JOINT UN PROGRAMME on EDUCATION

Country: Pakistan

Joint Programme Component 2:

Adult Literacy and Non-Formal Basic Education

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 (Mega Outcome)

Outcome 1: **Increased awareness and financial allocation for adult literacy and NFE programmes by 2010**

Outcome 2: **Increased access to the literacy and non-formal education by 2010**

Outcome 3: **Improved learning outcomes of literacy learners by 2010**

Outcome 4: **Expanded coverage of NFBE for out-of-school children & youth, working children and industrial workers by 2010**

Outcome 5: **Established system of equivalence and certification for adult literacy and NFBE by 2010**

Programme Duration: **2 Years**	Total estimated budget*: **USD 48,000,000**
Anticipated start day: **1st January, 2009**	Out of which:
Anticipated end day: **31st December, 2010**	1. Funded Budget: **USD 3,500,000**
Fund Management Option: **Pass-through**	2. Unfunded budget: **USD 44,500,000**
Administrative Agent: **UNDP**	* Total estimated budget includes both programme costs and indirect support costs

Table of Contents

1. Signature Page 3
2. Executive Summary 4
3. Situation Analysis 5
4. Strategies, including the proposed joint programme component 9
5. Results Framework 16
6. Management and Coordination Arrangements 16
7. Fund Management Arrangements 19
8. Monitoring, Evaluation and Reporting 21
9. Legal Context 23
10. Workplan and Budgets 23

Annexes

A. Detailed Situational Analysis 24
B. Results Framework 30
C. Governance Structure of One UN Pakistan 34
D. Joint Programme Component: Logical Framework 40
E. Workplan and Budget Allocation 43
F: Acronyms 45

1. Signature Page

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2. Executive Summary

United Nations aims to facilitate cooperation in economic development, social progress, human rights, and achieving 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, H&P (3) Education (4) Environment, and (5) Disaster Risk Management, DRM.

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 focuses on Adult Literacy and Non-formal Basic Education, which is second component of the approved Log Frame.

Illiteracy is a gigantic challenge for socio-economic development in Pakistan. At present, over 55 million or 45% Pakistanis of age 10+ can not read and write. Literacy rate among rural women is alarmingly low. There are about 15 million children of age 5 to 14 in the country who were never enrolled in school or they dropped out before completion of Grade 5. It is estimated that about 3.3 million out of school children were involved in child labour during 1996 (FBS, Child Labour Survey,1996). In most of its policies and plans, Pakistan has expressed its determination to eradicate illiteracy by expanding adult literacy and non-formal basic education programmes. By signing Dakar Framework of Action for Education For All, and Millennium Development Goals (MDGs), Pakistan has committed to achieve 86% literacy rate by 2015 and offer basic education opportunities to all children.

This Joint Programme will help the Government to ***strengthen its capacity and service delivery,*** and aims to supplement the efforts of Pakistan towards promotion adult literacy and Non-formal Basic Education Programmes for out-of-school children, youth and adults (including programmes for working children and child labourers) through following strategies.

- Advocacy for mobilization of political support and financial resources for adult literacy and NFBE
- Expansion of adult literacy centres and NFBE Schools
- Improving quality of literacy and NFBE programmes through capacity development and systems of monitoring learning achievements
- Introducing mechanisms of certification and equivalence with formal school system.

Total estimated cost of this 2 year programme (2008-2010) is US$ 48 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 co-chaired the Ministry of Education and the UN. All major stakeholders and implementation partners at national and provincial level 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

Basic education is a fundamental human right, and literacy is a pre-requisite for learning and accessing information in today's world. Country has though made progress in the field of education during last few decades, yet its education indicators remain low. Historically, education sector has received inadequate funding and low priority in Pakistan. Rapid growth of population surpassed the rate of expansion of educational opportunities in the country. The overall rate of literacy has inched up from 16% in 1951 to 43.92 % by 1998, however illiterate population doubled during this period, from 18 million in 1951 to over 50 million by 1998. Literacy rate estimated for 2006-07 is 55% only (PSLM 2006-07). This means, about 45% Pakistanis of age 10+ can not read and write.

Besides modest progress, education indicators displayed wide disparities across provinces, gender and locations i.e. rural vs. urban. For example, net primary enrolment rate in 2006/07 varied between 62% in the province of Punjab and 41% in Balochistan.[1] Similarly, for the same period, net enrolment rates ranged from 60% for boys to 51% for girls; and female enrolment rates were 65% in urban as compared to 46% in rural areas. Literacy rate among rural Balochistan is 35% only, compared with 73% in urban areas of Sindh and Punjab.[2]

In the year 2000, the Government of Pakistan ratified two major frameworks of action, namely the "Education for All" at the World Education Forum in Dakar, Senegal, and the Millennium Development Goals (MDGs) at the United Nations Millennium Development Summit in New York. One of the six goals of Dakar Framework of Action for EFA is to enhance national rates of literacy at least 50% by the end of 2015. Similarly an important indicator for MDG 2 is rate of literacy among men and women. Pakistan has, therefore, committed to undertake necessary steps to achieve targets which include provision of free and compulsory primary education to all, promotion of literacy, and reduction of gender inequalities in all levels of education.

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 this Joint Declaration, all the major political parties of the country committed to formulate policies and undertake practical steps to ensure that Pakistan achieves targets and goals of Dakar Framework of Action EFA and MDGs. Important commitments made in this Joint Declaration included allocation of at least 10% of education budget for adult literacy and NFE, and affirmation to raise literacy level up to 86% by 2015.

For the last one year, Pakistan has been passing through a number of economic and political problems. These included unstable political conditions, an unfavourable 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

[1] Table 5.2(a): *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan

[2] Pakistan Standard of Living Measurement Survey (2006-070, Statistics Division, Govt. of Pakistan, Islamabad – Table 2.11 (a) and 2.14 (a).

GDP in its international payments. These factors may affect develop plans of the government, particularly social sector programmes. This situation necessitates increased support by the international community to sustain and improve social indicators in this country (see **Annex A** for a detailed situation analysis).

Education in Pakistan: Challenges, Causal factors and Suggested Interventions[3]

The following are the key challenges faced by Pakistan's education sector in general and the Adult Literacy and Non-Formal Basic Education sub-sectors in particular, their causal factors and some suggested interventions to meet these challenges:

Low Literacy and Low Enrolment Rates at Primary Education level

The key challenge for education sector in Pakistan is the low rates of 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.

Formal education system is considered to be the primary source for offering basic education to the children, and thus main contributor for promoting literacy rate in a society. A literate society can be created only when all children are enrolled in schools and there drop rate is negligible. Unfortunately, this has not been happening in Pakistan. Formal primary education system failed to bring all children of age 5 to 9 into the school, and retain them till completion of Grade 5. The out-of -school and dropped-out children have been adding up to the illiterate group in Pakistan. Net primary enrolment remains low and Pakistan is still far from achieving the EFA and MDG goal of universal primary education. 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). The Statistics Division[4], Govt. of Pakistan, has measured 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). Whereas literacy rate in urban areas is 72 %, only 15% women in rural areas of Pakistan can read and write.

Quality of Learning

Access to education alone, or opening of new schools or Adult Literacy Centres is simply not enough to achieve the results. There is a need to regularly monitor and assess quality of education both in the primary schools as well as in Adult Literacy and NFBE Centres. Concerns of the planners about quality of education at Adult literacy and NFBE Centres have hampered the continuity and adequate financing of these programmes in the past. Institutes for training and research in the field of adult literacy and NFBE are non-existent in the country. Non availability of such an institute or professional body for training, material development, and research have hindered the growth of professional base and expertise for the neglected sub sector of adult literacy and NFBE.

Improvement in the quality of education could be ensured through effective teacher training, provision of adequate and timely supplies (books, stationary, teaching aids), better assessment systems and involvement of communities in monitoring and supervision of NFBE programmes. A system of continuous supervision and assessment of learning outcomes of learners and its subsequent feedback for better planning is essential for improved quality of Non-formal Basic Education.

Lack of Institutionalization and coordination

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

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

Although illiteracy is a critical problem for the country, nonetheless adult literacy and NFBE programmes could not be institutionalized. Political instability and rapid changes in policies led to abrupt closure of adult literacy and NFBE programmes in the past. There is a need to recognize the importance of these programmes and integrate this sub sector in regular planning of the country. Secondly, there is weak coordination among various actors and implementation partners of literacy at national and provincial levels.

Different literacy organizations are using their own sets of literacy materials, without following a common framework. To overcome this issue and to harmonize literacy standards used by different organizations, Ministry of Education approved the National Literacy Curriculum during 2007. Steps need to be taken to encourage various literacy organizations (GOs and NGOs) to follow this curriculum framework. A system of certification and equivalence needs to be introduced.

Limited Financial Allocations and Low Levels of Utilization
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. Keeping in view the crucial nature of the problem and population size of out of school children and illiterate adults, a minimum of 10% of education budget should be allocated for literacy and NFE programmes, both by the federal and provincial governments.

Specific Issues related to Adult Literacy and Non-Formal Basic Education (NFBE)

Adult Literacy
The major cause of low rates of literacy in Pakistan can be attributed to the low rates of participation at the primary level, which in turn relate to poverty of parents, distant location of schools, and conservatism. However, other causes of low literacy rates include financial constraints and ineffective/failed strategies:

i. Resources/funds earmarked for adult literacy programmes were, on average, hardly 1% of the total education budget (federal and provincial budgets) and those, too, could not be provided on time.
ii. Adult literacy has suffered due to lack of political will and absence of consistency in policy. It has not been given the needed/desired priority in EFA programmes. Only a few projects on adult literacy could be launched during the post Jomtien period, which had limited coverage and were restricted to not more than 10% of the target group.
iii. There is an absence of a strong coordination and organizational structure with the result that interaction among the principal actors in the field of adult literacy remained weak.
iv. The professional base of adult literacy initiatives remained underdeveloped due to lack of training of literacy personnel and field functionaries; no common curriculum; and a virtual non-existence of effective research.
v. Monitoring and evaluation mechanism at the grassroots level could not be strengthened, which adversely affected the internal efficiency and effectiveness of the literacy programmes and projects.

Non-Formal Basic Education (NFBE)
A key challenge in Pakistan is to reach the un-reached and under-served which includes girls, women, children, tribal or ethnic, minority groups and the poor in rural and remote areas. A large number of children are out of school. Some of them help their parents at

home or in their occupations. Many of them are engaged in labor or income generating activities[5].

Non formal basic education (NFBE) system provides can offer second chance or a new opportunities of basic education to dropout-outs or out-of-school children and youth. Information on non-formal basic schools throughout the country is scant. However, according to the Non-formal Basic Education Schools project, currently in operation with almost 10,185 "home schools" managed by 288 NGOs throughout the country, there are over 360,000 children enrolled in these schools of which 66% are girls. In addition, there are over 12,000 *madrassah* or religious schools, providing basic education as well as free lodging and food to poor children. The *madrassah* enrolment totals 1.5 million students which is about 4.6% of total primary school enrolment. Almost 55% of these institutions are located in the rural areas with 65% concentrated in the provinces of Punjab and NWFP. 97% of the *madrassahs* are privately managed

Non formal education schools are not enough in terms of their number and spread to cater to the needs of millions of out of school and dropped out children. Estimated population for 5-9 age group is Pakistan was over 22 million in Pakistan during 2007. Out of these about 17 million were enrolled in schools and 5 million children are not in schools. Keeping in view the official drop-out rate of 31.3%, and based on 1998 Census data (7.57 million illiterates in the age bracket of 10-14 years), it can be safely deduced that another 10 million young children and youth of age 10-15 are deprived of basic education in this country. This gives us a total figure of 15 million illiterates and out of children in the age group of 5-15 years. Existing 10,000 NFBE Schools are reaching 0.36 million or only less than 3% of the total out of school children of age 5-15 years. In the existing school age population, these schools are 7% of the out of school children. This situation necessitates expansion in number of Non-formal Basic Education Schools in different parts of the country.

EFA National Action Plan also recommended the expansion of NFBE Community Schools Programme. National Education Policy (1998-2010) envisaged to increase number of NFBE Schools up to 82,000 NFBE Schools. ECNEC approved the expansion of the programme on July 11, 1998 from 7,000 to 82,000 NFBE Community Schools. However, this policy provision and decision of the ECNEC could not be implemented due to various economic constraints and political instability.

One factor which contributes positively to enhancing literacy in developing countries is the presence of a permanent organizational structure and an institutional set-up. In Pakistan, it is this absence of institutional support for NFE at various levels, which has led to the inconsistent and sporadic efforts in this field. Punjab has established a separate Department of Literacy and NFBE, and since 2002, it has been sponsoring small scale literacy programmes. Similarly, since 2004, NWFP has launched its own provincial programme of 'Literacy For All' through Elementary Education Foundation. However, the provinces of Sindh and Balochistan have not come forward to allocate budget for adult literacy and NFBE out of their own resources although both the provinces have established skeleton organizational structure for this purpose in the form of Directorates of Literacy and NFE.

Another important issue is the absence of a system of equivalence of certification for non-formal basic education institutions. The formal education system remains reluctant to accept and recognize any equivalence for entry into its system. There is, therefore, an urgent need to entrust this task to an existing organization/ institution that has the necessary infrastructure and system to undertake this formidable and complex task.

[5] . The International Labour Organization estimates that 3.3 million children were involved in labor, and this is disproportionately involving boys, as 2.4 million of these children are boys.

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[6] 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 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, universalization 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

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

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[7]. 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:

- ***Political Will***: Political commitment is essential for the success of development programmes, particularly interventions aiming to bring a social change. An important indicator of the political will is that it generates government's ownership for a goal and consequently, financial allocations. Free basic education for all (i.e. for children, youth and adults) should be recognized as a fundamental right by the state, and this can be achieved through sensitization of parliamentarians. In most of the countries where literacy movements succeeded in rapidly transforming the literacy scene, the programmes were led by the political leaders themselves. Personal involvement of politicians, parliamentarians and community leaders popularizes literacy campaign in the society and creates an enabling environment for the adult learners and out of school youth to joint adult literacy and NFBE programmes. The design and implementation strategy for the Joint Programme was also developed on the basis of consensus of all relevant stakeholders, especially government officials, experts and managers.
- ***Institutional Development***: Investment in institutional development and capacity building is essential for the sustainability of any new programme. One key Joint Programme component is "education system strengthening" which addresses outcomes directed towards improving quality and efficiency of the education system, – an important dimension which runs across all other programme components. The Joint Programme component on Adult Literacy and NFE, addresses the issues of institutionalization and capacity development.
- ***Disadvantaged Groups***: It is important to focus on vulnerable segments of the population, ***especially*** girls and women. Literacy rate is alarmingly low among rural population, women, and poor segments of the society. 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. Findings of a number of studies have shown that female literacy programmes have been more successful than similar programmes for illiterate males. Therefore, priority should be given to female literacy.
- ***Motivational drives:*** Out of school youth and illiterate adults are usually busy in economic activities or house chores. Mass awareness campaigns directed towards communities to help propagate the value of education are invaluable in reducing cultural constraints and improving demand for adult education, particularly for girls and women. Motivational campaigns in favour of basic education and literacy, led by politicians, parliamentarians, community leaders, social workers popularizes literacy campaign in the society, and creates an enabling environment for the adult learners and out of school youth to joint adult literacy and NFBE programmes.
- ***Recognition of Non-formal Basic Education***: Non-formal basic education programmes don't compete with formal primary education. These programmes supplement and complement formal school system by catering to the needs of out of school and dropped out children and youth. There is a need to highlight and recognize the supplementary and complementary role of NFBE. 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

[7] 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.

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.

- ***Literacy of Parents:*** It has been established that literacy of parents contributes positively in retention and achievement levels of their children in schools. Linkages of adult literacy programmes with, 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.
- ***Supervision and Monitoring****:* Quality of education at adult literacy centres and NFBE schools need to be monitored regularly, and should be subsequently used to provide feedback for further improvement in implementation strategies, curriculum and training methodologies. The Joint Programme attempts to incorporate this important aspect when defining outcomes. Participation of community, especially community leaders in the monitoring and supervision of adult literacy and NFBE centres contributes immensely to the success and quality of these programmes. 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 minimize 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 elimination of gender disparities; the attainment of a higher adult literacy rate; and improved 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 education, promotion of adult literacy and NFBE, technical and vocational education, 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. To achieve various outcomes and long term impact, activities under Joint UN Programme for Adult Literacy and NFBE will be implemented at various levels. Outcomes aiming on policy reforms and capacity development will be initiated from national and provincial level and their impact will reach up to the district and grass root level. A number of activities offering support for service delivery will be implemented at the district level. For the sake of expediency, such activities of the Joint UN 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 Joint UN Programme 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 in such a short period of time. However, it 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. These include; 1) Pre-and Elementary Education, 2) Adult Literacy and NFBE, 3) Education System Strengthening, and 4) Secondary and Technical and Vocational Education (TVE). The JPC 2, or the Joint Programme on Adult Literacy and NFBE, focuses on following major outcomes and initiatives:

- Advocacy and policy dialogue for mobilization of increased financial and political support for adult literacy and NFBE
- Expansion of access to adult literacy and NFBE programmes
- Strengthening organizational structure for coordination, planning, and monitoring of literacy programmes.
- Capacity development through establishing institutes for training and research in literacy and NFBE
- Improving quality and efficiency through provision of better literacy materials and improving training of literacy teachers,
- Instituting an independent and common system of assessment and certification.

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. There is a need to follow a multi-pronged strategy. Apart from increased focus on formal primary school system, alternate channels of Non-formal basic education should also be expanded for out of school children and dropped out youth. Similarly, Adult Literacy Centes should be organized for illiterate youth and adults. In this context, provincial governments and district planners should support the establishment of non-formal basic education schools and adult literacy centres in their areas.

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.

4.4 Specific Programme Strategies

The design and contents of the Joint Programme in Education have been formulated through wide-ranging consultations with various stakeholders. 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. In the case of Joint Programme component on Adult Literacy and NFE, all important actors of this sub sector including National Commission for Human Development (NCHD), National Education Foundation (NEF), relevant Wings of Ministry of Education, Provincial Department/Provincial Directorates of Literacy, and NGOs were invited to all consultations and workshops. 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., advise/advocacy on policy reforms and enhancement of budget; expansion of access and improved quality adult literacy and non-formal basic education. These involve measures which include providing basic education opportunities for all, including to out of school children, youth, and illiterate adults; awareness campaigns directed towards community; mobilization of community members to participate in implementation and supervision, capacity building of literacy personnel, particularly in planning and management; teacher training; provision of learning materials, etc.; and continuous assessment of learners' performance. 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 basic education, • Enhancement of education budget and 10% budget for literacy and NFE	There is a need to gain ***political will*** and commitment through advocacy and policy dialogue for long term reforms and changes in policy. Literacy and NFBE programmes need to be spearheaded by top political leadership, including parliamentarians.
Improved access to, and retention at, education at all levels, especially of girls and other vulnerable	• Awareness campaigns • Mobilization of community members to support and monitor literacy and NFBE centres; • Preparation and	• It is important to focus on vulnerable segments of population, ***especially girls and women*** in education interventions, including working children and child labourers. . • ***Mass awareness campaigns*** directed towards communities to help propagate the

groups.	implementation of District EFA Plans with strong component on literacy and NFE • Capacity building of literacy organizations, particularly in planning and management	value of education are invaluable in improving demand for education, particularly of girls, and working children. • Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme. • Establishment of institutes for training and research in literacy and NFBE
Improved quality, through curriculum reforms independent systems of assessment	• Provision of improved literacy materials, etc. • Adoption of National Literacy Curriculum by all GOs and NGOs • An independent mechanism for assessment and of certification of learners of adult literacy programmes • A system of equivalence between formal and non-formal basic education	• Investments in provision of better trained literacy teachers and provision of improved sets of literacy material will result in improved quality of NFE programmes. • A common system of assessment and examination for adult literacy and NFBE programmes in the country.
Increased access to, adult literacy and non-formal basic education programmes	• Expansion of Adult Literacy and NFBE programmes • Awareness campaigns directed towards community • Advocacy for right to education and provision of incentives to eliminate child labour.	• Promotion of ***non-formal basic education*** as an alternate channel to achieve universal primary education is essential. • ***Promotion of Adult Literacy Programmes*****,** through education of parents and community elders, will help in improving children's retention at school • *Provision of* ***teaching aids to AL and NFBE Centres, trained teachers, learning materials, and post literacy components*** *for improving* quality of NFBE
Improved education governance	• Capacity building of education authorities, particularly in planning and management of literacy and NFBE programmes • Teacher Training; • Assessment of learners' performance. • Support for merit based appointments • Support for transparency and accountability	• 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.** • Improved system of supervision, monitoring and evaluation of literacy and NFBE programmes • Literacy data base, supplemented with periodical assessment surveys and research studies.

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 inadequate capacity of 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 between federal and provincial governments and diversity of views on priorities 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 all 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
ILO	Extension of Memorandum of Understanding between the Government of the Islamic Republic of Pakistan (Ministry of Labour, Manpower and Overseas Pakistanis and the International Labour Office) was signed on December 21, 2004
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
UNFPA	The signing of the Agreement between the Government of the Islamic Republic of Pakistan and the United Nations Population Fund are in the process. The document was submitted on February 13, 2008
UNHCR	Standard Basic Cooperation Agreement signed between Government of the Islamic Republic of Pakistan and the United Nations High Commissioner for Refugees on September 18, 1993

10. Workplan and Budget Allocation

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.[8] 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.[9]

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)[10] 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.[11]

According to another official statistical source[12], 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). (Child Labour Survey (1996) by Federal Bureau of Statistics had indicated that about 3.3 million children were involved in child labour, and out of these 2.4 million were boys)

Reasons for low enrolments can be traced to some of the following factors[13]:

(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 primary to middle level (i.e., there are only 5.26 million students at middle

[8] Table 5.2(a): *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan

[9] Table 4.26: *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan

[10] 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.

[11] 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*

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

[13] Based on the Situation Analysis Report for the JP in Education; Nov 2007

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 promote enrolments while incentive-based programmes can be helpful in increasing 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
There is a growing perception that authority and financial resources are not used properly by the Govt. officials at various levels. This can be partly attributed to the political interference. However, with devolution of power to the district level, better levels of efficiency and accountability were expected but some of the education managers and planners lack the capacity to prepare quality project proposals, and implement, supervise or 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 or competent 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 Adult Literacy and Non-Formal Basic Education (NFBE)

Adult Literacy
Adult literacy has suffered primarily due to low rates of participation at the primary level, which in turn relate to poverty and conservatism. However, other causes of low literacy rates include financial constraints and ineffective/failed strategies:

- Resources/funds earmarked for adult literacy programmes were hardly 1% of the education budget. Furthermore, funds could not be provided on time.
- Adult literacy has suffered due to lack of political will and absence of consistency in policy. It has not been given the needed/desired priority in EFA programmes. Only a few projects on adult literacy could be launched during the post Jomtien period, which had limited coverage and were restricted to not more than 10% of the target group.
- There is an absence of a strong coordination and organizational structure with the result that interaction among the principal actors in the field of adult literacy remained weak.
- The professional base of adult literacy initiatives remained underdeveloped due to lack of training of instructors; no formalized curriculum; and a virtual non-existence of effective research.
- Monitoring and evaluation mechanism at the grassroots level could not be strengthened, which adversely affected the internal efficiency and effectiveness of the literacy programmes and projects.

Non-Formal Basic Education (NFBE)

A key challenge in Pakistan is to reach the un-reached and under-served which includes girls, women, children, tribal or ethnic, minority groups and the poor in rural and remote areas. A large number of children are engaged in labor[14] rather than attending schools.

Non formal basic education (NFBE) system provides this opportunity of alternate school system for dropout-outs or out-of-school children. Information on non-formal basic schools throughout the country is scant. However, according to the Non-formal Basic Education Schools project, currently in operation with almost 10,185 "home schools" managed by 288 NGOs throughout the country, there are over 360,000 children enrolled in these schools of which 66% are girls. In addition, there are over 12,000 *madrassah* or religious schools, providing basic education as well as free lodging and food to poor children. The *madrassah* enrolment totals 1.5 million students which is about 4.6% of total primary school enrolment. Almost 55% of these institutions are located in the rural areas with 65% concentrated in the provinces of Punjab and NWFP. 97% of the *madrassahs* are privately managed

Non formal education suffers from severe problems of quality. The teachers are neither qualified nor fully untrained; learning materials are scarce; the overall learning environment lacks discipline; and there is an absence of effective supervision.

EFA National Action Plan also recommended the expansion of NFBE Community Schools Programme. ECNEC approved the expansion of the programme on July 11, 1998 from 7,000 to 82,000 NFBE Community Schools with a total budget of Rs. 11,214.898 million and the programme was included in the SAPP II. However, its expansion was to be made after an evaluation of the existing schools by the third party.

One factor which contributes positively to enhancing literacy in developing countries is the presence of a permanent infrastructure and an institutional set-up. In Pakistan, it is this absence of institutional support which has led to the low levels of adult literacy and non-formal basic education. After Balochistan, only Punjab has recently started to institutionalize literacy and mass education by constituting the Punjab Commission for Literacy and EFA, which is still in its initial stages of growth. Sindh and NWFP have yet to establish any institution on a permanent basis for this purpose. More importantly, another important issue is the absence of a system of equivalence of certification for non-formal basic education institutions. The formal education system remains reluctant to

[14] . The International Labour Organization estimates that 3.3 million children were involved in labor, and this is disproportionately involving boys, as 2.4 million of these children are boys.

accept and recognize any equivalence for entry into its system. There is, therefore, an urgent need to entrust this task to an existing organization/ institution that has the necessary infrastructure and system to undertake this formidable and complex task.

Annex B: Results Framework

UN Agencies: ILO, UNESCO, UNFPA, UNHCR

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10			Fed	Pro	Dist	
	2nd	1st	2nd	1st	2nd					
JPC Outcome 1: Increased awareness and financial allocation for adult literacy and NFE programmes by 2010										
2.1.1. Increased awareness of policy makers, donors and general public about the importance and functions of adult literacy and NFE programmes with increased participation of youth and women.	x	x	x	x	x	Devising and launching country-wide campaign on Literacy and NFE aimed to raise awareness and highlight importance of Literacy and NFE. Advocacy/Orientation/mobilization workshops for policy makers, donors, officials/focal points including Parliamentarians Forum for campaign including projection of success stories	x	x	x	MoE, Literacy Directorates, NCHD, Educ Found, DEDs
2.1.2. Federal, Provincial and District literacy and NFBE plans developed for advocacy particularly for higher financial allocations and implementation of literacy plans.		x	x	x	x	Provide support and advice to MoE and relevant provincial/district departments to review national and provincial literacy/NFBE Plans with increase in budgetary allocations and emphasis on female & vulnerable groups (Preparation of National/provincial/district Literacy Plans through consultative process). Advocacy seminars aimed to enhance awareness of policy makers, donors and general public.	x	x	x	MoE, Literacy Directorates, NCHD, Educ Found, DEDs
JPC Outcome 2: Increased access to the literacy and non-formal education by 2010										
2.2.1. Increased # of Adult Literacy and NFE Centers in selected districts especially targeting women and vulnerable groups (Districts to be selected following an objective criteria, based on lowest rates of literacy, NER, and GPI of Literacy)	x	x	x	x	x	Conduct a study (situation analysis) to assess needs, existing NFE programmes for primary/middle level, as well as facilities and services and gaps. Technical and financial support for establishment of 100,000 adult literacy centres and additional 20,000 NFBE schools based on criteria, needs and situation analysis in the selected districts		x	x	

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
2.2.2 Increased enrolment in adult literacy centres and higher completion rates of women in particular	x	x	x	x	x	Social mobilization with involvement of local leaders, religious leaders, teachers, parents and CSOs aimed to increase enrolment.	x	x	x	MoE, Literacy Directorates, NCHD, Educ Found, DEDs
						Offer incentives especially for women, child labor and poor. Launch Feeding/Nutrition Programmes at Literacy Centers or take-home ration to increase enrollment and compensate opportunity cost of poor workers, including special educational stipends to rehabilitate child laborers (Policy Action 7, page 37, Draft NEP 2008).				
						Collect, analyze and report enrollment data and trends. Mapping and impact evaluation of the research studies already conducted on working children (including child labor) (JP3: EMIS).				
						Establish, and support up-grading Community Learning Centers (CLCs).				
2.2.3. Increased # of gender focused literacy projects/organizations with strong post-literacy component	x	x	x	x	x	Design and implement innovative literacy / NFE approaches / projects focusing on post-literacy and skill development.	x	x	x	MoE, Literacy Directorates, NCHD, Educ Found, DEDs
2.2.4. Advocacy for establishment of adult literacy and non-formal organizational infrastructure at national, provincial and district levels	x	x	x	x		Advocacy meetings with officials of NEF-MoE, provincial and district authorities and CSOs.	x	x	x	
						Restructuring/strengthening of National and Provincial AL & NFE Institutions (Directorates and autonomous bodies),				
						Developing coordination mechanism and networking among National/ Provincial/ Area/ Districts Stakeholders for literacy & NFE.				

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 3: Improved learning outcomes of literacy learners by 2010										
2.3.1. Literacy centers staffed with trained male and female teachers and better teaching-learning materials based on the new National Literacy Curriculum	x	x	x	x	x	Develop and provide teaching learning material on all three areas of literacy i.e. basic literacy, functional/ post literacy & income generating/ skill development. Establish Teacher Training body for Adult Literacy & NFE teachers at national and provincial levels. Training of all teachers on content and methodology (Policy Action 8, page 38, Draft NEP 2008). Improve teaching learning environment to increase enrolment and retention in literacy and NFE programs.	x	x	x	MoE, Literacy Directorates, NCHD, Educ Found, DEDs
2.3.2. Mechanisms for assessment of learning outcomes of neo-literates of literacy programmes introduced.		x	x	x	x	Development of learning standards & assessment tools and training of personnel. Assess the learning achievement of the literacy learners on the basis of above standards and tools.	x	x	x	MoE, Literacy Directorates, NCHD, Educ Found, DEDs
JPC Outcome 4: Expanded coverage of NFBE for out-of-school children & youth, working children and industrial workers by 2010.										
2.4.1. Increase in the number of functional Non-Formal Basic Education Schools/Centers (NFBES) for girls, boys, working children/child laborers and refugees (where applicable) in selected districts	x	x	x	x	x	Establish NFBEs for girls, boys, working children/child laborers and refugees (where applicable) in selected districts. (partially covered under Outcome 2, output 1, activity 2) Increase number of NFBE schools/centers by using school buildings/youth friendly centres after school hours (Policy Action 8, page 38, Draft NEP 2008		x	x	Literacy Directorates, NCHD, Educ Found, DEDs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 5: Established system of equivalence and certification for adult literacy and NFBE by 2010										
2.5.1. Equivalency policy and guidelines for females and males developed (in line with Policy Actions No 2 & 3 envisaged in Draft National Education Policy (April 2008, at page 37)	x	x	x			Develop equivalency and accreditation policy and implementation strategy for adult literacy and NFE in consultation with all stakeholders Enhancing capacity of government departments to implement the national equivalency policy for adult literacy and NFE	x	x		MoE, Literacy Directorates, NCHD, Educ Found
2.5.2. Equivalency policy and guidelines piloted in the selected districts	x	x	x			Piloting equivalency policy and guidelines in selected districts. Prepare report of pilot testing including lessons learned and strategy to replicate/scale up.	x	x		MoE, Literacy Directorates, NCHD, Educ Found
2.5.3. Mechanisms of certification and accreditation of literacy introduced	x	x	x			Support government in developing and implementing a standardized system of certification and accreditation (in line with Policy Action 3, page 37, Draft NEP 2008).	x	x		MoE, Literacy Directorates, NCHD, Educ Found

* 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 2 Framework, as endorsed by the Ministry of Education

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 2: ADULT LITERACY AND NON-FORMAL BASIC EDUCATION				
UNDAF outcome(Goal/ long term Outcome): ☐ **Literacy and non-formal basic education programmes for out-of-school children and youth, particularly girls and women**				
Joint Programming Outcomes (Intermediate Outcome)				
JP Outcome 1: Increased awareness and financial allocation for adult literacy and NFE programmes by 2010 **Outputs:** 1. Increased awareness of policy makers, Donors and general public about the importance and functions of adult literacy and NFE programmes with increased participation of youth and women. 2. Federal, Provincial and District literacy and NFBE plans developed for advocacy particularly for higher financial allocations and implementation of literacy plans.	**Indicator:** • Budgetary allocation to Adult Literacy and NFE especially targeting women's and vulnerable groups participation • # of campaigns and advocacy events for adult literacy and NFE • # of CSOs, community representatives, women's groups and faith leaders engaged in advocacy events • # of meetings, workshops, seminars, activities arranged in the context of formulation of literacy plans • # of CSOs, community representatives, women's groups and faith leaders engaged in advocacy events • # of provinces/Regions and districts which have developed their Literacy and NFBE Plans (EFA Plans)	**Target:** • Increase gradually up to minimum of 5% of education budget	• Government budget review or Education Expenditure Report of MOE • District progress report	• Political commitment and due priority to adult literacy and NFE in education policies/plans. • Assessment tools and textual materials are in place
JP Outcome 2: Increased access to the literacy and non-formal education by 2010 **Outputs:** 1. Increased # of Adult Literacy and NFE Centres in selected districts especially targeting women and vulnerable groups (Districts to be selected following an objective criteria, based on lowest rates of literacy,	**Indicator:** • # of Adult Literacy & NFE Centers in selected districts by sex. • # of Adult male and female Literacy Teachers by districts. • # of adult learners by districts, sex and location • # of adult learners by districts, sex and location who complete literacy course	**Target:** • 10% over the baseline • 20% over the baseline • 20% over the baseline	• PSLM survey and new Literacy survey, to be conducted for this purpose	• No economic crisis; • Secure law and order situation

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 2: ADULT LITERACY AND NON-FORMAL BASIC EDUCATION				
NER, and GPI of Literacy) 2. Increased enrolment in adult literacy centers and higher completion rates of women in particular 3. Increased # of gender focused literacy projects/organizations with strong post-literacy component 4. Advocacy for establishment of adult literacy and non-formal organizational infrastructure at national, provincial and district levels.	• Improvement in rates of literacy in selected districts, particularly literacy rate among youth • # of literacy projects/organizations set up with post-literacy component • # of provinces/ districts where teachers training institutions/ resource centers established • # of literacy projects/organizations set up with post-literacy component to boost women's capacities.			
JP Outcome 3: Improved learning outcomes of literacy learners by 2010 **Outputs:** 1. Literacy centres staffed with trained male and female teachers and better teaching-learning materials based on the new National Literacy Curriculum. 2. Mechanisms for assessment of learning outcomes of neo-literates of literacy programmes introduced.	**Indicator:** • Learning assessment tools developed • # of literacy trainers/literacy managers trained in assessment of literacy skills • Learning achievement scores in selected districts of NFBE students and literacy learners by sex and location • # of literacy centres staffed with trained teachers (%) by sex and location • # of literacy centres for women and men equipped with good learning material.	**Target:** • Improve by 10% for each skill	• Data from NEF NCHD; • Sample survey	• Implementation of the National Curriculum by the Government.
JP Outcome 4: Expanded coverage of NFBE for out-of-school children & youth, working children and industrial workers by 2010 **Outputs:** 1. Increase in the number of functional Non-Formal Basic Education Schools/Centers (NFBES) for girls, boys, working children/child labourers and refugees (where applicable) in selected districts	**Indicator(s):** • # of working children (including children termed by ILO as child labour) & youth and industrial workers enrolled in NFBE schools by districts, sex and location • # of NFBE schools by districts, sex and location • # of refugee children enrolled in Non-formal Education Schools (where applicable)	**Target:** • 10% over the baseline • 10% over the baseline	• Data from NEF; NCHD • Data from NEF; and NCHD • Data from ILO sources	• Govt. continues its political and financial commitment to NFBE programme.

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 2: ADULT LITERACY AND NON-FORMAL BASIC EDUCATION				
JP Outcome 5: Established system of equivalence and certification for adult literacy and NFBE by 2010 **Outputs:** 1. Equivalency policy and guidelines for females and males developed (in line with Policy Actions No 2 & 3 envisaged in Draft National Education Policy (April 2008, at page 37) 2. Equivalency policy and guidelines piloted in the selected districts 3. Mechanisms of certification and accreditation of literacy introduced	**Indicator:** • Minimum standards as per National literacy Curriculum/NEP established • Ratified policy and guidelines in accordance with the minimum quality standards envisaged in NEP • # of NFBE graduates mainstreamed in the formal education system by sex and location		• Progress report • A research/impact study initiated in early 2010, to assess the mid-term impact of JPC 2 (bottlenecks, challenges and achievements)	• The government policy for NFBE remains unchanged and followed by CSOs. • Draft National Education Policy (April 2008) is approved, launched, and implemented

*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 2: ADULT LITERACY AND NON-FORMAL EDUCATION

UNDAF outcome (Goal/ long term Outcome): Literacy and non-formal basic education programmes for out-of-school children and youth, particularly girls and women

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JP Outcome 1: Increased awareness and financial allocation for adult literacy and NFE programmes by 2010	**3.22**	**4.61**	**2.27**	**10.11**
2.1.1. Increased awareness of policy makers, donors and general public about the importance and functions of adult literacy and NFE programmes with increased participation of youth and women.	1.71	2.84	1.14	**5.68**
2.1.2. Federal, Provincial and District literacy and NFBE plans developed for advocacy particularly for higher financial allocations and implementation of literacy plans.	1.52	1.77	1.14	**4.42**
JP Outcome 2: Increased access to the literacy and non-formal education by 2010	**3.88**	**6.88**	**8.81**	**19.58**
2.2.1. Increased # of Adult Literacy and NFE Centers in selected districts especially targeting women and vulnerable groups (Districts to be selected following an objective criteria, based on lowest rates of literacy, NER, and GPI of Literacy)	1.01	1.52	2.53	**5.05**
2.2.2. Increased enrolment in adult literacy centers and higher completion rates of women in particular	1.26	2.34	5.24	**8.84**
2.2.3. Increased # of gender focused literacy projects/organizations with strong post-literacy component	0.19	0.44	0.00	**0.63**
2.2.4. Advocacy for establishment of adult literacy and non-formal organizational infrastructure at national, provincial and district levels	1.42	2.59	1.04	**5.05**
JP Outcome 3: Improved learning outcomes of literacy learners by 2010	**2.75**	**3.95**	**4.04**	**10.74**
2.3.1. Literacy centers staffed with trained male and female teachers and better teaching-learning materials based on the new National Literacy Curriculum	1.80	2.31	3.47	**7.58**
2.3.2. Mechanisms for assessment of learning outcomes of neo-literates of literacy programmes introduced.	0.95	1.64	0.57	**3.16**
JP Outcome 4: Expanded coverage of NFBE for out-of-school children & youth, working children and industrial workers by 2010.	**0.00**	**0.00**	**3.16**	**3.16**
2.4.1. Increase in the number of functional Non-Formal Basic Education Schools/Centers (NFBES) for girls, boys, working children/child laborers and refugees (where applicable) in selected districts.	0.00	0.00	3.16	**3.16**

JP Component 2: ADULT LITERACY AND NON-FORMAL EDUCATION

UNDAF outcome (Goal/ long term Outcome): Literacy and non-formal basic education programmes for out-of-school children and youth, particularly girls and women

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JP Outcome 5: Established system of equivalence and certification for adult literacy and NFBE by 2010	**1.26**	**2.72**	**0.44**	**4.42**
2.5.1. Equivalency policy and guidelines for females and males developed (in line with Policy Actions No 2 & 3 envisaged in Draft National Education Policy (April 2008, at page 37)	0.88	1.64	0.00	**2.53**
2.5.2. Equivalency policy and guidelines piloted in the selected districts	0.19	0.63	0.44	**1.26**
2.5.3. Mechanisms of certification and accreditation of literacy introduced	0.19	0.44	0.00	**0.63**
JP Component 2 Total	**11.12**	**18.16**	**18.73**	**48.00**

Joint Programme Component 2: Budget Framework (US $)

	2009	2010	Total
Total required to deliver JPC 2	19,200,000	28,800,000	**48,000,000**
UN agency core resource	70,000	65,000	**135,000**
Donor contribution to UN	1,625,000	1,707,000	**3,332,000**
Gap (Unfunded)	**19,130,000**	**28,735,000**	**44,533,000**

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