JOINT UN PROGRAMME on EDUCATION

Country: Pakistan

Joint Programme Component 1:

Pre-and Elementary Education

Joint Programme Component Outcome:

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

Outcome 1: **Sustained policy commitment to education reforms and increased budgetary allocations and expenditures for ECE, (Improved/ strengthened Katchi), universal and free compulsory education by 2015 and up to class 10 by 2025**

Outcome 2: **Improved elementary school enrolment, retention and completion especially for girls and vulnerable groups by 2010**

Outcome 3: **Improved learning outcomes for all children up to grade 8 by 2010.**

Outcome 4: **Increased enrolment and retention in ECE (Advanced Kachi) in selected districts by 2010**

Programme Duration: **2 Years**	Total estimated budget*: **USD 116,800,000**
Anticipated start day: **1st January, 2009**	Out of which:
Anticipated end day: **31st December, 2010**	1. Funded Budget: **USD 40,000,000**
Fund Management Option: **Pass-through**	2. Unfunded budget: **USD 76,800,000**
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

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

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

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

This document presents the key challenges, outcomes, outputs and activities related to the Joint Programme for the first component of the Education Programme i.e., Pre and Elementary Education.

The key challenge in Pakistan's pre- and elementary sub-sector is the low rates of enrolments and completion and gender disparity, particularly in the rural areas of the country. While progress has been made in meeting the EFA and MDG targets, it has been modest as nearly 7 million of the estimated 19 million primary school age children (5-9 years) still remain out of school. In addition, more than a quarter of those who enrol in Grade 1 do not make it to Grade 5, the last year of primary education. Other major challenges include poor quality of education; weak governance; and low allocation and utilization of financial resources.

In this context, this Joint Programme aims in helping the Government to ***strengthen its capacity and service delivery*** achieve sustained political commitment and enhanced budgetary allocations; increased levels of enrolment and completion rates; elimination of gender disparity; better learning outcomes; and improved quality of early childhood education. For this, several key programme strategies have been formulated which focus on advise/advocacy on policy reforms and initiatives in education; advocacy for enhancement of primary and early childhood education budget; improved access and retention; improved quality; and strengthened education governance. These involve measures which include providing basic education opportunities for all, including out of school children, especially girls and vulnerable groups; awareness campaigns directed towards community; mobilization of community members to participate in school management; capacity development of education authorities, particularly in planning and management; teacher training; provision of learning materials, etc.; and continuous school-based assessment of learners' performance.

Total estimated cost of this two-year programme (2008-2010) is US$ 116.8 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 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.

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 as well as by the pre- and elementary education sub-sectors in particular, their causal factors and some suggested interventions to meet these challenges:

Low Enrolment and Completion Rates with Gender Disparity

[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

The key challenge in Pakistan's education is the low rates of enrolments at all levels of education resulting in high level of illiteracy. While progress has been achieved in meeting the EFA and MDG targets, progress has been modest and nearly 7.0 million of the estimated 19 million primary school age children (5-9 years) remain out of school. Not only are significant number of children out of school, more than a quarter of those who enrol in Grade 1 do not make it to Grade 5, the last year of primary education.

Based on the Government EFA mid-decade assessment report, the biggest gain has been achieved in pre-primary (katchi) where gross enrolment has reached 91 percent. This includes significant number of over-age and under-age children enrolled in katchi classes.

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

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) lack of incentives to households for sending children, particularly girls, to schools; (vi) low retention rates, especially at the primary level; (vii) a large group of "unreached" children, comprising over 40% primary-school aged children; (viii) despite high gross enrolment in pre-primary classes children enter Class 1 unprepared to tackle the school curriculum.

To improve enrolments at the pre- and elementary level 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, food based incentive programmes as well as other types of incentives such as scholarships, bursaries etc can be helpful in facilitating access to education and can also increase enrollment, attendance, and retention rates particularly for girls**.** 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

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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.

support the establishment of non-formal basic education schools in their areas, and adult literacy centres for out of school youth and illiterate adults.

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 achievements in schools are poor and children have learned little from the curriculum, as confirmed by by NEAS (National Education Assessment System 2006) and LEAPS (Learning and Educational Achievements in Punjab) studies. 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, mats, 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.
- Ill-equipped and ineffective pre-primary (katchi) classes which are often not officially recognized classes and serve more as "familiarisation grounds and holding places" for un-admitted children.

Improvement in the quality of education could be ensured through effective teacher training, provision of adequate and timely school supplies, provision of nutritious snacks to improve the nutritional status of school children and their ability to concentrate, 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.

Challenges in Governance

It has been difficult for education planners and managers to manage funds appropriately, partly due to lack of capacity and partly due to political interference. At the school level, too, head teachers are not likely to be accountable for the poor quality of education, improper management of school and school related activities, teacher absenteeism, budget lapses or dismal conditions of school facilities.

It is, therefore, important 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. Of this, almost 40%-45% is devoted to primary education. 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

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[7] 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:

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

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

This commitment, enshrined in a various national documents and international conventions signed by Pakistan, has geared the present policy efforts in education towards the achievement of Education For All Goals and Millennium Development Goals (MDGs) which address improvements in literacy, universalisation of primary and expansion of secondary education, with elimination of gender disparities in education. Based on four components i.e., Pre and Elementary Education; Adult Literacy and Non-Formal Basic Education; Education System Strengthening; and Secondary Education and TVE with focus on Life Skills, the UN Joint Programme will be implemented, in collaboration with government, non-government and civil society organizations, in selected districts[8]. 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 Education 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.
- ***The link between good health, nutrition and the improvement of the learning outcomes*** should be considered.[9]
- ***Investment in quality pre-primary early childhood education*** will positively impact on the learning outcomes at primary and elementary levels of education. ECE helps reduce drop outs in the early grades and boost children's learning. Given the already wide *katchi* class coverage in the country, better quality and improved governance will be strategies to realize the contributory potentials of ECE.

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[8] 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.

[9] Food for Education Works –A review of WFP FFE Programme Monitoring and Evaluation 2002-2006

- ***Investments in provision of school infrastructure, trained teachers and learning materials*** result in improved access to, as well as improved quality of, education.
- Promotion of ***non-formal basic education*** as an alternate channel to achieve universal primary education is essential. Given the ambitious targets pertaining to primary and secondary education as well as elimination of gender disparities by 2015, with limited access to formal education and a large group of "unreached" children, the Joint Programme includes finite measures to develop non-formal basic education to help achieve education goals in the stipulated time.
- ***Promotion of Adult Literacy Programmes, through education of parents and community elders, will help in improving children's retention at school***. Among the adults, this would inculcate a positive attitude towards education of children as well encourage and enable them to effectively participate in school management committees.
- ***Learning achievements*** of students need to be monitored regularly and subsequently used to provide feedback for further improvement in curriculum and quality of education. The Joint Programme attempts to incorporate this important aspect when defining outcomes.
- ***Participation of community***, especially parents, in the monitoring and supervision of school activities contributes immensely to the quality of education. The Joint Programme adequately addresses the involvement of communities and parents, advocating the building of relevant capacities.

Three specific lessons learned in the context of UN implementation:

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

4.3 The Proposed Joint Programme Component in Education

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

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

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

The principal guiding criteria for the One Programme implementation include:

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

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

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

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

JP Component III: Education System Strengthening: One major challenge faced by Pakistan's education sector has been its weak governance. The Joint Programme will implement measures to improve the capacity of district education planners and managers, create awareness and build ability among communities to participate in education management and supervision, and facilitate improved data collection 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 1, 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 improving Pre- and Elementary Education.

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., advise/advocacy on policy reforms and initiatives in education; including advocacy for enhancement of education budget; improved access and retention at all education levels, by providing incentives such as food (i.e. on site feeding, family dry food rations, scholarships etc) and the development of incentive based programmes at the national level [10]have proven to be effective and efficient in many countries worldwide[11], improved quality through better learning outcomes; increased access to, and improved quality of, adult literacy and non-formal basic education; and strengthened education governance. These involve measures which include providing 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

[10] The MoE is expected to launch a National School Feeding Programme in the 2008/2009 governmental fiscal year in which primary girl students across the country will receive a mid morning dry snack. The specific objectives of this programme include the encouragement of attendance and enrollment rates as well as a reduction in gender and geographical disparities in access to education.

[11] Examples includes National School Feeding Programmes in India and Chile and WFP school feeding programmes in over 70 countries.

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

Agreed Outcomes *(Broad Categories)*	**Specific Programme Strategies**	**Lessons Learned Considered**
Sustained policy commitment to education reforms and increased budgetary allocations	• Advise/Advocacy for Policy, Reforms • Free and compulsory education, • Enhancement of education budget.	There is a need to gain ***political will*** and commitment through advocacy and policy dialogue for long term reforms and changes in policy
Improved access to, and retention at, education at all levels, especially of girls and other vulnerable groups.	• Awareness campaigns • Mobilization of community members to participate in school management; • Preparation and implementation of District EFA Plans • Capacity building of education authorities, particularly in planning and management • Advocacy and technical support for consideration and inclusion of school health and feeding activities as integral parts of the education sector. • Provision of food and non food incentives to school children to encourage enrollment, attendance and retention	• It is important to focus on vulnerable segments of population, ***especially girls and women*** in education interventions. • ***Mass awareness campaigns*** directed towards communities to help propagate the value of education are invaluable in improving demand for education, particularly of girls • Investment in ***institutional development*** and capacity building is essential for the sustainability of the Joint Programme. • It is important to take into consideration the link between good health, nutrition and the improvement of the learning outcomes.[12]
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	• ***Investment in quality pre-primary early childhood education*** will improve children's school readiness that translates to improved learning outcomes in primary education • ***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

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

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

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

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

Opportunities

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

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

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

5. Results and Budget Framework

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

A comprehensive results framework, 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**.

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), with EAD as secretariat.

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

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

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

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

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

budget allocations of contributions to the Joint Programme Component level based on recommendations from the Task Forces.

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

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

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

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

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

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

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

Composition of the Task Force
Membership of each Task Force concerns two levels: a) decision-making members i.e. one representative of each Participating Agency, five representatives of MoE and federal organizations, one representative of each provincial/area government and I/NGOs; and b) observers by invitation i.e. donors; members of other Task Forces; RCO, cross-cutting

theme advisors; and one CSO partner representing the CSO community working in the Joint Programme Component. A simple quorum is required to take decisions. All decisions are reached by consensus, duly recorded and disseminated by the Convening Agent of the Joint Programme Component. All members of the Task Force must adhere to taken decisions.

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

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

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

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

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

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

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

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

7. Fund Management Arrangements

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

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

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

Allocation of resources

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

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

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

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

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

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

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

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

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

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

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

8. Monitoring, Evaluation and Reporting

Monitoring and evaluation of the Joint Program aims at improving efficiency and effectiveness of programmatic outcomes, outputs and activities through establishing a rigorous assessment process/system **to: a) establish clear and continuous mechanisms to assess the strength and weaknesses of interventions; b) continually identify policies and institutions that need to be improved or developed to prioritize program intervention for the poorest and most socially disadvantaged groups; and c) strengthen the monitoring and evaluation capacities of national partners, will be developed**.
An overall and detailed M&E framework will be developed as the first step of the implementation process. The M&E framework is based on a programmatic logical framework, developed by the *Thematic Working Group (TWG)* with inputs from the *Resident Coordinator Office* and *UN M&E Network* under the overall guidance of *UN*

Country Team (UNCT). It consists of programmatic outcomes and outputs, respective indicators, (delete: baselines), targets, data sources, (delete: responsibilities) and assumptions etc. (The logical framework is (delete: please see detailed JPMF) provided as an annex)

Monitoring of Outputs

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

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

Monitoring of Risks

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

Evaluation of Outcomes

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

Outcome assessment will consist of mid-term and final review of progress on each outcome indicator towards stipulated targets. *Joint Program Steering Committee (JPSC)* facilitated by *Resident Coordinator Office,* will play a lead role in assessment of outcomes

through annual outcome reviews. The *JPSC* or the JPC TFs may also commission small-scale surveys and case studies on selected subjects to assess results. The *Executive committee* and *UNCT* may also exercise high-level review of the outcome achievement status. The *Resident Coordinator's Office* will facilitate the overall outcome evaluation process.

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

Reporting of Progress

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

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

Monitoring Plan for the Education JPC

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

9. Legal Context

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

Participating UN organization	Agreement
UNICEF	Extension of the Standard Basic Cooperation Agreement between the Government of the Islamic Republic of Pakistan and the United Nations Children's Fund was signed on May 24, 1995
UNESCO	Letter of Understanding Between the Government of the Islamic Republic of Pakistan and the United Nations Educational, Scientific and Cultural Organization was signed on July 4, 1967
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
WFP	Standard Basic Cooperation Agreement between the Government of the Islamic Republic of Pakistan and the United Nations World Food Program was signed on July 25, 1968

10. Workplan and 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 unfavaourable 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.[13] 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.[14]

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)[15] 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.[16]

According to another official statistical source[17], 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[18]:

(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

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

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

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

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

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

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

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

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

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

Poor Quality of Education

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

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

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

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

Weak Governance

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

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

Limited Financial Allocations and Low Levels of Utilization

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

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

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

Annex B: Results Framework

UN Agencies: UNESCO, UNHCR, UNICEF, WFP

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 1: Sustained policy commitment to education reforms and increased budgetary allocations and expenditures for ECE, (Improved/ strengthened Katchi), universal and free compulsory education by 2015 and up to class 10 by 2025										
1.1.1. Policy, Reforms and initiatives in Education for ECE and free and compulsory elementary education developed.	x	x	x			Review, adapt and disseminate national ECE policy and standards in the country, inclusive of specific budgetary allocations. Implementation/enforcement of compulsory primary and elementary education Acts/Ordinances in Metropolitan cities.	x	x	x	MoE, PEDs, DEDs
1.1.2. Increased awareness for promoting equity in education through provision of equal opportunities of education to all sections of society	x	x	x			Advocacy, social mobilization and Behavioral-Change Communication (BCC) on basic EFA i.e. conducting mass awareness on education particularly female education through seminars, festivals, workshops, walks for cause, art competitions, EFA week, use of IEC material, wall chalking, print media, electronic media for communities in general and in collaboration with PTCs/SMC and parents Develop, initiate and implement Education Sector Plan	x	x	x	MoE, PEDs, DEDs, NGOs
1.1.3. EFA Forums as well as EFA/ ECE Units established and activated at national, provincial/ area and district level	x	x	x			Support to EFA Forums Establish ECE and EFA Units at all levels	x	x	x	MoE, PEDs, DEDs
1.1.4. Provincial/ Area and National plans for ECE, Universal Primary/ Elementary Education developed	x	x	x			Review and implement Education Sector Plan Review and strengthen elementary education sub-sector plan within Education Sector Reform Programme	x	x	x	MoE, PEDs, DEDs
JPC Outcome 2: Improved elementary school enrolment, retention and completion especially for girls and vulnerable groups by 2010										
1.2.1. Community influential's, school and district authorities mobilized to encourage parents to enroll their children, particularly girls.	x	x	x	x	x	Advocacy, social mobilisation and development of Behavioral-Change Communication (BCC) strategy and action plan to provide assistance to District/ Agency authorities, PTC/SMCs and communities for mobilizing parents to enroll their children, especially girls in government and community schools. Capacity building of Head Teachers and PTC/SMC/school councils in BCC for mobilizing parents to enroll their children to schools.	x	x	x	MoE, PEDs, DEDs, NGOs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
1.2.2. Increased awareness for promoting equity in education for eliminating social exclusions and promoting national cohesion through provision of equal opportunities of education to all sections of society.	x	x	x	x	x	Plan and implement sustained advocacy campaigns to increase awareness about gender equality, with focus on promotion of girls' education, and ensure all school going age children are enrolled and retained. Enhancing the host primary and middle schools in refugee hosting areas.	x	x	x	MoE, PEDs, DEDs, NGOs
1.2.3. District education situation analyses (on excluded children) conducted in selected districts	x	x	x			Technical assistance provided by the province to selected districts to conduct situation analysis of excluded children with plan and recommendations for inclusion		x	x	PEDs, DEDs
1.2.4. District EFA plans (including ECE and UPE) developed in selected districts.		x	x	x	x	Technical assistance and facilitation support to selected districts/areas to develop medium-term well-informed District/Area EFA Plans Capacity building of district/area authorities to develop district EFA plans		x	x	PEDs, DEDs
1.2.5. Community members mobilized to participate in the management of schools in selected districts	x	x	x			Formation and capacity building of SMCs to manage and monitor schools' efficiency and effectiveness, as well as utilization of funds, inclusive of facilitation for School Sanitation, Hygiene and Education (SSHE), improved school learning environments and mobilization of parents to enroll their children, especially girls, to schools		x	x	PEDs, DEDs, NGOs
1.2.6. Demonstrated and applied best practice/strategies to improve enrolment, retention, and completion for girls and vulnerable groups	x	x	x	x	x	Good/best practices in access, retention (li.e school feeding and family dry take home rations) and quality will be identified, documented, shared and applied to increase the enrolment and check the dropout Technical and financial support to expand implementation of evaluated best practices.	x	x	x	MoE, PEDs, DEDs
1.2.7. Increased enrollment through campaigns by head-teachers and teachers in their school catchment areas	x	x	x	x	x	Capacity building of Head Teachers and PTC/SMC/school councils in BCC for mobilizing parents to enroll their children to schools. Enrolment and retention campaigns will be launched through head teachers, teachers, parent teacher associations/ school councils		x	x	PEDs, DEDs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 3: Improved learning outcomes for all children up to grade 8 by 2010.										
1.3.1. Primary and middle schools, especially for girls, staffed with trained teachers, equipped with, and using, better learning materials in selected districts.		x	x	x	x	Orientation of Head teachers, AEOs and Deputy DOs on continuous assessment and feedback Development of training module for teachers on continuous assessment and feedback, and integration of the module into existing teachers' training curriculum, both in-service and pre-service. Collaborate with NEAS/PEAC, research institutes and donors to develop implementation plan to improve teaching and learning at schools.		x	x	PEDs, DEDs
1.3.2. Minimum Levels of Learning (MLL) for Grade 1 to 8 developed, tested, and approved.		x	x	x		Technical support to build the capacity, develop, review the National Minimum Level of Learning (MLL) subject wise and grade wise and apply on pilot basis.	x	x	x	MoE, PEDs, DEDs
1.3.3. A system of continuous school-based assessment of learners performance at all levels introduced.				x	x	Technical and financial support for establishment of national, provincial /district level continuous school-based assessment and feedback system. Technical and financial support in implementation and adoption of corrective measures on the basis of the assessment results to improve quality of education.	x	x	x	MoE, PEDs, DEDs
1.3.4. Learning achievement levels of students in selected districts assessed, keeping in view MLL and other proposed framework.				x	x	Maintenance of students profile starting with their existing level of learning for all grades (I-VIII) Teachers orientation conducted on usage of assessment tools in selected districts Conduct periodic meetings with parents by head teachers/teachers to share assessment result of children and take corrective measures Development of test item banks through series of workshops and their application in selected districts		x	x	PEDs, DEDs
1.3.5. Increased knowledge of provincial, and district authorities and communities about learning achievement levels of students in their areas to facilitate education planning.		x	x	x	x	Conduct seminars, workshops, meetings for provincial, district authorities and communities about learning achievement levels of students. Dissemination of learning assessment results and studies at provincial/areas, district and school levels.		x	x	PEDs, DEDs, NGOs

Outcome/Output	Time Period					Prioritized Activities	Level			Imple. Partner*
	08	09		10						
	2nd	1st	2nd	1st	2nd		Fed	Pro	Dist	
JPC Outcome 4: Increased enrolment and retention in ECE (Advanced Kachi) in selected districts by 2010										
Outputs to support the MoE's ECE Project (PC1)	x	x	x	x	x	Advocacy and capacity building at national and provincial level for promotion and institutionalization of ECE inclusive of mobilization drives for increasing enrollment Coordination and networking of stakeholders (SMCs/PTAs, teachers district government, DoE, donors, NGOs and INGOs) of ECE, for preparing to accept new admissions at ECE levels Support for integration and strengthening of ECE methodology and approaches in the existing programs of elementary teacher training (pre- and in service). Research studies, surveys and development of data on ECE, including mapping of donor support. Development of teaching cum textual material on ECE and its dissemination to the school/ECE centers.	x	x	x	MoE, PEDs, DEDs
1.4.1. Community influential/elders, school and district authorities mobilized to encourage parents to enroll their children in ECE (advance kachi).	x	x	x	x	x	Advocacy and capacity building at national and provincial level for promotion and institutionalization of ECE and mobilization drives for increasing enrollment Coordination and networking of ECE stakeholders (SMCs/PTAs, teachers district government, DoE, donors, NGOs and INGOs) for preparing to accept new admissions at ECE levels. Development of Behavioral-Change Communication (BCC) strategy and implement action plan to provide assistance to the district authorities and SMCs (integrate with Outcome 2)	x	x	x	MoE, PEDs, DEDs, NGOs
1.4.2. Community members mobilized to participate in the in the management of schools.	x	x	x	x	x	Capacity building of SMCs and teachers to manage and monitor schools efficiency and effectiveness and utilization of funds (as given above in Outcome 2 and Output 5)		x	x	PEDs, DEDs, NGOs
1.4.3. Increased knowledge of district authorities (elected representatives and education managers, in particular women staff) about learning standards		x	x	x	x	Already covered above		x	x	PEDs, DEDs

and best practices of ECE (Improved/strengthened Kachi) to improve enrolment										
1.4.4. Demonstrated/applied best practices/strategies to improve enrolment, retention, and completion for girls and vulnerable groups		x	x	x	x	Technical support to replicate implementation of evaluated good/best ECE practices in selected districts. Technical and financial support to expand implementation of evaluated best practices. For example, provide incentives to disadvantaged and deserving children in the form of stipends, food and nutrition, free books and uniform ,etc.	x	x	x	MoE, PEDs, DEDs

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

Annex C:

ONE UN PROGRAM IN PAKISTAN – OVERALL GOVERNING STRUCTURE

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

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

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

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

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

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

1. One UN Program

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

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

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

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

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

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

2. Joint Programs (JPs)

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

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

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

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

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

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

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

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

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

3. Joint Program Components (JPCs)

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

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

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

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

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

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

4. Pakistan One Fund

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

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

The responsibilities of the Administrative Agent include:

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

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

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

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

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

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

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

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

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

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

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

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

The Proposed Education Joint Programme Management and Coordination Structure

Annex D: Joint Programme Component 1 Framework, as endorsed by the Ministry of Education

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 1: PRE- and ELEMENTARY EDUCATION				
UNDAF outcome(Goal/ long term Outcome): ☐ **Universal, free and compulsory quality basic education for all children, especially girls.**				
Joint Programming Outcomes (Intermediate Outcome)				
JP Outcome 1: Sustained policy commitment to education reforms and increased budgetary allocations and expenditures for ECE, (Improved/ strengthened Kachi), universal and free compulsory education by 2015 and up to class 10 by 2025 (in accordance with draft National Education Policy 2008). **Outputs:** 1. Policy, Reforms and Initiatives in Education for ECE and free and compulsory elementary education developed. 2. Increased awareness for promoting equity in education through provision of equal opportunities of education to all sections of society. 3. EFA Forums as well as EFA/ ECE Units established and activated at national, provincial/ area and district level 4. Provincial/ Area and National plans for ECE, Universal Primary/ Elementary Education developed	**Indicator(s):** • Approval and enforcement of New Education Policy (with ECE and free and compulsory elementary education) by Cabinet/Parliament • Budgetary allocations and expenditures (as % of GDP) to/in primary & middle education and ECE with special emphasis on girls, marginalized[19] groups and refugees where applicable. • Relevant policy documents in place • # of favorable statements and announcements by the policy makers emphasizing on inclusive education policy and implementation. • # of districts and provinces where EFA units established. • # of meetings of EFA forums held in a year. • # of schools in UN Districts/UPE districts where ECE classes have been initiated and strengthened	**Target:** • By end 2009 • By 20% increase over the baseline	• Interim and final achievement report to be prepared by federal and provincial governments (Cross cutting) • Progress report • National budget review, Public expenditure report, etc • Monitoring report jointly prepared by Federal and Provincial Governments	• The Government will continue to accord due priority to education • No economic crisis; • No natural disaster (The 3 assumptions above cut across all outcomes)

[19] A marginalized person or group involves a social process of becoming or being made marginal, often as a group within the larger society.

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 1: PRE- and ELEMENTARY EDUCATION				
JP Outcome 2: Improved elementary school enrolment, retention and completion especially for girls and vulnerable[20] groups by 2010 **Outputs:** 1. Community influential's, school and district authorities mobilized to encourage parents to enroll their children, particularly girls. 2. Increased awareness for promoting equity in education for eliminating social exclusions and promoting national cohesion through provision of equal opportunities of education to all sections of society. 3. District education situation analyses (on excluded children) conducted in selected districts 4. District EFA plans (including ECE and UPE) developed in selected districts. 5. Community members mobilized to participate in the management of schools in selected districts 6. Demonstrated and applied best practice/strategies to improve enrolment, retention, and completion for girls and vulnerable groups 7. Increased enrolment through campaigns by head teachers and teachers in their school catchment areas	**Indicator(s):** • Net Enrolment Ratio by districts, sex, refugees (where applicable) and location • Gross Enrolment Ratio by districts, sex, refugees (where applicable) and location • Completion rate (grade 5 and 8) by districts, refugees (where applicable) sex and location • # and type of awareness raising events • # of community members/representatives/women's groups/CSOs, faith-leaders, refugees (where applicable) participated in the awareness raising events • # of districts with disaggregated situation analysis report • # of meetings/workshops for dissemination of information on missing facilities • # of women and members of marginalized groups included in meetings/workshops for dissemination of information on missing facilities. • # of districts with inclusive[21] education plans • # of meetings of PTAs and SMCs	**Target:** • Increase by 35% over the baseline (2007-08 SY) • Increase by 9 % over the baseline (2007-08) • It is important to monitor learning achievement s with increase of enrolment ratios • UPE in selected districts achieved	• EMIS, PSLMS, MICS • EMIS, PSLMS, MICS • Progress reports • Interim and final achievement report to be prepared by federal and provincial governments	• Recognition of value of education by parents & community; • Secure law and order situation.
JP Outcome 3: Improved learning outcomes for all children up to grade 8 by 2010.	• **Indicator:** • Learning achievement scores at grades 4 and 8 by districts, gender and location	**Target:** • Improve by 10% for each subject	• NEAS	• Govt.continue s support to NEAS, PEAS

[20] A person or group is vulnerable when it is lacking strength and support is required to enable or promote independent living and safe and active participation in the Community.
[21] *Inclusive* refers to all sections of the society comprising all right-holders and duty-bearers (e.g., boys and girls, young and adults, people living in poor conditions, people with physical or mental disabilities, people living with PHLIV, displaced, refugees, religious-ethnic minorities)

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 1: PRE- and ELEMENTARY EDUCATION				
Outputs: 1. Primary and middle schools, especially for girls, staffed with trained teachers, equipped with, and using, better learning materials in selected districts. 2. Minimum Levels of Learning (MLL) for Grade 1 to 8 developed, tested, and approved. 3. A system of continuous school-based assessment of learners performance at all levels introduced. 4. Learning achievement levels of students in selected districts assessed, keeping in view MLL and other proposed framework. 5. Increased knowledge of provincial, and district authorities and communities about learning achievement levels of students in their areas to facilitate education planning.	• # of Trained (with required certification) Teachers by sex in primary and middle schools by districts (Indicators to be developed) • # of teachers who attended in-service training courses by sex • # of boys and girls schools receiving text-books on time (within one week of the start of academic calendar) • # of meetings, workshops, seminars, training courses for district officials on learning achievements of students in their areas • # of female district officials successfully attending meetings, workshops, seminars, training courses on learning achievements of students in their areas • # of refugee school teachers included (where applicable) in meetings, workshops, seminars, training courses on learning achievements of students in their areas • # of teachers in UPE districts well versed with curricula and syllabus. • # of teachers applying teaching skills and methods learned through pre and in-service training. • # of students whose performance has been improved through MLL developed. • # of research studies conducted on access and quality.	• 100% teachers trained • This target is to be made progressively	• EMIS • Progress reports	and DEAS
JP Outcome 4: Increased enrolment and retention in ECE (Advanced Kachi) in selected districts by 2010	• **Indicator:** • Gross Enrolment Ratio in public and private schools) by districts; sex, refugee status (where applicable) and location	**Target:** • 100% GER	• EMIS	• Commitment of the government

Summary	*Objectively Verifiable Indicator*		*Means of Verification*	*Critical Assumptions*
JP COMPONENT 1: PRE- and ELEMENTARY EDUCATION				
Outputs: 1. Community influentials, school and district authorities mobilized to encourage parents to enroll their children in ECE (advanced Kachi). 2. Community members mobilized to participate in the in the management of schools. 3. Increased knowledge of district authorities (elected representatives and education managers, in particular women staff) about learning standards and best practices of ECE (Improved/strengthened Kachi) to improve enrolment 4. Demonstrated/applied best practices/strategies to improve enrolment, retention, and completion for girls and vulnerable groups	• Dropout rates in ECE (Advanced Katchi) and ECE by sex. • # and type of awareness raising events especially targeting women and those from vulnerable groups • # of community members/women's groups participated in the awareness raising events • # of meetings of PTAs and SMCs • # of sensitization meetings, workshops, seminars, training courses for district officials on standards and best practices in ECE • # of female staff members successfully attending sensitization meetings, workshops, seminars, training courses for district officials on standards and best practices in ECE	• Reduced by 25%	• AEPAM Surveys	partners

*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 1: PRE- and ELEMENTARY EDUCATION

UNDAF outcome (Goal/ long term Outcome): Universal, free and compulsory quality basic education for all children, especially girls **(US $ million)**

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JPC Outcome 1: Sustained policy commitment to education reforms and increased budgetary allocations and expenditures for ECE, (Improved/ strengthened Katchi), universal and free compulsory education by 2015 and up to class 10 by 2025	**2.75**	**4.60**	**13.15**	**20.50**
1.1.1. Policy, Reforms and initiatives in Education for ECE and free and compulsory elementary education developed.	0.80	1.00	1.20	**3.00**
1.1.2. Increased awareness for promoting equity in education through provision of equal opportunities of education to all sections of society	1.50	2.70	8.80	**13.00**
1.1.3. EFA Forums as well as EFA/ ECE Units established and activated at national, provincial/ area and district level	0.40	0.80	2.80	**4.00**
1.1.4. Provincial/ Area and National plans for ECE, Universal Primary/ Elementary Education developed	0.05	0.10	0.35	**0.50**
JPC Outcome 2: Improved elementary school enrolment, retention and completion especially for girls and vulnerable groups by 2010	**2.50**	**6.20**	**51.60**	**60.30**
1.2.1. Community influential's, school and district authorities mobilized to encourage parents to enroll their children, particularly girls.	0.13	0.25	1.13	**1.50**
1.2.2. Increased awareness for promoting equity in education for eliminating social exclusions and promoting national cohesion through provision of equal opportunities of education to all sections of society	1.00	3.00	16.00	**20.00**
1.2.3. District education situation analyses (on excluded children) conducted in selected districts	0.05	0.20	0.75	**1.00**
1.2.4. District EFA plans (including ECE and UPE) developed in selected districts.	0.08	0.15	0.78	**1.00**
1.2.5. Community members mobilized to participate in the management of schools in selected districts	0.25	0.50	4.25	**5.00**
1.2.6. Demonstrated and applied best practice/strategies to improve enrolment, retention, and completion for girls and vulnerable groups	1.00	2.00	27.80	**30.80**
1.2.7. Increased enrollment through campaigns by head-teachers and teachers in their school catchment areas	0.00	0.10	0.90	**1.00**

JP Component 1: PRE- and ELEMENTARY EDUCATION

UNDAF outcome (Goal/ long term Outcome): Universal, free and compulsory quality basic education for all children, especially girls **(US $ million)**

OUTCOME/OUTPUT	Resource Allocation			
	Federal	Prov	District	Total
JPC Outcome 3: Improved learning outcomes for all children up to grade 8 by 2010.	**1.90**	**3.45**	**14.65**	**20.00**
1.3.1. Primary and middle schools, especially for girls, staffed with trained teachers, equipped with, and using, better learning materials in selected districts.	0.18	0.43	1.90	**2.50**
1.3.2. Minimum Levels of Learning (MLL) for Grade 1 to 8 developed, tested, and approved.	0.70	0.20	0.10	**1.00**
1.3.3. A system of continuous school-based assessment of learners performance at all levels introduced.	0.63	1.78	9.10	**11.50**
1.3.4. Learning achievement levels of students in selected districts assessed, keeping in view MLL and other proposed framework.	0.35	0.90	2.75	**4.00**
1.3.5. Increased knowledge of provincial, and district authorities and communities about learning achievement levels of students in their areas to facilitate education planning.	0.05	0.15	0.80	**1.00**
JPC Outcome 4: Increased enrolment and retention in ECE (Advanced Kachi) in selected districts by 2010	**1.68**	**3.15**	**11.23**	**16.00**
Outputs to support MoE's ECE Proejct (PC1)	0.88	1.35	4.33	**6.50**
1.4.1. Community influential/elders, school and district authorities mobilized to encourage parents to enroll their children in ECE (advance kachi).	0.50	1.10	2.40	**4.00**
1.4.2. Community members mobilized to participate in the in the management of schools.	0.05	0.20	0.75	**1.00**
1.4.3. Increased knowledge of district authorities (elected representatives and education managers, in particular women staff) about learning standards and best practices of ECE (Improved/strengthened Kachi) to improve enrolment	0.00	0.00	0.00	**0.00**
1.4.4. Demonstrated/applied best practices/strategies to improve enrolment, retention, and completion for girls and vulnerable groups	0.25	0.50	3.75	**4.50**
JP Component 1 Total	**8.83**	**17.40**	**90.57**	**116.80**

	2009	2010	Total
Total required to deliver JPC 1	46,720,000	70,080,000	**116,800,000**
UN agency core resource	9,887,581	6,375,300	**16,262,881**
Donor contribution to UN	17,642,500	6,091,000	**23,733,500**
Gap (Unfunded)	**36,832,419**	**63,704,700**	**76,803,619**

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