JOINT UN PROGRAMME on EDUCATION

Country: Pakistan

Joint Programme Component 4:

Secondary Education and Technical and Vocational Education (TVE), with focus on Life Skills

Joint Programme Component Outcome:

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

Outcome 1: **Ensuring free and compulsory secondary education and increased enrolment in secondary education by 2010**

Outcome 2: **Improved learning outcomes for all secondary students by 2010**

Outcome 3: **Increased enrolment in demand-driven TVE with a focus on girls and vulnerable groups by 2010**

Outcome 4: **Strengthened institutional capacities of TVE sector by 2010**

Programme Duration: **2 Years**	Total estimated budget*: **USD 24,000,000**
Anticipated start day: **1st January, 2009**	Out of which:
Anticipated end day: **31st December, 2010**	1. Funded Budget: **USD 5,600,000**
Fund Management Option: **Pass-through**	2. Unfunded budget: **USD 18,400,000**
Administrative Agent: **UNDP**	* Total estimated budget includes both programme costs and indirect support costs

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1. Signature Page

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2. Executive Summary

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

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

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

This document presents the key challenges, outcomes, outputs and activities related to the Joint Programme for the fourth component of the Education Programmme i.e., Secondary Education and Technical and Vocational Education (TVE) with focus on life skills.

Given high drop out rates after primary level, the key challenge in Pakistan's secondary education is the low rates of enrolments, especially in rural areas; gender disparity and poor quality of education. Budgetary allocations, too, are low and teaching quality poor. Technical and vocational education, too, suffers from several problems. Largely perceived as 'second-class' education normally pursued by students from lower income brackets and lower classes, TVE is neither popular nor attracts good quality students. The delivery of TVE is fragmented, without any curriculum standards or skills standards. There is no formal TVE policy. The types of education offered in both secondary and TVE follows an outdated curriculum and do not match the requirements of the producing sector especially those driven by industry/ local economic demand.

In this context, **t**his Joint Programme will help the Government to ***strengthen its capacity and service delivery,*** and aims to achieve increased enrolment and improved quality at secondary level. Similarly, efforts have been formulated to attain increased enrolment in demand-driven TVE with a focus on girls and vulnerable groups and strengthen capacities of the TVE sector. For this, several key programme strategies have been formulated which focus on revision of policy and plans; enhanced enrolments; and improved quality of teaching and learning. These involve measures which include awareness campaigns directed towards community; capacity development of education authorities, particularly in planning and management; teacher training; and better facilities and equipment in secondary and TVE institutions.

Total estimated cost of this two-year programme (2008-2010) is US$ 24 million with the possibility of going beyond 2010. UN support and its activities will be planned and monitored

through a Steering Committees and a Task Force which will be co-chaired by the Ministry of Education and the UN. All major stakeholders and implementation partners at national and provincial 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

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

Besides modest progress, education indicators 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.[1] 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.[2]

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

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

The following are the key challenges faced by Pakistan's education sector in general and the Secondary Education and Technical and Vocational Education sub-sectors in particular, their causal factors and some suggested interventions to meet these challenges.

[1] Table 5.2(a): *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan
[2] Table 4.26: *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan
[3] A detailed analysis of challenges, relevant data and appropriate interventions appear in Annex

Low Literacy, Low Enrolment and Low Retention Rates

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

Net primary enrolments, too, remain very 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). Gender gap in primary enrolment rates was high in rural (74% for boys and 56% for girls)[4] 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. [5]

The PSLMS, which is a Govt. of Pakistan Statistics Division source[6], has measured overall primary level Net Enrolment Ratio for 2006-07 as 56% only, 60% for boys and 51% for girls. NER for Primary level is as low as 28% for rural girls in Balochistan (PSLM 2006-07). The net enrolment rates at the middle school level i.e., grades VI-VIII, are merely 18%, with 20% for boys and 16% for girls. It estimates secondary (grades IX and X) net enrolment rate at 19% for 14-15 year olds; with 21% for males and 16% for females; and 29% for urban and 14% for rural areas. [7]

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

According to NAVTEC, there are 1,539 technical and vocational training institutions in Pakistan. The majority of these institutions are in Punjab (54%), followed by Sindh (20%), NWFP (11%) and Balochistan (9%). A small percentage of these institutes are distributed in FATA, Northern Areas, AJK and Islamabad. In 2005/06, 238,687 (149,041 males and 89646 females) students aged 10-16 years were enrolled in TVE institutions.[8]

In almost all provinces (where data are available), there are more public than private technical and vocational institutions in Pakistan. The majority of technical and vocational institutes are government owned (74%), a small percentage are privately owned (17%) and 7% reported undefined status. At present, as there is no policy governing technical and

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[4] 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.

[5] 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*

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

[7] For 13-14 year olds, net enrolment rates at the secondary level i.e., grades IX and X are even lower, with 10% for males and 9% for females (PSLMS 2006/07).

[8] Table 4.40 *Education for All: Mid Decade Assessment: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan*

vocational education (TVE), the delivery of TVE (Technical and Vocational Education) is fragmented without any curriculum and skills standards and with limited capacity of training institutes.

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

Poor Quality of Education

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

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

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 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

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

Specific Issues related to Secondary Education and TVE in Pakistan

- There are high drop out rates within public primary schools, especially for females. With such high primary drop out rates, the enrolment rate in middle and secondary school is low. This becomes a serious issue that needs to be addressed if enrollments in secondary/ TVE are to be increased.
- Girls' access to middle and secondary school is very limited due to disproportionately low number of middle and secondary school for girls as well as due to the school distance and poor water and sanitation facility.
- As a high proportion of the education budget is allocated to primary education, with a major proportion to recurrent activities i.e. teacher salaries, a low proportion is allocated to secondary education which accentuates problems of access and quality at secondary level.
- Teacher education and training remain a prevalent issue across the country which needs to be addressed to enhance the quality of education in the private/ public sector. Issues relate to teacher recruitment and development, system and management issues, pre-service and in-service teacher education and a lack of system of teacher assessments. This is one of key factors contributing to the low internal efficiency.
- Shortage as well as obsolete equipment, poor maintenance and inadequate administrative structure have also contributed to the low internal efficiency.
- TVE is still largely perceived as a 'second-class' education normally pursued by students from lower income brackets and lower classes.
- Delivery of TVE (Technical and Vocational Education) is fragmented, without any curriculum standards, skills standards, and capacity issues of training institutes. There is still no formal policy on TVE.
- In terms of organizational set up, secondary stream and technical stream of education need to be brought together and students of technical stream should have smooth transition to higher education should they decide to pursue higher education.
- The types of education offered in both secondary and TVE do not match the requirements of the job market especially those driven by industry/ local economic demand.
- There are insufficient geographic coverage of polytechnics and technical institutes to serve the various districts in the provinces.
- Inadequate financial resources and over-dependence on government funding.
- Lack of co-ordination among various departments involved in TVE.
- Lack of industry-institution liaison resulting in low external efficiency.
- Poor institutional capacity for planning, co-ordination and development of TVE.

To improve secondary education and TVE, efforts should be diverted towards revising policies and enhancing budgets for these sub-sectors. It is important to undertake awareness campaigns, highlighting the importance of secondary education and the value and "respect" related to TVE so to encourage communities to enrol their children in these classes. Training of teachers and provision of learning materials will improve the quality of education.

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[9] 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)

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

This commitment, enshrined in a various national documents and international conventions signed by Pakistan, has geared the present policy efforts in education towards the achievement of Education For All Goals and Millennium Development Goals (MDGs) which address improvements in literacy, universalisation of primary and expansion of secondary education, with elimination of gender disparities in education. Based on four components i.e., Pre and Elementary Education; Adult Literacy and Non-Formal Basic Education; Education System Strengthening; and Secondary Education and TVE with focus on Life Skills, the UN Joint Programme will be implemented, in collaboration with government, non-government and civil society organizations, in selected districts[10]. A mapping of donor projects, currently being implemented in the various provinces/areas of the country, has been developed to help avoid duplication and wastage of resources under the Joint Programme.

4.2 Lessons Learned

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

- Most importantly, there is a need to gain ***political will*** before launching any new programme. This generates government's commitment and ownership and consequently, financial allocations. Free basic education for all should be recognized as a fundamental right by the state, and this can be achieved through sensitization of parliamentarians. As such, since the initiation of the Joint Programme process, the UN System collaborated with the Government, seeking guidance in its formulation and validation. The design and implementation strategy for the Joint Programme was also developed on the basis of consensus of all relevant stakeholders, especially government officials, experts and managers.
- Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme. Therefore, one key Joint Programme component is "education system strengthening" which addresses outcomes directed towards improving education governance – an important dimension with runs across all other programme components.
- It is important to focus on vulnerable segments of population, ***especially girls and women*** in education interventions. Given the high proportion of female population (almost 50%), no education goal can be achieved without addressing literacy, enrolments and training needs of girls and women. The Joint Programme specifically mentions this dimension in its outcomes and outputs.
- ***Mass awareness campaigns*** directed towards communities to help propagate the value of education are invaluable in reducing cultural constraints and improving demand for education, particularly of girls.
- ***Investments in provision of school infrastructure, trained teachers and learning materials*** result in improved access to, as well as improved quality of, education.
- Promotion of ***non-formal basic education*** as an alternate channel to achieve universal primary education is essential. Given the ambitious targets pertaining to primary and secondary education as well as elimination of gender disparities by 2015, with limited access to formal education and a large group of "unreached" children, the Joint Programme includes finite measures to develop non-formal basic education to help achieve education goals in the stipulated time.

[10] 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.

- ***Promotion of Adult Literacy Programmes, through education of parents and community elders, will help in improving children's retention at school***. Among the adults, this would inculcate a positive attitude towards education of children as well encourage and enable them to effectively participate in school management committees.
- ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum and quality of education. The Joint Programme attempts to incorporate this important aspect when defining outcomes.
- ***Participation of community***, especially parents, in the monitoring and supervision of school activities contributes immensely to the quality of education. The Joint Programme adequately addresses the involvement of communities and parents, advocating the building of relevant capacities.

Three specific lessons learned in the context of UN implementation:

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

4.3 The Proposed Joint Programme Component in Education

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

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

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

The principal guiding criteria for the One Programme implementation include:

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

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

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

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

JP Component III: Education System Strengthening: One major challenge faced by Pakistan's education sector has been its weak governance. The Joint Programme will implement measures to improve the capacity of district education planners and managers, create awareness and build ability among communities to participate in education management and supervision, and facilitate improved data collection for monitoring and sound future planning.

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

This document relates to JP Component 4, focusing on the Outcomes, Outputs and Prioritized Activities with budgetary implications; time frame for implementation; level of government involvement; and key implementing partners to be involved in Secondary Education and TVE with focus on Life Skills.

4.4 Specific Programme Strategies

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

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

The Joint Programme in Education is based on several key programme strategies which focus on e.g., advice/advocacy for policy reforms and initiatives in education, including advocacy for enhancement of education budget; improved access to education at all levels, improved quality, through better learning outcomes, increased access to adult literacy and non-formal basic education and effective education governance. This involves steps which include provision of basic education opportunities for all, including out of school children, youth, and illiterate adults, awareness campaigns directed towards community; mobilization of community members to participate in school management; capacity building of education authorities, particularly in planning and management; teacher training; provision of learning materials, etc.; and continuous school-based 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 education, • Enhancement of education budget.	There is a need to gain ***political will*** and commitment through advocacy and policy dialogue for long term reforms and changes in policy
Improved access to, and retention at, education at all levels, especially of girls	• Awareness campaigns • Mobilization of community members to participate in school management;	• It is important to focus on vulnerable segments of population, ***especially girls and women*** in education interventions. • ***Mass awareness campaigns*** directed towards communities to help propagate the

and other vulnerable groups.	• Preparation and implementation of District EFA Plans • Capacity building of education authorities, particularly in planning and management	value of education are invaluable in improving demand for education, particularly of girls • Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme.
Improved quality, through better learning outcomes, of education at all levels	• Teacher Training • Provision of learning materials, etc. • Development of Minimum Levels of Learning (MLL) • Continuous school-based assessment of learners' performance • Expand coverage and analysis of testing outcomes	• ***Investments in provision of school infrastructure, trained teachers and learning materials*** result in improved access to, as well as improved quality of, education. • ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum, teacher training, textbook and other policies related quality of education
Increased access to, and improved quality of, adult literacy and non-formal basic education programmes	• Expansion of Adult Literacy and NFBE programmes • Awareness campaigns directed towards community; • Teacher Training; • Provision of learning materials, etc. • Assessment of learners' performance; • Capacity building of education authorities, particularly in planning and management	• 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 • It is important to focus on vulnerable segments of population, ***especially girls and women*** • *Provision of* ***teaching aids to AL and NFBE Centres, trained teachers, learning materials, and post literacy components*** *for improving* quality of NFBE • Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme.
Improved education governance	• Capacity building of education authorities, particularly in planning and management • Teacher Training; • Assessment of learners' performance. • Support for merit based appointments • Support for transparency and accountability	• Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme. • Technical assistance for reforms in mechanisms for appointments and transfers**, minimizing political interference** and support for **merit and accountability.** • ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum and quality of education

4.6 Sustainability of results

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

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

4.7 Risks and Opportunities

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

Risks

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

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

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

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

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

The on going economic crises, linked with increase in fuel princes, food and power shortages etc. may affect the public sector education budget and priorities of the government in the

area of education. Political conflicts may also contribute in weakening consistency of government policies.

Opportunities

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

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

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

5. Results and Budget Framework

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

A comprehensive results framework, for each of the four joint programme components, shows 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**.

<u>High Level Committee on UN Reform in Pakistan:</u> 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 Joint Programme (JP) on Education 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 exercisee. 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
FAO	Standard Basic Assistance Agreement between the Government of the Islamic Republic of Pakistan and the Food and Agriculture Organization of the United Nations was signed on July 2, 1956.
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
UNIDO	The Agreement between the Government of the Islamic Republic of Pakistan and the United Nations Industrial Development Organization is in process. The document was submitted to the Government of Pakistan on April 14, 2008.

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.[11] 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.[12]

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)[13] 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. [14]

According to another official statistical source[15], net enrolment rates at the middle school level i.e., grades VI-VIII, are merely 18%, with 20% for boys and 16% for girls. Net enrolment rate at the secondary level i.e., grades IX and X is even lower, with 10% for males and 9% for females.
PSLM, which is a Govt. of Pakistan Statistics Division source, has measured overall primary level Net Enrolment Ratio for 2006-07 as 56% only, 60% for boys and 51% for girls. NER for Primary level is as low as 28% for rural girls in Balochistan (PSLM 2006-07).

Reasons for low enrolments can be traced to some of the following factors[16]:

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[11] Table 5.2(a): *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan
[12] Table 4.26: *Education for All: Mid Decade Assessment*: Pakistan Country Report 2008; Ministry of Education; Govt. of Pakistan
[13] 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.
[14] 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*
[15] *Pakistan Social and Living Standards Measurement Survey (2006/07*); Federal Bureau of Statistics; Govt. of Pakistan.
[16] Based on the Situation Analysis Report for the JP in Education; Nov 2007

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

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

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

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

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

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

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

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

Poor Quality of Education

Access to education alone is simply not enough to achieve results. The quality of education is an important factor and is reflected in the assessment of students' learning achievements.

Several assessment studies and surveys show that the learning achievement in schools have poor quality of education. Students do not seem to be learning, and this is mainly due to a mix of the following conditions found in the schools:

- The schools have well qualified head teachers and teachers but their own mastery of the competencies to be taught is limited.
- Teachers complain of heavy teaching load coupled with the responsibility of multi-grade teaching.
- Some schools do not have rooms, blackboards, desks and chairs for students and teachers.
- Children do not get textbooks on time at the start of the school year.
- Schools lack basic teaching and learning materials teachers' guide, atlas, globe, dictionary, supplementary reading material and information communication or technology tools.

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

Weak Governance

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; (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 Secondary Education and TVE in Pakistan

- There are high drop out rates within public primary schools, especially for females. With such high primary drop out rates, the enrolment rate in middle and secondary school is low. This becomes a serious issue that needs to be addressed if enrollments in secondary/ TVE are to be increased.
- As a high proportion of the education budget is allocated to primary education, with a major proportion to recurrent activities i.e. teacher salaries, a low proportion is allocated to secondary education which accentuates problems of access and quality at secondary level.
- Teacher education remains a prevalent issue across the country which needs to be addressed to enhance the quality of education in the private/ public sector. Issues relate to teacher recruitment and development, system and management issues, pre-service and in-service teacher education and a lack of system of teacher assessments. To improve the quality of secondary education, teachers should also be trained as subject specialists.
- TVE is still largely perceived as a 'second-class' education normally pursued by students from lower income brackets and lower classes.
- Delivery of TVE (Technical and Vocational Education) is fragmented, without any curriculum standards, skills standards, and capacity issues of training institutes. There is still no formal policy on TVE.
- In terms of organizational set up, secondary stream and technical stream of education need to be brought together.
- The types of education offered in both secondary and TVE do not match the requirements of the producing sector especially those driven by industry/ local economic demand.

To improve secondary education and TVE, efforts should be diverted towards revising policies and enhancing budgets for these sub-sectors. It is important to undertake awareness campaigns, highlighting the importance of secondary education and the value and "respect" related to TVE so to encourage communities to enrol their children in these classes. Training of teachers and provision of learning materials will improve the quality of education.

Annex B: Results Framework

UN Agencies: FAO, ILO, UNESCO, UNFPA, UNHCR, UNIDO

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10			Fed	Pro	Dist	
	2nd	1st	2nd	1st	2nd					
JPC Outcome 1: Increased enrolment in secondary education and budgeted plan for free secondary education by 2010										
4.1.1. Revision in National and Provincial policies, plans and budgets for secondary, including technical and vocational education	x	x	x			Support for developing a 5 years Action Plan, based on new education policy, including budgetary needs for development and expansion of secondary education including technical and vocational subjects & life skills in secondary schools.	x	x	x	MoE, PEDs, DEDs
						Mobilizing private sector for improving quality of existing public sector schools and establishment of quality schools to enhance access and quality of secondary education.				
						Developing a mechanism for effective coordination between the national, provincial and district authorities.				
4.1.2. Community influential, school and district authorities and SMCs mobilized to encourage parents to enroll children in secondary education, especially girls, in selected districts	x	x	x	x	x	Support for formation and capacity building of School Councils / School Management Committees to improve school conditions and achieve increase in enrolment.		x	x	PEDs, DEDs, NGOs
						Support for awareness campaign through various media for increase in enrolment at secondary level with emphasis on girls enrolment.				
						Facilitating the access of refugee students to secondary education through scholarship schemes				

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 2: Improved learning outcomes for all secondary students by 2010										
4.2.1. Secondary schools for boys and girls staffed with trained teachers, equipped with, and using, better learning materials including use of ICTs in education	x	x	x	x	x	Support for provision of science laboratories where not available and strengthening of existing labs, ensuring provision of Science teachers. Provision of Information and Communication Technology labs in secondary schools. Assist in profiling of existing teaching staff and making arrangements for their in-service training in subject upgrading, pedagogy, student's assessment & evaluation and use of ICT. Capacity building of selected institutions for development of teaching learning resources. Advocacy for filling up vacant posts of Head Teachers/ Principals. Facilitate capacity building of head teachers, supervisory and managerial staff in related areas.		x	x	PEDs, DEDs
4.2.2. Increased knowledge of province and district authorities and communities about learning achievement levels of male and female students in their areas to facilitate education planning	x	x	x	x	x	Support for organization of periodic workshops and short courses for capacity building of provincial and district authorities in planning, implementation and monitoring with focus on learning achievements. Technical assistance for examination reforms and development of tools for assessment of learning achievements.	x	x	x	MoE,PEDs, DEDs, NGOs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10			Fed	Pro	Dist	
	2nd	1st	2nd	1st	2nd					
JPC Outcome 3: Increased enrolment in demand-driven TVE with a focus on girls and vulnerable groups by 2010										
4.3.1 Reforms in policy, plans and strategies to strengthen technical and vocational education and life skills at secondary level.	x	x	x			Review of past policies and strategies for introduction of technical/ vocational subjects in secondary schools and propose a viable strategy based on past experiences and international trends.	x	x		MoE, PEDs
						Technical support for implementation of national policies on integration of technical and vocational education and life skills in secondary schools.				
						Technical support for development of objective criteria for funding of technical/ vocational education in schools.				
						Support in establishment of career counseling cells in secondary schools/ cluster of schools for guidance of students to enroll in TVE courses.				
4.3.2. Increased infrastructural facilities for TVE and life skills especially for girls and vulnerable groups	x	x	x	x	x	Strengthening and upgrading of training facilities in vocational subjects / trades in selected secondary schools and TVE institutions focusing needs of the vulnerable groups.	x	x	x	MoE, PEDs, DEDs, NAVTEC
						Identification of innovative / non traditional skills for females and launch pilot projects for their introduction in secondary schools and TVE institutions..				
						Develop plan to strengthen public-private partnership and industry-institution linkages for improving facilities and services in secondary schools and relevance of training in TVE institutions.				
						Provision of incentives for Science, Mathematics, and Computer teachers, serving in rural areas secondary schools.				
						Launching demand-driven vocational training program for refugees				

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10			Fed	Pro	Dist	
	2nd	1st	2nd	1st	2nd					
4.3.3. Community influential, school and district authorities mobilized to encourage parents to enroll their children in TVE and life skills, especially girls and those belonging to vulnerable groups	x	x	x	x	x	Awareness campaign for highlighting importance and need of TVE and Life skills (especially for girls) for communities and parents through SMCs, CSOs, faith leaders, women groups, refugee groups etc. and other appropriate media. Development of Strategies to enroll dropouts from primary, elementary, secondary levels including vulnerable groups, in TVE institutions through incentives and integration of informal sector with a system of recognition of prior learning (RPL).		x	x	MoE, PEDs, DEDs, NAVTEC, NGOs
JPC OUTCOME 4: Strengthened institutional capacities of TVE sector by 2010										
4.4.1 Technical capacity, curriculum and coordination strengthened for effective implementation of The National Skills Strategy 2008-2012	x	x	x			Development of national competency standards for selected sectors through the establishment of Sector Skill Councils and National Skill Council. Development of competency based curriculum in selected technologies and development of related teaching & learning material based upon the approved competency standards. Establishment of Labor Market Information System (LMIS) to identify nature and size of new skills in demand and help students, parents and community to know the trends in job market. Support for complete profiling of TVE institutions and advocacy for recruitment against the existing vacant posts in TVE institutions. Promoting internship for students and academic staff in industry for improving quality of training and to familiarize them with industrial practices.	X	x		MoE, PEDs, NAVTEC, TEVTA, NISTE, NTB

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
4.4.2. Increase in the # of teaching and learning facilities in TVE institutions in selected districts.	x	x	x	x	x	Technical assistance for conducting the training need assessment of demand driven courses for industry and capacity building of TVE teachers Provision of equipment for labs of different technologies and establishing networked computer labs in selected polytechnic institutes with internet connection. Strengthening selected polytechnic/ vocational institutes in each province/ areas as model institutions by converting them into the Centers of Excellence (CoE) in selected technologies. Providing facilities for the skills training of refugees	x	x	x	MoE, PEDs, NAVTEC, TEVTA, DEDs
4.4.3. National Qualification Framework developed for horizontal and vertical movement of students in technical, vocational, general and professional education	x	x	x			International/ regional Advisory services for development of a National Qualification Framework (NQF) for improved articulation arrangements. Development of criteria and standards for accreditation and certification of TVE institutions and programs to ensure quality, credit transfer, recognition of skills and prior learning.	x	x		MoE, PEDs, NAVTEC, TEVTA

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

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 4 Framework, as endorsed by the Ministry of Education

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 4: SECONDARY EDUCATION, TVE & LIFE SKILLS				
UNDAF outcome(Goal/ long term Outcome): ☐ **Promotion of secondary education, technical and vocational education (TVE), and life skills development for adolescents and youth**				
Joint Programming Outcomes (Intermediate Outcome)				
JP Outcome 1: Increased enrolment in secondary education and budgeted plan for free secondary education by 2010 **Outputs:** 1. Revision in National and Provincial policies, plans and budgets for secondary, including technical and vocational education 2. Community influentials, school and district authorities and SMCs mobilized to encourage parents to enroll children in secondary education, especially girls, in selected districts	**Indicator:** • Gross Enrolment Rate by districts, sex and location • Net Enrolment Rate by districts, sex and location • # of refugee children enrolled in secondary education (where applicable) • # and type of awareness raising events advocating for secondary education especially for girls • # of community representatives participated, women's groups and CSOs in the awareness raising events	**Target:** • 20 % increase over the baseline	• EMIS	• Government's financial commitment to secondary education continues.
JP Outcome 2: Improved learning outcomes for all secondary students by 2010 **Outputs:** 1. Secondary schools for boys and girls staffed with trained teachers, equipped with, and using, better learning materials including use of ICTs in education	**Indicator:** • Secondary School Certificate examinations result • # and % of Trained (with required certification) Teachers in secondary schools by sex and districts	**Target:** • 10% improvement over the baseline	• EMIS • District progress report • Board of Intermediate and Secondary Education and	• Exam Reforms continue

Summary	Objectively Verifiable Indicator		Means of Verification	Critical Assumptions
JP COMPONENT 4: SECONDARY EDUCATION, TVE & LIFE SKILLS				
2. Increased knowledge of province and district authorities and communities about learning achievement levels of male and female students in their areas to facilitate education planning	• # of secondary school teachers who attended in-service training courses by sex and location • # of schools using ICTs. • # of secondary schools with trained teachers (%) by sex and location • # of schools for boys and girls receiving secondary text-books on time (within one month of the start of academic calendar) • # of meetings, workshops, seminars, training courses for district officials, especially targeting female staff, on learning achievements of students in their areas • # of CSOs, women's groups, faith-leaders and community representatives engaged in information sharing		National Institute of Science and Technical Education	

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 4: SECONDARY EDUCATION, TVE & LIFE SKILLS				
JP Outcome 3: Increased enrolment in demand-driven TVE with a focus on girls and vulnerable groups by 2010 **Outputs:** 1. Reforms in policy **,** plans and strategies to strengthen technical and vocational education and life skills in secondary schools 2. Increased infrastructural facilities for TVE and life skills especially for girls and vulnerable groups 3. Community influential's, school and district authorities mobilized to encourage parents to enroll their children in TVE and life skills, especially girls and those belonging to vulnerable groups.	**Indicator:** • # students enrolled in TVE at secondary level by districts, sex and location • # of refugees having access to TVE by sex (where applicable) • # of secondary schools with good TVET infrastructural facilities for TVE • # of new courses for which curriculum has been developed, teachers trained and # of students enrolled. • # of secondary schools offering TVE by sex and location • # of awareness raising events for community and district authorities • # of participants representing various government departments and civil society, women's groups and refugees (where applicable)	**Target:** • 15% increase over the baseline	• EMIS • District progress report	• Government's financial commitment to TVE continues • Social respect for technicians (blue collar)

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 4: SECONDARY EDUCATION, TVE & LIFE SKILLS				
JP Outcome 4: Strengthened institutional capacities of TVE sector by 2010 **Outputs:** 1. Technical capacity, Curriculum and coordination strengthened for effective implementation of The National Skills Strategy 2008-2012 2. Increase in the # of teaching and learning facilities in TVE institutions in selected districts 3. National Qualification Framework developed for horizontal and vertical movement of students in technical, vocational, general and professional education.	**Indicator:** • # of TVE institutes with trained teachers (%) by sex • # of TVE institutions with good leaning facilities (computer, laboratories, workshops, etc.) • #of TVE institutions addressing specific girls and women's needs • NQF developed	**Target:** • 20% increase over the baseline • 20% increase over the baseline	• EMIS • District progress report	• Demand for TVE exists

*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 4: SECONDARY EDUCATION, TVE & LIFE SKILLS

UNDAF outcome (Goal/ long term Outcome): Promotion of secondary education, technical and vocational education (TVE), and life skills development for adolescents and youth

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JPC Outcome 1: Increased enrolment in secondary education and budgeted plan for free secondary education by 2010	**1.10**	**1.50**	**1.16**	**3.76**
4.1.1. Revision in National and Provincial policies, plans and budgets for secondary, including technical and vocational education	0.81	0.67	0.26	**1.73**
4.1.2. Community influential, school and district authorities and SMCs mobilized to encourage parents to enroll children in secondary education, especially girls, in selected districts	0.29	0.84	0.90	**2.02**
JPC Outcome 2: Improved learning outcomes for all secondary students by 2010	**0.82**	**3.23**	**3.68**	**7.73**
4.2.1. Secondary schools for boys and girls staffed with trained teachers, equipped with, and using, better learning materials including use of ICTs in education	0.65	2.25	3.10	**6.00**
4.2.2. Increased knowledge of province and district authorities and communities about learning achievement levels of male and female students in their areas to facilitate education planning	0.17	0.98	0.58	**1.73**
JPC Outcome 3: Increased enrolment in demand-driven TVE with a focus on girls and vulnerable groups by 2010	**1.45**	**2.92**	**2.75**	**7.12**
4.3.1 Reforms in policy, plans and strategies to strengthen technical and vocational education and life skills at secondary level.	0.58	1.23	0.78	**2.59**
4.3.2. Increased infrastructural facilities for TVE and life skills especially for girls and vulnerable groups at secondary level	0.52	1.17	1.39	**3.08**
4.3.3. Community influential, school and district authorities mobilized to encourage parents to enroll their children in TVE and life skills, especially girls and those belonging to vulnerable groups	0.35	0.52	0.58	**1.45**

JP Component 4: SECONDARY EDUCATION, TVE & LIFE SKILLS

UNDAF outcome (Goal/ long term Outcome): Promotion of secondary education, technical and vocational education (TVE), and life skills development for adolescents and youth

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JPC OUTCOME 4: Strengthened institutional capacities of TVE sector by 2010	**1.19**	**2.78**	**1.73**	**5.70**
4.4.1 Technical capacity, curriculum and coordination strengthened for effective implementation of The National Skills Strategy 2008-2012	0.69	1.60	0.52	**2.81**
4.4.2. Increase in the # of teaching and learning facilities in TVE institutions in selected districts.	0.06	1.04	1.21	**2.31**
4.4.3. National Qualification Framework developed for horizontal and vertical movement of students in technical, vocational, general and professional education	0.43	0.14	0.00	**0.58**
JP Component 4 Total	**4.56**	**10.44**	**9.00**	**24.00**

Joint Programme Component 4: Budget Framework (US $)

	2009	2010	Total
Total required to deliver JPC 4	9,600,000	14,400,000	**24,000,000**
UN agency core resource	60,000	60,000	**120,000**
Donor contribution to UN	2,730,000	2,780,000	**5,510,000**
Gap (Unfunded)	**9,540,000**	**14,340,000**	**18,370,000**

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