JOINT UN PROGRAMME on EDUCATION

Country: Pakistan

Joint Programme Component 3:

Education System Strengthening

Joint Programme Component Outcome:

By 2010, increased access to, and improved quality of, primary and secondary education, literacy and non-formal education, technical & vocational education for all children and youth, especially girls and women, to be achieved through sustained political commitment, efficient use of resources and strengthened institutional capacities

Outcome 1: **Ensured mechanisms for partnerships and capacity building among all stakeholders for education reform by 2010**

Outcome 2: **Improved education governance by 2010**

Outcome 3: **Expanded coverage and analysis of learning outcomes for all levels and types of basic education (including adult literacy and NFBE) and its reflection for provision of quality education to all, by 2010**

Outcome 4: **Improved system for education data collection (including financial and literacy data), analysis, and use for planning and budgeting, policy making at all levels by 2010**

Outcome 5: **Increased provision of quality teacher education and training (in-service and pre-service), especially for female teachers by 2010**

Programme Duration: **2 Years**	Total estimated budget*: **USD 72,000,000**
Anticipated start day: **1st January, 2009**	Out of which:
Anticipated end day: **31st December, 2010**	1. Funded Budget: **USD 5,800,000**
Fund Management Option: **Pass-through**	2. Unfunded budget: **USD 66,200,000**
Administrative Agent: **UNDP**	* Total estimated budget includes both programme costs and indirect support costs

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1. Signature Page

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2. Executive Summary

The United Nations aims to facilitate cooperation in economic development, social progress, human rights, and in the achievement of world peace. Pakistan is among the 8 countries where UN Reforms are being piloted. Since early 2007, all the UN agencies operating in Pakistan have been working for the development of a Joint UN Programme (2008-2010). Five UN Thematic Working Groups were formed to develop joint plans for different sectors, including (1) Agriculture, Rural Development, and Poverty Reduction-ARP, (2) Health and Population (3) Education (4) Environment, and (5) Disaster and Risk Management (DRM).

The UN Thematic Working Group on Education consisted of nine agencies supporting education related interventions in Pakistan. Since April 2007, Education TWG has worked closely with the Ministry of Education, Provincial Departments of Education, universities, civil society organizations and NGOs for the preparation of a Joint UN Programme in Education. Situation Analysis and SWOT Analysis were conducted; and national and provincial level consultations with the stakeholders were organized. Through this long process, a set of outcomes and outputs in the form of a Logical Framework were agreed upon. This Log Frame for Education was approved by the Ministry of Education in July 2008. Log Frame on Education focuses on following four areas:

1. Pre-and Elementary Education
2. Adult Literacy and NFBE
3. Education System Strengthening
4. Secondary Education, Technical and Vocational Education, and Life skills

This document presents the key challenges, outcomes, outputs and activities related to the Joint Programme for the third component of the Education Programme i.e., Education System Strengthening.

In Pakistan, the decentralization of educational administration was s a major innovation and reform in the political and education system to improve administrative and implementation processes. The Government introduced, with legislative support, the Devolution of Power Plan in year 2000. Under this Plan, the district governments have been empowered at the grass root level in planning, management, resource mobilization and utilization, implementation, monitoring and evaluation of the education system. However, the key challenges in Pakistan's education governance include limited planning and management capacity of district authorities; political interference and inadequate capacity to implement projects and properly utilize funds; absence of merit-based recruitments and promotions; weak coordination among various education projects and programmes; poor state of teacher training institutions, resulting in low quality of teacher education; and lack of capacity to analyse and disseminate data.

In this context, this Joint Programme will help the Government to ***strengthen its capacity and service delivery,*** and aim to establish mechanisms for partnerships and capacity development among all stakeholders for education reform; achieve improved governance; expand coverage and analysis of learning outcomes for all levels and types of education; improve the system of data collection and analysis for use in planning and budgeting; and strengthen teacher education. For this, several key programme strategies have been formulated which include capacity development of education authorities, particularly in planning and management; teacher training; and assessment of learning outcomes.

Total estimated cost of this two-year programme (2008-2010) is US$ 72 million, with the possibility of going beyond 2010. UN support and its activities will be planned and monitored through a Steering Committees and a Task Force which will be co-chaired by the Ministry of Education and the UN. All major stakeholders and implementation partners at national and provincial levels will be given due representation in these forums

The more cohesive One Programme and UN Country Team will be a more effective participant in ***policy research, policy advisory, programme preparation, project implementation*** and a more powerful advocate of UN policies and values in line with the national priorities of Government of Pakistan. Increased consistency and coherence of policy advocacy and advisory will enable the UN to speak with one voice and to create space for individual agencies to take a more proactive approach to agency-specific policy areas in line with the main objectives of the One UN.

These will be important as the UN increasingly delivers its support at the provinces and districts in program preparation and project implementation on a sustainable basis.

3. Situation Analysis

During the past year, several political and economic events, both on the domestic and external fronts, affected Pakistan's political and socio-economic environment. These events included unstable political conditions and eventually a change of government after national and provincial elections in February 2008; an unfavorable law and order situation; high inflationary pressure due to soaring international oil prices; and the softening of international demand, resulting in a current account deficit of almost 7% of GDP in its international payments. Poverty remains rampant with almost 22.3% (13.1% in urban and 27% in rural areas) population below the poverty line, limiting the access of large segments of population to social services such as education and health.

In the year 2000, the Government of Pakistan ratified two major frameworks of action, namely the "Education for All" charter of objectives at the Dakar World Education Forum and the Millennium Development Goals at the United Nations Millennium Development Summit in New York. In this context, Pakistan has committed to undertake necessary steps to achieve targets which include universal basic education and literacy, expansion of early childhood education, provision of free and compulsory quality primary education and reduction of gender inequalities in education (see **Annex A** for a detailed situation analysis).

Education in Pakistan: Challenges, Causal factors and Suggested Interventions[1]

The following are the key challenges faced by Pakistan's education sector in general and the Education System in particular, their causal factors and some suggested interventions to meet these challenges:

Low Literacy, Low Enrolment and Low Retention Rates

The key challenge in Pakistan's education is the low rates of adult literacy and enrolments at all levels of education. Historically, literacy programmes have suffered due to lack of political commitment, resulting in low priority in policy with negligible budgetary allocations. At present, there are approximately 55 million illiterate people in the country, with wide disparities across gender, province and location i.e., urban vs. rural.

Net primary enrolments, too, remain low and Pakistan is far from achieving the EFA and MDG goal of universal primary education by 2015. In 2005/06, the average net enrolment was 66% (72% for boys and 59% for girls) with one-third of primary-aged children having either remained out-of-school or dropped out (primary school retention rate is 72% for boys and 73% for females). Gender gap in primary enrolment rates was high in rural (74% for boys and 56% for girls)[2] than in urban (67% for boys and 64% for

[1] A detailed analysis of challenges, relevant data and appropriate interventions appear in Annex

[2] According to another official statistical source, the *Pakistan Social and Living Standards Measurement Survey (PSLMS) 2006/07*, the rural primary enrolment rates are 57% for boys and 46% for girls.

girls) areas. The gender parity index was estimated at 0.96 for urban and 0.76 for rural areas. [3]

The PSLM, which is a Govt. of Pakistan Statistics Division source[4], has measured overall primary level Net Enrolment Ratio for 2006-07 as 56% only, 60% for boys and 51% for girls. NER for Primary level is as low as 28% for rural girls in Balochistan (PSLM 2006-07). The net enrolment rates at the middle school level i.e., grades VI-VIII, are merely 18%, with 20% for boys and 16% for girls.

Reasons for low enrolments can be traced to some of the following factors: (i) lack of properly-equipped schools at close proximity, especially for girls; (ii) besides being limited in number, middle and secondary schools face a shortage of qualified and trained female teachers; the curriculum is outdated and needs revision; textbooks are not available on time and the examination system needs to be improved; (iii) poor quality of education due to teacher absenteeism, ill-trained teachers, shortage of learning materials e.g., textbooks, stationery, etc. and poor school management; (iv) low enrolment of the girl child mainly due to cultural factors; (v) low retention rates, especially at the primary level; (vi) a large group of "unreached" children, comprising over 40% primary-school aged children.

At present, as there is no policy governing technical and vocational education (TVE), the delivery of TVE (Technical and Vocational Education) is fragmented without any curriculum and skills standards and with limited capacity of training institutes.

To improve enrolments at various levels of education, there is a need not only to provide adequate and properly-equipped schools but also to ensure better retention rates at the primary level. In this context, the improvement of the early childhood education system, which at present suffers from lack of trained teachers and proper facilities, could make a valuable contribution. Also, mass awareness campaigns propagating the value of literacy and education for both adults and children could be helpful in enhancing demand for schooling, especially for girls. In addition, incentive-based programmes can be helpful in increasing access to education and an alternative schooling system is required for the "unreached" i.e., the children who never attended school or dropped out for various reasons. In this context, community leaders and district planners should support the establishment of non-formal basic education schools in their areas, and adult literacy centres for out of school youth and illiterate adults. A comprehensive TVE policy which advocates for providing facilities to TVE institutes and setting curriculum and skills standards would not only improve TVE but also help in alleviating poverty.

Poor Quality of Education

Access to education alone is simply not enough to achieve results. The quality of education is an important factor and is reflected in the assessment of students' learning achievements. Several assessment studies and surveys show that the learning achievement levels in public schools is far from satisfactory.

Improvement in the quality of education could be ensured through effective teacher training, provision of adequate and timely school supplies, better assessment systems and involvement of parents and communities in monitoring and supervision of school activities. A system of continuous assessment of learning outcomes and its subsequent feedback for better planning is essential for improved quality of education.

Limited Financial Allocations

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[3] Based on Tables 4.61; 4.65; 4.26; and 4.62*: Education for All: Mid Decade Assessment: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan*

[4] *Pakistan Social and Living Standards Measurement Survey (2006/07*); Federal Bureau of Statistics; Govt. of Pakistan.

Despite Government's announcements to enhance the budgetary allocation for education, the national/provincial resource base for education has remained narrow -- more or less constant around 2% of GDP for the past decade. Education budget needs to be increased up to 4% of the GDP, the minimum percentage recommended at the international level. Allocations for adult literacy and NFBE need to be raised substantially to eradicate illiteracy and provide second chance to out of school youth and dropped out children

Specific Issues related to Education System in Pakistan

In Pakistan, the decentralization of educational administration was s a major innovation and reform in the political and education system to improve administrative and implementation processes. The Government introduced, with legislative support, the Devolution of Power Plan in year 2000. Under this Plan, the district governments have been empowered at the grass root level in planning, management, resource mobilization and utilization, implementation, monitoring and evaluation of the education system. Similarly, Education Management Information System that is only source of providing official data at different levels varies in standards and homogeneity.

Challenges in Governance

The district and provincial level officials have acquired new roles and greater responsibilities under the devolution. However, roles and responsibility were neither well defined nor known, let alone practiced.

In addition, while structural decentralization has happened quickly, existing attitudes lead to mistrust and resistance to devolved decision- making, adversely effecting the education governance and programme implementation.

Absence of merit-based practices in recruitment and promotion of administrative and teaching positions is adversely affecting the education system. Recruitment, promotion, and deployment of staff have been managed largely with politics and favoritism.

Inadequate capacity in education data analysis and dissemination

The provincial governments and federal governments collect a large amount of data and information from school and districts. However, those data and information were not properly processed or analyzed. Moreover, the collected data and information were not adequately disseminated to stakeholders. There is need to develop capacities of education department staff at different levels for data collection and its compilation.The analysis of the data and indicators need to be effectively used for policy development, dialogue, planning, monitoring and evaluation of education development.

Inadequate capacity and political interference for implementation and utilization

It has been difficult for education planners and managers to manage funds appropriately partly due to lack of capacity and to political interference. They are likely to indulge in favouritism and are unable to plan, implement or monitor projects efficiently. At the school level, too, head teachers do not feel accountable for the poor quality of education, mismanagement of school, teacher absenteeism, budget lapses or dismal conditions of school facilities.

Interventions are required to improve education governance with focus on merit-based recruitment procedures, capacity building of education managers, empowering of head teachers/principals, effective teacher training, mapping of education institutions and regular data collection system for effective planning and monitoring.

Due to a series of factors such as non-availability of technical staff, bureaucratic system, and delays in releases by the finance departments, utilization of education budgets is low. The problem can be resolved to a certain extent with enhanced capacity at the district level to prepare, plan and submit proposals on time and ensure prompt release of funds from the financial authorities.

Inadequate coordination

There are many development partners and CSOs in Pakistan, which have been implementing various education programmes and projects. Though all these actors have the EFA goals in common, they have not been properly coordinated, let alone come to the consensus to support the government comprehensively and consistently. It is important for the government at the federal and provincial levels to lead and coordinate all supports of those actors for the common goals.

Inadequate quality of teacher education institutions and its quality assurance

There are 1.3 millions teachers in Pakistan. About 70% of which are the least qualified teachers with CT and PTC. According to the National Education Policy, the least qualified teachers are to be upgrading to the bachelor level through additional in service training and courses by 2015. There are about 230 teacher education institutions.

However, capacities at those institutions are very limited in terms of quantity and quality. In addition, there is no quality assurance system and standard for teacher professional development. Capacity development for those institutions and support to the government to establish the quality assurance system are the top priority to ensure quality teachers in the country.

4. Strategies, including the proposed joint programme component

4.1 Background and Context

The collaboration between Pakistan and the United Nations System can be traced back to the time of Independence in 1947. The United Nations Country Team[5] is committed to supporting the national goals of human development in Pakistan. Its mission is to assist the country achieve its full potential through expanding choices and enlarging opportunities, especially for the poor, women and the vulnerable.

More recently, in 2004, the UN System formulated the United Nations Development Assistance Framework (UNDAF: 2004-08) for Pakistan. This, however, could not be fully implemented as there were several limitations, including certain weaknesses/gaps in UN operations:

1. ***Small and "Fragmented" Donor***: Given the total Overseas Development Assistance to Pakistan, the UN System appears to be a relatively small and "fragmented" donor i.e., total funds distributed across several agencies. For example in the education sector, at present, of the Overseas Development Assistance (ODA), the UN System contributes about 5%. This considerably limits the role of the UN System in the country.
2. ***Limited collaboration between UN agencies***: Even within this small budget, collaboration between UN agencies is limited, with each agency pursuing its own

[5] Represented by 22 UN Resident and 4 non-Resident agencies

agenda with its own financial resources and technical assistance. This has led to duplication of efforts and huge transaction costs.

3. ***Lack of synchronization in Budget Cycles:*** Budget cycles within UN agencies as well as with the host country lack harmony. For instance, some UN agencies have 2-year biennium budgetary cycles; others have a five-year budgetary cycle. In addition, in Pakistan, the financial year for the country begins July 1, whereas the UN agency budgets are for the calendar year, beginning January 1.
4. ***Lack of Effective Monitoring and Evaluation:*** The UN System was not able to effectively monitor the results of its assistance and evaluate its impact on the desired objectives.

In this context, the One UN Joint Programme, based on the premise "Delivering as One", will not only generate a relatively larger UN financial resource pool but will also ensure collaborated UN effort, synchronized budget cycles, and avoidance of huge resource wastage. With a larger joint resource package, greater benefits may be reaped, especially in terms of addressing larger target group, wider geographical coverage and more components of education e.g., adult literacy, non-formal basic education, early childhood, elementary and secondary education, TVE, etc..

In education, the Government of Pakistan is constitutionally committed to providing education to all:

> The State shall "remove illiteracy and provide free and compulsory secondary education within minimum possible period."
>
> (Article 37-B, Constitution of Pakistan 1973)

This commitment, enshrined in a various national documents and international conventions signed by Pakistan, has geared the present policy efforts in education towards the achievement of Education For All Goals and Millennium Development Goals (MDGs) which address improvements in literacy, universalisation of primary and expansion of secondary education, with elimination of gender disparities in education. Based on four components i.e., Pre and Elementary Education; Adult Literacy and Non-Formal Basic Education; Education System Strengthening; and Secondary Education and TVE with focus on Life Skills, the UN Joint Programme will be implemented, in collaboration with government, non-government and civil society organizations, in selected districts[6]. A mapping of donor projects, currently being implemented in the various provinces/areas of the country, has been developed to help avoid duplication and wastage of resources under the Joint Programme.

4.2 Lessons Learned

There are several lessons to be learnt from past experience, opportunities and challenges which may impact the achievement of outcomes under the Joint Programme:

- Most importantly, there is a need to gain ***political will*** before launching any new programme. This generates government's commitment and ownership and consequently, financial allocations. Free basic education for all should be recognized as a fundamental right by the state, and this can be achieved through sensitization of parliamentarians. As such, since the initiation of the Joint Programme process, the UN System collaborated with the Government, seeking guidance in its formulation and validation. The design and implementation strategy for the Joint Programme was also

[6] In the first phase i.e., 2008-2010, for the sake of expediency, Joint Programme will be implemented only in those districts where UN is currently present.

developed on the basis of consensus of all relevant stakeholders, especially government officials, experts and managers.

- Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme. Therefore, one key Joint Programme component is "education system strengthening" which addresses outcomes directed towards improving education governance – an important dimension with runs across all other programme components.
- It is important to focus on vulnerable segments of population, ***especially girls and women*** in education interventions. Given the high proportion of female population (almost 50%), no education goal can be achieved without addressing literacy, enrolments and training needs of girls and women. The Joint Programme specifically mentions this dimension in its outcomes and outputs.
- ***Mass awareness campaigns*** directed towards communities to help propagate the value of education are invaluable in reducing cultural constraints and improving demand for education, particularly of girls.
- ***Investments in provision of school infrastructure, trained teachers and learning materials*** result in improved access to, as well as improved quality of, education.
- Promotion of ***non-formal basic education*** as an alternate channel to achieve universal primary education is essential. Given the ambitious targets pertaining to primary and secondary education as well as elimination of gender disparities by 2015, with limited access to formal education and a large group of "unreached" children, the Joint Programme includes finite measures to develop non-formal basic education to help achieve education goals in the stipulated time.
- ***Promotion of Adult Literacy Programmes, through education of parents and community elders, will help in improving children's retention at school***. Among the adults, this would inculcate a positive attitude towards education of children as well encourage and enable them to effectively participate in school management committees.
- ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum and quality of education. The Joint Programme attempts to incorporate this important aspect when defining outcomes.
- ***Participation of community***, especially parents, in the monitoring and supervision of school activities contributes immensely to the quality of education. The Joint Programme adequately addresses the involvement of communities and parents, advocating the building of relevant capacities.

Three specific lessons learned in the context of UN implementation:

- There is a need for ***improved collaboration between UN agencies*** in Pakistan, with focused efforts and synchronized budget cycles to minimise resource wastage and achieve better results.
- There should be a good balance between the ***four UN roles*** i.e., as adviser to government, advocate of international standards and norms, provider of technical assistance and convener of stakeholders.
- There should be an adequate and balance coverage of the ***four cross-cutting themes*** i.e., human rights, gender equality, civil society participation and reaching the refugees.

4.3 The Proposed Joint Programme Component in Education

The Strategic Vision: For Pakistan, the UN System envisions the achievement of universal primary and secondary education with no gender disparities; the attainment of a high adult literacy rate; and good access, and quality of, technical and vocational education with focus on life skills.

In this context, the UN Joint Programme in Education is in line with the National Education Policy and aims to assist Pakistan in achieving improved access to, and quality of, early childhood, elementary and secondary and technical and vocational education as well as adult literacy, in both formal as well as non-formal sectors through sustained political and financial commitment and strengthened education systems.

The present Joint Programme (2008-10) addresses a two-year intermediate phase, preceding the next phase which will stretch over a five-year period i.e., from 2010 to 2015, the latter being the final target year of the MDGs. As this intermediate phase is to serve as a preparation period, the present Joint Programme is designed to lay down the foundation for greater UN collaboration and pilot-test selected interventions. For the sake of expediency, the Joint Programme will be implemented in only those districts where at least two UN agencies are already present. It may be kept in mind that even if the JP in Education is successful in achieving most of its targets set for 2010, it will not be able to bring about any substantial change in the country's education indicators but will prove instrumental in identifying the channels of better workable options for the next phase.

The principal guiding criteria for the One Programme implementation include:

a) **Pro-Poor Focus.** Targeting the groups at the lower end of socio-economic indicator ranks, as well as those prone to specific environmental conditions and disaster risks.
b) **Federal - Provincial Balance.** Balance the interests and expectations of Federal and Provincial Governments, as well as the emerging needs of the district tier in selecting specific 7tehsils or union councils for UN interventions. Furthermore, in the prevailing situation, security considerations will be paramount to ensure staff safety while "delivering as one".
c) **Build on Past Experience.** Lessons learned from existing and past programs will guide the adoption of rational, harmonized and workable systems suited to Pakistan's conditions for delivery of impact.
d) **Sustainability:** It will be ensured that future programmes/projects developed in line with the UN objectives and in accordance with national priorities of Government of Pakistan will contain inbuilt financial mechanisms for sustainability through pilots to become a showcase for reference/replication.
e) Any project/programme undertaken may have baseline quantifiable indicators before hand for the future evaluation of the project.

Based on a nexus of UN comparative advantage and national needs and objectives, four areas have been selected for UN interventions:

JP Component 1: Pre- and Elementary Education: To achieve the second and third MDGs, the achievement of universal primary and expanded secondary education, with elimination of gender disparities, is essential. The intermediate phase, therefore, focuses on promoting the political and financial commitment of the Government towards improving access and quality of early childhood and elementary education, particularly for girls and other vulnerable groups.

JP Component II: *Adult Literacy and Non-Formal Education*: Almost one-half of Pakistan's adults are unable to read or write and as such there is an urgent need for improved literacy in the country. With literacy, not only there are better job opportunities but literate parents are more capable and willing to encourage their children to get education. During 2008-10, the Joint Programme will stress on the improvement in access to, and quality of, adult literacy as well as of the non-formal channels of primary education, which will facilitate primary education and non-formal income-generating skills training in remote and deprived areas.

JP Component III: Education System Strengthening: One major challenge faced by Pakistan's education sector has been its weak governance. The Joint Programme will

implement measures to improve the capacity of district education planners and managers, create awareness and build ability among communities to participate in education management and supervision, and facilitate improved data collection and its compilation for monitoring and sound future planning.

JP Component IV: *Secondary and Technical and Vocational Education (TVE) with focus on Life Skills*: With improvement in elementary education, there will be an increased sequential demand for secondary education as well for the technical and vocational education for children and youth. In this context, the Joint Programme includes interventions to improve access to, and quality of, secondary education and TVE with focus on life skills.

This document relates to JP Component 3 titled 'Education System Strengthening'. Five outcomes of this Joint Programme envisages to support interventions in following areas:

1. Coordination and partnership for policy reforms: Strengthening mechanisms for partnerships and coordination among all stakeholders for education reform Improved education governance by 2010
2. Educational Governance: Improving educational governance through capacity building and strengthening merit based decision making
3. Quality of Education: Improving quality of education through expanded coverage and analysis of learning outcomes
4. Education Data: Improving and streamlining education data systems or EMIS for better planning and policy making, and monitoring.
5. Teacher Education: Professional development of teachers through introducing a system of certification and accreditation of teacher training.

Outputs and activities planned to achieve improvement in above referred following areas have been elaborated in the Result Matrix (Log Frame) and Annexure 2. Activities under this Joint Programme will supplement UN and Govt. interventions in other levels of education also, including Pre-and Elementary Education, Adult Literacy and NFBE, and Secondary Education as well.

4.4 Specific Programme Strategies

The design and contents of the Joint Programme in Education is based on wide-ranging consultations with various stakeholders. In February 2008, a Joint Declaration on Education for All was signed and adopted by 17 political parties in an All-Parties Conference on Education for All, held in Islamabad, in which the participants considered it imperative to formulate policies and undertake practical steps to ensure that Pakistan achieves its targets and goals committed under the EFA and MDG frameworks. At the government level, during the entire process of the formulation of the Joint Programme in Education, the Ministry of Education and the provincial/area departments have collaborated closely with the UN Thematic Working Group on Education, holding several rounds of consultations, reviewing documents, participating in validation workshops and exchanging ideas. In this context, the Federal Secretary of Education appointed a Technical Committee, comprising several education experts from various wings and institutions of the Ministry of Education to provide advice on the Joint Programme. The Joint Programme outcomes also complement the education programmes of the World Bank and the Asian Development Bank.

Subsequent to these extensive consultations between the UN TWG-Education agencies, national and provincial governments and other relevant stakeholders, a set of outcomes, outputs and activities have been outlined for each of the joint programme components.

The Joint Programme in Education is based on several key programme strategies which focus on e.g., advice/advocacy for policy reforms and initiatives in education, including

advocacy for enhancement of education budget; improved access to education at all levels, improved quality, through better learning outcomes, increased access to adult literacy and non-formal basic education and effective education governance backed by integrated Management Information Systems for effective planning and monitoring. This involves steps which include provision of basic education opportunities for all, including out of school children, youth, and illiterate adults, awareness campaigns directed towards community; mobilization of community members to participate in school management; capacity building of education authorities, particularly in data collection and making it available for planning and management; teacher training; provision of learning materials, etc.; and continuous school-based assessment of learners' performance; and availability of Integrated Management Information Systems for taking informed decisions. These strategies would help achieve the agreed outcomes, considering the lessons learned.

4.5 Outputs

Following is an outline of the broad agreed outcomes, corresponding specific programme strategies, keeping in mind the lessons learnt:

Agreed Outcomes *(Broad Categories)*	**Specific Programme Strategies**	**Lessons Learned Considered**
Sustained policy commitment to education reforms and increased budgetary allocations	• Advise/Advocacy for Policy, Reforms • Free and compulsory education, • Enhancement of education budget.	There is a need to gain ***political will*** and commitment through advocacy and policy dialogue for long term reforms and changes in policy
Improved access to, and retention at, education at all levels, especially of girls and other vulnerable groups.	• Awareness campaigns • Mobilization of community members to participate in school management; • Preparation and implementation of District EFA Plans • Capacity building of education authorities, particularly in planning and management	• It is important to focus on vulnerable segments of population, ***especially girls and women*** in education interventions. • ***Mass awareness campaigns*** directed towards communities to help propagate the value of education are invaluable in improving demand for education, particularly of girls • Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme.
Improved quality, through better learning outcomes, of education at all levels	• Teacher Training • Provision of learning materials, etc. • Development of Minimum Levels of Learning (MLL) • Continuous school-based assessment of learners' performance • Expand coverage and analysis of testing outcomes	• ***Investments in provision of school infrastructure, trained teachers and learning materials*** result in improved access to, as well as improved quality of, education. • ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum, teacher training, textbook and other policies related quality of education
Increased access to, and improved quality of, adult literacy and non-formal basic	• Expansion of Adult Literacy and NFBE programmes • Awareness campaigns directed towards	• Promotion of ***non-formal basic education*** as an alternate channel to achieve universal primary education is essential. • ***Promotion of Adult Literacy***

education programmes	community; • Teacher Training; • Provision of learning materials, etc. • Assessment of learners' performance; • Capacity building of education authorities, particularly in planning and management	***Programmes*****,** through education of parents and community elders, will help in improving children's retention at school • It is important to focus on vulnerable segments of population, ***especially girls and women*** • *Provision of* ***teaching aids to AL and NFBE Centres, trained teachers, learning materials, and post literacy components*** *for improving* quality of NFBE • Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme.
Improved education governance	• Capacity building of education authorities, particularly in planning and management • Teacher Training; • Assessment of learners' performance. • Support for merit based appointments • Support for transparency and accountability • Technical support for EMIS with focus on GIS application.	• Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme. • Technical assistance for reforms in mechanisms for appointments and transfers**, minimizing political interference** and support for **merit and accountability.** • ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum and quality of education

4.6 Sustainability of results

The outcomes of the Joint Programme will be sustained through the following:

- The Joint Programme is in line with the National Education Policy.
- Generation of political will and enhanced financial allocations to education will initiate a positive process which successive governments may find difficult to curtail.
- Capacity development of national, provincial and district education authorities in planning and management skills will ensure the continuation of the JP activities.
- Awareness and capacity development of communities, especially parents and teachers, will mobilize future communities to generate demand for education and participate in school activities.
- The Joint Programme outcomes also complement the education programmes of the World Bank and the Asian Development Bank.

4.7 Risks and Opportunities

The Joint Programme in education is likely to face a set of risks, which may restrain its success, as well as a series of opportunities, which may enhance its benefits and help in designing a more effective Joint Programme for the next phase.

Risks

The most crucial of risks is the political uncertainty in the country, coupled with the unstable law and order situation. As such, there is always a danger that any political change in Pakistan can bring about a change in the political and financial commitment extended to the Joint Programme. On the other hand, any further worsening of the law and order situation is likely to affect UN (and other donor) operations in the country.

Another potential risk is the "projectization" of the Programme. If the Joint Programme interventions get categorized under a set of projects, implemented by UN agencies with limited collaboration among each other, there is a danger that the programme objectives may be comprised.

In Pakistan, a major bottleneck in the implementation of education programmes has been lack of capacity among planners and managers and overall weak governance. Although the Joint Programme lays much emphasis on building capacity and strengthening education systems, but if this is delayed or faulty, the subsequent implementation of all other programme components is likely to be jeopardized. The Joint Programme will also have to ensure adequacy of financial resources as given the expected high rate of inflation in the country in the near future, funds might fall short of the required amount. For instance, in the present Public Sector Development Programme (PSDP), the allocation to education was 20% below the request as well as the first-quarter disbursement was also lower than the commitment.

In addition, weak coordination and lack of agreement on priorities between federal and provincial levels could delay the smooth implementation of the joint programme.

There is also the risk that the Joint Programme (2008-10) may be over ambitious in its targets, considering the limited time of 27 months of implementation.

The on going economic crises, linked with increase in fuel princes, food and power shortages etc. may affect the public sector education budget and priorities of the government in the area of education. Political conflicts may also contribute in weakening consistency of government policies.

Opportunities

The most important opportunity which the Joint Programme will provide is the integration of the UN agencies under "Delivering as One" with close collaboration with government departments and civil society organizations. This will lay down a firm foundation of cooperation for the next five-year phase, 2010-15.

Also, as the Joint Programme outcomes complement the education programmes of the World Bank and the Asian Development Bank, there will be an opportunity for major donor-sponsored education programmes to "move together", supplementing each other's efforts in improving the education indicators of the country.

Financially, the Joint Programme offers an opportunity for reduced transaction costs and avoidance of resource wastage.

5. Results and Budget Framework

Please refer to **Annex B** for the results framework, which is indicative and dependent on the contributions to be received

A comprehensive results framework is attached for each of the four joint programme areas, with the overall goal/long term outcome, along with a set of outcomes and corresponding outputs. Broadly, the outcomes, designed for a brief intermediate phase of two years (2008-10), address issues such as generating strong policy commitment, increased resource allocations, contributing towards increased access, and better quality through improved learning outcomes at all levels and kinds (formal and non-formal) of education. Outputs defined to achieve these outcomes include formulation and

development of education policy, plans and initiatives, increased awareness of communities, enhanced capacity of education authorities, teacher training and provision of learning materials.

6. Management and Coordination Arrangements

The overall Governing Structure for the One UN Programme in Pakistan is attached as **Annex C. The Annex has three sections describing the management structures for all three levels in detail**.

High Level Committee on UN Reform in Pakistan: At the overall UN Reform Pilot level, the highest governance body is the High Level Committee on UN Reform in Pakistan, established in early 2007. It is the supreme body that brings together Government, UN and development partners. The High Level Committee oversees all aspects of the reform experience in Pakistan, monitoring of its progress, and fine tuning to enhance aid effectiveness. It is chaired by the Prime Minister or his/her representative and consists of main line agencies at the federal level, provincial governments and selected donor representatives, meeting periodically, with EAD as secretariat. The Federal Secretary of Education is a member of the High Level Committee. The High Level Committee determines the programmatic areas of the One Programme Document.

The Education Joint Programme (JP) is composed of four Joint Programme Components (JPCs). Each Joint Programme component relates to a specific education sub-sector. The Joint Programme is managed by a Joint Programme Steering Committee (JPSC), the highest decision-making authority for the Joint Programme. The Joint Programme Steering Committee oversees and provides strategic guidance for the implementation of the Joint Programme and is accountable to the High Level Committee (HLC).

The Joint Programme Steering Committee is co-chaired by the Federal Secretary of Education and by one of the two UN co-chairs of the UN Education Thematic Working Group, UNESCO or UNICEF i.e. agencies directly involved in the implementation of the Education Joint Programme, with demonstrated capacity and mandate in Education as shown in the Education Capacity Assessment.

The Joint Programme Steering Committee has a Convening Agent (CA) to facilitate programme implementation. Its selection is based on a comparative advantage by interested agencies, as evidenced in the Education Capacity Assessment. The Convening Agent of the Joint Programme may also be one of the four Convening Agents at the Joint Programme Component level.

UN Participating Agencies (PAs) are Agencies/Funds/Programmes that implement directly the Education Joint Programme. They are fully responsible and accountable for the achievement of the outcomes and implementation of the activities entrusted to them.

Composition of the Joint Programme Steering Committee
Membership of the Joint Programme Steering Committee concerns two levels: a) decision-making members i.e. one representative of each Participating Agency and one representative of each participating national partner (GOs, e.g. MoE, NCHD, NAVTEC, Foundations) and one representative from each province, FATA, FANA and AJK; and b) observers by invitation i.e. donors; RCO, cross-cutting theme advisors; and one observer from the CSOs representing the CSO community interested in the Education Joint Programme. JPSC is chaired by the Federal Secretary Education and co-chaired by one of Co-chairs of UN TWG, i.e. UNESCO or UNICEF. All decisions are reached by consensus, duly recorded and disseminated by the Convening Agent of the Joint Programme Steering Committee. All members of the Joint Programme Steering Committee must adhere to

decisions taken. In case of any deadlock, the matter may be referred to HLC, and explained jointly by the UN and the Federal Secretary.

Responsibilities of the Joint Programme Steering Committee
The Joint Programme Steering Committee reviews Joint Programme documents for further approval by the High Level Committee. It approves the prioritization of outcomes, outputs and prioritized resource allocation as required at the Joint Programme Component levels, based on recommendations from the Task Forces. It also endorses budget allocations of contributions to the Joint Programme Component level based on recommendations from the Task Forces.

Roles and responsibilities of various implementation partners including Ministry of Education/Provincial /Area Governments, with respect to planning, implementation, financial management, monitoring and evaluation and coordination may be discussed and finalized by the JPSC within the framework of Joint UN Programme.

It reviews and approves annual work plans and budgets at the Joint Programme level, reviews and updates strategies based on the evaluation of implementation experiences, oversees the progress of the Joint Programme implementation, makes changes as needed at the Joint Programme level, guides and supports with proper oversight the Task Forces whenever changes are needed at the Joint Programme Component level.

On reporting, it reviews and approves financial and standard progress reports at the Joint Programme level, and plans Joint Programme's mid-term reviews and final evaluation. It also ensures that appropriate consultative processes take place with stakeholders to avoid duplication or overlap between the Education Joint Programme and other development initiatives.

Responsibilities of the Convening Agent (CA)
The Convening Agent of the Education Joint Programme act as secretariat for the Joint Programme Steering Committee i.e. prepares and disseminates the agenda and documentation for Joint Programme Steering Committee meetings, in consultation with the two co-chairs, Participating Agencies, and the Ministry of Education.

It also promotes synergies between the Education themes in the 4 Joint Programme Components and with the four cross-cutting themes, and facilitates programme implementation and financial flows. It brings to the attention of the Joint Programme Steering Committee impediments to implementation, and provides inputs to the Joint Programme Steering Committee on objective application of resource allocation criteria. The Convening Agent performs its reporting functions with technical support provided by the Administrative Agent (UNDP) i.e. prepares and consolidates standard progress reports at the Joint Programme level for submission to the UNCT and the Administrative Agent.

Task Forces
The Task Forces (TFs) are responsible for joint implementation and for promoting synergies at the Joint Programme Component level between Participating Agencies and participating Government counterparts. The Education Joint Programme has 4 Task Forces, one for each Joint Programme Component.

Each Task Force is chaired by a relevant representative from the Federal Ministry/Department of Education, and co-chaired by a representative of one Participating UN Agency in the Joint Programme Component. The co-chair from the UN side is also the Convening Agent of the relevant Task Force. The four co-chairs have been selected by the co-chairs of the UN Education Thematic Working Group, based on a comparative advantage by the interested agencies, as evidenced in the Education Capacity Assessment. The co-chairmanship of a Task Force does not incur any cost from

the Joint Programme Component budget. The four Task Forces will meet every quarter in a coordinated back-to-back schedule to keep transaction cost to the minimum.

Composition of the Task Force
Membership of each Task Force concerns two levels: a) decision-making members i.e. one representative of each Participating Agency, five representatives of MoE and federal organizations, one representative of each provincial/area government and I/NGOs; and b) observers by invitation i.e. donors; members of other Task Forces; RCO, cross-cutting theme advisors; and one CSO partner representing the CSO community working in the Joint Programme Component. A simple quorum is required to take decisions. All decisions are reached by consensus, duly recorded and disseminated by the Convening Agent of the Joint Programme Component. All members of the Task Force must adhere to taken decisions.

Responsibilities of the Task Force
The Task force facilitates overall performance and advancement of the implementation of the Joint Programme Component and makes changes if required. It facilitates the preparation of annual workplans and associated budgets at the Joint Programme Component level, as submitted by the Participating Agencies, in conformity with the Joint Programme document.

Based on approved Joint Programme Component budgets, the Task Force endorses allocations of contributions made available by the Joint Programme Steering Committee. It oversees the preparation, reviews and approves standard progress reports and financial progress reports at the Joint Programme Component level, for submission to the Joint Programme Steering Committee.

The Task force also plans mid-term reviews and final evaluation of the Joint Programme Component, and ensures that appropriate consultative processes take place with stakeholders to avoid duplication or overlap between Joint Programme Components.

Responsibilities of the Convening Agent at the Joint Programme Component level
Each Task Force has a Convening Agent which acts as secretariat for the Task Force i.e. prepares and disseminates the agenda and supporting documentation for the Task Force meetings, in consultation with the two co-chairs and the Participating Agencies.

The Convening Agent at the Joint Programme Component level is selected by the two co-chairs of the UN Education Thematic Working Group, based on a comparative advantage by the interested agencies, as evidenced in the Education Capacity Assessment. The following arrangement applies for the Education Joint Programme for the cycle 2008-2010: for the Joint Programme Component-1 the Convening Agent is UNICEF; for the JPC-2 is UNESCO; for the JPC-3 is UNESCO; for the JPC-4 are ILO and UNESCO.

The Convening Agent at the Joint Programme Component level facilitates overall progress of programmatic and financial implementation by the Participating Agencies. It facilitates the planning and review of annual work plans, and promotes synergies across the activities of the Joint Programme Component and with the four cross cutting themes.

The Convening Agent at the Joint Programme Component level provides inputs to the Task Force on objective application of resource allocation criteria and brings to the attention of the Task Force impediments to implementation. The Convening Agent at the Joint Programme Component level performs its reporting functions with technical support provided by the Administrative Agent (UNDP) i.e. prepares and consolidates standard progress reports at the Joint Programme Component level for submission to the Joint Programme Steering Committee.

A UN Inter-Agency Working Group (IAWG) has been set up for each Joint Programme Component, to ensure inter-agency coordination between the UN Participating Agencies.

7. Fund Management Arrangements

The Fund Management Administrative Arrangements for the One UN Programme in Pakistan are detailed in the overall Governing Structure, attached as ***Annex C (section 4)***.

Budget execution of resources allocated to each Participating Agency remains under the purview of the Agency using its own financial rules and regulations. Earmarking by donors is allowed to the level of Joint Programme and to the level of Joint Programme Component. Geographical earmarking by province is allowed. Agency-specific earmarking is discouraged; if the case arises, the concerned Participating Agency shall inform the UNCT, as stipulated in the UNCT code of conduct.

Contributions that are earmarked by a donor for one specific UN Participating Agency are not part of the One UN Fund. However, all external contributions not so earmarked are channelled through the One UN Fund. Resources can be raised from donors, national partners e.g. private sector and government authorities at the Federal and provincial levels. In all resource mobilization efforts, preference shall be given to un-earmarked contributions.

Allocation of resources
Criteria for resource allocation are based on agreed priorities, and shall minimize subjective judgment. Decisions on the allocation of contributions down to the level of the Participating Agencies are as below.

The allocations reflected in the Joint Programme document and JPC documents are indicative estimates, which may be revisited and finalized by the Joint Steering Committee within the framework of expected outcomes and outputs envisaged in the Joint Programme document, and prior thematic/geographical commitments made by the UN with the donors will be respected. The majority of the core funding currently available with participating UN agencies is linked with certain outcomes and outputs of the Joint Programme which correspond to the specific mandate of these agencies. The information about detailed implementation plans/work plans of core funding and extra budgetary funding available with participating UN agencies will be shared with the JPSC.

If the contribution is **un-earmarked** i.e. it is for the One UN Programme, the Education Joint Programme Steering Committee prepares an allocation plan between Joint Programme Components, based on agreed priorities and an analysis of the funding gap, for consideration of the HLC Finance Sub-Committee. For the preparation of such plan, recommendations from the (four) Task Forces are sought.

If the contribution is **earmarked** at the Education Joint Programme level, the Joint Programme Steering Committee endorses a Joint Programme resource allocation plan between Joint Programme Components, based on recommendations received from the (four) Task Forces. At the Joint Programme level, the Task Forces prepare a Joint Programme Component resource allocation plan between Participating Agencies, based on recommendations from the Inter-Agency Working Group. The co-chairs of the Education Joint Programme Steering Committee transmit the Joint Programme resource allocation plan to the UNRC who instructs the Administrative Agent to carry out the pass-through transactions with no delay.

If the contribution is **earmarked at the Joint Programme Component level**, the Task Force prepares a Joint Programme Component resource allocation plan between

Participating Agencies, based on recommendations from the Inter-Agency Working Group. The co-chairs of the Task Force transmit the Joint Programme Component resource allocation plan to the co-chairs of the Education Joint Programme Steering Committee for onward transmission to the UNRC who instructs the Administrative Agent to carry out the pass-through transactions with no delay.

Allocation between Participating Agencies
For the first 12 months the Inter-Agency Working Group issues a recommendation to the Task Force of the relevant Joint Programme Component guided by these criteria:
a. Relevance of outputs to the agency's mandate, capacity and experience
b. Relevance of proposed activities to the agreed outcomes and outputs
c. Clarity and realism of budget, and coherence with proposed activities
d. Availability of a sound annual work plan.

For subsequent allocations the criteria are:
a. Results achieved i.e. measurable and evidence-based according to the approved Log Frame
b. Rate of delivery i.e. moneys disbursed as reported through the Administrative Agent and reflected in the Budgetary Framework
c. Quality and timeliness of reporting to the respective Convening Agent(s) and to the Administrative Agent.

For un-earmarked allocation between Joint Programme Components the criteria are:
- Logical sequencing between the outcomes of the Joint Programme Component contributing to the achievement of the Education Joint Programme outcomes.
- Activities contributing directly to the achievement of the MDGs, EFA and international norms and standards.
- Activities building on on-going or past activities to ensure continuity and long-term support. Activities covering issues overlooked in the past may also be considered.

Each Participating Agency shall report progress on the use of core, non-core, parallel funding and contributions received. Participating Agencies will continue to be audited internally and separately for the management of the resources and implementation of the activities under their responsibility, in line with their established rules and regulations. Allocations among federal, provincial and district levels will be reviewed after one year implementation of the Joint Programme.

In 2009, existing work planning arrangements (for example, Annual Work Plans) by individual UN Participating Agencies will continue as a transitional arrangement. From 2010, a single Education Joint Programme Annual Work Plan will be agreed and signed.

AWP will be prepared by provincial implementation teams and signed by implementation partners and UN participating agencies at the beginning of the calendar year. The AWP will reflect both funded and unfunded activities and AWP may be revised within the year subject to the availability of Joint Programme funds.

8. Monitoring, Evaluation and Reporting

Monitoring and evaluation of the Joint Program aims at improving efficiency and effectiveness of programmatic outcomes, outputs and activities through establishing a rigorous assessment process/system **to: a) establish clear and continuous mechanisms to assess the strength and weaknesses of interventions; b) continually identify policies and institutions that need to be improved or developed to prioritize program intervention for the poorest and most socially**

disadvantaged groups; and c) strengthen the monitoring and evaluation capacities of national partners, will be developed.
An overall and detailed M&E framework will be developed as the first step of the implementation process. The M&E framework is based on a programmatic logical framework, developed by the *Thematic Working Group (TWG)* with inputs from the *Resident Coordinator Office* and *UN M&E Network* under the overall guidance of *UN Country Team (UNCT)*. It consists of programmatic outcomes and outputs, respective indicators, (delete: baselines), targets, data sources, (delete: responsibilities) and assumptions etc. (The logical framework is (delete: please see detailed JPMF) provided as an annex)

Monitoring of Outputs
The overall M&E framework refers to the outcomes, and their underlying outputs. Measurable (quantitative and qualitative) indicators facilitate the monitoring of progress. The framework also provides suitable targets and baselines for each indicator. In many cases, baseline data for output indicators could not be obtained during the planning phase. It may be a prerequisite that the baseline indicators are established prior to a project implementation stage . However, where needed, baselines will be established before the implementation phase by undergoing rapid baseline surveys in focused geographical areas. . *Dev-info* is the preferred database software to manage and disseminate information on respective indicators of programmatic outcomes and outputs. The database will be input baseline and target data for respective indicators, and will be regularly (quarterly) updated regarding progress of output indicators at the level of Joint Program. *Resident Coordinator's Office,* with the help of *UN M&E Network*, will support the creation and training of staff in database. At the Joint Program level, the database will be managed and updated through the *Convening Agent* and the necessary feedback will be provided to the government on regular basis.

Progress on all output indicators will be regularly measured through quarterly and annual reviews. The primary responsibility for monitoring rests with the *Joint Program Steering Committee (JPSC)* assisted by its *Convening Agent,* through specialized M&E and MIS expertise. *Joint Program Component Task Forces* will support JPSC in monitoring the progress of outputs and activities and will facilitate overall monitoring of JP Component implementation. The task forces will meet on a quarterly basis to review progress and provide feedback to *JPSC*. *Individual Participating UN Agencies* will be involved in rigorous monitoring of activities in the field during the implementation. The participating agencies will use their existing M&E expertise or will acquire and strengthen such expertise to meet the challenge. The *Executive committee* and *UNCT* will exercise high-level overviews of the implementation of the One UN Program on a yearly basis. As and when required, *Thematic Working Groups, UN M&E network* and *Interagency Working Groups* will extend technical support and facilitation.

Monitoring of Risks
During the monitoring process, special attention will be given to tracking the major risks and assumptions that may jeopardize the achievement of Joint Programme objectives including: a) insufficient capacity and resources from the Federal, Provincial and Local Governments to implement the strategic programmes supported by the Joint Programme, in particular, PRSP and MDTF; b) insufficient resource mobilization; c) the inability of duty-bearers to perform properly their functions; d) insufficient funding commitment from the donors to support the achievement of JP/JPC outcomes; e) insufficient collaboration among the Implementing Partners; f) insufficient engagement of vulnerable communities in the process of social change; g) insufficient compliance of the Private Sector with norms, standards and regulations; and h) insecure political and operational environment.

Evaluation of Outcomes
Outcomes of a Joint Program will be measured in accordance with the measurable M&E framework. The Resident Coordinator Office, with the help and cooperation of UN M&E Network, will support the process.

Outcome assessment will consist of mid-term and final review of progress on each outcome indicator towards stipulated targets. *Joint Program Steering Committee (JPSC)* facilitated by *Resident Coordinator Office,* will play a lead role in assessment of outcomes through annual outcome reviews. The *JPSC* or the JPC TFs may also commission small-scale surveys and case studies on selected subjects to assess results. The *Executive committee* and *UNCT* may also exercise high-level review of the outcome achievement status. The *Resident Coordinator's Office* will facilitate the overall outcome evaluation process.

In addition to the outcome assessments, the One (delete: overall Joint) Program can be evaluated externally by independent evaluation missions. In line with the *UN Reform Pilot's Evaluability Assessment,* DOCO proposes two *External Evaluation Missions* during 2009/10 and 2010/11 to evaluate process results and evaluation of overall impact, respectively.

Reporting of Progress
Progress of programmatic outputs and activities will be assessed and reported against the stipulated targets, baselines and specifications. The progress reports will also reflect upon the processes, challenges and lessons learned. Tabulated reports, graphs and maps will be incorporated in the narrative progress reports.

Under the overall guidance of *JPSC* and *UNCT,* the *Administrative Agent* will work closely with the *RC Office, Convening Agents and Participating UN Organizations* in the annual progress reporting exercise. Each Participating UN Organisation will report on progress of outputs and activities to the *Joint Program Component Task Force*. The *Task Forces* will submit the progress reports to the *JPSC* through the *Convening Agent.* Using those reports, each *JPSC* will provide the *Administrative Agent* with one Annual Narrative Progress Report. The report will give a summary of results and achievements compared to the stipulated targets of the Joint Program. The *Administrative Agent* will prepare consolidated narrative reports, based on the above-mentioned inputs, and send them to the *Resident Coordinator* for review and onward submission to the *UNCT, Executive Committee* and to each donor that has contributed to the Joint Program in accordance with the timetable established in the Administrative Arrangement.

Monitoring Plan for the Education JPC

Monitoring Group	Meetings	Reporting Period
Joint Programme Steering Committee	Six-monthly	Annually
Education Task Force(s)	Quarterly	Six Monthly
Provincial Monitoring Teams	Quarterly	Quarterly

9. Legal Context

The table below specifies what cooperation or assistance agreements form the legal basis for the relationships between the Government and each of the UN organizations participating in this joint programme component.

Participating UN organization	Agreement
UNDP	The legal context for UNDP-assisted programmes and projects in Pakistan is established by two major agreements: 1) the Convention on the Privileges and Immunities of the United Nations, given affect by Act XX of 1948 of the Pakistan Constituent Assembly (Legislative) and assented to 16 June, 1948; and 2) the agreement between the Government of the Islamic Republic of Pakistan and the United Nations Development Programme concerning assistance under the Special Fund Sector of the United Nations Development Programme, signed by the parties on 25th February 1960.
UNICEF	Extension of the Standard Basic Cooperation Agreement between the Government of the Islamic Republic of Pakistan and the United Nations Children's Fund was signed on May 24, 1995
UNESCO	Letter of Understanding Between the Government of the Islamic Republic of Pakistan and the United Nations Educational, Scientific and Cultural Organization was signed on July 4, 1967
WFP	Standard Basic Cooperation Agreement between the Government of the Islamic Republic of Pakistan and the United Nations World Food Program was signed on July 25, 1968

10. Workplan and Budgets

Please see **Annex E** for workplan and indicative budget allocation

Annex A: Situation Analysis (Detailed Analysis)

During the past one year, several political and economic events, both on the domestic and external fronts, affected Pakistan's political and socio-economic environment. These events included unstable political conditions and eventually a change of government after national and provincial elections in February 2008; an unfavorable law and order situation; high inflationary pressure due to soaring international oil prices; and the softening of international demand, resulting in a current account deficit of almost 7% of GDP in its international payments. Poverty remains rampant with almost 22.3% (13.1% in urban and 27% in rural areas) population below the poverty line, limiting the access of large segments of population to social services such as education and health.

However, Pakistan achieved modest economic progress during the past few years, with almost no improvement in poverty levels and worsening inflation, current account deficit and total debt burden (Table A1):

Table A1: Pakistan: Key Economic Indicators

Economic Indicators	2003/04	2007/08
Per Capita Income (Rs constant)	Rs. 28,776	Rs. 34,769
% Population below Poverty Line	23.9%*	22.3% **
Inflation : CPI growth (%)	4.6%	10.3%
Current Account Deficit (%GDP)	1.3%	7%
Total Debt (US $billion)	35.3	45.9

**for 2004/05; **for 2005/06*;
Source: Pakistan: Economic Survey 2007/08; Govt. of Pakistan; Finance Division; Economic Adviser's Wing.

Education indicators, too, have improved modestly (Table A2). During 2001/02 and 2005/06, adult literacy progressed from 43% to 52% whereas youth literacy rose marginally. The access to early childhood education (ECE) reflects, in a short span of five years, a phenomenal rise i.e., from 36% to 91%- largely due to increased access to public sector "katchi" class which, however, is characterized by poor quality of education. Improvement in net primary enrolment of girls is impressive, considerably narrowing the gender gap. Education expenditures, as percentage of GDP, remain low i.e., around 2%.

Table A2: Pakistan: Key Education Indicators

Social Indicators	2001/02	2005/06
Adult Literacy Rate (%) for 15+ years	43	52
Youth Literacy (%) for 15-24 years	62	67
Gross ECE Enrolment (%)	36	91
Net Primary Enrolment Rate (%)	57	66
Boys (%)	66	72
Girls (%)	48	59
Survival rate (to Grade 5)	57%	72%
Net Enrolment in Secondary Education (%)	20	24
Boys (%)	23	27
Girls (%)	16	21
Education Expenditure (as % of GDP)	1.79%	2.21%

Source: Education for All: Mid Decade Assessment; Pakistan Country report 2008; Ministry of Education;
Govt. of Pakistan; Islamabad.

Education indicators also displayed wide disparities across provinces, gender and locations i.e. rural vs. urban. Specifically in education, for example, net primary

enrolment rate in 2005/06 varied between 68% in the province of Punjab and 40% in Balochistan.[7] Similarly, for the same period, net enrolment rates ranged from 72% for boys to 59% for girls; and female enrolment rates were 64% in urban as compared to 56% in rural areas.[8]

In the year 2000, the Government of Pakistan ratified two major frameworks of action, namely the "Education for All" charter of objectives at the Dakar World Education Forum and the Millennium Development Goals at the United Nations Millennium Development Summit in New York. In this context, Pakistan has committed to undertake necessary steps in the achievement of targets which include universal basic education and literacy, expansion of early childhood education, provision of free and compulsory quality primary education and reduction of gender inequalities in education.

Education in Pakistan: Challenges, Causal factors and Suggested Interventions

Low Literacy, Low Enrolments and Low Retention

The key challenge in Pakistan's education is the low rates of adult literacy and enrolment rates, especially at the primary level. Historically, literacy programmes suffered due to lack of political commitment, resulting in low priority in policy with negligible budgetary allocations. At present, there are approximately 55 million illiterate people in the country, with wide disparities across gender, province and location i.e., urban vs. rural.

Net primary enrolments, too, remain very low. In 2005/06, the average net enrolment was 66% (72% for boys and 59% for girls) with one-third of primary-aged children having either remained out-of-school or dropped out (primary school retention rate is 72% for boys and 73% for females). Gender gap in primary enrolment rates was high in rural (74% for boys and 56% for girls)[9] than in urban (67% for boys and 64% for girls) areas. The gender parity index was estimated at 0.96 for urban and 0.76 for rural areas.[10]

According to another official statistical source[11], net enrolment rates at the middle school level i.e., grades VI-VIII, are merely 18%, with 20% for boys and 16% for girls. Net enrolment rate at the secondary level i.e., grades IX and X is even lower, with 10% for males and 9% for females.
PSLM, which is a Govt. of Pakistan Statistics Division source, has measured overall primary level Net Enrolment Ratio for 2006-07 as 56% only, 60% for boys and 51% for girls. NER for Primary level is as low as 28% for rural girls in Balochistan (PSLM 2006-07).

Reasons for low enrolments can be traced to some of the following factors[12]:

(i) Lack of properly-equipped schools at close proximity, especially for girls; for instance, 16% of schools are without a building; 55% without a boundary wall; 79 % without electricity; 44 % without water; and 60% without a toilet.
(ii) There is an acute shortage of middle schools, especially for girls, in the country (i.e., there are only 39,370 middle schools compared to 156,732 primary schools) which results in a large dropout rate in the transition from

[7] Table 5.2(a): *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan
[8] Table 4.26: *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan
[9] According to another official statistical source, the *Pakistan Social and Living Standards Measurement Survey (PSLMS) 2006/07*, the rural primary enrolment rates are 57% for boys and 46% for girls.
[10] Based on Tables 4.61; 4.65; 4.26; and 4.62*: Education for All: Mid Decade Assessment: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan*
[11] *Pakistan Social and Living Standards Measurement Survey (2006/07*); Federal Bureau of Statistics; Govt. of Pakistan.
[12] Based on the Situation Analysis Report for the JP in Education; Nov 2007

primary to middle level (i.e., there are only 5.26 million students at middle level compared to 16.83 million at primary level). There is a shortage of qualified female teachers for middle school; the curriculum is outdated and needs revision; textbooks are not available on time and the examination system needs to be improved.

(iii) Poor quality of education due to teacher absenteeism, ill-trained teachers, shortage of learning materials e.g., textbooks, stationery, etc and poor school management;

(iv) Low enrolment of the girl child mainly due to cultural factors. Traditionally, girls are discriminated since birth and deprived of their rights to education, good health and nutrition, employment, choice in marriage and divorce, etc. The drop out rate for girls is also high as they have to "help at home" with chores (like fetching water) and looking after siblings while the mother goes out to work.

(v) Low retention rates at the primary level. According to the Pakistan MDG Report 2005/06, the primary drop out rate is quoted as 26% (calculated for a primary survival rate of 74%). However, Pakistan Social and Living Standards Measurement Survey 2005/06 show that 21% of school children drop out at various stages of primary school, with dropout rates increasing as grades advance. Also, almost twice as many children drop out in rural (27%) than in urban (15.4%) areas. The reason for this may be that children in rural areas are required to help with work and household chores.

(vi) The "Unreached": Of the approximately 19 million primary-school age children in the country, approximately 9 million children are out-of-school either due to lack of access to schooling because of poverty, lack of available school nearby or working as child labor.

(vii) As still there is no policy governing technical and vocational education (TVE), the delivery of TVE (Technical and Vocational Education) is fragmented without any curriculum and skills standards, with limited capacity of training institutes.

To improve enrolments at various levels of education, there is a need not only to provide adequate and properly-equipped schools but also to ensure better retention rates at the primary level. In this context, the improvement of the early childhood education system could make a valuable contribution. Also, mass awareness campaigns propagating the value of literacy and education for both adults and children could be helpful. In addition, incentive-based programmes can be increase access to education.

An alternative schooling system is required for the "unreached" i.e., the children who never attended school or dropped out for various reasons. There is a need to analyse the causes of never attended/drop out and rectify the problems. In this context, community leaders and district planners should support the establishment of non-formal basic education schools in their areas, and adult literacy centres for out of school youth and illiterate adults. A comprehensive TVE policy, providing for facilities for TVE institutes and setting curriculum and skills standards would not only improve TVE but also help in alleviating poverty.

Poor Quality of Education

Access to education alone is simply not enough to achieve results. The quality of education is an important factor and is reflected in the assessment of students' learning achievements. Several assessment studies and surveys show that the learning achievement in schools have poor quality of education. Students do not seem to be learning, and this is mainly due to a mix of the following conditions found in the schools:

- The schools have well qualified head teachers and teachers but their own mastery of the competencies to be taught is limited.

- Teachers complain of heavy teaching load coupled with the responsibility of multi-grade teaching.
- Some schools do not have rooms, blackboards, desks and chairs for students and teachers.
- Children do not get textbooks on time at the start of the school year.
- Schools lack basic teaching and learning materials teachers' guide, atlas, globe, dictionary, supplementary reading material and information communication or technology tools.

Improvement in the quality of education could be ensured through effective teacher training, provision of adequate and timely school supplies, better assessment systems and involvement of parents and communities in school monitoring and supervision. A system of continuous assessment of learning outcomes and subsequent feedback for better planning is essential for improved quality of education.

Weak Governance

Education planners and managers misuse authority and funds, partly due to political interference; indulge in favouritism; can not plan, implement or monitor projects efficiently. However, with devolution of power to the district level, better levels of efficiency and accountability were expected but the educational managers and planners lack the capacity not only to prepare quality project proposals but also implement, supervise and monitor them effectively. At the school level, too, head teachers do not feel accountable for the poor quality of education, mismanagement of school, teacher absenteeism, budget lapses or dismal conditions of school facilities.

It is, therefore, necessary to build capacity of education staff, especially at the district level i.e., the government tier directly responsible for delivering education. Interventions required to improve education governance should focus on merit-based recruitment procedures, capacity building of education managers, empowering of head teachers/principals, effective teacher training and regular data collection system for effective planning and monitoring.

Limited Financial Allocations and Low Levels of Utilization

Despite the Government's effort to enhance the budgetary allocation for education, the national/provincial resource base for education has remained narrow -- more or less constant around 2% of GDP for the past decade. Although there has been a significant improvement in the composition of public spending on education, favouring basic education vis-à-vis tertiary and professional streams, higher allocations are needed for promoting access and quality of education at all levels. Allocations for adult literacy and NFBE need to be raised substantially to eradicate illiteracy and provide second chance to out of school youth and dropped out children

A key area of concern is the low level of utilization of education budgets. Reasons commonly cited for the under-utilization of budgets are: (i) non-availability of technical staff at district level; (ii) failures in appointing full-time project directors; (iii) late submission of reports or requests for release of funds by the implementing agency; or (iv) delay in releases by the finance departments.

The problem can be resolved to a certain extent with enhanced capacity at the district level to prepare, plan and submit proposals on time and ensure prompt release of funds from the financial authorities. For this, not only education staff but also personnel of the departments of planning, finance and other related officials need to be trained for this greater responsibility.

Specific Issues related to Education System in Pakistan

In Pakistan, the decentralization of educational administration was s a major innovation and reform in the political and education system to improve administrative and implementation processes. The Government introduced, with legislative support, the Devolution of Power Plan in year 2000. Under this Plan, the district governments have been empowered at the grass root level in planning, management, resource mobilization and utilization, implementation, monitoring and evaluation of the education system.

According to an initial evaluation of the devolution process, preliminary successes in education were evident. In comparison to the pre-devolution phase, there were less cumbersome procedures for approval of small schemes at the district level. There is also decentralized delivery of basic services and problems of Head Teachers and teachers are being resolved at the local level. There is some improvement in the accountability of government functionaries as all expenditures are questioned in meetings of the District Council(s). Teacher attendance, too, has improved as a result of frequent monitoring and inspection by civil and military functionaries.

However, some major issues still persist:

- The district level officials have acquired new roles and greater responsibilities for managing education. As such, inadequate management training and lack of familiarity with project preparation and financial procedures are major causes leading to deteriorating academic standards and failure of education reforms,
- While structural decentralization has happened quickly, existing attitudes lead to mistrust and resistance to devolved decision- making, adversely effecting the implementation of education projects.
- Although districts are entitled to develop their own educational plans and targets, the pressure to implement plans developed at the federal and provincial levels and to spend allocated budget, within a short period of time, leaves little opportunity for them to do so.
- Absence of merit-based practices in recruitment and promotion of administrative and teaching positions is adversely affecting the quality of education.
- The quality of teacher training remains questionable due to lack of standardized procedures.
- The selection of and the responsibilities of the headmaster remain essentially unchanged. The individual with the most amount of local knowledge and, thus, arguably the best-informed to make decisions regarding allocation of resources, does not have the authority and, in most cases, the capacity do so.
- No overarching framework developed for SMCs involvement by provincial or district authorities. The SMCs/PTAs are weak bodies and will not be able to impact teacher management unless enforcement powers are provided
- While formal education, undoubtedly, is given more emphasis under the devolution process, there is some consideration for promotion of literacy. However, little attention is given to non-formal primary education which is mostly run through a specific project with NGO assistance. For literacy programmes, though each district is required to appoint an EDO (Literacy) to coordinate, supervise and monitor literacy activities in his/her area; at present, only Punjab has appointed this official . This position suffers in service delivery because of long procedural delays in budget allocation (as compared to the effectiveness of the NCHD coordinator placed in the districts for the literacy programme).
- Education Management Information System that is only source of providing official data at different levels varies in standards and homogeneity.

As such, there are certain key measures which are essential for improving the education system in the country:

- Capacity development of provincial/area and district education officials in the knowledge of their respective roles and responsibilities, in planning and designing projects/activities, managing implementation and monitoring and evaluating the impact.
- Capacity development of community members for effective participation in education activities
- Quality teacher training for improved quality of education..
- Introduction of merit-based recruitment and promotions of management and teaching staff, with no political interference.
- Development of capacities of education department staff at different levels for data collection, its compilation, analysis and use for planning and monitoring purposes
- Mapping of education institutions through use of new technologies and regular and reliable data collection to ensure effective planning.
- Monitoring of learning outcomes in both formal and non-formal streams to improve quality of education.

Annex B: Results Framework

UN Agencies: UNDP, UNESCO, UNICEF, WFP

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 1: Ensured mechanisms for partnerships and capacity building among all stakeholders for education reform by 2010										
3.1.1. Established Coordination and Networking bodies for partnership in education reform comprising all the stakeholders at federal, provincial/area level and in selected districts.	x	x	X	x	x	Undertake advocacy, conduct study and develop effective mechanism of coordination and net- working with assigned roles and mechanism at federal and provincial/areas levels. Facilitate Donors' Coordination meetings	x	x	x	MoE, PEDs, DEDs
						Establishment of Inter Provincial Professional Forum (IPPF) of education. Coordination for Sector Wide Approaches (SWAps) in Education				
						Support for Meetings and Functioning of Provincial and District Levels Education Stakeholders Forum				
						Support for participation in international meetings/ conferences/ seminars				
JPC Outcome 2: Improved Education Governance by 2010										
3.2.1. Enhanced capacities of Federal, Provincial/Area and district governments to design and implement improved educational governance practices and tools.	x	x	X			Situational Analysis and system review of existing educational governance and administration (including school procedures).	x	x	x	MoE, PEDs, DEDs
						Review and adaptation of good practices and tools in educational governance and administration (e.g. Accountability, Transparency, etc.).				
						Development of strategies and training materials for capacity building activity.				
						Technical Assistance for capacity building of Ministry of Education				

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
3.2.2. Technical support extended for introduction of management cadre.	x	x	x			Review, analysis & advocacy for creation of a management cadre for educational professionals. Development of a plan of action for establishment of management cadre including service rules.	x	x	x	MoE, PEDs, DEDs
3.2.3. Increased knowledge and skills of education officials at all levels regarding their respective roles and responsibilities.	x	x	x	X	x	Technical Assistance (development of training modules etc.) for capacity building of education managers Capacity building/ Training of educational personnel in effective planning, implementation and resource utilization in governance and administration at Federal, Provincial and District levels.	x	x	x	MoE, PEDs, DEDs
3.2.4. Merit-based procedures and mechanisms for recruitment, postings and promotion and a performance based accountability in-place at all levels.	x	x	x			Advocacy and development of tools for merit-based procedures and mechanisms for recruitment and selection at Federal Provincial & District levels. Designing and implementing a performance based accountability system for promotions, , transfers, incentives (e.g. Development of Standards and Benchmarks)	x	x	x	MoE, PEDs, DEDs
3.2.5. Head teachers empowered for good governance of educational institutions.	x	x	x	X	x	Technical assistance to review the roles and responsibilities of the school heads, including their present authority and accountability Development and adoption of new rules that grant greater financial and administrative authority and increased accountability of school heads, enhance allocation of school budget and to ensure provision of regular Head Teacher. Capacity building / training of head teachers (especially women) in school management, financial and governance issues (in selected districts/ provinces).		x	x	PEDs, DEDs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 3: Expanded coverage and analysis of learning outcomes for all levels and types of basic education (including adult literacy and NFBE) and its reflection for provision of quality education to all by 2010										
3.3.1. Learning assessment capacities strengthened at national and provincial / area levels to support districts.	x	x	x	x	x	Identification and development of strategies to build and strengthen capacity of curriculum developers, textbook writers, teacher trainers etc. in the process of learning achievement/assessment and integration of findings of NEAS-PEAC in curriculum & material development and teacher training activities.	x	x		MoE, PEDs
3.3.2. A mechanism in place for independent and regular assessment of learning achievements of adult literacy learners.	x	x	x			Capacity building for assessment of learning achievements of adult learners at provincial and district levels.		x	x	PEDs, DEDs
3.3.3. Mechanisms and processes for common national curriculum framework and integration of emerging trends and themes in curriculum strengthened/ supported.	x	x	x			Capacity building for the process of curriculum change management and implementation for Federal & Provincial Curriculum Wings, Bureaus of Curriculum and educational managers (development of research tools etc). Development of a National Curriculum Framework (as a basis for all subject curricula) through consideration of curriculum frameworks of different countries and developing a consensus framework for Pakistan	x	x		MoE, PEDs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
						Identification / development of Curriculum concepts, supplementary materials and training of master trainers/teachers on Emerging Trends in Education like Education for Sustainable Development (ESD), Peace & Value Education (Education for International Understanding), Human Rights, Disaster Management, Inclusive Education and Life Skills Based Education, Health Education, Preventive Education including HIV/AIDS etc.				
JPC Outcome 4: Improved system for education data collection (including financial and literacy data) analysis, and use for planning and budgeting, policy making, analysis etc. at all levels by 2010										
3.4.1 Implementation of integrated decision support system (Integrated EMIS at national and sub national levels)	x	x	x	x	x	Strengthening and streamlining EMIS/PMIU/RSU etc for an integrated EMIS at National and Provincial/Areas levels with improved system of data collection, analysis, etc	x	x		MoE, PEDs
3.4.2. Strengthening EMIS and capacities of related institutions and experts at federal, provincial/area and district levels for planning and policy formulation	x	x	x	x	x	Capacity building of government official (school, district, province & federal levels) in collection, analysis and use of educational data for policy, planning and management process.	x	x	x	MoE, PEDs,DEDs
JPC Outcome 5: Increased provision of quality teacher education and training (in-service and pre-service) especially for female teachers by 2010										
3.5.1. Enhanced capacities of teacher training institutes	x	x	x	x	x	Development and implementation of National/Provincial strategic framework for teacher education including curricula (Scheme of Studies) for pre and in-service training programmes	x	x		MoE, PEDs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
						Strengthening of teacher training institutes and streamlining roles and responsibilities of service providers of teacher education				
.5.2. Standards developed for teacher education in the areas of program standardization, institutional accreditation and teacher certification	x	x	x			Development of criteria for accreditation, standardization and certification of teacher training programmes and institutions.	x	x		MoE, PEDs
						Development of professional standards and allied tools for certification of teachers.				
3.5.3. A system of continuous development and evaluation of teacher training curriculum and materials	x	x	x	x	x	Capacity building of instructors of teacher education / training institutes through revision and updating / development of training materials, resources etc. for in-service and pre-service trainings	x	x		
						Development of training modules including good practices for different levels of trainings (lead trainers, master trainers, teachers etc).				MoE, PEDs

* MoE: Federal Ministry of Education
PEDs: Provincial/Area Education Departments
DEDs: District Education Departments

Annex C:

ONE UN PROGRAM IN PAKISTAN – OVERALL GOVERNING STRUCTURE

Pakistan is one of the eight countries in which the UN Country Teams are piloting "delivering as one" initiatives. An important component of that UN Reform effort is the "One UN Program" that comprises the Joint Programs and Joint Program Components through which the Participating UN Organizations will contribute to Pakistan's socio-economic development.

The following is a succinct description of the governance structure formulated through broad discussions within the UN Country Team, as well as those with national and international stakeholders. UNCT is likely to review this governance arrangement to bring it in compliance with changes due to such factors as the possibility of new UN entities establishing representation in Pakistan, the experimental nature of piloting, the evolving national priorities and the extent of resource mobilization against the resource gaps.

At the overall UN Reform Pilot level, the highest governance body is the **High Level Committee on UN Reform in Pakistan**, established in early 2007. It is the supreme body that brings together Government, UN and development partners. The High Level Committee oversees all aspects of the reform experience in Pakistan, monitoring of its progress, and fine tuning to enhance aid effectiveness. It is chaired by the Prime Minister or his/her representative and consists of main line agencies at the federal level, provincial governments and selected donor representatives, meeting periodically. The High Level Committee determines the programmatic areas of the One Program Document.

This document focuses on the One UN program and summarizes the management arrangements at three inter-related levels:

1) One UN Program;
2) Joint Programs; and
3) Joint Program Components

as well as the common instrument for all three, the Pakistan One Fund.

1. One UN Program

The **One UN Program** in Pakistan consists of a set of UN joint programmatic interventions planned for the period 2008 to 2010, the initial period of "delivering as one" in Pakistan. During that period, it is expected that about 80% of the resources available with the UN family will be devoted to joint programs.

The One UN Program plus the stand-alone interventions of individual UN agencies form the revised UNDAF (United Nations Development Assistance Framework), which is the result of a detailed process of review of the current development context, MDG prioritization, stakeholder analysis and SWOT analysis.

The One UN Program Document provides details on the joint programs, the results and resources framework, management arrangements, overall budget and monitoring and evaluation mechanisms.

At the One UN Program level, there will be two decision-making/advisory bodies:

- Within the UN system in Pakistan, the **United Nations Country Team (UNCT)** consisting of the heads of all agencies, funds and programs represented in Pakistan is the inter-agency coordination and decision-making body, led by the Resident Coordinator. Within One UN Program context, the main purpose of UNCT is to plan, implement, monitor, fine tune and ensure the delivery of tangible results in support of the development agenda of Pakistan.

- Under the High Level Committee (HLC), as its subsidiary body, there will be an **Executive Committee for One UN Program**, which will normally meet quarterly, to focus on the One UN Program. Representing the broad constituency of the High Level Committee, the Executive Committee will consist of the Secretary of the Economic Affairs Division (EAD) as Chair, the Resident Coordinator and one donor representing the donor community. Its principal duties are as follows:
    a) Regarding the *un-earmarked contributions* at the One Program level, it decides on their allocation to one or more Joint Programs in consultation with Line Ministries, national partners, donors and the UNCT.
    b) In addition, it endorses *allocations to the various Joint Program Components* within a Joint Program, based on recommendations and inputs of the respective Joint Program Steering Committee.
    c) It initiates the *transfer of funds* to Participating UN Organizations through the Resident Coordinator and the Administrative Agent, based on the recommendations of the JPC Task Forces.
    d) It receives, and forwards to the High Level Committee, with appropriate comments, *compilation of consolidated narrative and financial reports* as well as the *certified financial statements*.
    e) It exercises high-level overview of the implementation of the One UN Program, providing guidance and facilitation, as appropriate.

2. Joint Programs (JPs)

As constituent elements of the One Program, five Joint Programs are being developed (Agriculture, Rural Development and Poverty; Health and Population; Education; Environment; and Disaster Risk Management). The Joint Program Documents provide details on the various joint program components, the results and resources framework, management arrangements, JP budget, and monitoring and evaluation mechanisms.

At Joint Program level, there will also be three bodies that offer guidance:

- A **Joint Program Steering Committee (JPSC)** will provide strategic guidance for implementation of the Joint Program. Each JP, aside from fully addressing the issues within its substantive coverage, also integrates four cross-cutting issues (refugees, human rights, civil society engagement and gender). A Joint Program Steering Committee will be co-chaired by a Government representative at the level of Federal Secretary (or equivalent) and by a UNCT member (representing the UNCT). The co-Chairmanship in a Joint Program Steering Committee will not imply any charges to the JP budget. A JPSC includes one representative from each participating UN organization and one representative from each participating national partner. In addition, observers by invitation could include up to two representatives of donors, civil society and other partners as suitable. The JPSCs will normally meet every two months and, inter alia, will
    a) review and recommend for approval JP documents prepared by the TWGs;
    b) approve prioritisation of outcomes/outputs, work plans and prioritised resource allocation as required at the JP and Joint Program Component (JPC) levels;
    c) oversee advancement of implementation of JPs and make changes if required at the JP levels; and
    d) review and approve financial progress and standard progress reports at the JP level.

- A JPSC, through its subsidiary **JP Finance Sub-Committee,** (consisting of the two Co-Chairs of the JPSC and the TWG Co-Chairs) and based on recommendations of the relevant Thematic Working Group, will take note of donor contributions

earmarked to its Joint Program and make recommendations to the Executive Committee on the allocation of funds to each Joint Program Component.

a) If the Executive Committee endorses the recommended allocation, JPSC communicates this to the Participating Organizations in that JPC.
b) If the Executive Committee does not endorse the recommended allocation, it will ask the JPSC to review its recommendation, based on its comments, and re-submit.

- **Thematic Working Groups (TWGs)** were formed early in the piloting process to coordinate the formulation of the JPs. TWGs consist of representatives of the UN entities that participate in the JP, and will remain ready to provide substantive guidance to concerned JPs, ensuring that "delivering as one" happens.

Each JP will have a **UN Convening Agent** to facilitate coordinated program and financial implementation. Its selection will be based on a comparative advantage and capacity assessment of the interested agencies. A Convening Agent

a) acts as the secretariat for the JPSC;
b) facilitates overall program and financial implementation;
c) provides inputs to JPSC on the objective application of resource allocation criteria;
d) promotes synergies across the thematic area and the cross-cutting themes;
e) prepares and consolidates standard progress reports at the JP level for submission to the UNCT and the AA, while drawing technical assistance from the AA.

3. Joint Program Components (JPCs)

Joint Programs are formed of several distinct **Joint Program Components (JPCs)**. Each JPC is articulated in a document containing the results and resources framework, management arrangements, and budget plus monitoring and evaluation mechanisms.

At JPC level, there will be two bodies for guidance:

- Each JPC will be managed by a **Task Force** which is responsible for joint implementation and promotion of synergies at the JPC level among UN and other participants. Each Task Force will be co-chaired by a Government representative and a UNCT member. Its membership will consist of one representative of each Participating UN Organization and participating national partner (including relevant CSO implementing partners). A Task Force will normally meet every month
  a) to facilitate the *preparation of annual work plans and associated budgets* at the JP Component level as submitted by the Participating Agencies and ensure conformity with the JP document;
  b) make recommendations on resource allocation to Participating UN Organizations within the JPC, based on the funds made available to the JPC by the JPSC, and submit them for approval to the JPSC Finance Sub-Committee.
  c) facilitate overall performance and monitoring of JP Component implementation and make changes if required;
  d) oversee the *preparation of standard progress reports and financial progress reports* for submission to the JPSC and review and approve financial progress reports and standard progress reports at the JP Component levels for submission to the JPSC; and

- Based on the complexity of a particular JPC, it might be desirable to constitute an **Inter-Agency Working Group** to support the JPC implementation and ensure a strong "UN delivering as one" dimension. It would consist of representatives of the Participating UN Organizations in that JPC.

Based on the complexity of a JPC, the partners involved in that JPC may decide to have a UN **Convening Agent**. It

a) facilitates the planning and review of annual work plans;
b) promotes synergies across the JPC activities and with all cross cutting themes;
c) facilitates overall progress of programmatic and financial implementation of the UN participating entities;
d) provides inputs to the JPC Task Force on the application of the resource allocation criteria; and
e) prepares and consolidates standard progress reports at the JPC level for submission to the JPSC, drawing on technical assistance from the AA.

4. Pakistan One Fund

The Pakistan One Fund will facilitate and streamline the donor resources directed to the One UN Program, as well as to simplify substantive and financial reporting. As such, the Pakistan One Fund is a major vehicle for resources mobilization from donors to support the unfunded portions of the One UN Program and to facilitate the funding of any new initiatives within the context of the One UN Program.

UNCT has designated UNDP as the **Administrative Agent (AA)** that will administer the Pakistan One Fund for the duration of the One UN Program, which at present is for the period 2008 - 2010. UNDP will administer the fund in accordance with the UNDP Regulations and Rules. The Memorandum of Understanding signed on 17 June 2008 by all UN Participating Organizations describes in detail the Pakistan One Fund and the role/responsibilities of the Administrative Agent.

The responsibilities of the Administrative Agent include:

a) *Receipt, administration and management of contributions* from Donors;
b) *Disbursement of funds to the Participating UN Organisations*, in accordance with the instructions of the Resident Coordinator, on behalf of the HLC Finance Sub-Committee.
c) Provide support to the JPSCs and the JPC Task Forces in their reporting functions, as mutually agreed by the respective parties; and
d) *Compilation of consolidated narrative and financial reports* on Pakistan One Fund to the Executive Committee, UNCT, donors and partners. Participating UN Organizations are responsible for preparing and submitting the reports based on the UNDG standard narrative reports and financial reports to the Administrative Agent in accordance with the reporting schedule specified below, and in the case of narrative reports through their respective JPC Task Forces and JPSCs. In this, the Convening Agents at the JP and JPC levels will support the Participating UN Organizations, which will report on the specific JP/JPC activities they are responsible for and the related funds they have received.

In terms of reporting, the Administrative Agent will work closely with the RC Office, Convening Agents and Participating UN Organizations as follows:

- Through the Convening Agent, each Participating UN Organization will provide the Administrative Agent with the following financial statements and reports at the One Program, JP or JPC level, as applicable, using the standard formats approved by the UNCT:

  (a) *Annual financial statements and reports* for the period up to 31 December of that year with respect to the funds disbursed to it from the Pakistan One Fund, to be provided no later than 30 April of the following year; and

(b) *Certified final financial statements and final financial reports* from the Participating UN Organizations after the completion of the Program and including the final year of the Program, to be provided no later than 30 June of the year following the financial closing of the Program.

- In addition and again through the Convening Agents, Participating UN Organizations will report to the JPC Task Force, using standard formats approved by the UNCT. Using those reports, each Joint Program Steering Committee (through the JP Convening Agent, as applicable) will provide the Administrative Agent with the following:

  (a) JP Annual Narrative Progress Report for that year, no later than 31 March of the following year; and

  (b) JP Final Narrative Report, no later than 30 April of the year following the financial closing of the JP. The final report will give a summary of results and achievements compared to the goals and objectives of the Joint Program.

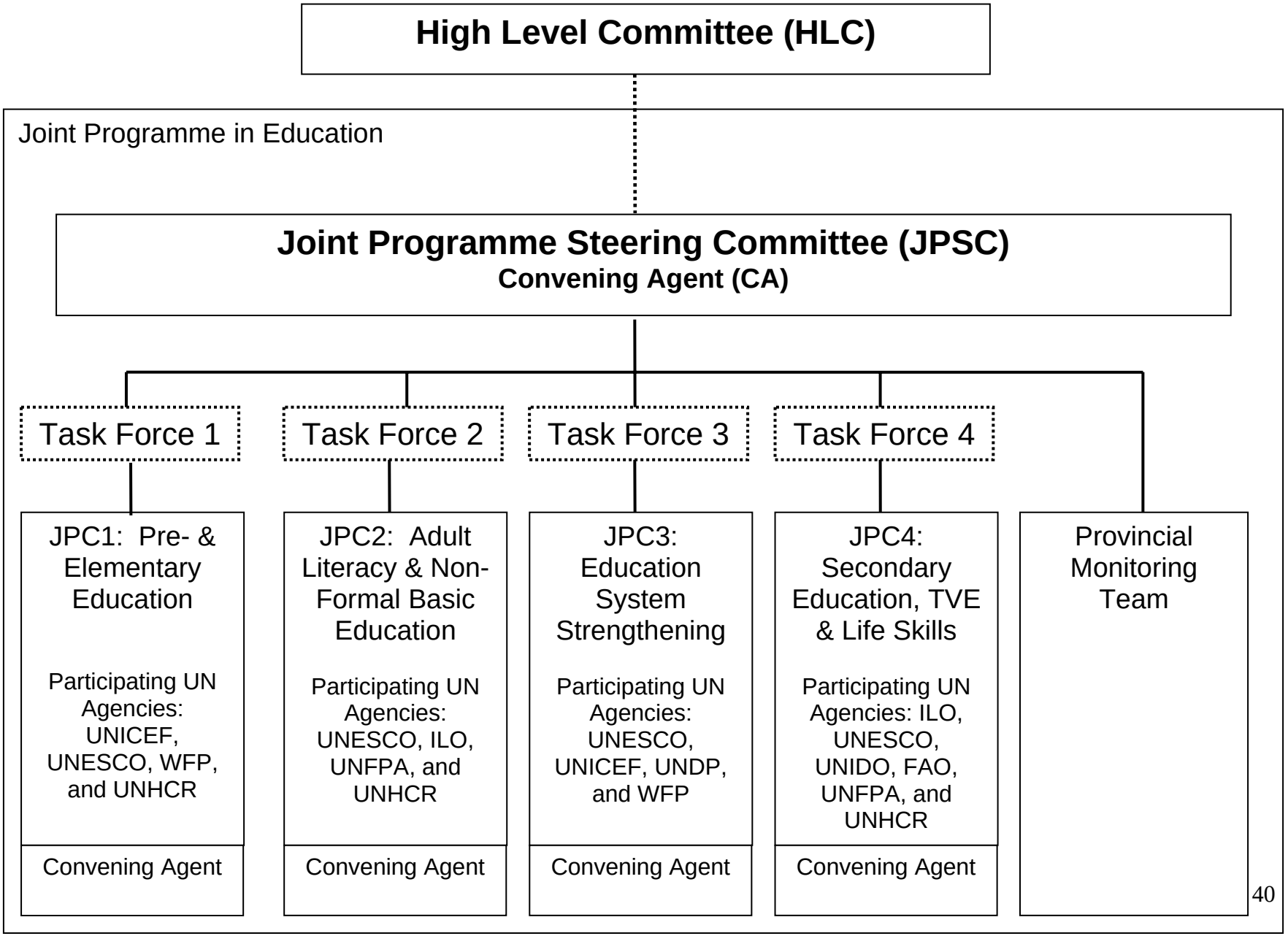
The Administrative Agent will prepare *consolidated narrative and financial reports*, based on the above-mentioned reports, and send them to the Resident Coordinator for onward submission to the UNCT, Executive Committee for One UN Program and to each donor that has contributed to the Pakistan One Fund, in accordance with the timetable established in the Administrative Arrangement.

The Administrative Agent will also provide the following *financial statements* to the Resident Coordinator for onwards submission to the UNCT, Executive Committee for One UN Program, Donors and Participating UN Organizations:

(a) *Certified annual financial statement* for the year ("Source and Use of Funds") by 31 May of the following year; and

(b) *Certified final financial statement* ("Source and Use of Funds") to be provided no later 31 July of the year following the financial closing of the Pakistan One Fund.

The Proposed Education Joint Programme Management and Coordination Structure



Annex D: Joint Programme Component 3 Framework, as endorsed by the Ministry of Education

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 3: EDUCATION SYSTEM STRENGTENING				
UNDAF outcome(Goal/ long term Outcome): ☐ **Strengthened education system through institutional capacity development**				
Joint Programming Outcomes (Intermediate Outcome) **The following outcomes are cross-cutting, to be produced in relation to each of the other programme areas for education-**				
JP Outcome 1: Ensured mechanisms for partnerships and capacity building among all stakeholders for education reform by 2010 **Outputs:** 1. Established Coordination and Networking bodies for partnership in education reform comprising all the stakeholders at federal, provincial/Area level and in selected districts.	**Indicator:** • # and type of stakeholders' consultative groups and coordination bodies for education reforms in place at Federal, provincial/ Area and district levels. • Amount and extent of technical and financial assistance provided by the stakeholders for capacity building, networking, and increasing coordination. • # of meetings of: - Consultative Group including women's groups at all levels - Coordination body comprising education and literacy department(s) - Networks of stakeholders including women's groups	**Target:** • All groups in operation and 2 meetings per year	• Activity/progress reports	• Political stability and continued commitment to education by stakeholders i.e., govt., NGOs, private sector and donors
JP Outcome 2: Improved education governance by 2010 **Outputs:** 1. Enhanced capacities of Federal, Provincial/ Area and district governments to design and implement improved educational governance practices and tools 2. Technical support extended for introduction of management cadre. 3. Increased knowledge and skills of education officials at all levels regarding their respective roles and	**Indicator:** • % of education funds utilized at the district level • % of unfilled sanctioned education posts by sex and location • Plan of action for introduction of management cadre developed • % of experts/ officers/ teachers by sex present • % of teachers, by sex, present for 90% of	**Target:** • 100% utilization of budget in the selected districts • Less than 10% unfilled posts • 90% teachers • 100% schools • Progress report	• District progress reports	• Positive attitude towards devolution

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 3: EDUCATION SYSTEM STRENGTENING				
responsibilities 4. Merit-based procedures and mechanisms for recruitment, postings and promotions and a performance based accountability in-place at all levels. 5. Head teachers empowered for good governance of educational institutions.	sessions. • % boys and girls schools enjoying timely delivery of textbooks • # of meetings, workshops held for district officials, especially targeting female staff, on their roles and responsibilities			
JP Outcome 3: Expanded coverage and analysis of learning outcomes for all levels and types of basic education (including adult literacy and NFBE) and its reflection for provision of quality education to all, by 2010 **Outputs:** 1. Learning assessment capacities strengthened at national and provincial/area level to support districts 2. A mechanism in place for independent and regular assessment of learning achievements of adult literacy learners. 3. Mechanisms and processes for common national curriculum framework and integration of emerging trends and themes in curriculum strengthened/ supported.	**Indicator:** • # of trained officials for NEAS & PEAC (for learning achievement levels of grades 4 & 8) in place for girls and boys • # of literacy trainers/literacy managers trained in assessment of literacy skills • # of data and documents published by Provinces using PEAC database • Follow up actions taken by the education sector, in the light of findings of NEAS and PEAC, for corrective measures/quality improvement • Annual reports on learning achievement levels of adult literacy learners with sex-disaggregated data published and disseminated • A common national curriculum framework developed • # of textbooks revised depicting emerging themes • # of supplementary material and teacher guidebooks produced on emerging themes like Education for Sustainable Development (ESD), Human Rights, Health Education, Inclusive Education, Population Education, Peace Education, Disaster Management etc.	**Target:** • All provinces	• Progress report	• Coordination of all stakeholders to facilitate the process of learning assessment

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 3: EDUCATION SYSTEM STRENGTHENING				
JP Outcome 4: Improved system for education data collection (including financial and literacy data), analysis, and use for planning and budgeting, policy making at all levels by 2010 **Outputs:** 1. Implementation of integrated decision support system (Integrated EMIS at national and sub national levels) 2. Strengthened EMIS and capacities of related institutions and experts at federal, provincial/area and district level for planning and policy formulation	**Indicator:** • # of districts with improved system of disaggregated data collection and use for planning and budgeting, policy making at all levels in place • # of government officials trained by sex and location • # of districts with EMIS considering vulnerable groups • # of provinces/Areas and districts where Monitoring and Evaluation has improved	**Target:** • 50% of the government officials • All selected districts	• District progress reports	• Coordination of all stakeholders to facilitate the process of learning assessment
JP Outcome 5: Increased provision of quality teacher education and training (in-service and pre-service), especially for female teachers by 2010 **Outputs:** 1. Enhanced capacities of teacher training institutes 2. Standards developed for teacher education in the areas of program standardization, institutional accreditation and teacher certification 3. A system of continuous development and evaluation of teacher training, curriculum and materials.	**`Indicator:** • # of teacher training units or institutes set up, especially for females, by number of teachers employed • # of female teachers trained by type of service i.e., in-service, pre-service • # of Master Trainers teachers trained in districts by sex and location • # of training courses conducted under the new standards for in-service teachers • # of quality material on teacher training, including innovative-best practices developed and produced • Ratification of standards	**Target:** • 50% of Master Trainers	• District progress reports	

*Selected Districts implies the districts where UN is already working or will choose to work under UN reforms

Annex E: Workplan and Budget Allocation

JP Component 3: EDUCATION SYSTEM STRENGTHENING

UNDAF outcome (Goal/ long term Outcome): Strengthened education system through institutional capacity development

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JP Outcome 1: Ensured mechanisms for partnerships and capacity building among all stakeholders for education reform by 2010	**4.78**	**2.73**	**1.00**	**8.50**
3.1.1. Established Coordination and Networking bodies for partnership in education reform comprising all the stakeholders at federal, provincial/area level and in selected districts.	4.78	2.73	1.00	**8.50**
JP Outcome 2: Improved Education Governance by 2010	**13.30**	**8.00**	**4.20**	**25.50**
3.2.1. Enhanced capacities of Federal, Provincial/Area and district governments to design and implement improved educational governance practices and tools.	5.65	2.10	0.75	**8.50**
3.2.2. Technical support extended for introduction of management cadre.	1.95	1.05	0.00	**3.00**
3.2.3. Increased knowledge and skills of education officials at all levels regarding their respective roles and responsibilities.	1.75	1.50	1.75	**5.00**
3.2.4. Merit-based procedures and mechanisms for recruitment, postings and promotion and a performance based accountability in-place at all levels.	2.25	0.90	0.35	**3.50**
3.2.5. Head teachers empowered for good governance of educational institutions.	1.70	2.45	1.35	**5.50**
JP Outcome 3: Expanded coverage and analysis of learning outcomes for all levels and types of basic education (including adult literacy and NFBE) and its reflection for provision of quality education to all by 2010	**11.30**	**5.20**	**1.50**	**18.00**
3.3.1. Learning assessment capacities strengthened at national and provincial / area levels to support districts.	3.50	1.50	0.00	**5.00**
3.3.2. A mechanism in place for independent and regular assessment of learning achievements of adult literacy learners.	0.30	1.20	1.50	**3.00**
3.3.3. Mechanisms and processes for common national curriculum framework and integration of emerging trends and themes in curriculum strengthened/ supported.	7.50	2.50	0.00	**10.00**

JP Component 3: EDUCATION SYSTEM STRENGTHENING

UNDAF outcome (Goal/ long term Outcome): Strengthened education system through institutional capacity development

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JP Outcome 4: Improved system for education data collection (including financial and literacy data) analysis, and use for planning and budgeting, policy making, analysis etc. at all levels by 2010	**1.45**	**1.55**	**1.50**	**4.50**
3.4.1 Implementation of integrated decision support system (Integrated EMIS at national and sub national levels)	1.20	0.80	0.00	**2.00**
3.4.2. Strengthening EMIS and capacities of related institutions and experts at federal, provincial/area and district levels for planning and policy formulation	0.25	0.75	1.50	**2.50**
JP Outcome 5: Increased provision of quality teacher education and training (in-service and pre-service) especially for female teachers by 2010	**7.83**	**7.68**	**0.00**	**15.50**
3.5.1. Enhanced capacities of teacher training institutes	2.10	3.40	0.00	**5.50**
3.5.2. Standards developed for teacher education in the areas of program standardization, institutional accreditation and teacher certification	2.53	0.98	0.00	**3.50**
3.5.3. A system of continuous development and evaluation of teacher training curriculum and materials	3.20	3.30	0.00	**6.50**
JP Component 3 Total	**38.65**	**25.15**	**8.20**	**72.00**

Joint Programme Component 3: Budget Framework (US$)

	2009	2010	Total
Total required to deliver JPC 3	28,800,000	43,200,000	**72,000,000**
UN agency core resource	509,500	535,700	**1,045,200**
Donor contribution to UN	2,522,500	2,229,000	**4,751,500**
Gap (Unfunded)	**28,290,500**	**42,664,300**	**66,203,300**

Annex F: Acronyms

AJK	Azad Jammu and Kashmir
BoC	Bureau of Curriculum
CA	Convening Agent
CT	Certificate of Teaching
DCTE	Directorate of Curriculum and Teacher Education
ECE	Early Childhood Education
EFA	Education For All
EMIS	Education Management Information System
ESR	Education Sector Reforms
FANA	Federally Administered Northern Areas
FATA	Federally Administered Tribal Areas
GCE	Government Colleges of Education
GCET	Government College of Elementary Training
GECE	Government Elementary College of Education
GoP	Government of Pakistan
IAWG	Inter Agency Working Group
JP	Joint Programme
JPC	Joint programme Component
JPSC	Joint programme Steering Committee
MDGs	Millennium Development Goals
MEd.	Masters of Education
NCHD	National Commission for Human Development
NEAS	National Education Assessment System
NEP	National Education Policy
NGO	Non-Government Organization
NISTE	National Institute of Science and Technical Education
NITE	National Institute of Teacher Education
NPA	National Plan of Action
PEDP	Primary Education Development Program
PhD	Doctor of Philosophy
PITE	Provincial Institute of Teacher Education
PRSP	Poverty Reduction Strategy Paper
PTC	Primary Teacher Certificate
RITE	Regional Institutes of Teacher Education
SMC	School Management Committee
TF	Task Force
TPD	Teacher Professional Development
TRC	Teacher Resource Center
TTI	Teacher Training Institution
UPE	Universal Primary Education