820841) attend government schools, 19% (931762 out of 4820841) attend non-government schools, and 4% (186803 out of 4820841) attend religious schools.⁸ Present study is conducted in Peshawar, capital of KPK. Peshawar has been a center of trade and commerce between sub continent and central Asian states.

Huge Investment of eighty one billion rupees is made in education in 2013 but there are poor academic results, high drop-out rate, and corruption in education department. Poor performance

of government schools is a serious problem despite huge government funding; there was a scope for investigating into the reasons for that. Hence evaluations of education services become extremely important not only in terms of return on investment but also for the improvement of the educational services.

Monitoring of schools is the main function of education officers. They inspect schools to know about teachers' and students' attendance and other school matters. A teacher can be led to the classroom and kept there but he can't be made to teach or teach well. If teachers are treated as employees then they behave like employees in controlled supervisory system. Employee will tend not to work when the supervision is not there.

Monitoring function of government schools is ineffective even though monitoring is an important duty of education officers. Situation becomes more complex in case of monitoring of private schools or schools run under public-private partnership. A study⁹ was conducted on the monitoring function of primary education delivery in public-private partnership in *Anjuman-e-Khadim-e-Rasoolullah* (AKRA) in Punjab where a village committee is formed for monitoring. A village committee has three members and a volunteer visits a school every month and visit parents who wish to lodge complaint against AKRA or a public school. Survey indicated that 37.93% of parents were aware of the existence of village committee, its functions, and whom to approach if they had a complaint. Parents tend to complain collectively to education officer because of his inaccessibility. School monitoring is a multisided function. Education officer seems to have little time for monitoring government schools and they don't feel it their responsibility to check private schools. There is a need for checking and counter checking because private parties need to be made accountable for the delivery of effective educational services. Study has found that monitoring system is weak and ineffective because of the lack of resources and trained field team. Village committees are ineffective and parents don't know where to complain. Monitoring is a central function and without its effectiveness, the whole public-private program can be abused. Questionnaires used in field survey conducted for the current research included questions on monitoring of government schools by education officers, parents, PTCs, and elected representatives.

Limitations of Study

The district government system was spread over the whole country and it was not possible to cover the entire country. Therefore, this

study aimed to cover only the proposed study area. The current study focused only on review of monitoring function of educational services in the study area: with focus on primary, middle and secondary education, which fall in the domain of district governments.

Research Questions

This research is guided by the following research questions

- How satisfied are key stakeholders towards monitoring function of government schools in KPK?
- Is there enough monitoring in government schools of KPK?
- What are the reasons for low monitoring in government schools of KPK?
- How monitoring functions can be improved in government school in KPK?

Significance of the Study

This study is empirical in nature and provides an empirical base for the future research in the delivery of educational services. It is unique in terms of an attempt to empirically design, implement, and analyze stakeholders' satisfaction level and their reasons for dissatisfaction with monitoring aspect of government schools. This study hopes to contribute to the existing knowledge on local government system by giving stakeholder's views on it. The study has contributed, to identify the problems and to suggest remedies, for better management of government school system by shedding light on monitoring function in details.

Methodology of the Study

Survey Area

District Peshawar has a population of 2,019,188 with 3.56% annual population growth rate according to the 1998 Population Census.¹⁰ District Peshawar ranks first among 24 districts and constitutes 12% of total population of KPK. District, Peshawar has four town committees. Town committee one is predominately urban, with a projected population of 569713 in year 2008 and comprises mainly the Peshawar city

Survey was carried out in Town one of District Peshawar and thus necessitated collection, collation, and analysis of data at macro, mezzo, and micro level, as will be indicated in the relevant sections. A common element in the methodological approach of

various elements of the study is to use primary data to varying extent through sample surveys. A questionnaire is per formulated written set of questions to which respondents record their answers, usually within closely defined alternatives.¹¹ Survey was carried out through questionnaires, designed to answer research questions and cover survey objectives. Elements of variables of theoretical framework were incorporated in questionnaire.

The Respondents

Table 1: presents the categories of survey respondents of the catchments area of sample schools.

Table 1: Survey respondents

S. No.	Catchment area	Category
1	District Elected Representatives	Male and Female
2	District and Town Education Office Staff	Male and Female
3	Parents	Male and Female
4	School teachers (Head Masters/Teachers)	Male and Female
5	Students	Male and Female

Source: Field study

Sample of Survey Respondents

The sample of teachers, students, and parents of students were drawn from each of the sample schools. Number of District Education Officers both Male & Female assigned to Town 1 are 5. Three parents, three students, and three teachers from each sample, school were drawn. Sample of district elected representatives was 10. Total number of sample schools and sample of stakeholders is provided in table 2.

Table 2: Total number of sample schools and stakeholders

S. No.	Sample schools and stakeholders	Numbers
1	Total number of sample schools	24
2	Total number of district education officers	5
3	Total number of district elected representatives	10
4	Total number of parents (3x24)	72
5	Total number of students (3x24)	72
6	Total number of teachers (3x24)	72

Source: Field study.

Field survey was carried out in 24 sample schools (12 boys' and 12 girls' schools) in town one Peshawar. The survey was conducted from five categories of stakeholders. Students and teachers were surveyed within the premises of schools. Parents were surveyed outside the schools. Survey of mothers of girls' students was held in their houses as they lived near the schools. Survey of fathers of boys was conducted in their homes, shops, and places of work. Survey of educational officers and district elected representatives was held in their offices. Maximum precautions were taken in order to get unbiased views. Field survey was carried out in September - October 2008.

Data Processing

Research Scholar in collaboration with Research Investigators reviewed all collected questionnaires and edited them for completeness and consistency. Questionnaires were conducted on personally administered basis so that all questionnaires were received back with little editing needed. After editing all questionnaires, these were properly entered in the computer. After entering data properly, it was made ready for analysis. Statistical package of SPSS was used to perform certain statistical tests.

Data processing was mainly computer based, supplemented by manual processing for descriptive data. The data was presented in the form of statistical tables and figures, as appropriate, and relevant analytical tools were used for analysis and interpretation. Besides the standard statistical procedures and tests of significance, recourse to non-quantitative description and analysis was also done.

Analysis and Results

Table 3 shows the response of key stakeholders towards monitoring function of government schools. In type of stakeholders as respondents, 17% students (12 out of 72) showed satisfaction, 36% teachers (25 out of 69) showed satisfaction, 11% parents (8 out of 72) showed satisfaction, 60% education officers (3 out of 5) showed satisfaction, 20% district elected representatives (2 out of 10) showed satisfaction. Comparatively parents had the least satisfaction level of 11 per cent, followed by students 17 per cent, district elected representatives 20 per cent, teachers 36 per cent, and education officers 60 per cent. Education officers had high satisfaction level followed by teachers, district elected representatives, students, and parents.

Table 3: Satisfaction Level with the Monitoring of Schools

Satisfaction	Type					Gender			School / Section				
	Students	Teachers	Parents	Officers	Politicians	Total	Male	Female	Total	Primary	Middle	High	Total
Yes	12	25	8	3	2	50	14	35	49	20	9	16	45
Percentage	17	36	11	60	20	22	12	32	22	28	13	23	21
No	60	44	64	2	8	178	101	75	176	51	62	55	168
Percentage	83	64	89	40	80	78	88	68	78	72	87	77	79
Total	72	69	72	5	10	228	115	110	225	71	71	71	213

(Chi-Square = 18.585, p-value = 0.001) (Chi-Square = 12.736, p-value = 0.0010) (Chi-Square = 5.240, p-value = 0.073)

Figure 1

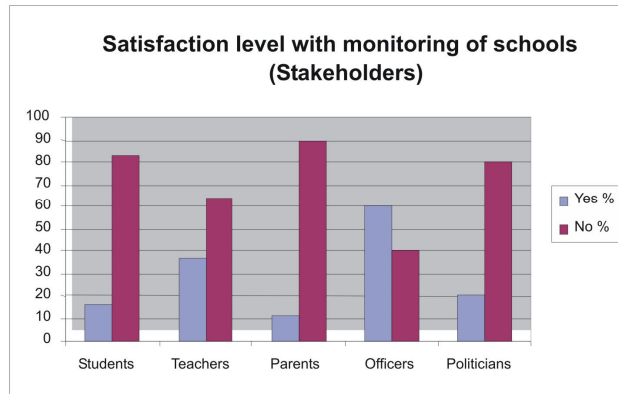


Figure 2

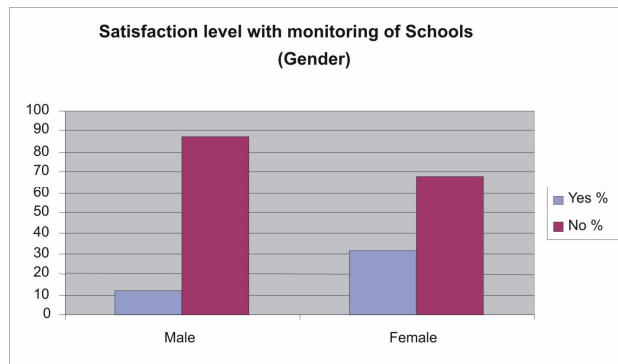
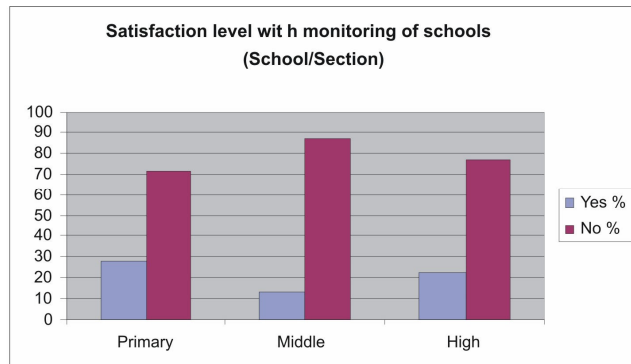


Figure 3



From the gender perspective, 12% male respondents (14 out of 115) showed satisfaction while 32% female respondents (35 out of 110) showed satisfaction. Overall males were more dissatisfied with the monitoring of schools as compared to females.

From the perspective of respondents of various sections of schools, 28% respondents from primary sections (20 out of 71) showed satisfaction, 13% respondents from middle section (9 out of 71) showed satisfaction, and 22% respondents from high school section (16 out of 71) showed satisfaction. Middle section respondents showed least level of satisfaction with the monitoring of schools as compared to high and primary sections.

Overall satisfaction level with the monitoring of schools among various categories of respondents is as follows:

- From the stakeholders' perspective, the minimum ranges as 11% of parents and maximum as 60% of education officers.
- From the gender' perspective, the minimum ranges as 12% of males and maximum as 32% of females.
- From the school sections respondents' perspective, the minimum ranges as 13% of middle section and maximum ranges as 28% of primary section.

The calculated value of Chi-Square (18.585) for the association between stakeholders' satisfaction level regarding monitoring of schools is significant (p-value = 0.001), for gender Chi-Square (12.736) is significant (p-value = 0.001) and for school/section Chi-Square (5.240) is significant (p-value = 0.073)

Table 4 shows reasons for low monitoring of schools by type of stakeholders, gender, and respondents of various school sections. Questions asked were about no visit by education officer,

no visit by parents, no visit by members of parents-teachers committee and no visit by elected representatives as main reasons for less monitoring of schools.

Table 4: Reasons for Low Monitoring of Schools

REASONS	Type					Total	Gender			School / Section			
	Students	Teachers	Parents	Officers	Politicians		Male	Female	Total	Primary	Middle	High	Total
No Visit by Education Officers	43	30	47		5	125	64	59	123	35	44	44	123
Percentage	30	25	36	0	29	30	27	36	30	30	33	30	31
No Visit by Parents	39	38	43		5	125	77	46	123	40	39	41	120
Percentage	27	32	33	0	29	30	32	28	30	34	29	28	30
No Visit by PTC	22	28	20		3	73	43	29	72	19	24	27	70
Percentage	15	24	15	0	18	18	18	18	18	16	18	18	18
No Visit by Elected Representatives	40	22	22	1	4	89	57	31	88	24	26	34	84
Percentage	28	19	17	100	24	22	24	19	22	20	20	23	21
Total	144	118	132	1	17	412	241	165	406	118	133	146	397

Figure 4

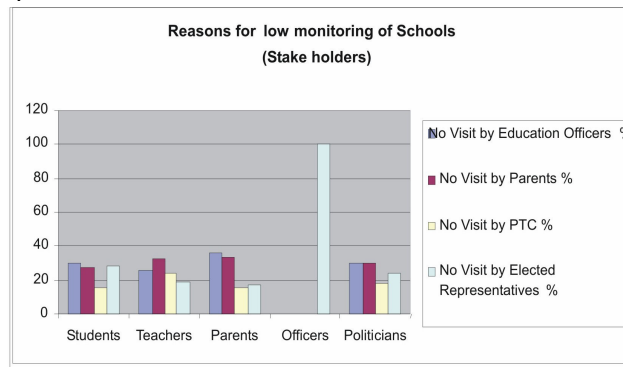


Figure 5

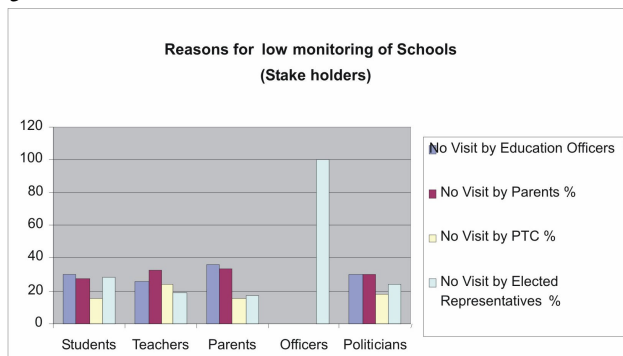
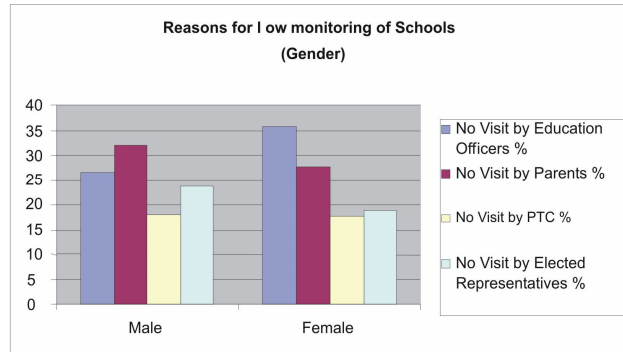


Figure 6



From the perspective of type of stakeholders as respondents, from students' perspective, 30% students (43 out of 144) cited no visit by education officer, 27% (39 out of 144) cited no visit by parents, 15% (22 out of 144) cited no visit by parents teachers committee and 28% (40 out of 144) cited no visit by elected representatives as reasons for less monitoring of schools. From teachers' perspective, 25% teachers (30 out of 115) cited no visit by education officer, 32% (38 out of 118) cited no visit by parents, 24% (28 out of 118) cited no visit by parents teachers committee and 19% (22 out of 118) cited no visit by elected representatives as reasons for less monitoring of schools. From Parents' perspective, 36% parents (47 out of 132) cited no visit by education officer, 32% (43 out of 132) cited no visit by parents, 15% (20 out of 132) cited no visit by parents teachers committee and 17% (22 out of 132) cited no visit by elected representatives as reasons for less monitoring of schools. Only one education officer gave his view citing no visit by elected representatives as main reason for less monitoring of schools. From district elected representatives' perspective, 29% representatives (5 out of 17) cited no visit by education officer, 29% (5 out of 17) cited no visit by parents, 18% (3 out of 17) cited no visit by parents teachers committee and 23% (4 out of 17) cited no visit by elected representatives as reasons for less monitoring of schools. From overall perspective of all 5 types of respondents, 30% respondents (125 out of 412) gave no visit by education officers, 30% (125 out of 412) gave no visit by parents, 18% (73 out of 412) gave no visit by parents teachers committee and 22% respondents (89 out of 412) gave no visit by elected representatives as reasons for less monitoring of schools. No visit by education officers and no visit by parents were given as main reasons

followed by no visit by elected representatives and no visit by PTC.

Second section of table shows gender views of respondents. 26% male respondents (64 out of 241) cited no visit by education officer, 32% (77 out of 241) cited no visit by parents, 18% (43 out of 241) cited no visit by teachers parents committee and 24% (57 out of 241) cited no visit by elected representatives as reasons for less monitoring of schools. 36% female respondents (59 out of 165) cited no visit by education officer, 28% (46 out of 165) cited no visit by parents, 17% (29 out of 165) cited no visit by parents teachers committee and 19% (31 out of 165) cited no visit by elected representatives as reasons for less monitoring of schools. From overall gender perspective of both, 30% (123 out of 406) gave no visit by education officers, 30% (123 out of 406) gave no visit by parents, 18% (72 out of 406) gave no visit by parents teachers committee and 22% respondents (88 out of 406) gave no visit by elected representatives as reasons for less monitoring of schools.

From the perspective of students of various sections of schools, 28% respondents of primary section (32 out of 115) cited no visit by education officer, 35% (40 out of 115) cited no visit by parents, 16% (19 out of 115) cited no visit by parents teachers committee and 21% (24 out of 115) cited no visit by elected representatives as reasons for less monitoring of schools. From respondents of middle section, 33% (44 out of 133) cited no visit by education officer, 29% (39 out of 133) cited no visit by parents, 18% (24 out of 133) cited no visit by parents teachers committee and 19% (26 out of 133) cited no visit by elected representatives as reasons for less monitoring of schools. From respondents of high section, 30% (44 out of 146) cited no visit by education officer, 28% (41 out of 146) cited no visit by parents, 18% (27 out of 146) cited no visit by teachers and 23% (34 out of 146) cited no visit by elected representatives as reasons for less monitoring of schools. From perspective of sections' respondents, no visit by education officers and no visit by parents were given as main reasons followed by no visit by elected representatives and no visit by parents' teachers committee. In school sections respondents from high section were highest as 146 followed by middle section as 133 and primary section as 115. High and middle section respondents were more vocal in citing reasons than primary section. More additional reasons are as follow.

Additional Reasons

Stakeholders have given the following additional reasons for less monitoring of government schools

- The parents do not keep themselves informed about the performance of their children throughout the year but at the end of the year, they come to the school to support their children.
- The parents are not allowed to meet the teachers and not even given a chance to discuss the problems with teachers.
- School inspection is rarely done.
- Bribes and favoritism are given importance which reduces the effectiveness of inspection.
- Higher rank officers do not take any opinion from students and parents and their focus is limited to teachers only.
- The interaction between higher officers from education department and students and their parents is low as mostly higher officers come once in a year. During the visit they spend most of their time in administrative offices rather than visiting the classes and meeting with students and teachers.
- Principals spend most of their time in their offices rather than visiting classes.

Discussion

International Crisis Group, emphasized improved monitoring capacity of education department. In this survey parents showed highest level of dissatisfaction while district education officers showed lowest level of dissatisfaction over the monitoring of schools.¹² It is obvious that education officers, who are responsible for the monitoring schools will show their satisfaction while rest of stakeholders are not that much satisfied. Monitoring is considered as the main function of education officers. Survey respondents generally made him/her responsible for the lack of monitoring of schools. They complained that education officers occasionally visit schools and during visit mostly spend time in principal's office rather than visiting classes. They do not seek opinion from students. This survey was conducted in Peshawar city, where schools are located at close distances and education officers can easily walk to reach there. If there are complaints in capital city then in rural area where schools are located faraway, the situation may be even worse. Teachers also complained that parents do not visit schools to know about the performance of their children. Due

to growing number of non-government schools, government schools are only left for the poor and economically vulnerable class. Parents of such children are mostly uneducated so they leave their children at the mercy of teachers. In non-government schools, where parents pay fee, they also expect their children to perform well. Besides encouraging regular visits, parents' days are regularly organized in non-government schools. Currently, there is a PTC (Parent Teacher Committee) associated with each government school, whose members are supposed to visit schools. Respondents also complained that members of PTCs don't visit schools. These PTCs should be active enough to look after affairs of schools on regular basis. PTC consists mainly of parents if even they don't take interest in education of their own children, then objectives of formation of PTCs are not achieved.

Conclusion

The results show that overall the key stakeholders' satisfaction level towards monitoring function is low. There is a need to improve the monitoring system within the schools for better delivery of education as the private sector schools are doing. The monitoring function can be improved by involving more stakeholders. PTCs should be made more effective. Education officers should take more responsibility and ensure proper visits to schools in order to ensure proper monitoring in delivery of effective education system.

Further Research

This research has contributed in understanding the monitoring function of government schools in KPK. There is also a need for further research in the area of school monitoring within government setup as well as outside to bring out deeper level issues related to monitoring. It will be useful to study monitoring system of education departments of other countries in order to benefit from experiences of other countries.

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