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REPORT

Double Shift Schools Programme

Khyber Pakhtunkhwa

REPORT:
DOUBLE-SHIFT SCHOOLS IN KHYBER PAKHTUNKHWA

Bridging Technical Assistance for Governments- (B-TAG) KP

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Executive Summary

This evaluation report critically examines the implementation and outcomes of the Double Shift Schools (DSS) program in Khyber Pakhtunkhwa (KP), Pakistan. Launched in 2021, the DSS program was conceived to address the pressing issues of school overcrowding, inadequate access to secondary education, and the large population of out-of-school children (OOSC). The introduction of a second shift in existing government schools sought to maximize the use of current infrastructure, thereby expanding educational opportunities for underserved populations, particularly girls.

The evaluation focuses on the effectiveness of the DSS model in improving educational access, the impact on teacher workload, the quality of student learning outcomes, and the state of infrastructure in schools running double shifts. The findings demonstrate significant progress in expanding access to education, particularly for girls in rural and newly merged districts (NMDs). However, there are considerable challenges in sustaining the program due to resource constraints, inadequate teacher training, and gaps in school facilities.

Key findings include:

- A substantial increase in overall enrollment, particularly among girls, in DSS schools.
- Persistent challenges related to teacher workload, resource allocation, and classroom conditions.
- A need for better infrastructure, especially in rural schools where basic facilities are often lacking.
- Positive outcomes in terms of gender inclusivity, with more girls enrolling in secondary education through the DSS program.

This report provides detailed recommendations aimed at improving the effectiveness and sustainability of the DSS program, including stronger governance mechanisms,

enhanced teacher support, timely budget releases, and the expansion of the program to underserved areas.

1. Introduction

The Double Shift School (DSS) system has emerged as a practical response to the educational challenges faced by many countries, including Pakistan, where infrastructure limitations, resource constraints, and increasing demand for education outstrip available school facilities. Particularly in Khyber Pakhtunkhwa (KP)**,** where educational inequities and a large out-of-school children population persist, the provincial government initiated the DSS model to optimize the use of existing school infrastructure, aiming to provide a solution to the growing student population and shortage of schools.

Khyber Pakhtunkhwa's education sector has long faced multifaceted challenges, including a lack of sufficient schools, teacher shortages, overcrowding in classrooms, and significant gender disparities, particularly in rural areas. According to the National Socio-Economic Registry, Benazir Income Support Program, more than 4**.**7 million children in KP are out of school, and the shortage of middle and secondary schools presents a major hurdle for those seeking to continue their education beyond primary levels. Girls are disproportionately affected, with 3.03 million out-of-school girls due to cultural barriers, gender bias, and a lack of gender-segregated school facilities. In response to these challenges, the provincial government implemented the DSS initiative to increase school enrollment, reduce overcrowding, and foster gender inclusivity in education.

The DSS model, while promising, brings with it a set of unique challenges and opportunities that must be studied to assess its efficacy. A structured evaluation is essential to understand how well the DSS system is meeting its objectives, including whether it is addressing the out-of-school children crisis, improving gender equity, optimizing resource use, and providing a quality education in both shifts. Evaluating the success and limitations of DSS in Khyber Pakhtunkhwa will provide crucial insights for policymakers, educational administrators, and stakeholders who seek to expand or improve the system.

Given the scope and potential impact of DSS on education in KP, a comprehensive study is needed to evaluate how well this system is functioning, what gaps remain, and what improvements are required to ensure that DSS serves the educational needs of all students, particularly girls and children in marginalized areas. This study also aims to assess the long-term sustainability of DSS as a strategy to improve education outcomes in KP.

1.1 Objectives

The primary objectives of this evaluation study are:

- **Assessing the Impact on Enrollment**: To determine whether the introduction of the DSS model has led to an increase in school enrollment, particularly among out-of-school children and girls, and whether it has successfully reduced overcrowding in morning shift schools.

- **Evaluating Resource Optimization**: To examine the efficiency of resource utilization, including school infrastructure, teaching staff, and learning materials, and to assess whether the DSS model is a cost-effective solution to educational challenges in KP.

- **Quality of Education**: To investigate whether the quality of education provided during the afternoon shift is comparable to that of the morning shift, and to identify any disparities in terms of teacher availability, curriculum delivery, or learning outcomes.

- **Challenges and Opportunities**: To identify the key challenges faced by schools implementing the DSS model, including administrative, logistical, and community-related issues, and to explore opportunities for improvement and expansion.

- **Gender Equity and Inclusivity**: To assess whether DSS has contributed to improving gender equity in education, particularly by providing a more accessible and culturally appropriate schooling option for girls in conservative areas.

- **Long-term Sustainability**: To evaluate the sustainability of the DSS model in terms of long-term funding, teacher retention, and infrastructure wear and tear due to double usage, and to recommend strategies for making the system more durable and effective.

2. Situational Analysis: Schools in Khyber Pakhtunkhwa[1]

Khyber Pakhtunkhwa (KP), including both settled and merged districts, presents a complex landscape in its education sector. The region's schooling system is a

[1] Data source: Annual Census Report (*ASC 2023-24, Source, EMA*) Education Monitoring Authority (EMA)

combination of government and private institutions, catering to millions of students with varying infrastructure and resource constraints.

- **School Infrastructure**

In the settled districts of Khyber Pakhtunkhwa, there are 28,239 government schools, with 28,054 of these schools functional. The majority of schools (93%) have boundary walls, and basic facilities like water supply (97%), electricity (92%), and toilets (96%) are widely available, although certain areas may still face deficiencies. Private schools also play a significant role, with 10,944 registered private schools across the province. In the newly merged districts (formerly known as FATA), the infrastructure presents a more significant challenge. Of the 6,394 government schools, 358 remain non-functional. Although functional schools in these areas have boundary walls (99%), the availability of other essential utilities like water (81%), electricity (57%), and toilets (90%) still needs improvement.

- **Student Enrollment**

Overall, in the settled districts of KP, government school enrollment stands at 5.14 million students, with 66.5% attending primary schools. The distribution between primary and secondary education reveals a significant drop in enrollment as students progress to higher grades. For example, only 2.7% of students are enrolled in grades 11 and 12.

In the merged districts, the total student enrollment in government schools is 692,295. Here, too, the overwhelming majority (78%) of students are enrolled in primary schools, and only 1.1% make it to higher secondary education. The stark decline in student retention in secondary schools highlights a critical gap in access to quality education.

- **Teachers and Staffing**

The total number of sanctioned teaching posts in the settled districts is 192,069, with 169,064 teachers actively working. There is a healthy male-to-female ratio among the teaching staff, but the distribution is uneven across different levels of schooling. There is a larger proportion of teachers in primary schools compared to secondary education, which mirrors the enrollment numbers.

In the merged districts, the situation is more constrained, with only 19,568 working teachers across all levels, despite the sanctioned number being 27,335. This shortage of teaching staff, particularly in secondary schools, exacerbates the already critical drop in enrollment at higher levels.

- **Educational Challenges**

Khyber Pakhtunkhwa faces significant challenges in achieving equitable access to education. A primary concern is the high number of out-of-school children (OOSC). There are approximately 4.7 million OOSC in the province, with girls disproportionately

affected, comprising 3.03 million of that total. This issue is driven by a multitude of factors, including inadequate school infrastructure, socio-economic barriers, cultural factors, and the limited availability of middle and secondary schools, particularly for girls.

The disparity between the number of primary and secondary schools is notable. With 79% of schools being at the primary level, students advancing to higher grades face severe shortages in available facilities, which discourages continued enrollment, especially for female students.

The NMDs, which were recently integrated into KP, face additional difficulties stemming from historical marginalization and persistent security concerns. Cultural norms, safety issues, and transportation challenges further restrict educational access, particularly for girls. These factors contribute to a significant gender disparity in educational attainment, where girls often find it difficult to pursue schooling due to societal constraints and logistical barriers, especially in remote areas.

Socio-economic barriers heavily influence the transition of girls from primary to post-primary education in KP and the NMDs. Poverty plays a critical role, with many families prioritizing the education of boys over girls, perceiving it as a more valuable investment for future economic returns. High dropout rates among girls are also driven by early marriages and the burden of household responsibilities. Even in regions where schooling is available, the quality of education remains substandard, affected by a lack of resources, overcrowded classrooms, and undertrained teachers. Furthermore, cultural norms and social restrictions continue to discourage girls from advancing to higher education levels, particularly in co-educational settings where security concerns are prevalent.

- **Government Initiatives**

The Government of Khyber Pakhtunkhwa has responded to these challenges with initiatives like the Education Sector Plan (ESP) 2020-2025. The plan focuses on enhancing access, equity, and inclusion, improving the quality and relevance of education, and strengthening governance and management in the education sector.

However, despite these efforts, the current pace of school infrastructure development and teacher recruitment is insufficient to meet the needs of the growing population. It is estimated that the province requires 19,584 new schools to accommodate the out-of-school children and the current overcrowding in existing schools.

To address this gap in school infrastructure, the government has introduced the Double Shift Schools (DSS) Program, which aims to utilize existing school buildings more efficiently by offering classes in two shifts. This policy was approved in 2021 to mitigate the severe shortage of schools, reduce overcrowding, and ensure more students, especially girls, have access to education.

3. Context and Rationale for Double Shift Schools

3.1 Global Evolution of Double Shift Schools

The concept of Double Shift Schools (DSS) has emerged globally as a pragmatic solution to educational challenges in countries facing high population growth, resource limitations, and crises such as conflict or natural disasters. It originated as a means to maximize the use of existing school infrastructure by dividing the school day into two distinct shifts: a morning and an afternoon session. This strategy allows more students to attend school without needing to build new facilities, thus optimizing resources and improving access to education.

The idea of running schools in shifts gained prominence in densely populated and low-income countries where demand for education outstripped the capacity of available schools. Countries such as Kenya, Uganda, and Jordan have adopted double shift schooling to cope with large refugee influxes or population booms. Jordan, hosting thousands of Syrian refugee children, implemented a double-shift system to provide education without overburdening the country's existing school infrastructure.

In countries like Pakistan, with large out-of-school populations and resource challenges, double shift schooling emerged as a practical solution to address disparities in school access and to promote gender equity in education. Often, girls in rural areas face socio-cultural barriers that limit their ability to attend co-educational or morning-only schools. By providing an afternoon shift option, double shift schools have helped increase female participation in education by offering more flexible schooling times.

3.2 Emergence of Double Shift Schools in KP:

The concept of Double Shift Schools in Khyber Pakhtunkhwa arose as part of the provincial government's broader strategy to address the chronic shortage of school facilities and to provide equitable access to education for all children. With the introduction of the Khyber Pakhtunkhwa Schools Sports Strategy and the Education Sector Plan (ESP) 2020-2025, the province has committed to enhancing the accessibility, quality, and inclusivity of education across all districts.

As part of these efforts, the Double Shift Schools Program was approved by the provincial government in 2021, with the primary objective of maximizing the use of existing school buildings. This program was designed to address several key issues:

- **Increased Enrollment and Reduced Overcrowding**: By introducing a second shift in the afternoon, the program sought to increase student intake capacity, reducing overcrowding in schools, and allowing students from underserved areas to access education without the need for immediate large-scale infrastructure development.

- **Gender Inclusion**: In many rural and conservative areas of KP, cultural constraints prevent girls from attending school during co-ed morning sessions. The double shift model allows for girls-only shifts in the afternoon, thereby promoting gender equity and increasing female enrollment in education.

- **Cost-Effective and Efficient Use of Resources**: Given the budgetary constraints faced by the provincial government, building new schools for all students was not a feasible option. The DSS program offers a more economical solution by utilizing existing school facilities to full capacity, allowing a larger number of students to benefit from the same infrastructure.

- **Improved Teacher Allocation**: The DSS model also addresses the issue of teacher shortages by optimizing teacher schedules, allowing teachers to work across both shifts. This helps alleviate the pressure on schools that struggle to hire enough teachers for regular full-day classes.

3.3 Rationale for Double Shift Schools in KP:

The adoption of the Double Shift Schools program in KP is a direct response to the province's pressing need to meet the demands of its growing population and improve educational outcomes. The rationale behind this approach is driven by several factors:

- **Addressing the Out-of-School Children Crisis**: The DSS program is crucial in addressing the large number of out-of-school children, particularly girls, who face barriers to accessing education. The flexibility of shifts allows more children to attend school, easing the enrollment crisis.

- **Optimizing Resources and Infrastructure**: KP's education budget is limited, and building new schools is both time-consuming and costly. Double shift schooling offers a cost-effective way to increase school capacity without needing extensive new infrastructure projects. This model optimizes existing resources, including classrooms, desks, and teaching staff, by enabling them to serve two sets of students each day.

- **Supporting Female Education**: Girls' education has long been a challenge in KP, especially in rural and conservative regions. By introducing separate afternoon shifts, DSS can provide an environment more conducive to female enrollment, thus supporting gender equity in education.

- **Rapid Population Growth and Urbanization**: With the ongoing population growth in KP, particularly in urban centers, the pressure on schools is increasing. The DSS model offers a scalable solution to cope with the rising demand for school places without delaying access to education for thousands of students.

The Double Shift Schools program represents a significant step towards achieving the province's education goals, as outlined in the ESP 2020-2025. By making the most of existing infrastructure and promoting gender inclusion, the program is helping KP take strides towards ensuring equitable and inclusive education for all children in the province.

3.4 Overview of the Double Shift Schools (DSS) Programme in Khyber Pakhtunkhwa (KP)

In response to increasing demands for education access and to alleviate overcrowding in government schools, the Provincial Government of Khyber Pakhtunkhwa (KP) approved the Double Shift Schools (DSS) Programme during its 49th Cabinet meeting on January 27, 2021. The DSS Programme is designed to meet educational needs on a case-by-case basis, particularly in areas where schools are overburdened or where higher-level schooling options are lacking. The primary objectives of the DSS Programme are:

1. **Addressing overcrowding**: By introducing double shifts at the same educational level—primary, middle, high, and higher secondary—the DSS Programme aims to accommodate the growing number of students without needing additional infrastructure.

2. **Expanding access to higher education levels**: In areas where schools offering higher-level education are not available nearby, the DSS Programme upgrades existing schools to introduce middle, high, or higher secondary classes in the second shift.

The following table outlines the progress of the DSS Programme, including the number of schools notified, those operational, student enrollment, and staffing levels across the five implementation phases:

Phase/Notified Date	Notified Schools	Functional Schools	Boys Enrollment	Girls Enrollment	Total Staff Hired
Phase-I (31 Aug 2021)	115	106	1,794	4,128	Govt
Phase-II (18 Oct 2021)	213	177	4,616	4,929	2,818
Phase-III (25 Nov 2021)	743	445	12,514	18,524	PTC
Phase-IV (24 Feb 2022)	110	93	4,595	2,485	6,266
Phase-V (30 Aug 2022)	272	232	4,245	11,279	-
Total	**1,453**	**1,053**	**27,764**	**41,345**	**9,084**

Table 1: DSS Programme Status by Phase

3.5 Criteria for Implementing Double Shift Schools

The Elementary and Secondary Education Department (E&SED) has established two primary models for determining the need for double-shift schools: Overcrowded Model and Upgraded Model.

Overcrowded Model

Schools are classified as overcrowded when the student-to-teacher ratio exceeds 40:1. To manage this, a second shift is introduced, provided that a minimum of 20 students per class is enrolled in the second shift. Importantly, students transferring from the morning shift do not count toward this number. If enrollment drops below 20, those students may be reassigned to the morning shift or the nearest available school to maintain optimal class sizes.

Upgraded Model

In response to financial limitations and the urgent need to upgrade schools, particularly at the primary level, the DSS Programme's Upgraded Model targets schools in areas with inadequate access to higher education levels. The criteria for upgrading a school are based on geographic proximity:

- **Primary to Middle**: No middle school within a 3 km radius for boys or 1.5 km for girls.
- **Middle to High**: No high school within 5 km for boys or 2 km for girls.
- **High to Higher Secondary**: Follows similar distance guidelines.

This model has proven to be a vital mechanism for expanding educational opportunities, particularly in underserved regions of KP.

3.6 Teacher Engagement in the DSS Programme

Under the DSS Programme, teachers are engaged on a contractual basis from the open market, receiving stipends for a single academic year. The headteachers, clerical staff, and support personnel from the morning shift continue their roles into the second shift. The performance of these contracted teachers is reviewed annually to determine whether they will be re-engaged for subsequent academic years.

DSS Level	School Head	Salary (PKR)	Clerk	Salary (PKR)	Class-IV Staff	Salary (PKR)
Primary	Head Teacher	12,000	-	0	Yes	5,000
Middle	Head Master	15,000	-	0	Yes	5,000
High	Principal	18,000	Yes	7,000	Yes	5,000
Higher Secondary	Principal	20,000	Yes	7,000	Yes	5,000

Table 2: Staffing and Stipend Rates for Government and Market-Hired Staff

3.7 Infrastructure and Basic Facilities

Double shifts are initiated only in schools that meet basic infrastructure standards. This includes ensuring that the school has adequate classrooms, washrooms, boundary walls, drinking water, electricity, and, where necessary, solar power. These basic facilities are essential to ensure that the additional student load during the second shift can be adequately supported without compromising the quality of education.

School Type	Eligible for Double Shift
Primary	Primary, Middle
Middle	Middle, High
High	High, Higher Secondary
Higher Secondary	Higher Secondary

Table 3: Criteria for school selection (source E&SED)

3.8 Focusing on Girls' Education in the Newly Merged Districts (NMDs)

One of the key goals of the DSS Programme, particularly in the Newly Merged Districts (NMDs) of KP, is to facilitate the transition of girls from primary to post-primary education. These districts face significant socio-cultural and infrastructural barriers that have historically limited educational opportunities for girls. By upgrading schools and improving access to higher education levels, the programme seeks to address these gaps, providing a more conducive environment for girls to continue their education. This is vital for both the personal empowerment of these young women and the broader socio-economic development of the region.

3.9. Role of the Elementary & Secondary Education Department (E&SED)

The Elementary & Secondary Education Department (E&SED) plays a critical role in the successful implementation and oversight of the DSS Programme. Its responsibilities include developing educational policies, allocating resources, and managing school operations to ensure high-quality education across the province. In the context of the NMDs, E&SED's work is particularly crucial in addressing the educational disparities between these districts and the rest of KP. By upgrading school infrastructure, enhancing teacher training, and monitoring educational standards, E&SED is working to ensure that students throughout KP, including in the NMDs, have access to quality education.

4. Methodology

This study employs a comprehensive data collection and analysis process, leveraging the extensive databases of the Education Monitoring Authority (EMA) and the Education Management Information System (EMIS) under the Elementary and Secondary Education Department (E&SED). These two systems serve as the backbone for monitoring and evaluating the performance and status of both morning and Double Shift Schools (DSS) in Khyber Pakhtunkhwa, ensuring that the data used in this evaluation is both accurate and up-to-date.

The EMA plays a crucial role in real-time monitoring and performance tracking across all schools, utilizing a wide range of indicators to assess school functionality, enrollment trends, and gender equity. Meanwhile, EMIS is responsible for managing the broader administrative data, including student registrations, budget allocations, asset management, and the operations of Parent-Teacher Committees (PTCs). The partnership between EMA and EMIS allows for a dynamic and cross-verified system where data is updated regularly by EMIS and validated on the ground by EMA. This

interconnectedness ensures a high level of reliability and minimizes discrepancies between reported data and on-ground realities.

In this study, the data from both systems has been cross-referenced to create a detailed analysis covering the period from 2022 to 2024. Key indicators analyzed include:

- The number of approved, functional, and non-functional schools
- Enrollment figures disaggregated by gender
- School models, specifically comparing upgraded versus overcrowded institutions

This multifaceted approach enables the study to provide a nuanced understanding of the Double Shift School program, focusing not just on basic metrics but also on the underlying patterns and trends that affect school performance and student outcomes. For example, the connection between non-functional schools and their respective management issues is critically examined, as are trends in gender equity in school access and enrollment. Furthermore, by incorporating data from the eight Boards of Education in Khyber Pakhtunkhwa, this methodology also includes an assessment of academic performance, allowing for a holistic view of the program's impact on both access to education and educational quality.

In summary, the integration of real-time monitoring data from EMA and the robust administrative records of EMIS ensures that the findings of this report are grounded in verified, multi-dimensional data, providing a solid foundation for policy recommendations and future interventions in the Double Shift School program.

5. School Status Overview

Figure 1 shows the status of approved, functional, and non-functional DSS between 2022 and 2024:

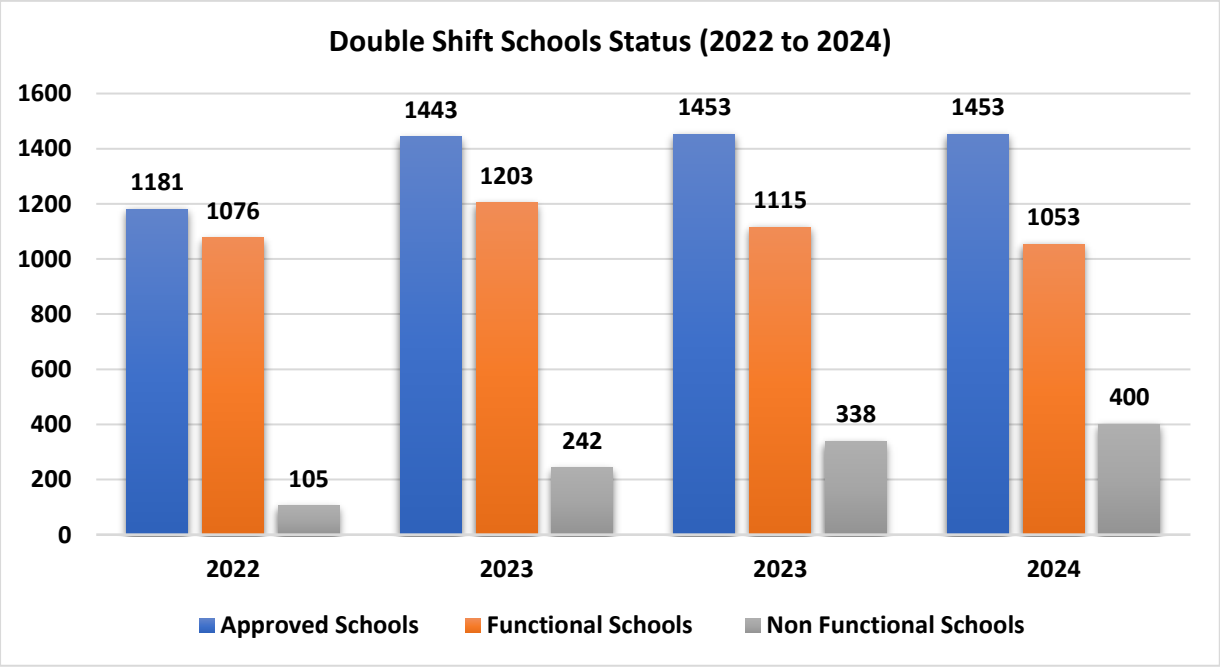

Figure 1: Double Shift Schools Status (2022 to 2024)

- **2022**: A total of 1,181 schools were approved, out of which 1,076 were functional, leaving 105 non-functional.
- **2023**: The number of approved schools increased to 1,443, with functional schools rising to 1,203. However, the non-functional schools also increased to 242.
- **2024**: The number of approved schools remained constant at 1,453, but functional schools decreased to 1,053, while non-functional schools surged to 400.

This trend reveals a steady rise in non-functional schools, which warrants further investigation to determine the underlying causes.

5.1 Gender-wise Enrollment

Figure 2 provides a breakdown of gender-wise enrollment and the number of functional schools from 2022 to 2024:

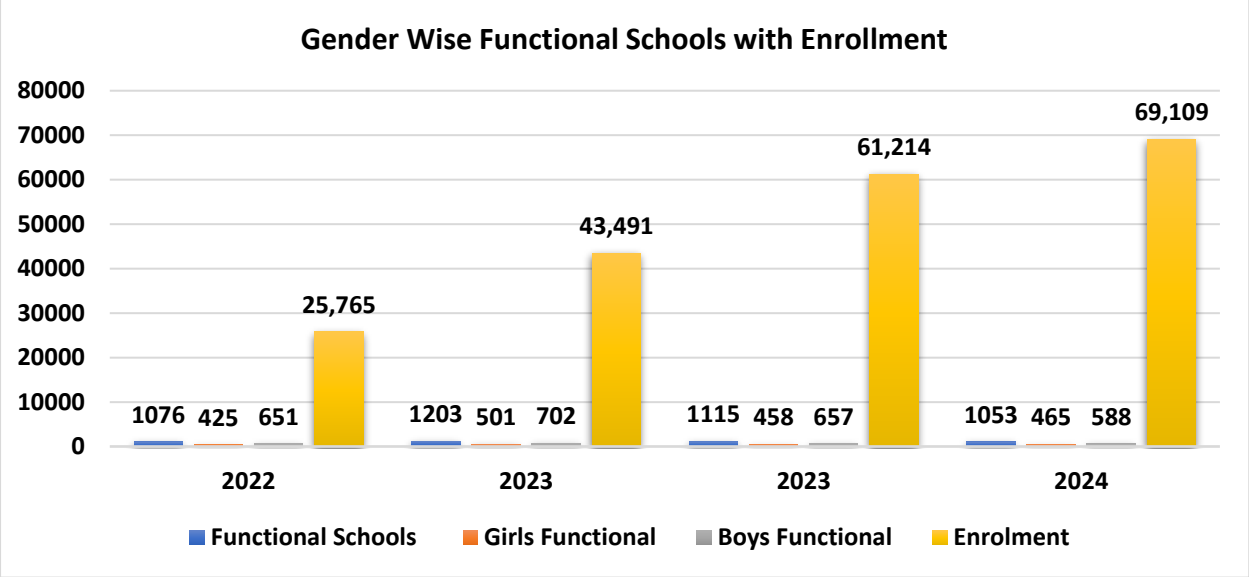

Figure 2: Gender-Wise Functional Schools with Enrolment (2022 to 2024)

- **Enrollment Growth**: Total enrollment rose from 25,765 students in 2022 to 69,109 in 2024, demonstrating a significant increase despite a decrease in the number of functional schools.
- **Gender Disparities**: Girls' functional schools increased from 425 in 2022 to 465 in 2024, while boys' functional schools dropped from 651 to 588. This indicates that the DSS program has been more effective in maintaining and increasing access for girls over the last three years.

5.2 School Model Comparison

Figure 3 presents a comparison of upgraded and overcrowded school models from 2022 to 2024:

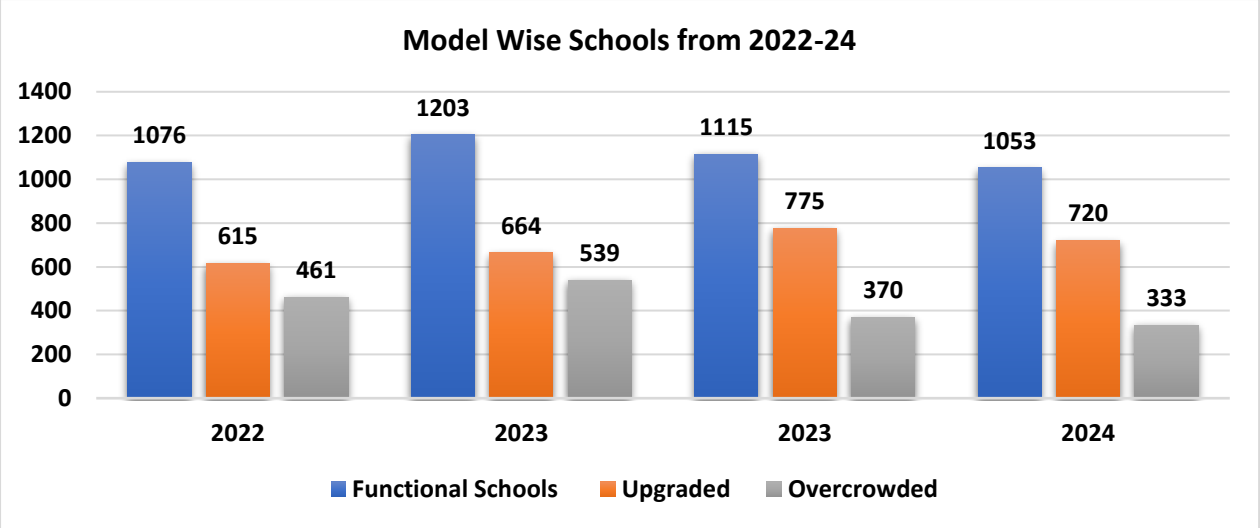

Figure 3:Model Wise Schools (2022 to 2024)

- **2022**: Of the 1,076 functional schools, 615 followed the upgraded model, while 461 were overcrowded.
- **2023**: The number of functional schools increased to 1,203, with 664 upgraded schools and 539 overcrowded schools.
- **2024**: Functional schools dropped to 1,053, with 720 upgraded schools and 333 overcrowded schools.

The decrease in overcrowded schools is a positive trend, signaling improvements in school infrastructure and capacity management. The upgraded model continues to outperform the overcrowded model in terms of sustainability.

5.3. Availability of Basic Facilities

Double Shift Schools generally have access to the same basic facilities as morning shift schools, but there are notable exceptions. IT and science labs are often unavailable for DSS, mainly due to staffing issues and a lack of interest from school heads and other stakeholders. Despite these challenges, there has been no financial release for basic facilities like classrooms, boundary walls, water, and electricity in the last three years, exacerbating the situation.

5.4 Impact on Teachers and Students

Teacher Workload

The DSS program has placed an increased burden on teachers, many of whom have to manage larger classes or teach both shifts. This additional workload can lead to burnout, diminished teaching quality, and less time for lesson planning, student assessments, and professional development.

Student Learning Experience

The DSS program offers students more flexible access to education, particularly benefiting those from socioeconomically disadvantaged backgrounds. However, the

afternoon shift often has fewer resources and less energy, potentially affecting the quality of education. Despite these challenges, the DSS program has significantly improved school access, especially for girls, though disparities in educational outcomes remain a concern.

5.5. Inclusivity and Access

The DSS program has improved educational inclusivity by offering flexible school hours, particularly for students from marginalized communities. However, safety concerns for afternoon shifts and unequal distribution of resources between shifts remain significant challenges. Efforts to address transportation, safety, and equitable resource distribution are crucial for promoting inclusivity.

5.6 Gender-Specific Enrollment Trends

As shown in Figure 4, girls' functional schools and enrollment have steadily increased, while boys' functional schools have decreased. This trend indicates that the DSS program has been particularly effective for improving girls' access to education, a key objective for KP and the Newly Merged Districts (NMDs).

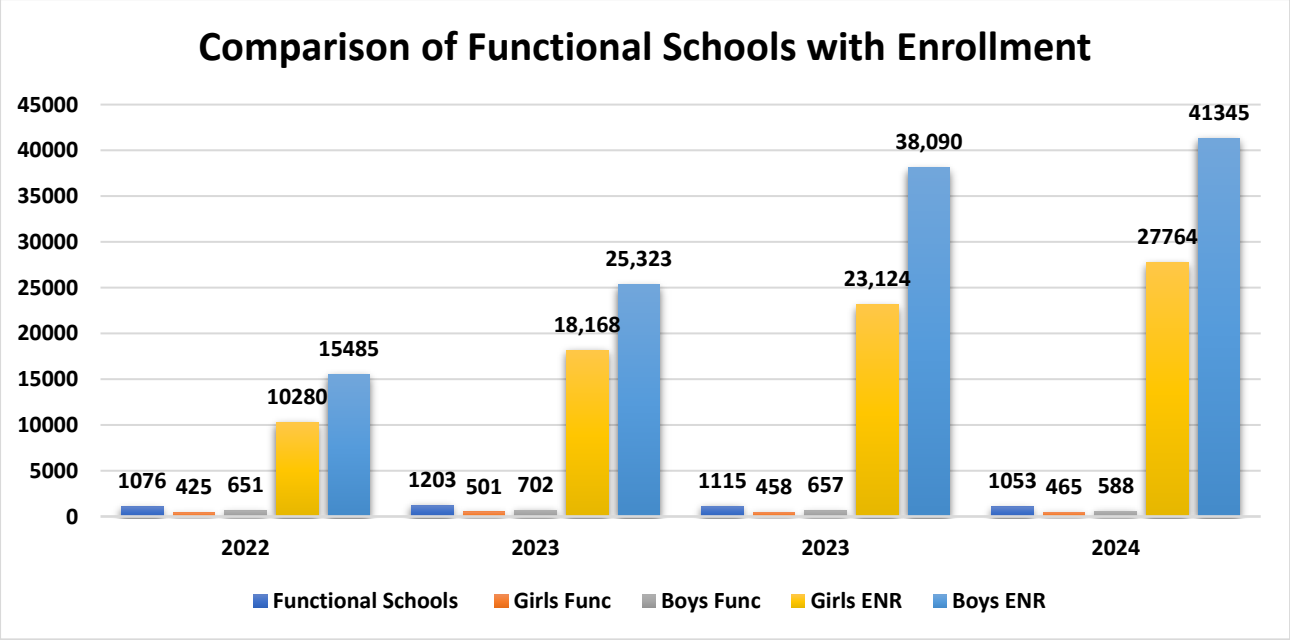

Figure 4: Comparison of Functional Schools with Enrollment

5.6. Academic Performance

A comparison of the academic performance between morning and DSS programs in high school and higher secondary levels is shown in Table 6. The results reveal that Double Shift Schools have outperformed morning schools in terms of pass percentage in both genders, though the margin is more pronounced for female students.

Grade	School Type	Gender	2023 Pass Percentage	Average Percentage	Overall Performance
9th	Morning Schools	Male	62%	68%	Morning Schools
		Female	73%		
	Double Shift Schools	Male	68%	73%	**66.88%**
		Female	78%		
10th	Morning Schools	Male	65%	70%	Double Shift Schools
		Female	75%		
	Double Shift Schools	Male	71%	76%	**72.38%**
		Female	80%		
11th	Morning Schools	Male	60%	65%	
		Female	70%		
	Double Shift Schools	Male	66%	71%	
		Female	75%		
12th	Morning Schools	Male	60%	65%	
		Female	70%		
	Double Shift Schools	Male	66%	71%	
		Female	75%		

Table 4: Results Comparison Morning Shift and Double Shift School (2023)

5.7 Gender Differences in Performance

Girls in DSS consistently perform better than their male counterparts, particularly in secondary and higher secondary levels. This improvement underscores the program's success in promoting girls' education.

6. Program Evaluation

6.1 Accessibility and Flexibility

The DSS program has succeeded in increasing enrollment but has faced challenges in maintaining the functionality of schools. As shown in Figure 9, functional schools are projected to decline further if the current conditions persist, while enrollment (Figure 10) is expected to continue rising.

6.2 Girls' Transition to Post-Primary Education

The DSS program has had a profound impact on girls' transition to post-primary education, with the number of functional girls' schools rising steadily. The forecast for 2025-2027 (Figure 11) suggests continued improvement, particularly for girls, though boys' schools may experience further declines (Figure 12).

7. Resource Utilization

7.1 Financial and Human Resource Allocation

The government allocated Rs 2 billion for staff salaries under the DSS program in FY 2024-25, but delays in financial disbursements and human resource management have hindered program effectiveness. Political interference, lack of interest from government officials, and inconsistent release of funds are ongoing challenges that need to be addressed for better resource utilization.

7.2 Physical Resources

Basic facilities such as IT labs, science labs, and girls' stipends are still lacking. Additionally, incentives for teachers, such as rewards or certifications, are necessary to enhance the effectiveness of the DSS program.

8. Program Evaluation

8.1 Effectiveness of the Double Shift School Program

The Double Shift School (DSS) program in Khyber Pakhtunkhwa has demonstrated significant results, particularly in terms of increasing access to education. The program was designed to address overcrowding and extend educational opportunities to a larger number of students by operating in two shifts — morning and afternoon. While the initiative has certainly expanded access, the analysis reveals a more complex picture regarding the program's effectiveness.

From 2022 to 2024, the total enrollment grew substantially from 25,765 students to 69,109, a reflection of the program's success in attracting more students. However, a critical issue emerges when considering the number of functional schools during the same period. Although enrollment rose, the number of functional schools actually decreased, from 1,076 in 2022 to 1,053 in 2024. This decline raises questions about the program's long-term sustainability and its ability to maintain quality education while expanding access.The following projection (Figure 9) for the period from 2025 to 2027 highlights a potential reduction in the number of functional schools if current conditions persist.

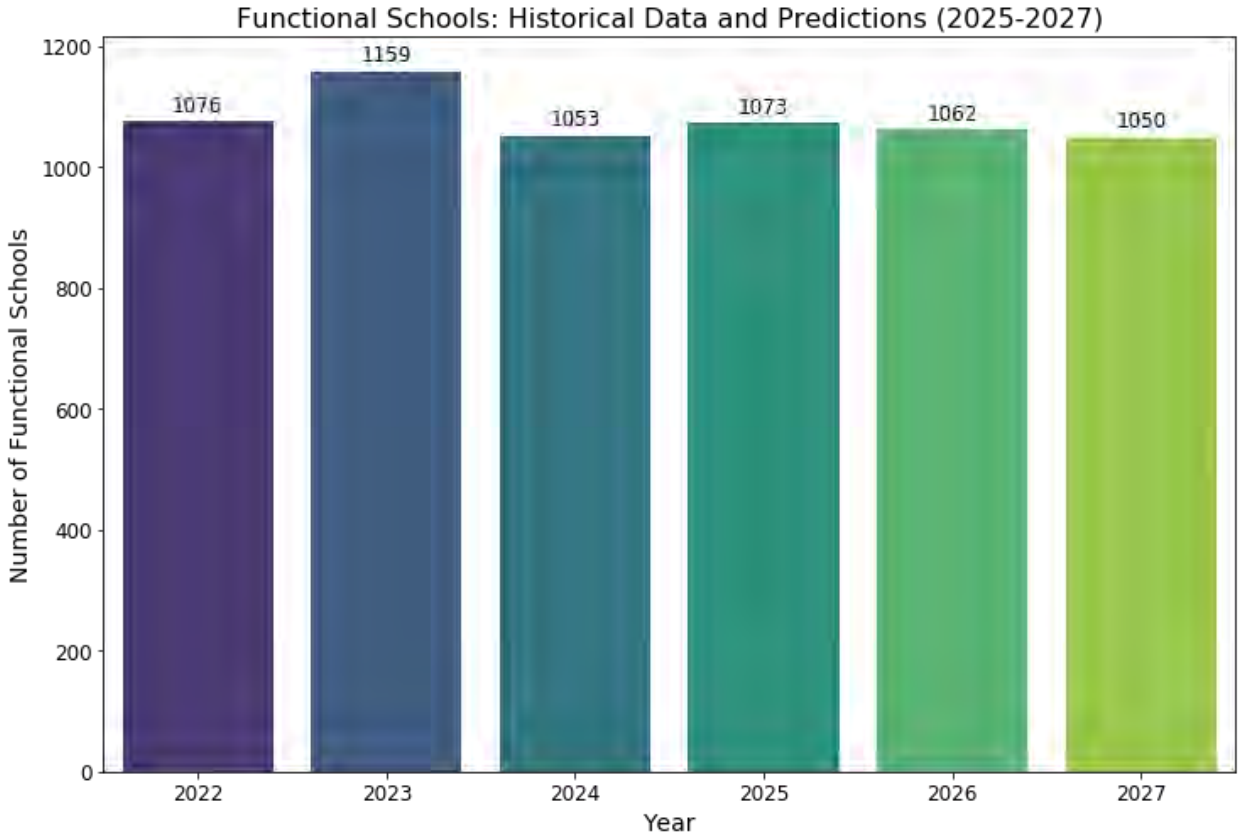

Figure 4:Functional Schools Prediction from (2025 to 2027

The projected decrease in functional schools indicates a growing imbalance between school infrastructure and student enrollment, which could adversely affect the quality of education and the program's overall effectiveness. This suggests that, unless there is targeted intervention to improve infrastructure, the DSS program could struggle to sustain its initial success.

8.2 Future Predictions for Enrollment (2025-2027)

Despite concerns about functional schools, projections for student enrollment remain optimistic. Figure 10 demonstrates a continued increase in student enrollment from 2025 to 2027. This growth is encouraging, particularly for out-of-school children (OOSC), as the DSS program provides an opportunity for students who may otherwise lack access to education. However, the program's ability to accommodate this increase will depend on addressing existing challenges, particularly in school functionality and resource allocation.

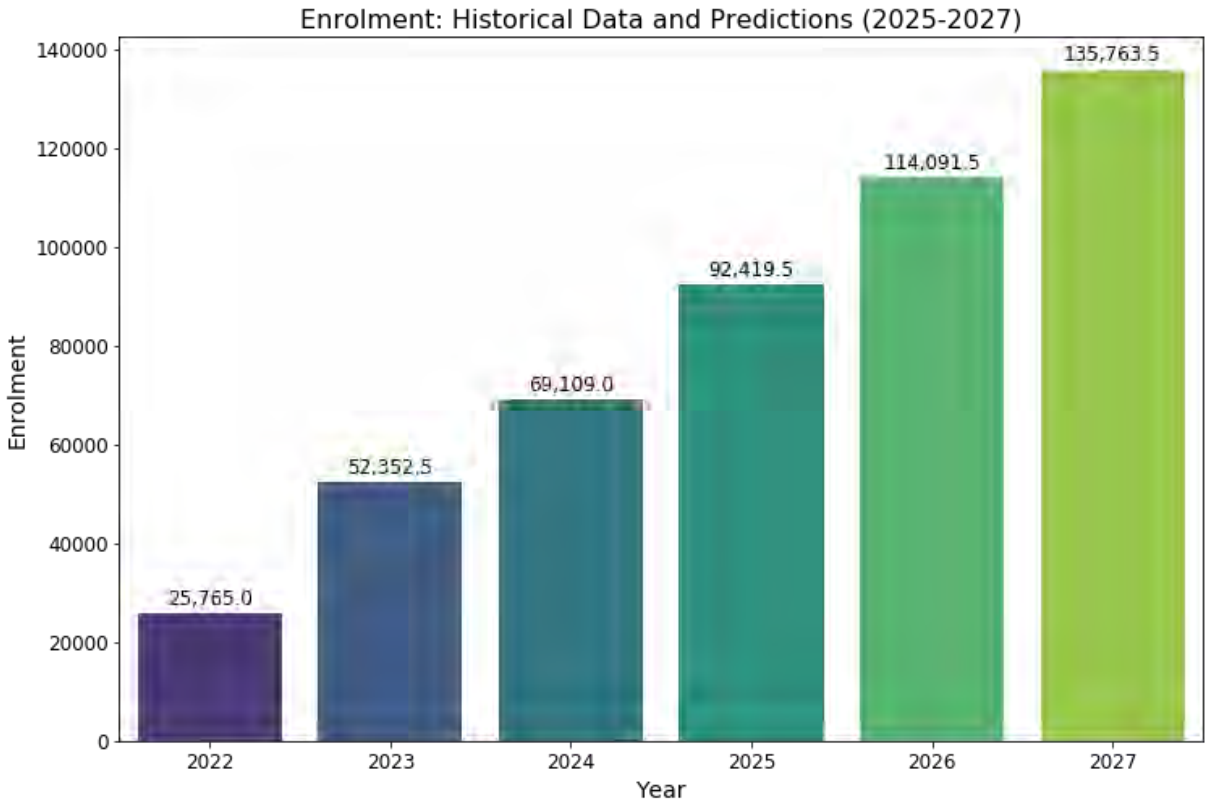

Figure 5:Enrollment Prediction from (2025 to 2027)

8.3 Impact on Girls' Education

One of the most significant successes of the DSS program has been its positive impact on girls' education. Enrollment in girls' schools has increased consistently over the past three years, indicating that the DSS program is effectively addressing gender disparities in access to education. While the number of functional schools for boys has declined, the number of functional schools for girls has risen, reinforcing the importance of this program in promoting gender equity.

Figure 11 projects an upward trend in functional schools for girls from 2025 to 2027, further emphasizing the program's role in expanding educational opportunities for girls. In contrast, Figure 12 shows a possible decline in functional schools for boys, suggesting a growing gap between the two genders. This trend requires careful monitoring and intervention to ensure that both girls and boys benefit equally from the program.

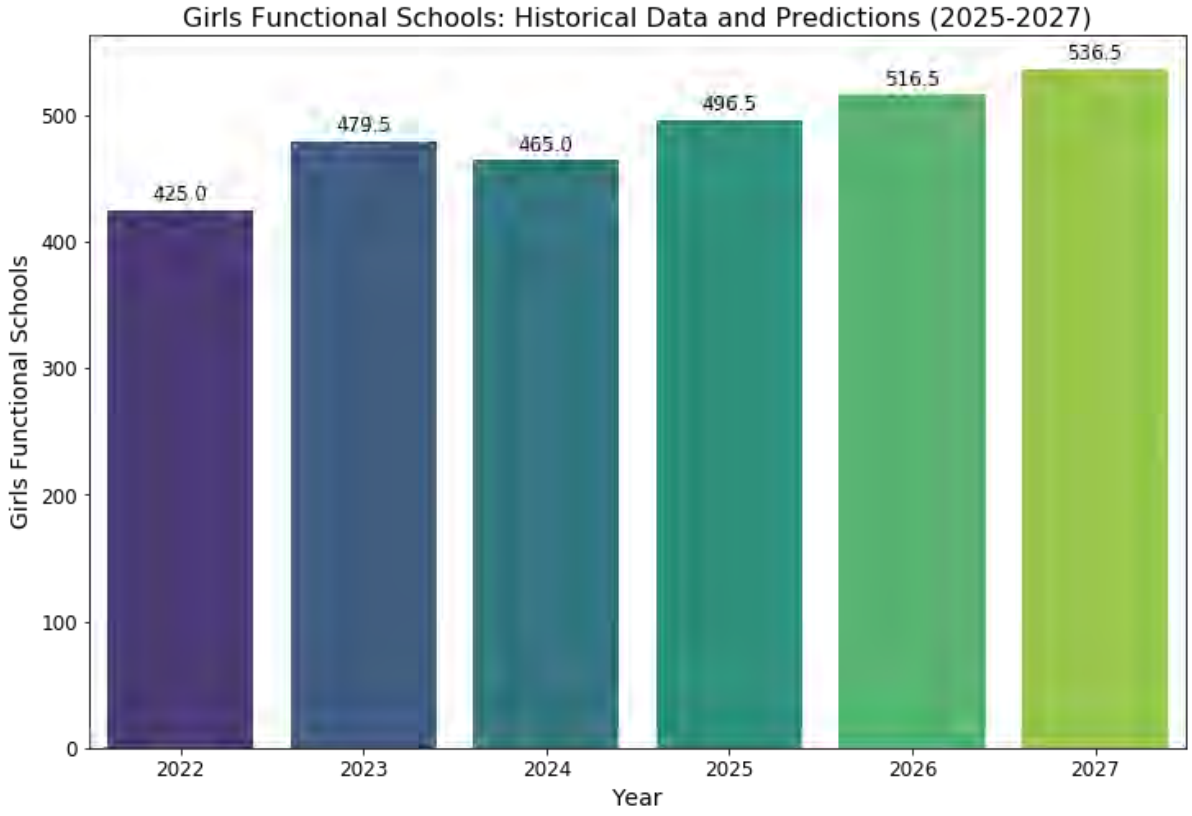

Figure 6:Girls Functional Schools Prediction from (2025 to 2027)

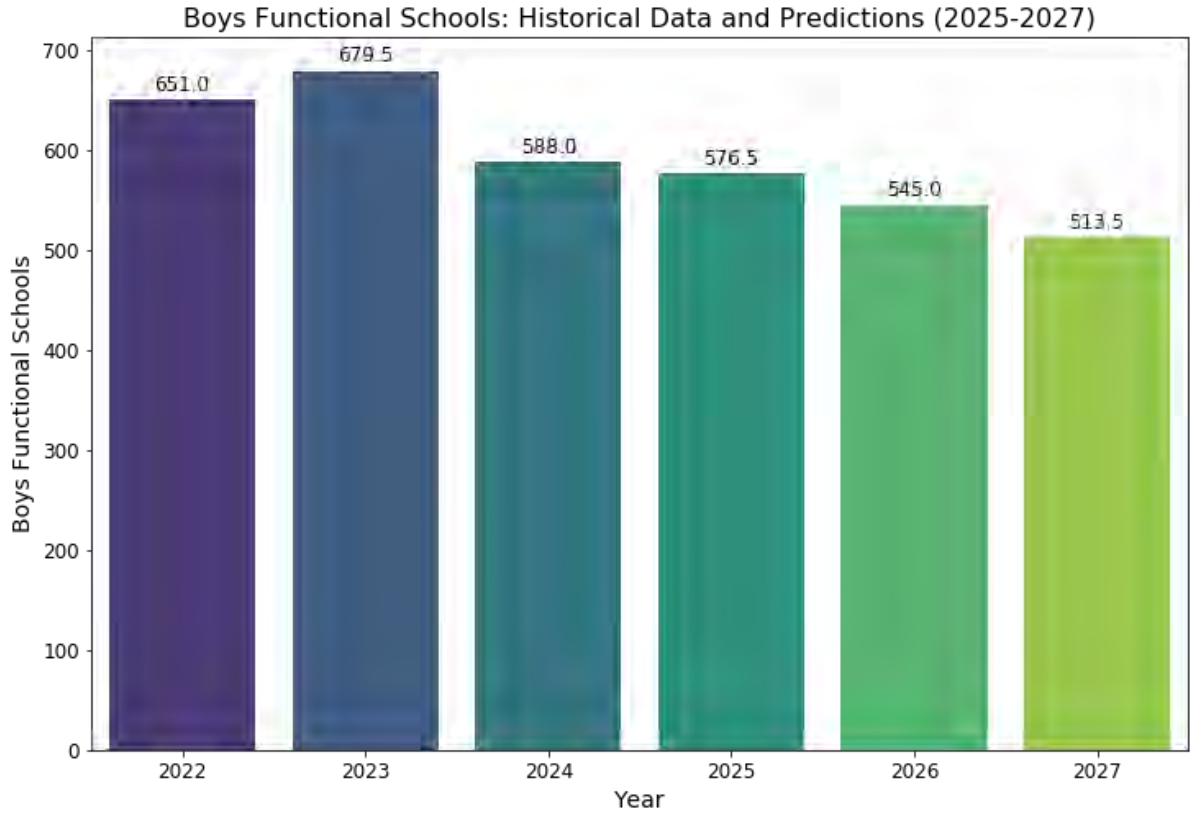

Figure 7:Boys Functional Schools Prediction from (2025 to 2027)

Given that there are currently only 13 functional schools for girls in the Newly Merged Districts (NMDs), the need to prioritize girls' education in these areas is critical. Expanding the initiative to these underserved regions could significantly enhance educational outcomes for girls, further advancing the province's goals for gender equity in education.

8.4 Comparing Gender-Wise Enrollment Predictions

Figures 13 and 14 highlight the projected increase in enrollment for both boys and girls over the next three years. While this is a positive development, it also underscores the urgent need to address infrastructural and resource constraints, particularly for boys' schools, which are projected to see a decrease in functionality.

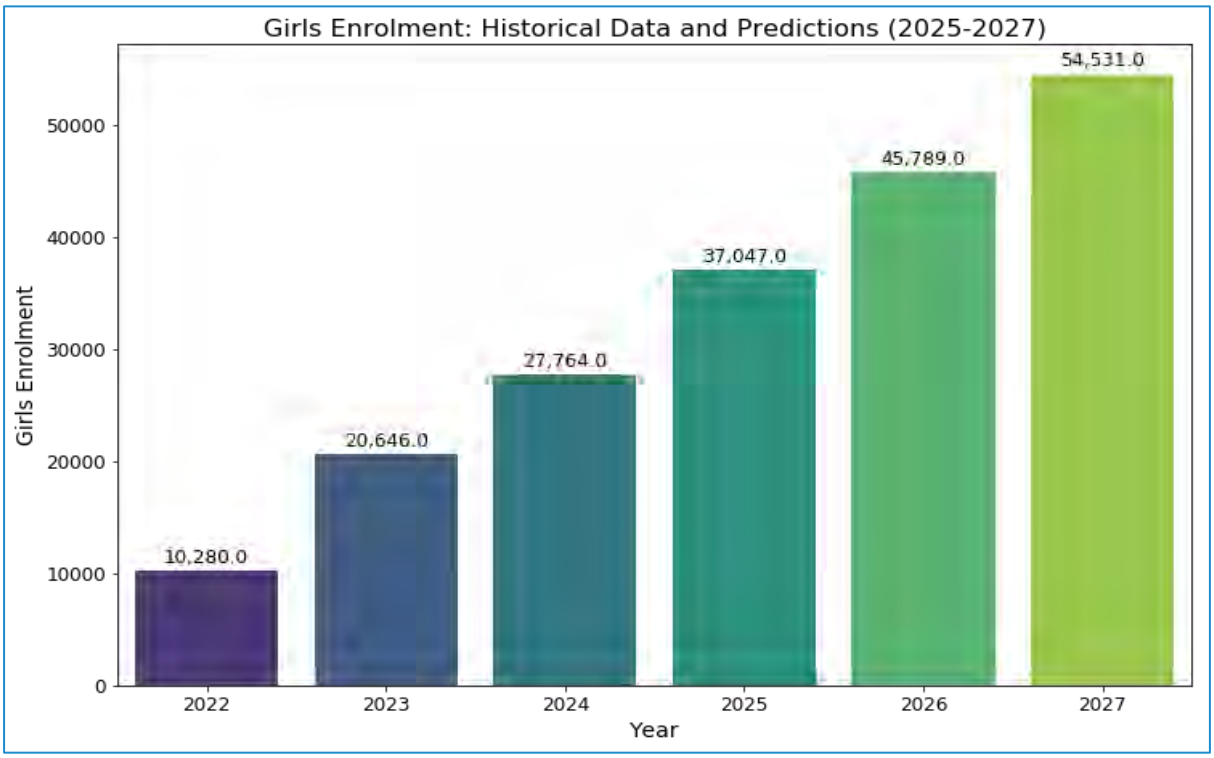

Figure 8: Girls Enrollment Prediction from (2025 to 2027)

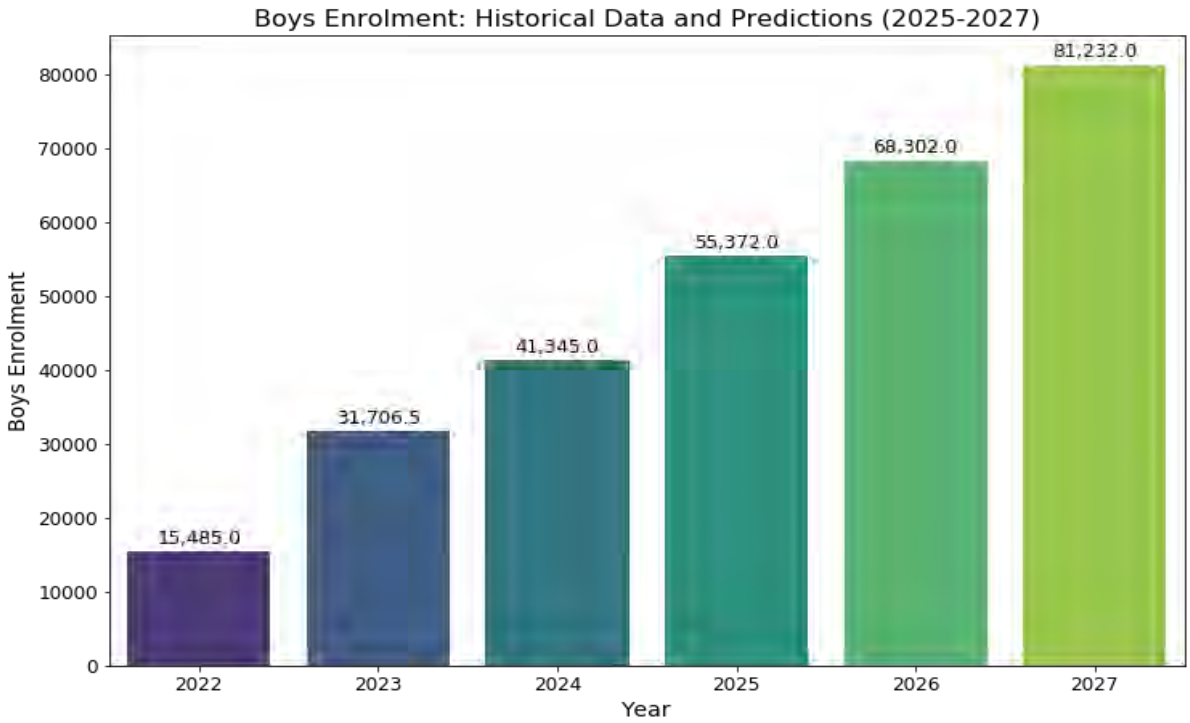

Figure 9: Boys Enrollment Prediction from (2025 to 2027)

The DSS program has proven particularly beneficial for girls, enabling many to continue their education beyond primary school. However, the program must also focus on ensuring equitable access and quality for boys, particularly in regions where functional schools are decreasing. This can be achieved through a concerted effort to allocate resources more effectively and address challenges specific to boys' education.

8.5 Gender-Related Challenges

Several barriers continue to impede the progress of girls' education in Khyber Pakhtunkhwa. These include:

- **Early Marriages**: Many girls are married at a young age, which disrupts their education.
- **Lack of Community Awareness**: Limited understanding of the importance of girls' education continues to affect enrollment and retention rates.
- **Resource Deficiencies**: Schools often lack essential resources, such as appropriate learning materials and safe facilities, which further discourage female students from attending school.
- **Transportation and Security Issues**: Concerns around transportation and safety, especially in remote areas, also hinder girls' participation in education.

To overcome these challenges, the DSS program must incorporate community outreach initiatives, improve infrastructure, and create incentives for families to keep girls in school.

8.6 Resource Utilization

Analysis of Human, Financial, and Physical Resource Allocation

The Government of Khyber Pakhtunkhwa has allocated approximately Rs 2 billion for staff salaries under the DSS program for FY 2024-25, an increase from the Rs 956 million allocated in FY 2023-24. While this financial commitment reflects the government's recognition of the program's importance, the results have been mixed, with many schools being denotified due to budgetary constraints.

Key issues related to human and financial resource allocation include:

- **Human Resources**: There is a notable lack of interest and engagement from government officials and district education officers, which has affected the overall implementation of the program. Additionally, political favoritism and inconsistent enforcement of rules and regulations have created an unstable learning environment.
- **Financial Management**: Delays in budget releases, often stemming from the Deputy Commissioner’s office and District Education Officers, have caused significant disruptions. Moreover, salary deductions and the inconsistent release of funds have further demoralized teachers and staff, leading to low performance and higher attrition rates.
- **Physical Resources**: The DSS program suffers from a lack of essential facilities, particularly IT and science labs. The absence of stipends for girls, limited tracking of free books, and a lack of teacher incentives (such as rewards and certificates) also hamper the program’s effectiveness.

Addressing these issues requires a more coordinated approach to resource management, ensuring that financial allocations are made on time and human resources are adequately supported and incentivized. Improvements in these areas will not only stabilize the current DSS system but also increase its efficiency and sustainability in the long term.

9. Policy Review and Recommendations

The Double Shift Schools (DSS) Program was officially approved by the Provincial Government during the 49th Provincial Cabinet meeting held on January 27, 2021. This policy introduced two models of operation aimed at addressing the increasing demand for school infrastructure and overcrowding in schools across Khyber Pakhtunkhwa. While the policy laid a solid foundation for expanding educational access, a detailed analysis of the last three years reveals several critical areas that need to be addressed to enhance its effectiveness and sustainability.

Though the DSS program has been successful in increasing student enrollment and improving financial efficiency, a number of operational, policy, and governance challenges have surfaced. The current analysis identifies these issues and recommends potential policy revisions to optimize the program's future performance.

Key findings from the analysis include:

- **Impact on Existing Educational Policies:** One of the major questions surrounding the introduction of DSS is how it has affected broader provincial educational policies. While it appears that DSS is integrated into the wider educational framework, there is little evidence to suggest that any new policies were created or existing ones were significantly modified to support the implementation of DSS. This lack of alignment creates operational inefficiencies and highlights the need for clearer policy directions that synchronize DSS with other provincial education initiatives.

- **Ambiguity in School Selection Criteria:** The process for selecting schools to operate on a double-shift basis lacks transparency and consistency. Many District Education Officers (DEOs) apply the rule of 20 students per class for DSS selection, but this standard has not been universally enforced. Consequently, several schools were denotified in 2023 due to falling below this enrollment threshold. The absence of a standardized, province-wide selection criterion hampers the program's implementation and contributes to disparities between districts.

- **Resource Allocation and Utilization:** One of the most pressing issues within DSS is the inequitable allocation of resources between the morning and afternoon shifts. In many schools, students attending the afternoon shift are denied access to critical resources such as science and IT labs, primarily because morning shift schools are reluctant to share these facilities. This creates a stark disparity in learning conditions between students in the two shifts, despite both groups being enrolled in government schools. The policy must address this unequal distribution of resources, ensuring that all students have equitable access to educational materials and infrastructure.

- **Lack of Performance Indicators:** The current DSS policy does not establish clear metrics for measuring the performance of students, teachers, or overall academic outcomes. This absence of performance indicators means that there is no systematic way to assess the effectiveness of the program or identify areas that need improvement. Without these tools, it becomes difficult to hold schools accountable or ensure that DSS meets its educational objectives.

- **Inconsistencies in Stipend Provisions for Girls:** Historically, stipends were provided to female students enrolled in DSS, but this practice has not been maintained in recent years. The lack of financial support for girls, especially in rural and underserved areas, undermines the program's efforts to promote gender equity in education. The policy should reinstate and expand the provision of stipends to ensure that economic barriers do not prevent girls from accessing education.

- **Teacher Incentives and Leave Policies:** Teachers play a crucial role in the success of the DSS program, yet the policy does not offer sufficient incentives to attract and retain high-quality educators. There are no formal rewards, such as certificates of appreciation or financial bonuses, for teachers who take on the additional workload of double-shift teaching. Furthermore, the policy is unclear regarding teacher leave entitlements, particularly maternity leave, which impacts teacher retention and job satisfaction. Clarifying and enhancing teacher benefits will be essential to improving both teacher morale and the quality of education delivered in DSS.

- **Weak Governance and Oversight Mechanisms:** A significant gap in the DSS policy is the lack of clear directives and oversight from the Elementary and Secondary Education Department (E&SED) and the Education Monitoring Authority (EMA). This has resulted in inconsistent program implementation and inadequate monitoring of school performance. Many schools were not visited by monitoring officials during the last academic year, which led to delays in fund releases and created accountability issues. The absence of a dedicated section for DSS within the Directorate of E&SED further exacerbates these governance challenges.

9.1 Gaps and Areas for Improvement

Based on the analysis of the DSS program’s performance and the challenges identified, the following key gaps and areas for improvement have been highlighted:

- **Prioritization of the Upgraded Model**: The upgraded model of DSS, which focuses on converting existing schools into higher-level institutions (e.g., primary to middle, middle to high), has shown promising results. However, this model has not been uniformly implemented across the province. A greater focus should be placed on expanding this model, particularly in areas where there is a significant gap in the availability of higher-level schools.
- **Addressing the Overcrowded Model**: In contrast, the overcrowded model, which operates on the same level as morning schools but with a higher student intake, has shown less improvement. Additional support and strategic

interventions are needed to ensure that this model can meet the educational needs of students without compromising on quality.

- **Increased Focus on Girls' Schools**: Gender disparities in education remain a critical challenge in Khyber Pakhtunkhwa, particularly in the Newly Merged Districts (NMDs). The DSS policy must prioritize the expansion of girls' schools, particularly at the primary and middle levels, to ensure that more girls have access to quality education. This includes allocating specific resources and budget lines for girls' schools and ensuring that girls receive stipends and other forms of financial support.

- **Provision of Basic Facilities**: Many DSS continue to operate without essential facilities, such as classrooms, boundary walls, sanitation, and drinking water. Ensuring the availability of these basic facilities is crucial to creating a safe and conducive learning environment for students, particularly in rural and underserved areas.

- **Efficient Resource and Budget Allocation**: Budgetary delays and inefficiencies in resource allocation have negatively impacted the functionality of several DSS. There is an urgent need to streamline the budget approval and release processes to prevent school closures and ensure continuous operation.

- **Improved Salary Release Mechanism**: The current system for releasing teacher salaries is plagued by delays, which demoralizes staff and disrupts school operations. A more efficient, account-based salary release mechanism is required to ensure that teachers are paid on time and motivated to continue their work in DSS.

9.2 Recommendations

In light of the findings from the policy review, the following strategic recommendations are proposed to improve the design and implementation of the DSS program:

- **Comprehensive Policy Revision**: The DSS policy should be revised to clearly define the criteria for school selection, resource allocation, and performance measurement. This revision should include mechanisms for ensuring equitable access to education, maintaining high educational quality, and improving governance structures.

- **Enhanced Focus on Girls' Education**: Given the significant impact of DSS on girls' education, particularly in underserved areas, the policy should prioritize gender equity by expanding the number of girls' schools and ensuring that girls receive financial and material support, such as stipends and free textbooks.
- **Revised Teacher Recruitment and Incentive Programs**: The recruitment of teachers for DSS should be based on merit and experience, ensuring that only qualified educators are hired. Additionally, the policy should introduce formal incentive programs for teachers, including certificates of recognition, financial bonuses, and clear guidelines for leave entitlements.

- **Strengthened Community Engagement**: The policy must incorporate a framework for community involvement in DSS operations. Engaging parents, local leaders, and civil society organizations in decision-making processes will ensure that the program meets the specific needs of the communities it serves.

The following strategic recommendations are made to improve the DSS program's design and implementation:

- **Real-Time Monitoring and Profiling**: The Elementary and Secondary Education Department's EMIS and EMA sections should be utilized to create a systematic approach for real-time monitoring and profiling of DSS. This will allow for better tracking of school performance, student outcomes, and resource utilization, ensuring that issues are identified and addressed promptly.

- **Account-Based Salary Disbursement**: The introduction of an account-based salary release mechanism will prevent delays in teacher payments, improving staff morale and ensuring that schools remain fully operational.

9.4. Sustainability and Scalability

To ensure the long-term sustainability and scalability of the DSS program, the following strategies are recommended:

- **Policy Revisions to Address Governance Issues**: Revising the DSS policy to address governance challenges, including the lack of oversight and direction from E&SED and EMA, will help ensure that the program is implemented consistently across the province and that schools are held accountable for their performance.

- **Expansion of Primary-Level Schooling**: The DSS program should focus on expanding primary-level education, particularly in rural areas and the NMDs, to ensure that all children, especially girls, have access to basic education.

- **Tracking Mechanism for Out-of-School Children**: A new census must be conducted to identify out-of-school children and ensure that they are enrolled in DSS. This will help reduce the number of out-of-school children and improve overall educational access in the province.

- **Donor and Community Engagement**: Engaging international donors and local communities in the DSS program will help secure additional funding and resources, improving the program's financial sustainability. Donors can provide financial support for building infrastructure, supplying educational materials, and expanding access to technology.

- **Incentive Programs and Scholarships**: Introducing scholarships for students, particularly girls, and creating incentive programs for teachers will help attract more students to DSS and improve the quality of education provided. This includes offering financial rewards and certificates to teachers who demonstrate high performance and commitment.

- **Expanding the Program in the Newly Merged Districts (NMDs):** Currently, DSS operates in only a few districts in the NMDs, with limited availability of girls' schools. Given the program's success in these areas, especially in improving pass percentages and academic outcomes, it is critical to expand DSS across all NMD districts. This expansion should prioritize the establishment of more girls' schools at the primary level, as well as securing additional budget allocations to support this initiative.