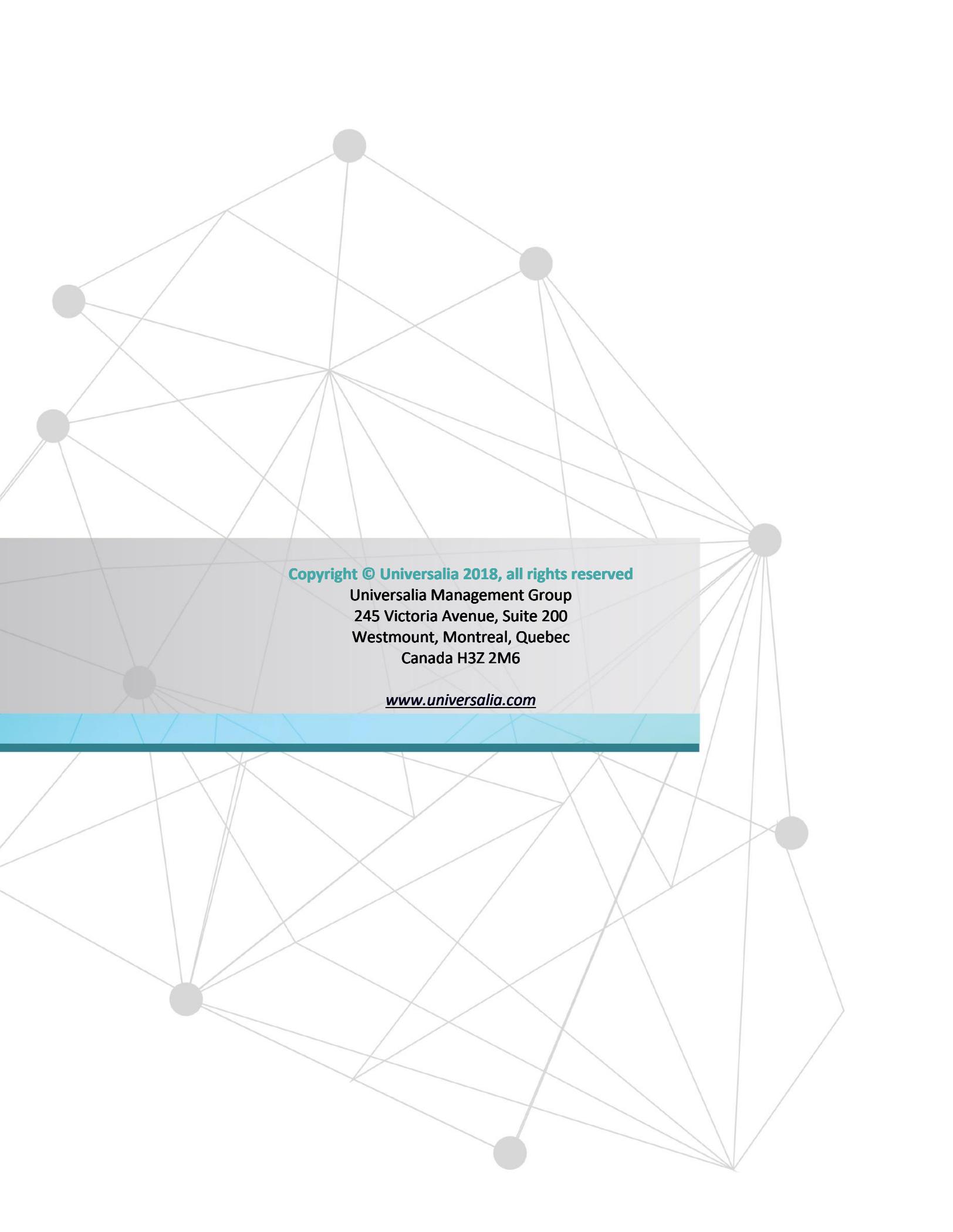


Summative Evaluation of GPE's Country-level Support to Education

Batch 2, Country 5:
Pakistan (Balochistan and Sindh Provinces)

FINAL REPORT | SEPTEMBER 2018





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Executive Summary

Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This study was conducted in May 2018 and covered GPE support from 2013 to 2018. It draws on document, database and literature review, as well as on consultations with a total of 74 stakeholders from the relevant provincial departments of education, key federal level stakeholders, development partners, civil society and the Secretariat.

The CLE focuses on the two Pakistani provinces of Balochistan and Sindh given that until now GPE financial support has focused on these two jurisdictions.

Education in Pakistan

Unlike many other GPE partner developing countries, Pakistan stands as a federation of four provinces (Punjab, Sindh, Balochistan and Khyber Pakhtunkhwa) and three federally-administered districts. In 2010, the federal government devolved various powers to the four provinces, including the direct decision-

making authority for education (with the exception of higher education).

Sindh and Balochistan account for approximately 40 percent of Pakistan's overall population. While Sindh stands as one of the richest, most urbanized and industrialized provinces, Balochistan has minimal levels of industrialization and the highest levels of poverty in Pakistan. The Sindh Education and Literacy Department (SELD) and the Balochistan Secondary Education Department (BSED) respectively are responsible for providing basic education from pre-primary to higher secondary levels, and to improve literacy through adult and non-formal education.

Sindh and Balochistan developed their first Education Sector Plans (ESPs) in 2010, both of which are explored in this evaluation: **the Balochistan Education Sector Plan (BESP) 2013-2018 and the Sindh Education Sector Plan (SESP) 2014-2018.**

GPE in Pakistan

Pakistan joined GPE in 2012, around the same time that GPE transitioned from the Fast Track Initiative (FTI), and two years after devolution of authority for education from the federal to provincial governments. Pakistan has received two Education Sector Program Implementation Grants (ESPIGs) of increasing size, two Education Sector Plan Development Grants (ESPDGs) of increasing size, and one Program Development Grant (PDG). **The evaluation covers the periods covered by the most recent ESPIGs** (\$66 million to Sindh for 2015-2018; \$34 million to Balochistan for 2014-2018). The grants were used to fund the Balochistan Education Project (BEP) and the Sindh Global Partnership for Education Project (S-GPE) respectively.

GPE contributions to sector planning

State of sector planning in Pakistan, 2013-2018

The processes for the development of the BESP (2013-2018) and SESP (2014-2018) were province-led, participatory and included extensive consultations with government and non-government actors at central, district and local council levels. The BESP is built around five thematic areas (four in relation to basic education and one on higher education). The SESP is based on seven components divided into 13 thematic areas. Both plans share three overall priorities: 1) to improve access and equity to education; 2) to improve the quality of education; and 3) to strengthen governance and accountability in the education sector.

As reflected in their endorsement by the respective LEG and according to Secretariat quality ratings, both ESPs were considered credible first sector plans, and stakeholders unanimously described them as useful common frameworks for guiding and assessing sector progress against agreed upon targets. However, weaknesses in both sector plans included data limitations, limited attention paid to learners with special needs and to reducing the number of out-of-school children, and lack of discussion of how the government intends to bridge funding gaps. Furthermore, neither province's plan met GPE quality criterion 5, "Achievable", and neither plan was subsequently fully implemented as planned.

GPE contributions

GPE has significantly contributed to strengthening sector planning in both provinces.

Providing an incentive: The prospect of obtaining direct financial support for education reform/renewal through the ESPIGs was a key driver for developing ESPs in both Balochistan and Sindh.

Providing resources For ESP development (Sindh only). Sindh province received an ESPDG which provided for consulting services and the development of a situation analysis to inform the development of the SESP.

Quality assurance through the GPE Secretariat to strengthen the draft ESPs as well as for each province's ESPIG application.

Technical assistance and facilitation of consultative processes related to ESP development by UNICEF as the coordinating agency (CA) in both provinces, in terms of facilitating LEG meetings and compiling ESP appraisal reports

GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Pakistan

During 2013-2018, education sector dialogue in both provinces became more participatory and inclusive, with Local Education Groups (LEGs) established in Sindh and Balochistan in 2012 and 2015 respectively. While the LEGs provided a new and valued opportunity for education sector stakeholders to work together, groups representing private and religious schools had limited participation. LEGs in both provinces included donor agencies, development partners and civil society organizations (CSOs). Teacher organizations (TOs), however, were represented in the LEG in Balochistan but not in Sindh. Moreover, the frequency of meetings and the number of members in both LEGs decreased post ESP completion, partly due to challenges

faced by stakeholders based in rural areas to travel to LEG events. Fora for education sector dialogue were also implemented at the district-level in both provinces through District Education Groups (DEGs) and Parent Teacher School Management Committees (PTMSCs).

Each province conducted two Joint Education Sector Reviews (JESRs) in 2015 and 2016 respectively, which were first time occurrences in both jurisdictions.

- The JESRs were **participatory, inclusive, evidence-based and covered most education subsectors**. They also indicated room for improvement, however, in that they included **neither teacher and parent-teacher organizations nor district-level government representatives**;
- **The modus operandi of JESRs did not allow for a comprehensive review** of the education sector. This was due to overly broad themes to structure the review, time constraints, large number of participants, limited attention to reviewing costs of ESP implementation, and a lack of clarity of the roles and responsibilities of participants;
- **The JESRs had more influence on decision-making in Balochistan than in Sindh**. While there is documentation of key actions taken in response to the recommendations of the first JESR in Balochistan, there is no evidence that this was the case after either JESR in Sindh.

GPE contributions

GPE contributed to progress in sector dialogue and monitoring in both provinces through:

- **Providing an incentive** for inclusive and participatory sector dialogue through ESPIG funding requirements and providing **guidance**, through the Secretariat country lead, on implications of these requirements;
- **Active participation in JESRs of both provinces** by the Secretariat country lead and the coordinating agency;
- **Providing technical assistance** for preparing and conducting LEG meetings in both provinces, and in developing the dashboard for monitoring SESP implementation;
- The Secretariat country lead provided advice on **means to increase the effectiveness of LEGs**, notably through reduction in membership and the creation of technical working groups on thematic issues.

GPE contributions to sector financing

State of sector financing in Pakistan, 2013-2017

Between 2011 and 2016, domestic expenditures on education increased in both provinces (by 42.1 percent in Balochistan and 125.1 percent in Sindh). Stakeholders interpreted this as indications of strong political will within the provincial governments to strengthen education, as well as a result of general increases in both provinces' budget allocations from the federal government. In 2016-2017, both provinces allocate close to, or more than, 20 percent of their domestic budgets to education (20.07 percent in Sindh and 16.8 percent in Balochistan). The proportion of provincial education financing channeled to capital development expenditure increased in both provinces in from 2011-2015, from 6.8 percent to 17.9 percent in Balochistan, and from 1.2 percent to 7.3 percent in Sindh.

International education sector financing to Pakistan increased significantly in 2010-2016, from US\$482.6 million to US\$627.4 million (an increase of 30 percent).

GPE contributions

The evaluation found limited evidence of GPE contributions to increased domestic education financing. While available evidence suggests GPE advocacy efforts contributed to pushing the agenda of the 20 percent target at the federal-level, there was little evidence for such advocacy at the provincial-level, with few provincial stakeholders indicating an awareness of the GPE target.

During the period under review, GPE contributed modestly to increases in international education sector financing. Stakeholders from both provinces reported an increased number of donor interventions since the GPE-supported development of the BESP and the SESP. However, a lack of disaggregated data for official development assistance (ODA) inflows at the provincial-level precluded verifying this assessment.

While GPE support to strengthening sector dialogue contributed to strengthened donor coordination, **there was no evidence of GPE support having contributed to improving the quality of international sector funding** e.g. through exploring options for pooled funding, coordinated reporting or joint evaluation.

GPE contributions to sector plan implementation

State of sector plan implementation in Pakistan, 2013-2018

Implementation of the ESPs was low overall in both provinces. By June 2018, six months before the end of the implementation period of the SESP, 63.2 percent of planned activities saw no progress towards implementation, while 13.2 percent and 23.6 percent of activities were

in progress or had been completed respectively. The least progress in implementation was made in activities related to public-private partnerships, education infrastructure, early childhood education, and primary and elementary education, and information communications technology. On the other hand, 36 activities related to governance and accountability were completed, the highest among all categories of the SESP (although 85 of the category's activities remain in progress).

The latest data on BESP implementation from November 2016 reported that 26 percent of planned interventions as part of the BESP had been implemented. The thematic areas with the highest rates of implementation were "Quality and Relevance in Education" and "Governance and Management," measured at 31 percent and 29 percent respectively. The thematic areas of "Higher Education" and "Adult Literacy and Non-Formal Education" had the lowest rates of implementation, at 13 percent and 17 percent respectively.

The lack of disbursement of allocated funds for plan implementation was a major factor hindering the implementations of both ESPs. Despite both provinces disbursing more than 90 percent of overall allocated education financing during 2012-2016, there was a hold-back of capital development spending due to provincial and national fiscal uncertainties of which only 65.9 and 50.7 percent were disbursed in Balochistan and Sindh respectively during the same period. The BESP received only 23 percent of expected domestic financing from 2013-2016. Similarly, stakeholders in SELD agencies reported SESP activities not being carried out due to a lack of disbursed funds. This is largely due to revenue shortfalls caused by the overall nature of fiscal federalism in Pakistan. Both provinces did not have the means, apart from increasing taxes on a limited basis, or political willingness to generate additional revenue to fill funding gaps.

GPE contributions

GPE contributed to the implementation of the BEBP and SESP through financial support in the form of ESPIGs of US\$66 million and US\$34 million in Sindh and Balochistan respectively, which supported the activities of the S-GPE and the BEP. The grant agent (GA) in Pakistan was the World Bank. Funds allocated through the ESPIGs represented 7.2 percent and 32.2 percent of education ODA from project-specific interventions in Sindh and Balochistan respectively.

GPE contributed to the establishment of monitoring systems (both provinces), and to implementing activities aimed at expanding education access and Early Childhood Education in Balochistan. In Balochistan, key BPE achievements included the establishment of gender-free schools, a merit-based process for hiring teachers; as well as the establishment of ECE centers where 1,870 teachers were trained. In both provinces, the achievements of the S-GPE in Sindh and the BPE in Balochistan was the establishment of the Sindh School Monitoring System (SSMS) and the Real Time School Monitoring System (RTSM) in Sindh and Balochistan respectively.

GPE non-financial support indirectly contributed to implementation of the ESPs in both provinces through the country lead's and the CA's promotion and facilitation of sector dialogue and ESP implementation monitoring via the LEGs. (See section on 'emerging good practice' below). The S-GPE and the BPE brought about the establishment of real-time school monitoring systems in both provinces, which generated reliable and timely data on the education sector. These were the Sindh Education Management Information system (SEMIS) and the Balochistan Education Management Information System (BEMIS).

Factors other than GPE contributions affecting change

Factors that positively influenced change in the above described areas include (i) government commitment to education system reform; (ii) commitment to evidence-based and participatory sector planning among civil society education stakeholders; (iii) decisions of other donors to invest substantially in the education sector.

Factors that negatively affected change include (i) revenue shortfalls due to the nature of fiscal federalism in Pakistan, which entails limited revenue-generation capacities among the provinces; (ii) lack of staff capacity at the provincial level in implementation of ESPs in both provincial education departments; and (iii) high turnover rates in the BSED, especially senior ministerial and management positions.

Unintended/unplanned results of GPE support

One unplanned *positive* effect of GPE support is that other departments in Balochistan, such as the Department of Health, are looking at the planning process of the BEBP, and the plan itself, as an example to be followed.

The evaluation found no evidence of unintended negative effects of GPE support.

System level change

System level change

During the period of review, both provinces introduced various measures to remove barriers to equitable education access, education quality and effective sector management. These achievements and remaining gaps are summarized as follows:

Access, Equity and Completion

- **Free and compulsory education for children between the ages of five and 16 passed into law** in 2013 and 2014 in Sindh and Balochistan respectively;
- **Construction of new schools**, with 1,612 primary schools built in Balochistan and 300 lower secondary schools built in Sindh since 2013;
- **Schools upgraded and consolidated.** In Balochistan, 1,033 schools were upgraded to additionally offer higher level education, and in Sindh 108 one-room schools were merged with other schools. Also in Sindh, an additional 1,076 out of 4,123 schools previously identified as non-functional (ghost schools) have been reopened;
- **Improved school infrastructure** in the form of boundary walls to 281 schools, additional classrooms in 578 schools and toilet facilities in 372 schools by the BSED. SELD, in collaboration with the World Bank, piloted the Environment and Social Management Framework (ESMF) in 50 schools, which implement improved learning environments designs in school buildings;
- **Gender considerations streamlined** through the abolition of gender segregation in primary schools in Balochistan; the creation of a Gender Unit in the SELD; and the receipt of stipends and free textbooks by 300,000 grade 6-10 girls, between 2013 and 2017;
- **Alternative pathways to education for out-of-school children.** The BSED, with support from UNICEF, established 202 Accelerated Learning Pathways (ALP) centres to increase access to education in remote areas. In Sindh, the Non-Formal Basic Education (NFBE) and ALP policy were adopted in 2017.
- **Expanding pre-basic education** to improve children's readiness for school, as seen in Balochistan, where 506 ECE centers were established with ECE teaching materials.

Education Quality and Relevance

- **Establishment of education standards for Early Childhood Education (ECE) and Non-Formal Education (NFE)** through the adoption of policies, establishing of minimum teaching standards, and formulating a strategy for ECE and NFE centers in both provinces;
- **Curriculum implementation frameworks designed in both provinces.** Sindh, in particular, adopted the Sindh School Education Standards and Curriculum Bill and established the Sindh Curriculum Council to address policy matters related to curricula, learning materials and assessment;
- **Strengthened capacity to assess students' learning outcomes** through the introduction of the Standardized Achievement Test (SAT) in Sindh, and the Balochistan Assessment and Examination Commission (BAEC);

- **More effective and efficient teacher recruitment in both provinces**, through policies aimed at changing long-standing traditions of rent-seeking and patronage in education departments, and the hiring of teachers on a merit basis. These measures likely helped reduce pupil-teacher ratios in both provinces;
- **Strengthened in-service training** through the development of continuous professional development programs in both provinces.

Sector Management

- **Decentralization of educational financial and administrative powers to the district-level government.** Districts in both provinces established District Education Groups (DEGs) and District Education Authorities (DEAs), and DEAs have become the main implementation bodies for education;
- **Strengthening sector monitoring** through the establishment of the Sindh Education Management Information system (SEMIS) and the Balochistan Education Management Information System (BEMIS). Also, the introduction of data collection on school-level indicators through neutral monitors via the newly established SSMS and RTSM stands as a departure from a previous lack of neutrality in data collection under the National Education Management Information System (NEMIS).

Likely links between sector plan implementation and system level change

Implementation of the two provincial ESPs likely contributed to the noted system-level changes. All of the improvements described above can be linked to specific initiatives contained in the SESP and BESP. Both sector plans supported the provinces in addressing capacity gaps which resulted from devolution.

The sector plans set out to establish the basis on which the provinces could fulfil their responsibilities in education following the devolution, which did not include a strategy to transfer technical expertise from the federal government to the provincial-level.

Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

There is little statistical data on changes in learning outcomes, equity, gender equality and inclusion in education in Pakistan. Limitations of impact-level data in Sindh and Balochistan, in particular, included:

- **Inaccurate and incomplete historical data from NEMIS**, which prevents establishing reliable trends for example in relation to out-of-school children, gross enrollment rate (GER), net enrollment rate (NER), and completion rates for the whole period under review;
- **Absence of data for identifying trends in inclusive education for children with disabilities and/or other special needs;**
- **Incomplete time series and non-comparable data on learning outcomes.** Neither Sindh nor Balochistan have comprehensive Learning Assessment Systems in place. The Annual Status of Education Report (ASER) is the only available source of data on learning outcomes that is comparable for both provinces and it does not provide data for the whole period under review. Available ASER data indicate a **decrease in learning outcomes from 2014 to 2016** in terms of the basic proficiency of children aged 5-16 in Urdu/Sindhi, English and Arithmetic, decreased in both Sindh and Balochistan.

Available, scattered data on equity, gender equality and inclusion provides a mixed picture of progress made.

- **The number of enrolled students declined** slightly between 2012 and 2017. In Balochistan, the total number of children enrolled in pre-primary to higher secondary public schools decreased from 1,056,664 (40 percent female) in 2012 to 907,350 (34 percent female) in 2017. In Sindh, enrollment in public schools decreased from 4,577,475 (40 percent female) in 2012 to 4,485,695 (40 percent female) in 2017. NEMIS does not provide data on gross enrollment rate (GER), and net enrollment rate (NER);
- **The proportion of out-of-school children** across Pakistan increased during the period under review, reaching 52 percent in 2017. Consulted stakeholders noted, however, that NEMIS data were not reliable due to the fact that they considered children enrolled in private and religious schools as being out-of-school;
- **Gender parity** targets for enrollment in the ESPs of both provinces have not been achieved. The targets for gender parity for 2018 at the primary-level were 0.74 and 0.78 for Sindh and Balochistan respectively. Actual measures for 2016-2017 were 0.62 for Sindh and 0.51 for Balochistan;
- **Survival rates** (i.e. the proportion of children enrolled in primary school reaching Grade V) **increased** in Sindh from 51 percent in 2012 to 60 percent in 2016, and **decreased** in Balochistan from 49 percent to 41 percent during the same period;
- **Effective transition rates from primary to lower secondary education increased** in both provinces between 2012 and 2016, though to a larger extent in Sindh (from 64 percent to 73 percent) than Balochistan (from 69 percent to 70 percent).

Likely links to observed system level changes

The system-level changes observed have yet to be sufficiently implemented to foster changes in learning outcome or equity. This is the case, for example, for the noted changes in curricula, policies, teacher professional standards, and minimum standards for schools, which have yet to be operationalized and/or fully rolled out. Once these measures are implemented, it will likely take several years until related changes contribute to measurable effects on learning outcomes. There was no improvement in gender equality in enrollment, and measures taken to increase enrollment of girls in both provinces, such as awareness campaigns to reduce attitudinal barriers to female education in the BESP and designation of gender-based budgeting for promotion of gender equality in education in the SESP, have not had sufficient time to take effect. There was no clear relationship to any system-level improvements in Sindh with regard to out-of-school children. On the other hand, a minor decrease of out-of-school children in Balochistan occurred likely due to the construction of new schools and the provision of more qualified teachers as part of the BESP. There is no available data to demonstrate any changes regarding education access and quality for children with special needs. **However, system-level changes achieved thus far constitute a relevant and potentially influential foundation for future change.**

Conclusions/ Overall observations

Emerging good practice

Two approaches observed in Pakistan are noteworthy and of potential interest to other countries.

Concerted efforts to establish provincial-level school monitoring systems were taken by Balochistan and Sindh. The establishment of these systems lays a foundation for the collection, analyzing and dissemination of data.

The role of the LEG in both provinces in coordinating ESP implementation, reporting on ESP progress, and providing input to decision-making processes. This was seen, for example, in the drafting of the Sindh Non-Formal Education policy as a result of the formation of a task force within the LEG on issues of non-formal education.

GPE contributions

GPE support has made positive contributions to sector planning, sector dialogue and parts of sector plan implementation in Balochistan and Sindh. There is limited evidence of GPE contributions to more and better education sector financing.

Most in-country stakeholders valued the quality assurance for draft sector plans and ESPIG-funded programs provided by the GPE Secretariat. However, the observed challenges in ESP implementation indicate that the GPE Quality Assurance Review (QAR) and appraisal process for sector plans did not give sufficient weight to the assessment of actual implementation capacity in both provinces, relying more on a technical assessment of the quality of the document, as opposed to its relevance as a practical instrument to guide planning and implementation.

In both provinces, consulted stakeholders widely agreed that the work of UNICEF as the coordinating agency was crucial in the preparation of strong ESPs and in many instances catalytic to the success of ESPIG implementation. For UNICEF, however, which also maintains its own portfolio of activities in both provinces, being the coordinating agency for GPE-related work has resulted in resourcing challenges, given that CAs do not receive reimbursement for their staff costs which have been rising.

The World Bank as the GPE Grant Agent played its role effectively in the fiduciary oversight of ESPIG implementation in both provinces. However, the GA appears to have had limited visibility at the province-level, which placed an additional burden on the Coordinating Agency to represent GPE in Pakistan as a whole. While the GPE operational model assumes effective cooperation and mutual support between GA and CA, this has not consistently been the case in Pakistan.

Cross-cutting observations

There was an absence of synergies between education sector improvements in Sindh and Balochistan. There was no evidence of cross-fertilization or dialogue having occurred between the two provinces, despite the similarity of their ESPs. Similarly, there was no visible effort made at the federal level to draw on lessons learned in Balochistan and Sindh to inform the education systems of other provinces.

While both provinces experienced increased sector planning capacities, the ability to implement lags behind. A lack of technical skills, trained and sufficient personnel, as well as fiscal limitations to increase the pool of trained personnel have ultimately hampered the ability of provinces to implement ESP interventions.

There is very little data to show any improvements made with regard to gender equality. Also, the ESPs of both provinces did not focus attention on special needs circumstances, especially learning disabilities and physical disabilities. Likely causes for these gaps include a lack of internal capacity to analyze special needs as well as long-term societal patterns and social norms around gender roles and individuals with special needs.

There has been steady progress in integrating initiatives piloted either by ESPIG support or bilateral donor activity to increase recurrent budgets for education in Balochistan and Sindh. However, the fiscal framework for providing revenue transfers between the federal and provincial level limits the ability of provinces to increase overall spending.

System level change

During 2013-2018, Balochistan and Sindh made progress towards removing barriers to equity

education access, and towards improving education quality and sector management. Despite their incomplete and fragmented implementation, the SESP and BESP were the most likely factors which contributed to the noted improvements. Both sector plans were approved shortly after devolution, at which point in time provincial capacities were limited and a strategy to transfer technical expertise from the central government to provincial ones was lacking. In this context, the sector plans established the basis on which provinces could start to fulfill their responsibilities in education.

Impact level change

System-level changes observed have yet to be sufficiently implemented to foster changes in learning outcome equity. As such, there is a lack of a link as of yet between system-level changes achieved during the review period and impact-level changes in learning outcomes, equity and gender equality.

Acronyms

ALP	Accelerated Learning Pathways
ASER	Annual Status Education Report
BAEC	Balochistan Assessment and Examination Commission
BEMIS	Balochistan Education Management Information System
BEP	Balochistan Education Project
BESP	Balochistan Education Sector Plan
BOC&EC	Bureau of Curriculum and Extension Centre
BSED	Balochistan Secondary Education Department
CA	coordinating agency
CEQ	Country Evaluation Question
CIF	Curriculum Implementation Framework
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CSR	Country Status Report
DCP	Developing Country Partner
DEA	District Education Authority
DEG	District Education Group
DFID	Department for International Development (United Kingdom)
DG M&E	Directorate General of Monitoring and Evaluation
DSIDP	District Wise School Infrastructure Development Plans
ECCE	Early Childhood Care and Education
ECD	Early Childhood Development
ECE	Early Childhood Education
EDG	Education Donor Group
EDP	Education Development Partner
EFA	Education for All
EGMA	Early Grades Math Assessment

EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System
ESAPPR	Education Sector Annual Performance Progress Report
ESFM	Environmental and Social Management Framework
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
ESR	Education Sector Review
EU	European Union
FTI	Fast Track Initiative
GA	Grant Agent
GAC	Global Affairs Canada
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GNI	Gross National Income
GPE	Global Partnership for Education
GRA	Global and Regional Activities
HDI	Human Development Index
HR	Human Resource
HRMIS	Human Resources Monitoring and Information System
IBRD	International Bank for Reconstruction and Development
ICT	Information Communication Technology
IIEP	International Institute for Educational Planning
IMF	International Monetary Fund
IMT	Inclusive Management Team
IPEMC	the Inter-Provincial Education Ministers' Conference
ITRP	Independent Technical Review Panel
JESR	Joint Education Sector Review
JICA	Japan International Cooperation Agency
KOICA	Korean International Cooperation Agency
KPI	Key Performance Indicator

KQ	Key Question
LEG	Local Education Group
M&E	Monitoring and Evaluation
MFE&PT	Ministry of Federal Education and Professional Training
MTR	Mid Term Review
NEDPG	National Education Development Partner Group
NEMIS	National Education Management Information System
NFBE	Non-Formal Basic Education
NFC	National Finance Commission
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-Operation and Development
PBF	Performance-Based Financing
PCE	Pakistan Coalition of Education
PDG	Program Development Grant
PITE	Provincial Institute for Teacher Education
PPIU	Policy, Planning and Implementation Unit
PRSP	Poverty Reduction Strategy Paper
PTR	Pupil Teacher Ratio
PTSMC	Parent Teacher School Management Committee
RSU	Reform Support Unit
RTSM	Real Time School Monitoring
SAT	Standardized Achievement Test
SDG	Sustainable Development Goal
SELD	Sindh Education and Literacy Department
SEMIS	Sindh Education Management Information System
S-GPE	Sindh GPE project
SMC	School Management Committee
SSMS	Sindh School Monitoring System

ToC	Theory of change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
U.K.	United Kingdom
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Cooperation
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WB	World Bank

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. ¹
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals e.g. resources, enabling environment) and capabilities (knowledge, skills). ²
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. ³ Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. ⁴
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. ⁵

¹ OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

² Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

³ Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

⁴ World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

⁵ Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3.

Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. ⁶
GPE support	The notion of “GPE support” encompasses financial inputs deriving from GPE grants and related funding requirements, as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE’s global, regional, and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g. pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. ⁷
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. ⁸

⁶ GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

⁷ Adapted from OECD, Glossary of Aid Effectiveness Terms <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

⁸ GPE 2010, p.3.

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1 Introduction

1.1 Background and purpose of the summative evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.⁹

2. This evaluation is part of a larger GPE study that comprises a total of 22 summative and eight formative country level evaluations (CLE). The overall study is part of the GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact¹⁰ at the country-level. The objective of each summative CLE is to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.¹¹ See Box 1.1.

Box 1.1. Scope of this summative evaluation

This summative country evaluation is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting developing country partners. It does not set out to evaluate the performance of the governments of the Provinces of Sindh or Balochistan, the grant agents and coordinating agency, other in-country stakeholders, or specific GPE grants.

3. The primary intended users of the country-level evaluations are members of the Global Partnership for Education, including developing country partner (DCP) governments and members of local education groups (LEGs) in the sampled countries (in this case two of Pakistan's four provinces, Sindh and Balochistan), and the Board. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country/province levels.

⁹ Global Partnership for Education (2016): GPE 2020. "Improving learning and equity through stronger education systems"

¹⁰ In the context of this assignment, the use of the term 'impact' is aligned with the terminology used by GPE to refer to sector level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the country evaluations examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

¹¹ Assignment Inception Report (based on the evaluation TOR), p.1

1.2 Methodology overview

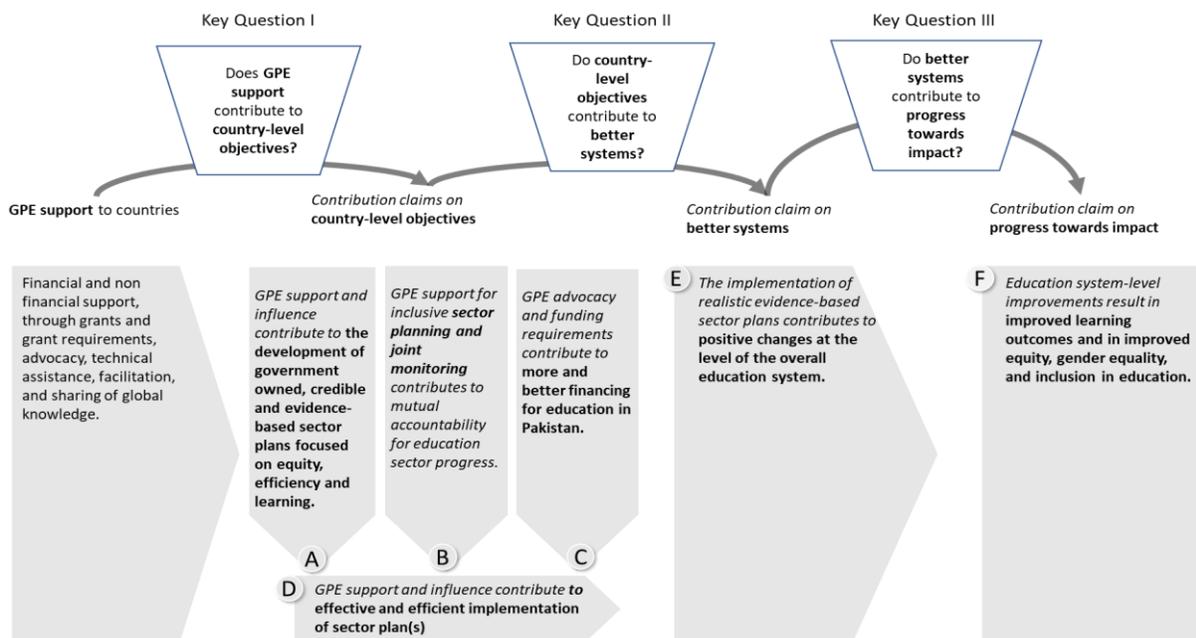
Methodology

4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the province-level theory of change for Balochistan and Sindh based on a contribution analysis approach (Appendix II).¹² A brief summary of the country evaluation methodology is provided in Appendix III of this report. For further details, please refer to the Inception Report for the overall assignment (January 2018).

5. For the Pakistan CLE, the evaluation team consulted a total of 74 stakeholders from the relevant provincial departments of education, key federal level stakeholders, development partners, civil society and the Secretariat (see Appendix V), and reviewed a wide range of relevant documents, databases, websites as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to country-level objectives (KQ I); of country-level objectives to better systems (KQ II); and of better systems to progress towards impact (KQ III). The findings of this report are presented in three sections that correspond to the KQs. In turn, each section is divided into sub-sections of findings that address the contribution claims under each KQ. The three KQs and the six contribution claims (A, B, C, D, E, F) are presented in Figure 1.1.

Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims



¹² This country-specific ToC was adapted from the generic country-level ToC in the Inception Report.

Limitations

7. The development of the summative evaluation of GPE's country-level support to education in Pakistan, and specifically in Balochistan and Sindh, was hampered by two sets of factors: logistical and data-related. Surprisingly, given concerns about security raised by some stakeholders (for example, the inability of their personnel to travel to certain areas) security-related issues proved to be inconsequential and stakeholders in Balochistan in particular had no difficulty or qualms about attending interview sessions with the evaluation team.

8. In-country time constraints limited the amount of time available to drill down in more detail and to reach beyond sets of primary stakeholders identified by the coordinating agency, UNICEF, both at the national level and, more importantly, in the two provinces in question. Specifically the allocation of time in both provinces was insufficient.

9. The federal nature of Pakistan makes the collection of reliable national data problematic. While not specifically relevant to this evaluation of GPE work in Balochistan and Sindh, federal officials point out that their primary source of information, the National Education Management Information System (NEMIS), which extracts some basic information about education every year, is inconsistent and at variance from other more contemporary data systems. This was also noted by multiple stakeholders in both provinces. Data limitations are further discussed throughout the report.

10. Even after GPE support for significantly strengthening data systems, along with other donor support, neither province could provide reliable information on the number of students enrolled in the province, the number of schools, or the number of teachers to name only several key gaps. This is based on evidence provided by stakeholders in both provinces as well as the coordinating agency (CA) and grant agent (GA) located in Islamabad.

11. The implication of these and other shortfalls in the data set is that this summative evaluation report will focus on whatever reliable information is available from the two provinces in question. Information was determined to be "reliable" on the basis of dialogue with stakeholders and cross comparisons of data sources from both provinces. These gaps however are not caused by the lack of cooperation on the part of educational authorities in both provinces. Rather, it is a systemic barrier.

1.3 Structure of the report

12. Following this introduction, **Section 2** gives an overview of the context of Pakistan and the two provinces that have received GPE support, with a focus on the education sector, and on the history of Pakistan's involvement with GPE support.
13. **Section 3** presents evaluation findings related to GPE's claimed contributions to country-level objectives related to changes in sector planning; fostering mutual accountability through inclusive policy dialogue and sector monitoring; sector plan implementation; and sector financing.
14. **Section 4** discusses education system-level changes in the two provinces of Pakistan that received GPE support during the period 2014-2018 and likely links between these changes and progress made towards the country-level objectives discussed in section 3.
15. **Section 5** presents an overview of the impact-level changes¹³ observable in the provinces of Sindh and Balochistan and possible links to the noted changes in their provincial education systems.
16. Finally, **Section 6** presents overall conclusions of the evaluation.

¹³ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

2 Context

2.1 The Federal nature of Pakistan

17. Unlike nearly all other GPE partner developing countries that are subjects of summative and prospective country evaluations, the Government of Pakistan is a federal government established by the Constitution of Pakistan as a constituted governing authority of four provinces: Punjab, Sindh, Balochistan, and Khyber Pakhtunkhwa; and three federally-administered districts.

18. Using the Westminster system for governance, the federal government is composed of the executive, legislative and judicial branches, in which all powers are vested by the Constitution in the Parliament, the Prime Minister and the Supreme Court. There is a bicameral Parliament with the National Assembly as a lower house and the Senate as an upper house.

19. The governance structure of the four provinces is generally similar to the federal, with the unelected Governors undertaking the Presidential function. Provinces were established at the time of national independence, 1947.

Devolved education function

20. In 2010, as a result of the 18th amendment to the Constitution of Pakistan, the federal government devolved a large set of powers to the four provinces. These include education, health, and environmental considerations. Prior to that time, education was a shared function between the federal level and provinces. However, the federal level retained ultimate decision-making authorities thus limiting provincial responsibilities largely to the administration of national level policies.

21. After devolution, functions such as education were left largely to the direct decision-making authority of provincial governments (higher education has not been devolved). In the case of education, the Federal Ministry, after the constitutional amendment in 2010, was completely disbanded, only to be re-established several years later in an effort to engender on a voluntary basis a degree of cooperation and standardization across Pakistan.

22. Pakistan has a complex taxation system of more than 70 unique taxes administered by at least 37 tax collection institutions of the Government of Pakistan. The federal government retains the vast majority of taxation powers. Constituted under Article 160 of the Constitution, the National Finance Commission Award (NFC) is a series of planned economic programs to take control of financial imbalances and equally manage the financial resources for the four provinces to meet their expenditure liabilities while alleviating the horizontal fiscal imbalances. It redistributes the larger federal revenue pool to individual provinces on the basis of a five-year formula.

23. The relative weakness of Pakistan's provinces in terms of their revenue generating capacity has significant implications for education financing across Pakistan and specifically in Balochistan and Sindh. Approximately 90 percent of the overall provincial budget of Balochistan, and 75 percent of the budget of Sindh, come from federal revenue sources due to limited provincial revenue generating capacity. As well, Pakistan as whole, and its provinces, has been negatively impacted by very low taxes to GDP ratios along with low levels of tax compliance that results limited fiscal flexibility to resource public goods such as education.

Limited federal responsibilities for education

24. Re-established in 2011, the Ministry of Federal Education and Professional Training (MFE&PT) is the federal ministry of the Government of Pakistan responsible for a limited range of education-related functions. The ministry's main responsibilities include creating policies, plans and programs to ensure the accessibility and availability of education in Pakistan. It is also a provider of many technical, vocational and professional skills and training that are needed to satisfy the national and international standards of the employment market.

25. In terms of the work supported by GPE, the federal ministry has little if any practical responsibilities. However, due to the nature of the GPE governance model, the federal minister is responsible for representing Pakistan on GPE's board, and by extension is responsible for stewardship with the GPE of programming in Balochistan and Sindh.

Implications

26. There are implications for the development of a GPE summative evaluation for Pakistan given the intergovernmental structure responsible for education in Pakistan.

- Based on decisions taken by the GPE Board and the Government of Pakistan at the time it joined GPE, GPE has provided support to only two of the four provinces, Balochistan and Sindh.¹⁴ Therefore, national education data are of little relevance given that Balochistan and Sindh combined represent only approximately 40 percent of Pakistan's overall population (Punjab, another province, accounts for over 50 percent of the total population).
- There is effectively no national center on which to base a unified national report as is the case for nearly all of the other countries under review by summative and prospective evaluations where there is a unitary national government.

27. As a result, this summative country evaluation focuses on Balochistan and Sindh, and not on the totality of Pakistan.

2.2 The education sector in Sindh and Balochistan

28. At the same time that the 18th amendment to the Constitution of Pakistan devolved the state's functions in regard to education to the provincial governments, Article 25A was added to the Constitution, calling for free education for all children between the ages of 5 to 16 years as a fundamental right. In 2013 and 2014, Sindh and Balochistan enacted legislation making all 5-16-year-old children residing in their respective territories eligible for free and compulsory education by law.¹⁵

¹⁴ Information provided by senior federal and provincial officials

¹⁵ In Sindh, the law NO.PAS/Legis-B-07/2013, "The Sindh Right of Children to Free and Compulsory Education Bill, 2013", was passed by the Provincial Assembly of Sindh on 13 February 2013, assented to by the Governor of Sindh on 6 March 2013, and published as an Act of the Legislature of Sindh on 11 March 2013. In Balochistan, the law No.PAB/Legis: V (05)/2014, "The Balochistan Compulsory Education Bill 2014" was passed by the Provincial Assembly of Balochistan on 28 January 2014, assented by the Governor on 4 February 2014, and published as an Act of the Balochistan Provincial Assembly on 6 February 2014.

29. While both Sindh and Balochistan face the challenge of fulfilling their new responsibilities regarding education, the provinces' main differences in terms of geography, demographics and economy influence the way each province works toward providing free and compulsory education. While Sindh is the most urbanized, industrialized, and entrepreneurial, and one of the richest provinces in Pakistan, Balochistan has minimal levels of industrialization and the highest levels of poverty in Pakistan.¹⁶ According to pre-release and preliminary 2017 data census, the total populations of Sindh and Balochistan are 47.9 million and 12.3 million respectively; 42.76 percent and 46.67 percent of the population are less than 15 years old in Sindh and Balochistan respectively.¹⁷ Sindh is half the size of Balochistan with close to four times the population.

30. The Sindh Education and Literacy Department (SELD) and Balochistan Secondary Education Department (BSED) are responsible for providing basic education from pre-primary to higher secondary, and to improve literacy among citizens through adult and non-formal education. The SELD is organized into 20 agencies while the BSED is divided along nine agencies. In Sindh, the Minister for Education and Literacy has been in office since 2014 and the Secretary for Education and Literacy has been in office for the past six months. In Balochistan, there have been eight Secretaries of Education in the past five years.

31. The SELD and BSED are responsible for providing free education to children age 5-16, distributed into five levels (see Table 2.1). The provincial departments support also Non-Formal Education (NFE) and Adult Literacy. Together, Early Childhood Education (ECE), primary, middle-elementary, lower secondary, and higher secondary constitute the basic education cycle, which is free and compulsory for all children. Technical Vocational and Tertiary Education are not a provincial responsibility. The official age groups for each schooling level are shown in Table 2.1.

Table 2.1 *Official school age and grades in Pakistan by level*

LEVEL	AGE GROUP (YEARS)	GRADES
Early Childhood Education (Katchi)	3-5	-
Primary	5-10	1-5
Middle-Elementary	10-12	6-8
Lower Secondary	12-14	9-10
Higher Secondary	14-16	11-12

Source: Sindh Education Sector Plan 2014-2018.

¹⁶ Sources: Government of Sindh, Sindh Education Sector Plan (Karachi, 2014), Government of Balochistan, Balochistan Education Sector Plan (Quetta, 2013),

¹⁷ Pakistan Bureau of Statistics, *2017 Census*, (Islamabad, 2017).

32. Types of schools include government, grant-aided, private, and madrassa. All government and grant-aided institutions under basic or secondary education are principally financed by government and are considered public schools, whereas private schools are privately funded. Madrassas are privately funded schools divided along sectarian affiliations, have their own examination system, offer nine-year courses, and their curriculum generally includes religious teaching with some elements of logic and philosophy.¹⁸

33. Students attending private schools and madrassas are considered out-of-school, in the context of government-operated facilities and government-derived educational statistics. In Sindh however, private, as opposed to religious schools are supervised by the Directorate General of Private Schools, even though provincial data systems are not used. The provincial and national figures on the number of private schools and madrassas, as well as the number of children enrolled in these institutions, are only estimates. The SESP and BESP estimate the number of madrassas at 1,885 and 1,095 (with 326,244 and 85,000 children enrolled)¹⁹ in Sindh and Balochistan respectively. The estimated proportion of children enrolled in non-state institutions (i.e., private schools and madrassas) in Sindh is 9 percent (5 in private schools and 4 in madrassas) and in Balochistan is 12 percent (11 in private schools and 1 in madrassas).²⁰ Table 2.2 below shows the number of public schools, teachers, and students at each educational level in both provinces.

Table 2.2 NEMIS data on number of public schools, teachers, and children enrolled (2017)

	NUMBER OF SCHOOLS, TEACHERS, STUDENTS	PRIMARY	MIDDLE ELEMENTARY	LOWER SECONDARY	HIGHER SECONDARY
Sindh	54,828 public schools (23% are girls-only schools)	38,132 90%	2,241 5%	1,719 4%	291 1%
	157,779 teachers in public schools (32% female)	91,092 58%	13,235 8%	36,079 23%	10,381 7%
	4,485,695 children enrolled (39% female)	2,398,592 53%	624,748 14%	360,697 8%	349,914 8%

¹⁸ Government of Sindh, Sindh Education Sector Plan (Karachi, 2014), Government of Balochistan, Balochistan Education Sector Plan (Quetta, 2013),

¹⁹ Data extracted from the SESP and BESP. Compared with the total number of schools, 8.1% and 3.2% of schools in Balochistan and Sindh respectively are madrassas. Source: Government of Pakistan. "Pakistan Education Statistics 2013-2014." March 2015.

²⁰ South Asian Forum for Education Development, *Pakistan Annual Status of Education Report 2016*, (Lahore, 2017). Includes only schools in rural areas.

	NUMBER OF SCHOOLS, TEACHERS, STUDENTS	PRIMARY	MIDDLE ELEMENTARY	LOWER SECONDARY	HIGHER SECONDARY
Balochistan	14,126 public schools (29% are girls-only schools)	11,671 84%	1,271 9%	905 6%	42 1%
	54,720 teachers in public schools (33% female)	18,143 33%	12,928 24%	19,392 35%	1,586 3%
	907,350 children enrolled (34% female)	488,569 54%	123,818 14%	60,062 7%	120 1%

Source: NEMIS reports *Pakistan Education Statistics*, 2017.

34. Both Sindh and Balochistan have Local Education Groups (LEGs) that bring together representatives from the BSED and SELD, civil society organizations, and development partners. Teachers are represented in Balochistan's LEG, but not in Sindh's.²¹ As well in Sindh, the Sindh Education Sector Planning Steering Committee exists, comprised largely of governmental representatives. Its role in relation to the Sindh LEG remains unclear.²² While there is no formal education group at the federal level, development partners meet on a regular basis through the National Education Development Partners Group (NEDPG), and the provincial ministries of education meet on a quarterly basis through the Inter-Provincial Education Ministers' Conference (IPEMC) to which development partners are also invited.²³

35. Sindh and Balochistan developed their first Education Sector Plans (ESPs) since devolution in 2010. Before devolution, education played a key role in national priorities and was guided in great part by the National Education Policy 2009 (NEP 2009). At the time of drafting the first provincial ESPs, each province steered away from the NEP by presenting new goals and priorities specific to provincial needs and realities, as the NEP 2009 did not address province-specific issues. The Balochistan Education Sector Plan (BESP) and the Sindh Education Sector Plan (SESP) cover the periods 2013-2018 and 2014-2018 respectively. The implementation status of both ESPs was reviewed by Joint Education Sector Reviews (JESRs) in each province in 2015 and 2016, and the status of BESP implementation was also reviewed in an Education Sector Annual Performance Progress Report in 2016.

²¹ GPE RF indicator 19

²² Remarks by GPE Secretariat Pakistan Country Lead

²³ Global Partnership for Education, *Mission Summary Report: Mission of the Global Partnership for Education Secretariat to Islamabad*, Mission report.

Table 2.3 *Timeline of key policy documents in Sindh and Balochistan education sectors, 2013-2018*

	2013	2014	2015	2016	2017	2018
National level policies	National Education Policy 2009				New National Education Policy in preparation	
ESP – Balochistan	BESP 2013-2018					
ESPIG – Balochistan			Period covered by the GPE-funded Balochistan Education Project (BEP)			
ESP – Sindh		SESP 2014-2018				
ESPIG - Sindh			Period covered by the GPE-funded Sindh-GPE Project (S-GPE)			
JESR - Balochistan			✓	✓		
JESR – Sindh			✓	✓		
Other reporting mechanisms Balochistan²⁴				✓		

36. The evaluation focuses on Balochistan’s BESP 2013-2018 and Sindh’s SESP 2014-2018, and their accompanying GPE-funded projects, BEP and S-GPE. The evaluation does not reference previous efforts at sector planning because education was a federal competency until recently.

2.3 GPE in Pakistan

37. Pakistan joined the GPE in 2012, around the same time that GPE transitioned from the Fast-Track Initiative to its current nomenclature, and two years after education was devolved from the federal to the provincial governments. It is represented on the GPE Board through the Asia and the Pacific constituency.

38. The federal nature of Pakistan has significantly affected how GPE has partnered with stakeholders at the national and provincial levels to deliver effective and targeted programming. GPE support has been focused on the provinces of Sindh and Balochistan.²⁵ To date, Pakistan has received

²⁴ Education Sector Annual Performance Progress Report.

²⁵ Although GPE did not focus its efforts at the federal level of government, stakeholder interviews revealed that GPE grants (PDG, ESPDG, and ESPIG) were made to the federal government of Pakistan and transferred to the provincial governments of Sindh and Balochistan; no GPE funding remained at the federal level. The GPE country lead for Pakistan had the opportunity to attend a meeting of the National Development Partners Group (NEDPG), a forum where development partners meet on a regular basis to discuss their interventions in the education sector.

two Education Sector Program Implementation Grants (ESPIG), two Education Sector Plan Development Grants (ESPDG), and one Program Development Grant (PDG), as shown in Table 2.4.

Table 2.4 *GPE grants to Pakistan*

GRANT TYPE	YEARS	ALLOCATIONS (US\$)	DISBURSEMENTS AS OF 2017 (US\$)	GRANT AGENT
Program Implementation (ESPIG)	2015-2018 (Sindh)	66,000,000	65,730,921	IBRD
	2014-2018 (Balochistan)	34,000,000	13,068,017	IBRD
Sector Plan Development (ESPDG)	2017 (Sindh)	499,400		IBRD
	2012 (Sindh)	250,000	249,717	UNICEF
Program Development (PDG)	2013 (Sindh)	190,000	188,092	IBRD

39. The Pakistan Coalition of Education (PCE) received two Civil Society Education Fund (CSEF) grants²⁶ to conduct surveys for monitoring and tracking education budget at the district level in Pakistan.²⁷ In addition, two initiatives supported through GPE's Global and Regional Activities (GRA) program included interventions in Pakistan:

- A World Bank managed initiative addressing knowledge and capacity gaps in seven broad thematic areas by producing and disseminating knowledge products (GRA 11).²⁸
- A UNESCO-led initiative for supporting national capacities to improve learning through information sharing and South-South cooperation among countries in the Asia-Pacific region, and enhanced knowledge and policies for improving learning to have strengthened and credible national systems to monitor student learning (GRA 13).²⁹

²⁶ Under CSEF II (2013-2015) and CSEF III (2016-2018)

²⁷ UNESCO, SEF 2013 – 2015 Progress Report to UNESCO for the period 01 July to 31 December 2013, (2015).

²⁸ Global Partnership for Education, *Global and Regional Activities Program: Annual Summary Portfolio Status Report as of June 30, 2016*, (Washington, 2016).

²⁹ Global Partnership for Education, *Global and Regional Activities Program: Summary – Annual GRA Portfolio Status Report as of June 30, 2017*, (Washington, 2017).

3 GPE contributions to sector planning, implementation, dialogue/monitoring and financing³⁰

3.1 Introduction

40. This section summarizes findings related to Key Question I of the evaluation matrix: “Has GPE support to Balochistan and Sindh Provinces in Pakistan contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”³¹

41. The GPE country-level theory of change, developed in the inception report and adapted to the Pakistan federal context (Appendix II) outlines four contribution claims for GPE’s contributions to these dimensions. Each contribution claim is based on several underlying assumptions (Appendix VII).

42. This section is structured around the four objectives and their corresponding contribution claims. It tests each of the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, what has changed in the two provinces in Pakistan, during the period under review?³² And second, has GPE contributed to these changes and, if so, how?³³ Answers to these questions are presented in the form of findings, and a summary assessment of the contribution claim is presented at the beginning of each sub-section. The summary assessments are colored to indicate whether evaluation evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim, or if there is insufficient data to assess the respective claim (grey). Appendix VII explains the underlying rating criteria and provides an overview of the evaluation’s assessment regarding the likely application of each of the underlying assumptions related to each of the contribution claims.

³⁰ In the generic country level ToC developed during the inception phase, envisaged improvements in the areas of education sector planning, mutual accountability for sector progress, education sector financing, and ESP implementation constitute the key *country level objectives* that GPE is aiming to contribute to. This largely mirrors how country level objectives are defined in the GPE 2016-2020 strategic plan, except for mobilizing more and better education sector financing, which in the GPE 2020 is framed as a *global* level objective. The summative evaluations approach the issue of sector financing as a country level objective to reflect that the focus is on changes in sector financing for the specific country under review.

³¹ Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

³² This question corresponds to Country Evaluation Questions (CEQ) 1.1, 1.2, 1.4, 2.1, 2.2 in the evaluation matrix.

³³ This corresponds to CEQ 1.3, 1.4, 1.5, 2.3, 3.1, and 3.2.

3.2 Sector planning³⁴

Box 3.1: Assessment of Contribution Claim A.

Claim: “GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.”

Assessment: In both provinces, the evaluation found that available evidence **supports** the GPE contribution claim related to strengthening education sector planning.

Assessment is based on: (a) The planned result was achieved, i.e. during the review period the governments of both Balochistan and Sindh provinces did develop sector plans that, despite some areas for improvement, are owned by the governments of both provinces, relatively credible (albeit ambitious) and evidence-based (albeit with some statistical data limitations); (b) Available evidence indicates that the likelihood of the assumptions underlying the GPE contribution claim holding true in both provinces in Pakistan context are ‘strong’ for four, and ‘moderate’ for one out of 5 assumptions;³⁵ (c) The evaluation found some additional external factors beyond GPE support, but on their own, they do not suffice to explain the noted progress in sector planning.

Strengths and weaknesses of sector planning during the period under review³⁶

Finding 1: The Education Sector Plans of Balochistan (2013-2018) and Sindh (2014-2018) are strong first holistic sector plans, while also reflecting several weaknesses. The process of their development was participatory, fostered government ownership in both provinces, and contributed to strengthening capacities for sector planning in both provinces.

43. Appendix IX outlines the thematic priorities of the ESPs and illustrates how they responded to sector analyses conducted in both provinces. The appraisals of both ESPs were based on available evidence, and the sector analyses informing plan development cover the five strategic objectives adopted by GPE.³⁷

³⁴ This section addresses evaluation questions CEQ 1.1 (What have been strengths and weaknesses of education sector planning during the period under review?), 1.3 (Has GPE contributed to the observed characteristics of sector planning? How?), and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

³⁵ Please see sub-section on ‘Validity of assumptions’ below.

³⁶ Evaluation question CEQ 1.1.

³⁷ GPE’s five strategic objectives for the period 2012-2015 were: Fragile and conflict affected states able to develop and implement their education plans; All girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment; Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3; Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide a good quality education; Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to

44. The Balochistan Education Sector Plan (BESP 2013-2018) is built around five thematic areas that provide the background and policy framework for the ESP as well as the proposed objectives and strategies. One thematic area is focused on higher education and four are relevant to basic education (Quality and Relevance in Education, Access and Equity, Governance and Management, and Adult Literacy and Alternate Learning Pathways). The Sindh Education Sector Plan (SESP) 2014-2018 is based on seven components³⁸ divided into 13 thematic areas³⁹ addressing the sub-sectors in the education system.⁴⁰

45. While the two ESPs are structured differently and have different strategies reflecting the specific context of each province, they share three overall priorities: 1) to improve access and equity to ECE, primary, and secondary education; 2) to improve the quality of education; 3) to strengthen governance and accountability in the education sector.⁴¹ Both ESPs acknowledge their new responsibility of providing free and compulsory education to children aged 5-16 and set out to build the necessary conditions to do so.

46. The BESP was endorsed by education partners in March 2014.⁴² According to the Secretariat's internal ESP quality rating, the BESP met four of the seven quality standards under RF indicator 16a (strategic, evidence-based, sensitive to context, and attentive to disparities) but had gaps in three (overall vision, holistic, achievable). The SESP met four of the seven standards (overall vision, evidence-based, sensitive to context, attentive to disparities) and did not meet three of the standards (strategic, holistic, achievable). ok

47. The ESPs for the two provinces shared a number of strengths and weaknesses, as illustrated in Table 3.1.

education in GPE-endorsed countries. Source: Global Partnership for Education. "Strategic Plan 2012-2015". July 2013

³⁸ The seven components are: 1) Increasing Equitable Access to Early Childhood Education, Primary, Middle/Elementary and Secondary education; 2) Improving the Curriculum and Learning Outcomes; 3) Improving Teacher Quality; 4) Strengthening Governance and Service Delivery; 5) Improving Resource Allocation; 6) Adult Literacy and Non-Formal Basic Education; and 7) Cross-cutting areas.

³⁹ The 13 thematic areas are: 1) Public Private Partnership; 2) Governance and Accountability; 3) Early Childhood Education; 4) Social Cohesion and Education; 5) Curriculum, Textbooks and Assessment; 6) Education in Emergencies; 7) Education Infrastructure and Development; 8) Non-Formal Education; 9) Primary and Elementary Education; 10) Secondary and Higher Education; 11) Teacher Education and Development; 12) Gender and Education; 13) Information and Communication Technology.

⁴⁰ Each thematic area has its own implementation and results matrices. SELD reports on SESP implementation using the 13 thematic areas as main unit of analysis.

⁴¹ Sources: Government of Sindh, Sindh Education Sector Plan (Karachi, 2014), Government of Balochistan, Balochistan Education Sector Plan (Quetta, 2013).

⁴² There is no evidence the SESP was endorsed, such as an endorsement letter signed by development partners.

Table 3.1 Overview of Strengths and Weaknesses of the Balochistan and Sindh Education Sector Plans⁴³

DIMENSION ⁴⁴	STRENGTHS		GAPS/WEAKNESSES	
	Sindh	Balochistan	Sindh	Balochistan
Country-led, participatory and transparent process of ESP development	<ul style="list-style-type: none"> • Process of developing the ESPs was province-led and participatory, including extensive consultations with government and non-government actors at central, district and local council levels⁴⁵ • Both appraisals note that genuine efforts were made during the ESP preparation process to include voices that might otherwise not be heard, including community and private sectors representative.⁴⁶ • The LEG in Sindh was established during the planning exercise. It was divided into technical working groups that provided technical expertise in specific thematic issues. Additional support was provided by a group of national education experts.⁴⁷ • The Balochistan LEG was not formally established at the start of the planning process, but all LEG members were engaged throughout the BEBP preparation.⁴⁸ • Constituted the first holistic sector-planning exercise for both provinces 		<ul style="list-style-type: none"> • During the process of developing the ESP, communication between government, CSO, and development partners was inconsistent. • At the commencement of the planning process, the LEG was too large, resulting in cumbersome consultations 	

⁴³ Based on interview data, review of the two ESPs, and the Appraisal Sindh Education Sector Plan 2014-2018 and Appraisal Balochistan Education Sector Plan 2013-2017

⁴⁴ The dimensions used to structure observations are a blend of the GPE/UNESCO IIEP ESP appraisal criteria as described in the 2015 Guidelines for Education Sector Plan Appraisal and the GPE ESP quality criteria. As such, they address process as well as content related characteristics of the sector plan.

⁴⁵ Reflects texts from Sindh and from Balochistan ESPs.

⁴⁶ Sources: UNICEF & Local Education Group. "Balochistan Education Sector Plan 2013-2017." Appraisal Report, December 2013. UNICEF & Local Education Group. "Sindh Education Sector Plan 2014-2018." Appraisal Report, December 2013.

⁴⁷ Sources: UNICEF & Local Education Group. "Balochistan Education Sector Plan 2013-2017." Appraisal Report, December 2013. UNICEF & Local Education Group. "Sindh Education Sector Plan 2014-2018." Appraisal Report, December 2013.

⁴⁸ UNICEF & Local Education Group. "Balochistan Education Sector Plan 2013-2017." Appraisal Report, December 2013.

DIMENSION ⁴⁴	STRENGTHS		GAPS/WEAKNESSES	
	Sindh	Balochistan	Sindh	Balochistan
Addressing key challenges of the education sector in relation to equity, efficiency and learning	<ul style="list-style-type: none"> • Acknowledged policy challenges for the sector • Incorporated lessons from past experience in working within the confines of national top-down planning before devolution • Priority given to most marginalized and vulnerable children • Embraced a results-focused, classroom-based approach to reform • ESP informed by and responded to sector gaps identified in the situation analysis developed in advance of the ESP⁴⁹ • ESP gave more attention to different sub-sectors than had been the case in the past 	<ul style="list-style-type: none"> • Provided a comprehensive and forward-looking overview of education challenges • Identified policy options that can contribute to concrete achievements in the context • Attention given to governance and accountability issues • ESP informed by and responded to sector gaps identified in the situation analysis • ESP gave more attention to province-specific challenges than had been the case with the National Education Policy 2009 	<ul style="list-style-type: none"> • Both ESPs faced data limitations, which prevented the conduct of more sensitive data analysis. • In Balochistan, the data on which the ESP was developed was faulty, leading to errors in analysis and excessive expectations. • In both provinces, a concentration on politically sensitive issues such as “ghost teachers and schools” resulted in more transactional ESPs focused on individual systems enhancement, and less focus on improving the quality of education. • Issues such as services for learners with special needs and reducing the number of out-of-school children were not adequately prioritized and costed. 	

⁴⁹ While the situation analysis in Sindh was financed by a GPE ESPDG grant, the situation analysis in Balochistan was drafted by UNESCO and UNICEF in 2011. Both analyses have the same purpose of developing a comprehensive overview of the education sector and make recommendations for possible interventions.

DIMENSION ⁴⁴	STRENGTHS		GAPS/WEAKNESSES	
	Sindh	Balochistan	Sindh	Balochistan
Realistic financing, implementation and monitoring arrangements. Achievability.	<ul style="list-style-type: none"> Detailed attention to implementation issues and financing ESP identified existing needs and outlined (broad) strategies to address them Detailed costing and implementation plans 	<ul style="list-style-type: none"> ESP identified existing needs and outlined (broad) strategies to address them Detailed costing and implementation plans Recognition of need for service delivery support to schools and districts 	<ul style="list-style-type: none"> Limited prioritization among the various objectives Lack of discussion of how the government intended to bridge the identified funding gap Weaknesses in human resource capacities, and lack of clarity on accountability for plan implementation and monitoring Insufficient care in prioritizing objectives and in recognizing physical limitations due to the nature of the transfer of funds from the federal level to the province, key aspects of goods planning tended to weaken the overall impact of the plan 	

48. The stakeholders interviewed in Sindh for this evaluation were nearly unanimous in emphasizing the degree to which the ESP provided a first ever comprehensive framework for planning and subsequently implementing large-scale educational reform. Similarly, in Balochistan, despite identified gaps, all consulted stakeholders agreed that the ESP had provided them with a relevant common framework for assessing sector progress against agreed upon targets, and that it defined a common set of priorities that individual partner-supported projects could strive to align themselves with.

Box 3.2: “GPE’s funding requirement of having an ESP to get an ESPIG was crucial. It required us to respect their requirements and led to more rigor”.

Provincial senior official

Did GPE contribute to the observed characteristics of sector planning?⁵⁰

Finding 2: GPE has made notable contributions to sector planning in both provinces by providing advice, guidelines, and resources (Sindh only) for sector plan development.

49. Evidence deriving from document review and stakeholder interviews shows that GPE **has significantly contributed** to strengthening education sector planning in both provinces in the following ways:

- **Providing an incentive:** The prospect of obtaining direct financial support for education reform/renewal (ESPIGs) was a key driver for developing ESPs in both provinces. See also Box 3.3.
- **Providing resources to support ESP development:** Sindh received an ESPDG that provided for consulting services to increase the knowledge base, coordinate individual planning elements and develop forecasts, as well as developing a situation analysis informing the development of the SESP.⁵¹ Balochistan did not receive an ESPDG; the BESP was informed by a situation analysis conducted by UNICEF and UNESCO in 2011.
- **Technical assistance and facilitation:** The World Bank – as the grant agent for the ESPIGs in both provinces – provided technical assistance granting and accountability processes. UNICEF as the coordinating agency in both provinces facilitated LEG meetings and the compilation of ESP appraisal reports. Largely operating from headquarters in Washington, Secretariat staff advised and provided comments that informed the two appraisal reports. Although Balochistan did not receive an ESPDG, due to the fact that its ESP was well in development before Pakistan as a whole acceded to the GPE in 2012, the province prepared an ESPIG funding request in 2013. As a result, GPE provided guidance for ESP preparation, which was taken into account during BESP preparation, leading to the late inclusion of costing and financial analyses in the BESP.⁵² On

Box 3.3: “Education sector planning is now indigenous in Sindh and Balochistan. GPE is a major factor in establishing ESP as a model.”

Stakeholder from a development partner in Islamabad

⁵⁰ Evaluation question CEQ 1.1.

⁵¹ Global Partnership for Education, *Sindh EDP Grant Application*.

⁵² UNICEF & Local Education Group. "Balochistan Education Sector Plan 2013-2017." Appraisal Report, December 2013.

balance, the GPE support received was utilized in roughly similar fashions in both provinces, stakeholders from governmental and nongovernmental organizations in both provinces perceived that GPE guidelines for ESP preparation were instrumental in the preparation of their respective ESPs.

Validity of assumptions

50. The existence of capabilities, opportunities and motivation had constituted three of the five underlying assumptions related to sector planning that had been outlined in the GPE country-level theory of change (see Appendix II). Evidence also supports the fourth assumption that in both provinces in Pakistan GPE had sufficient leverage to influence sector planning in Sindh. The fifth underlying assumption, namely that existing data monitoring systems produce relevant and reliable data to inform sector planning, was not to be applicable beyond the most rudimentary context, thus generating data ambiguities that weakened the practicality of planning. This is a formidable challenge for the medium term.

Additional factors and unintended effects

51. **Positive** factors beyond GPE support that have influenced the observed characteristics of sector planning processes in both provinces are the degree of political support for reforms of the education system, commitment to evidence-based and participatory sector planning among civil society education stakeholders, and most importantly an apparent willingness by senior bureaucrats to support educational reform (leadership). Although Balochistan did not receive an ESPDG from GPE during BESP preparation, Australia provided US\$1.7 million to support the planning process, in addition to its contributions as a member of GPE. **Negative** factors that contributed to noted weaknesses in both provinces are widespread data gaps, budgetary uncertainties (transforming development projects into recurrent budgets) and resistance by organized labor to new planning and human resource management processes.

52. One unintended effect of education sector planning in Balochistan is that other departments (such as the Department of Health) are looking at the education sector plan and process as an example to be followed.

3.3 Mutual accountability through sector dialogue and monitoring⁵⁴

Has sector dialogue changed during the review period?⁵⁵

Box 3.4: Assessment of Contribution Claim B.

Claim: “GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.”

Assessment: The evaluation found that available evidence partially **supports** the GPE contribution claim related to strengthening mutual accountability in the education sector in both provinces.

Assessment is based on: (a) There has been progress towards the envisaged results of strengthening sector dialogue and monitoring, but important areas for improvement remain regarding the usefulness of the LEGs in both provinces, the quality of education sector reviews, and the creation of mutual accountability in the implementation of the Education Sector Plans; (b) The likelihood of the four assumptions underlying the contribution claim holding true in Balochistan and Sindh was rated strong for two and moderate for two assumptions;⁵³ (c) Ongoing security considerations, especially in Balochistan, combined with a highly charged political environment in Balochistan, constituted factors beyond the influence of GPE that limited sector dialogue to some degree in both provinces.

This overall assessment is discussed in the following paragraphs. Please see Appendix VIII for a visual representation of evaluation findings on the contribution claim related to sector dialogue and monitoring.

Finding 3: During 2013 – 2018, education sector dialogue in both provinces was participatory and inclusive. While it became more evidence-driven and effective in making policy recommendations over time, there are still limiting factors to effective dialogue in both provinces.

53. Local Education Groups (LEGs) established in Sindh and Balochistan in 2012 and 2015 respectively⁵⁶ include representatives from BSED and SELD, donor agencies, development partners, and civil society organizations (CSOs). Almost all consulted stakeholders felt that the two LEGs included all the relevant actors who wished and had the means to participate. However, teacher organizations are represented in the LEG in Balochistan but not in Sindh.⁵⁷ In Sindh, the absence of representation from

⁵³ See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

⁵⁴ This section addresses evaluation questions CEQ 2.1 (Has sector dialogue changed during the period under review?), 2.2 (Has sector monitoring changed?), 2.3 (Has GPE contributed to observed changes in sector dialogue and monitoring? How?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

⁵⁵ Evaluation question CEQ 2.1.

⁵⁶ As noted in section 3.2, although the LEG was not formally established at the start of the planning process in Balochistan, all LEG members have been engaged throughout the BEP preparation. Source: UNICEF & Local Education Group. "Balochistan Education Sector Plan 2013-2017." Appraisal Report, December 2013.

⁵⁷ GPE RF indicator 19

the private sector (private schools and madrassas) was highlighted by some stakeholders.⁵⁸ Paradoxically, the Sindh Directorate General for Private Schools was an initial member of the Sindh LEG, but seems to have subsequently limited its participation. Development partners attended the LEG in Balochistan less regularly than that in Sindh due to security reasons and because many of them are based in Islamabad with very limited opportunities to travel in Balochistan.⁵⁹

54. Since their inception, the number of members in both LEGs has decreased for two main reasons.⁶⁰ First, members who contributed less than others gradually withdrew from the LEG. Second, some stakeholders from both LEGs noted that members whose headquarters and activities were in rural areas stopped attending LEG meetings due to the high costs involved in transportation to Karachi, the capital.⁶¹ One consequence has been a diminution in the voice of rural stakeholders.

55. In principle, the LEG in Sindh meets every month⁶² however in 2018 it did not meet until August 2018. The LEG in Balochistan meets on a quarterly basis⁶³ and the most recent LEG meeting was held in May 2018.⁶⁴ Both LEGs are led by the respective provincial education departments. In Sindh, the Reform Support Unit convened LEG meetings through the Communication Unit (ESPIG-funded), provided data on SESP implementation,⁶⁵ and chaired the meetings. In Balochistan, the Policy, Planning and Implementation Unit (PPIU) played a similar role. Some stakeholders noted, however, that the PPIU was over burdened with other priorities, lacked the capacity to provide evidence and data for decision-making, and questioned the quality of briefing notes provided to inform the LEG.

56. In Balochistan, several stakeholders commented that LEG meetings had provided the first ever opportunity for actors in the education sector to work together. In Sindh, some CSO stakeholders mentioned that the Sindh government had a long tradition of dialogue and consultation with NGOs, and that the LEG was working in parallel with other existing dialogue mechanisms in the province. However, the evaluation team did not find further information on the name, membership or function of these other mechanisms.

57. Multiple members of both LEGs mentioned that the quality of sector dialogue improved over the review period, resulting in increased LEG influence on decision making. According to consulted stakeholders the main factors influencing this development were increased ownership and commitment

⁵⁸ In Balochistan, one CSO member of the LEG worked with Madrassas, and as such was able to relate issues on madrassas and make recommendations to the LEG on potential avenues for cooperation between the public sector and madrassas.

⁵⁹ In Sindh however, development partners and donor organizations, except for EU, have presence in Karachi, Sindh. Source: Mission report from GPE Secretariat country lead for Pakistan, December 2015.

⁶⁰ LEG stakeholders in Balochistan noted that the LEG reached around 100 members. As of June 2018, there are around 35 members in the LEG. There is no available data on the exact number of members in the Sindh LEG, only stakeholders' perception.

⁶¹ Although the scale of this problem is lesser in Sindh than Balochistan (with five percent of the population on 50 percent of the country's territory), this issue was mentioned by LEG members in Sindh as well.

⁶² 25 LEG meetings took place during the period under review in Karachi, Sindh. LEG meetings used to be held every 2 months, but LEG members agreed to meet every month during the 16th LEG meeting.

⁶³ 13 LEG meetings took place during the period under review in Quetta, Balochistan.

⁶⁴ The evaluation team attended the last LEG meeting in May 2018.

⁶⁵ In particular, data collected through the GPE funded Real-time School Monitoring (RTSM) and Sindh Schools Monitoring System (SSMS) in Balochistan and Sindh respectively.

of the provincial governments, better quality of data used for decision-making,⁶⁶ and the reduction of the number of actors involved in the two fora.

58. LEG members widely agreed that the respective government took the LEG's inputs into account in decision-making processes. In both provinces, the LEG served as the main forum for identifying actors concerned by specific issues and grouping LEG members into thematic technical groups⁶⁷ to provide policy recommendations. For example, in Sindh a task force within the LEG members on Non-Formal Education⁶⁸ contributed to drafting the Sindh Non-Formal Education policy, established standards for NFE teaching and learning materials, provided inputs on the NFE curriculum and its related textbooks, and supervised testing of the NFE curriculum and associated teaching and learning materials through a pilot phase.⁶⁹

59. A review of LEG minutes reveal that in both provinces, LEG meetings were used to report on progress on SESP and BESP implementation, prepare members for upcoming joint education sector reviews, and coordinate ESPs implementing actors within the SELD and BSED. LEG meetings in Balochistan focused on the Balochistan Education Project (ESPIG funded) and other donors' interventions.⁷⁰ In Balochistan, LEG members repeatedly provided recommendations on donors and development partners' work in their province, thereby contributing to avoiding duplication of efforts and aligning partners' interventions with the BSED.⁷¹

60. While acknowledging the role of LEGs in influencing decision making, consulted stakeholders also noted that there is a lack of clarity regarding the roles and responsibilities of LEG members and the mandate of LEGs. In their view, this limits LEG effectiveness and efficiency beyond the work of specific technical working groups due to the fact that their vague and generic mandate led to broad discussions that were not action oriented. Stakeholders further pointed out that LEG effectiveness could be enhanced if the respective finance departments⁷² were regularly and formally represented in the groups. At present, the absence of financial / provincial planning departments has limited LEGs' ability to make recommendations that could be addressed through appropriate resource allocation.⁷³

61. While there is no formal LEG at the federal level, development partners meet on a regular basis through the National Education Development Partners Group (NEDPG). The purpose of the NEDGP is to provide a forum for exchange between development partners and the federal government on the

⁶⁶ Consulted LEG members mentioned that this increase in the quality of the data used for decision-making was in great part due to the ESPIG funded activities in both provinces, in particular the SSMS and RTSM in Sindh and Balochistan respectively (see contribution claim D for more details).

⁶⁷ Called task force in Sindh

⁶⁸ Members of the task force are: the Directorate of Literacy and Non-Formal Education, the Sindh Teacher Education Development Authority, the Sindh Education Foundation, the Directorate of Curriculum, Assessment and Research, the Provincial Institute of Teacher Education, Sindh Textbook Board, the Reform Support Unit, the Curriculum Wing, and development partners (USAID, JICA, UNICEF, and UNESCO).

⁶⁹ School Education and Literacy Department - Government of Sindh, *Sindh Non-Formal Education Policy 2017*, (Karachi, 2017).

⁷⁰ In Sindh, some donor interventions are evidenced in LEG minutes, but much less so than in Balochistan.

⁷¹ Local Education Group in Balochistan, meeting minutes from 2015 to 2018.

⁷² The provinces' respective education departments, the SELD and BSED, are the only departments with formal membership in the LEGs.

⁷³ The Finance Department attended some LEG meetings on the invitation of the LEG members. However, the Department is not a regular LEG member.

education sector as well as between development partners, and to facilitate common understanding and integration of development partners' efforts in the education sector. The NEDPG developed a database mapping development partner efforts in the country, classifying interventions by thematic area and geography of intervention. Additionally, the Inter-Provincial Education Ministers' Conference (IPEMC) works to facilitate coordination across the provinces and at the national level. Development partners are also invited to participate at the IPEMC.⁷⁴ Neither the NEDPG nor the IPEMC have overlapping mandates and roles with the LEGs in Sindh and Balochistan. Finally, the evaluation team found little evidence to indicate sharing across provinces. For example, while both Sindh and Balochistan developed similar real-time school monitoring systems, stakeholders involved in implementing these systems were unaware of whether experience and knowledge sharing had occurred between the two provinces in this regard.

62. Fora for education sector dialogue have also been implemented at the district level in both provinces, namely District Education Groups (DEGs, a district "mini-LEG"), and Parent Teacher School Management Committees (PTSMCs). DEGs include representatives of key political parties, teachers, PTSMCs, religious leaders, and local elders. Their purpose is to coordinate education planning at the district level, monitor and implement district education priorities, and as make recommendations to district education authorities in dealing with teacher absenteeism and non-functional schools.⁷⁵ The evaluation team did not meet DEG representatives.

Has sector monitoring changed during the review period?⁷⁶

Finding 4: The two Joint Education Sector Reviews conducted in each province during the review period constituted progress towards the aim of ensuring mutual accountability. However, in both provinces the reviews had weaknesses, limiting their utility for learning and decision making.

63. Each province conducted two Joint Education Sector Reviews (JESRs), in 2015 and 2016, which were first time occurrences in both instances. Key JESR findings and recommendations were summarized in aide memoires that were endorsed in LEG meetings. No JESRs have been conducted since 2016 in either province. In 2016, Balochistan also drafted the Education Annual Sector Performance Progress Report 2015-2016 (EASPPR) to report on progress in implementing the BESP and the challenges during the 2015-2016 financial year, serving as a midterm review of the BESP.⁷⁷ A midterm review of ESP implementation was not conducted in Sindh.

⁷⁴ Global Partnership for Education, *Mission Summary Report: Mission of the Global Partnership for Education Secretariat to Islamabad*, Mission report December 2015.

⁷⁵ Non-functional schools are schools that are not used by teachers and students for learning purposes, commonly called ghost schools.

⁷⁶ Evaluation question CEQ 2.2.

⁷⁷ The EASPPR was drafted half way into the BESP period. Progress in the education sector in Balochistan was reported against the objectives set in the BESP.

64. The main strengths and weaknesses of the four reviews, based on information from document review and stakeholder consultations, are summarized below:⁷⁸

- **The JESRs in both provinces were participatory and inclusive, albeit with room for improvement.** Both JESRs in Sindh involved consultations with policy-makers, SELD officials, CSOs, development partners, education sector professionals, and academia.⁷⁹ In Balochistan, development partners, CSOs and officials from government education and other line departments participated in both JESRs.⁸⁰ The relative lack of senior participants from development partners was noted in both JESRs in both provinces.⁸¹ None of the four JESRs aide memoires note the presence or absence of teacher organizations, representatives from the district level of government, and parent-teacher organizations. Further examination has confirmed their absence.
- **All JESRs were evidence based, with improvements in the second JESR in both provinces.** Discussions and recommendations deriving from the JESRs were informed by field visits of schools as well as some government agencies.⁸² The second JESRs in both provinces were also informed by a detailed analysis of SESP and BESE implementation. In addition, the second JESR in Sindh was prepared by thematic teams that discussed the modus operandi of the exercise and prepared documents to be shared with JESR participants.⁸³
- **While all JESRs covered the most important education sub-sectors,⁸⁴ their modus operandi did not allow for a fully comprehensive review of the education sector.** While the JESRs covered all education sub sectors mentioned in the ESPs, the themes selected for structuring the reviews were too broad to allow for an in-depth review. In addition, key actors did not have the opportunity to present achievements and challenges in their respective areas of work due to time constraints and the large number of JESR participants. Consulted stakeholders further noted that too much time was allocated to speeches rather than discussions. Furthermore, the JESRs paid limited attention to reviewing the costs of ESPs implementation. The first JESR in both provinces did not include an analysis or discussion on education sector financing. While the second JESRs included a short analysis of the increase in domestic education financing, there is limited evidence to suggest that education financing was further discussed by stakeholders involved in the exercise. This constitutes a missed opportunity, considering that the lack of resource disbursement was a key factor hindering ESPs implementation (see section 3.5).

⁷⁸ Data on indicator 18 from GPE's Result Framework are not available for Pakistan.

⁷⁹ Government of Sindh, "2015 Joint Education Sector Review Aide Memoire, (Karachi, 2015)", Government of Sindh, "2016 Joint Education Sector Review Aide Memoire", (Karachi, 2016). More than 300 stakeholders were consulted during the JESR in 2016.

⁸⁰ Government of Balochistan, "2015 Joint Education Sector Review Aide Memoire", (Quetta, 2015), Government of Balochistan, "2016 Joint Education Sector Review Aide Memoire", (Quetta, 2016).

⁸¹ Source: JESRs 2015 and 2016 in Sindh and Balochistan.

⁸² Field visits were conducted by JESRs participants divided into thematic groups.

⁸³ Documents shared include: relevant policies, SESP, education indicators for Sindh, relevant studies and reference documents, budget papers and analyses, SEMI S data, Pakistan Social and Living Standards measurements, Annual Status of Education Reports, among others.

⁸⁴ The education thematic areas addressed in Balochistan's JESRs are: curriculum, textbooks and teacher education, assessment and examination, access and equity, governance and management, and non-formal education and TVET. The education thematic areas addressed in Sindh's JESRs are: access to education, quality, governance, coordination, district education plans.

- **JESRs had more influence on decision making in Balochistan than in Sindh.** All four JESRs included multiple recommendations related to the education thematic areas addressed. In Sindh, there is no evidence in either the second JESR or the LEG meetings minutes that JESR recommendations were addressed or even discussed. In Balochistan, the EASPPR describes the key actions undertaken in response to the recommendations and suggestions of the first JESR.⁸⁵ According to consulted stakeholders, the most important decision made following the second JESR was to reduce some of the BESP targets and align the ESP with the fourth Sustainable Development Goal.

65. In addition to the JESRs, the SESP and BESP both include activity matrices and monitoring frameworks indicating key results, activities, indicators, and targets. Based on the matrices for Sindh, the Reform Support Unit (RSU) developed a dashboard for monitoring the implementation of SESP activities by thematic area⁸⁶ and implementing SELD agencies. The dashboard is updated regularly and available to all relevant actors involved in SESP implementation. In Balochistan, although the BESP contained activity and results matrices, a dashboard exercise was not carried out, and some consulted BSED stakeholders commented that it was not clear who was ultimately responsible for BESP implementation.

66. Finally, the Pakistan Coalition of Education (PCE) received two CSEF grant to conduct surveys for monitoring and tracking education budget at the district level in Pakistan.⁸⁷ The evaluation team found no evidence on the implementation status of the surveys conducted by PCE.

67. As a point of clarification although somewhat outside the GPE model, in terms of SDG alignment, UNICEF and UNESCO, with national and provincial counterparts, undertook an exercise to produce an SDG 4 Gap Assessment. This report is meant to inform individual provinces in their response to the challenges of the SDGs.⁸⁸

Did GPE contribute to observed changes in sector dialogue and monitoring? How?⁸⁹

Finding 5: In both provinces, GPE contributed to noted changes in sector dialogue and monitoring, primarily by providing technical assistance.

68. The GPE Secretariat country lead advised officials in both education departments and other education sector partners of the implications of GPE funding requirements for sector dialogue and monitoring. Secretariat staff (country lead) actively participated in some JESRs of both provinces, and UNICEF as the coordinating agency participated in all JESRs and LEG meetings in both provinces. The grant agent, the World Bank, was not as present at LEG meetings and JESRs, largely due to security considerations that limited the Bank's ability to travel, while UNICEF maintains local offices in both provinces. UNICEF also provided technical assistance to the PPIU in Balochistan in preparing and

⁸⁵ In Balochistan, the first JESR resulted in 21 recommendations. The EASPPR reports multiple actions taken in response of each recommendation.

⁸⁶ The dashboard is based on the SESP's results and activity matrices. The SESP includes a results matrix (specifying strategic objectives, strategies, targets, and associated activities) as well as an activity matrix detailing how each output will be implemented (specifying outputs, actions, baseline, indicators, implementation agency, monitoring agency, targets, and source of verification) for each thematic area, for 13 results matrices and 13 activity matrices.

⁸⁷ Source: SEF 2013 – 2015 Progress Report to UNESCO for the period 01 July to 31 December 2013.

⁸⁸ UNICEF Country Lead testimony

⁸⁹ Evaluation question CEQ 2.3.

conducting LEG meetings, as well as to the RSU in Sindh in developing the dashboard for monitoring SESP implementation.

69. The GPE Secretariat country lead further provided advice on means to increase the effectiveness of the LEGs, notably recommending a reduction in the number of members in both LEGs, and the creation of technical working groups on specific thematic issues.⁹⁰ This message has been relayed by UNICEF teams in both provinces and stakeholders have applied the recommendations. Finally, in order to facilitate dialogue with development partners in Balochistan, the country lead suggested conducting LEG meetings using a video link with development partners located in Islamabad.⁹¹ On a less positive note, some LEG members in both provinces mentioned that the terms of reference provided by GPE detailing the role and membership of the LEG as well as the modus operandi of the JESR, lacked clarity and were not understood by all LEG members.

Validity of assumptions

70. There are four underlying assumptions related to sector dialogue and monitoring in the GPE country-level theory of change (see Appendix VII). The likelihood of these assumptions holding true in Balochistan and Sindh was considered strong for two and moderate for two. Available evidence suggests that GPE had some leverage in both provinces in Pakistan to positively influence LEG existence and functioning, and that stakeholders had capabilities (knowledge and skills) in Sindh, and the motivation in both provinces (political will and incentives) to work together to solve education sector issues. In both provinces, stakeholders had limited opportunities (resources) to solve education issues, mainly due to the absence of the relevant financial authorities in the LEGs. Finally, capabilities (knowledge and skills) were limited within the main units responsible to chair and assist LEGs meetings.

Additional factors and unintended effects

71. While the evaluation found positive evidence of GPE contributions, information deriving from stakeholder consultations and document review also indicates that the capacity of stakeholders in Sindh and Balochistan for engaging in effective sector dialogue and joint sector monitoring was also influenced by several other factors beyond GPE's direct influence. These are shown in Table 3.2.

⁹⁰ Source: Mission report from GPE Secretariat's country lead for Pakistan, December 2015.

⁹¹ Source: Mission report from GPE Secretariat's country lead for Pakistan, December 2015. There is no available evidence suggesting that this has been put into application.

Table 3.2 Additional factors positively or negatively affecting sector dialogue and monitoring

SUPPORTIVE/POSITIVE FACTORS	CHALLENGING/NEGATIVE FACTORS
<ul style="list-style-type: none"> Renewed political commitment to education in which the government took ownership of the dialogue and monitoring mechanisms in the education sector. Sustainable Development Goal 4 (on education) was cited by several donors and UN agencies as contributing to generally increased alignment between all partners. However, no concrete examples were available with regard to how this has influenced work in Pakistan (and the two provinces in particular). 	<ul style="list-style-type: none"> The security situation, especially in Balochistan, affected the frequency of dialogue and the ability of some key players to participate on a regular basis (senior representatives of development partners and donor organizations mostly) The distance of some national education partners, especially CSOs, from the provinces' capital generated high transportation costs which ultimately hindered their ability to participate in sector dialogue and monitoring.

72. The evaluation found no evidence of unintended, positive or negative, effects of GPE support to sector dialogue and monitoring during the period under review.

3.4 Education sector financing⁹²

Box 3.5: Assessment of Contribution Claim C.

Claim: “GPE advocacy and funding requirements contribute to more and better financing for education in the country.”

Assessment: The evaluation found that available evidence **partially supports** the GPE contribution claim related to strengthening more and better domestic financing, and **partially supports** the GPE contribution claim to more and better international financing.

Assessment is based on: (a) Overall financing trends for the education sector show increases in domestic financing of education in both provinces; (b) available evidence indicates that the likelihood of the two assumptions underlying the contribution claim holding true in the Sindh and Balochistan contexts was moderate for both provinces;⁹³ (c) Given the reliance on federal financial support (fiscal federalism), both provinces face absolute limitations on their ability to finance the education sector, notwithstanding any efforts by donors collectively or the GPE in particular.

This overall assessment is discussed in the following findings. Please see Appendix VIII for a visual representation of evaluation findings on GPE contributions to sector financing.

⁹² This section addresses evaluation question CEQ 1.4 (How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

⁹³ See sub-section on ‘Validity of assumptions’ below.

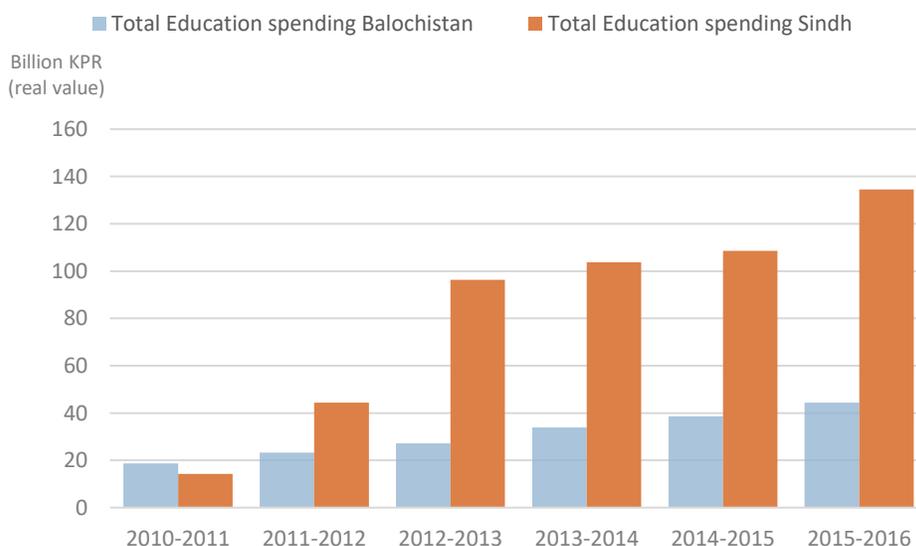
How has education sector financing changed during the review period?

Finding 6: There is a pattern of increased domestic expenditure on education, and of increased non-recurrent, capital expenditures.

73. The majority of consulted stakeholders from the provincial finance and education departments in Balochistan and Sindh reported that their provinces were firmly committed to financing the education sector in their respective provinces⁹⁴. Available data on domestic education financing in Balochistan and Sindh support this expressed commitment to varying degrees.

74. As illustrated in Figure 3.1, from 2011-2016, total government expenditures for education increased in Balochistan by 91.4 percent and by 203.3 percent in Sindh. When adjusted for inflation, total government expenditures for education increased by 42.1 percent and 125.1 percent between 2011 and 2016 in Balochistan and Sindh respectively.⁹⁵ As shown in the figure, the increases began before the review period (2013-2018) in both provinces and continued during it. Multiple stakeholders pointed out that increases in provincial education financing were supported by strong political will in favor of education, and by general increases in the two provinces' allocations from the central government.⁹⁶

Figure 3.1 Education expenditures in Sindh and Balochistan (2010-2016)



Source: Institute of Social and Policy Sciences (I-SAPS), 2016

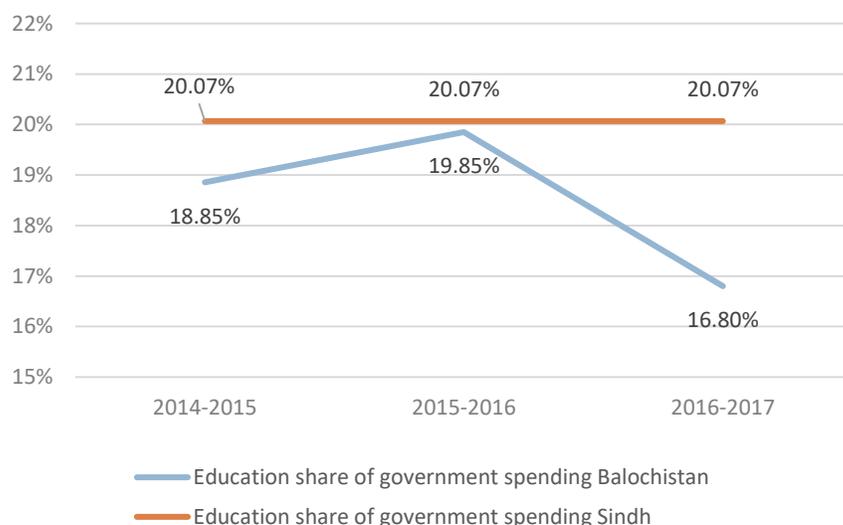
⁹⁴ Source: Interviews with senior officials at the Permanent Secretary and equivalent levels in both provinces

⁹⁵ Institute of Social and Policy Sciences (I-SAPS), *Public Financing of Education in Pakistan: Analysis of Federal, Provincial and District Budgets*, (Islamabad, 2016).

⁹⁶ In recent years, federal allocations (or “awards”), managed by the National Finance Commission (NFC), have increasingly considered demographics and dynamics. As such, Balochistan, with 5% of the country’s population but close to 50% of the territory, has seen its share of federal revenues increase from 5 to 9% thanks to population density considerations in the recent NFC awards. Source: SESP 2014-2018, p. 301

75. GPE 2016 results framework data for indicator 10 shows both provinces allocating close to or more than 20 percent to education, and the GPE indicator for that year scores both provinces as meeting the required threshold (either spending 20 percent or progressing towards it).⁹⁷ Meanwhile, according to domestic budget books, relative education expenditures as a proportion of overall government expenditures remained stable at 20.1 percent in Sindh during the period under review, but declined in Balochistan from 2015 to 2017.

Figure 3.2 Domestic financing for education as proportion of government budget



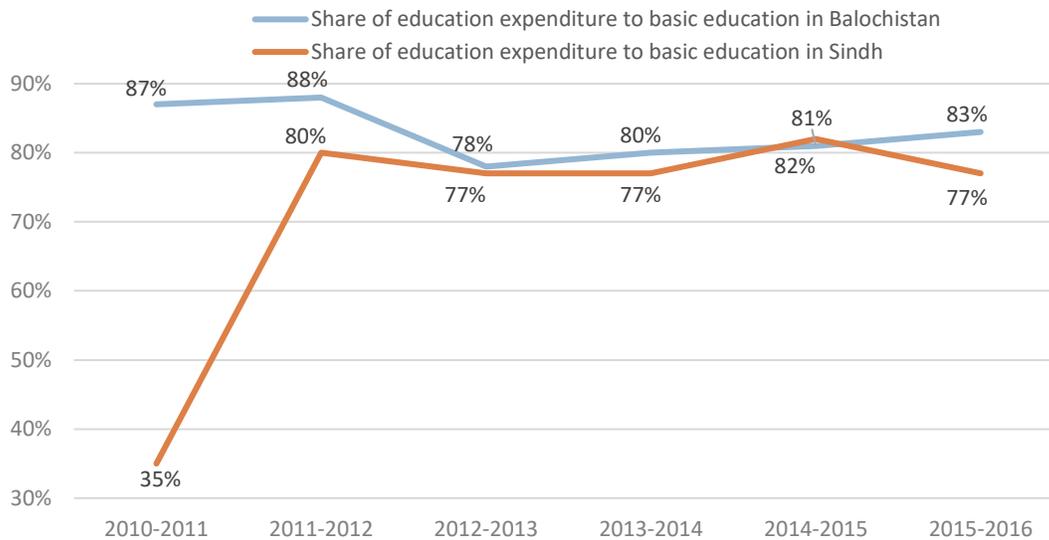
Source: Institute of Social and Policy Sciences (I-SAPS), 2016

76. While most provincial education funds are spent on recurrent expenditures (82 percent in Balochistan and 87 percent in Sindh in 2015-2016), the proportion of provincial education financing going to capital development expenditures⁹⁸ increased from 6.8 percent to 17.9 percent in Balochistan and from 1.2 percent to 7.3 percent in Sindh from 2011-2015. As seen in Figure 3.3, the share of total education expenditures to basic education increased significantly in 2012 in Sindh, and has remained stable at 82.8 and 71.3 percent on average between 2011 and 2016 in Balochistan and Sindh respectively.

⁹⁷ GPE's 2016 results framework data contains only 'provisional' spending figures for Balochistan, but both provisional and actual figures for Sindh.

⁹⁸ Called "development budget" in Pakistan; defined as "Allocation and expenditure on development activities and schemes (e.g. infrastructure, capacity building projects) which have generally a finite life". Source: I-SAPS 2016 report on education financing p.83

Figure 3.3 Share of education expenditures allocated to basic education in Sindh and Balochistan (2010-2016)



Source: Institute of Social and Policy Sciences (I-SAPS), 2016

77. Balochistan and Sindh disbursed more than 90 percent of overall allocated education financing during 2012-2016. Any shortfall in overall disbursements was due primarily to a hold-back of capital development spending due to provincial and national fiscal uncertainties (overall macro budget uncertainty)⁹⁹ of which only 65.9 and 50.7 percent were disbursed in Balochistan and Sindh respectively, during the same period.¹⁰⁰

Finding 7: While education ODA to Pakistan as a whole has increased, the lack of disaggregated data precludes a comprehensive assessment of education ODA flows to Balochistan and Sindh over time.

78. In 2016, Pakistan ranked seventh globally in overall ODA, and first in education ODA.¹⁰¹ Between 2010 and 2016, international education sector financing to Pakistan increased significantly from US\$482.6 million to US\$627.4 million (an increase of 30 percent over five years). In relative terms, education ODA as a share of overall ODA to Pakistan fluctuated, but increased overall from 13.3 percent in 2010 to 17.4 percent in 2016, while the share of education ODA allocated to basic education increased from 24.6 percent to 26.7 percent.¹⁰²

⁹⁹ Remarks made by senior officials in both provinces.

¹⁰⁰ Source: I-SAPS 2016 report on education financing p.83

¹⁰¹ Source: OECD Creditor Report System. Pakistan received US\$3,605.690 million in 2016 in total ODA, behind the Syrian Arab Republic, India, Turkey, Ethiopia, Afghanistan, and Viet Nam.

¹⁰² Source: OECD Creditor Report System

79. International development partners (bilateral and multilateral) finance both country-wide and province-specific education sector initiatives in Sindh and Balochistan. As Table 3.3 illustrates, country-wide donor initiatives with activities in Balochistan and Sindh represented US\$584.5 million from 2004-2020,¹⁰³ of which only 30 percent was focused on basic education, while nearly all province-specific interventions targeted basic education (87 percent in Sindh and 98 percent in Balochistan).¹⁰⁴

Table 3.3 *Allocated amount of education ODA by geography of interventions and type of education ODA (2004-2020)*

	ALL EDUCATION ODA (US\$ MILLIONS)	BASIC EDUCATION ODA – AMOUNT (US\$ MILLIONS)	TOP THREE BASIC EDUCATION ODA DONORS
		SHARE OF ALL EDUCATION ODA TO BASIC EDUCATION	
Education ODA to country-wide interventions	584,451	181,223	USAID UNICEF DFID
		31%	
Education ODA to Sindh specific interventions	927,139	804,039	World Bank USAID DFID
		86.7%	
Education ODA to Balochistan specific interventions	105,639	103,839	World Bank European Union UNICEF
		98.3%	

Source: NEDPG database, commitment only

80. In Balochistan, stakeholders from provincial education and finance departments and donor organizations noted that donor interventions have increased significantly in the province since the development of the BESP in 2013.¹⁰⁵ In Sindh, donor contributions to the SESP are confirmed in the plan itself, which identifies 26 interventions (representing US\$777.2 million) that are aligned with SESP priorities and financed by international development partners.¹⁰⁶ Six additional donor interventions, aligned with the ESP, were initiated in Sindh after the inception of the SESP. Moreover, two bilateral development partners reported that they use indicators from the BESP and SESP in tracking progress toward results from their interventions in both provinces.

¹⁰³ Source: NEDPG (National Education Development Partners Group) database, commitment only. This figure only counts initiatives reported by NEDPG donor members, which include GAC (CIDA), Australia, DFID, EU, GIZ, Italian Development Cooperation, JICA, KOICA, NORAD, UNESCO, UNICEF, UNHCR, USAID, and the World Bank. It does not include initiatives that concluded before the creation of the database in 2012, but includes initiatives that began before 2012 whose implementation continued after 2012. It includes both GPE ESPIGs during that period.

¹⁰⁴ The only donor that provided education ODA at the provincial level only is DFAT (Australia – US\$3.8 million between 2010 and 2015 in Balochistan).

¹⁰⁵ The NEDPG database shows three province-specific donor interventions in Balochistan initiated before BESP development (total of US\$29.18 million in education ODA), and six since then (total of US\$76.46 million in education ODA).

¹⁰⁶ Source: SESP 2014-2018

Table 3.4 Overview of major donor province-specific projects supporting education in Sindh and Balochistan, 2012-2020¹⁰⁷

	DONOR	FOCUS	2013	2014	2015	2016	2017	2018	2019	2020	
Sindh	World Bank	Governance and accountability in the education sector	US\$400 million								
	USAID	School construction	US\$169.5 million (2011-2019)								
		US-Pakistan Centers for Advanced Studies Program		US\$121.1 million							
	GPE	Basic Education		US\$66 million							
	DFID	Out-of-school children literary and numeracy	US\$63.4 million (2011-2016)								
Balochistan	GPE	Basic Education		US\$34 million							
	EU	Girls education		US\$23.6 million							
	World Bank	Girls education and school construction	US\$13 million (2012-2015)								
	UNICEF	UNICEF Education programme	US\$12.7 million								

How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?

Finding 8: The evaluation found limited evidence that GPE has contributed to increased domestic education financing.

81. One of GPE's objectives is for countries to invest 20 percent of domestic resources into education or at least show progress toward that threshold. Available evidence suggests that GPE advocacy efforts have contributed to bringing the 20 percent target onto the agenda at the federal level of government, but less so at the provincial level. While stakeholders at the federal level have witnessed GPE advocacy for the 20 percent target at GPE Board meetings and Secretariat visits to Pakistan,¹⁰⁸ few provincial stakeholders were aware of GPE's target on domestic education financing.¹⁰⁹ One reason may be that the GPE focal point in Pakistan is located at the federal Ministry of Education and Professional

¹⁰⁷ This overview is not exhaustive but presents the largest donor-funded education projects (based on NEDPG database).

¹⁰⁸ Mission reports from the Secretariat reveal that GPE did advocate for education financing with government officials in the federal government. Reports from GPE Secretariat mission to Islamabad in December 2015.

¹⁰⁹ The evaluation found no indication of GPE advocacy at the provincial level in mission reports from the Secretariat.

Training in Islamabad, not the education departments in the provinces, thus limiting access and information-sharing. This may be an example of where the GPE model, predicated on the unitary state, lacks flexibility in federal contexts.¹¹⁰

82. Although federal and provincial government commitments to financing education were highlighted by federal government representatives who attended the GPE Board meeting in Senegal in February 2018,¹¹¹ the evaluation found no indication that GPE influenced budget allocations to education at the provincial level, nor did the federal government have any proactive role beyond administering the national macro level revenue sharing agreement through the NFC awards. Moreover, the implementation of the Balochistan Education Project (BEP - GPE funded) in Balochistan leveraged additional resources from the communities in the province as private donors provided land for sites on which ESPIG-funded schools were built.¹¹²

Finding 9: While GPE has contributed modestly to an increase in the quantity of international education sector financing and to strengthening donor coordination, there is no evidence it has contributed to substantial harmonization of donor interventions.

83. During the period under review, GPE contributed modestly to increasing external sector financing, both indirectly and directly. As a point of reference, it should be noted that the ESPIG grants to both provinces predate the New Funding Model (NFM). Thus more contemporary efforts by GPE inherent in the NFM to lever domestic and donor financing did not occur. In direct terms, GPE's US\$66 million and US\$33 million ESPIG grants constitute 9.4 and 11.7 percent of domestic education financing¹¹³ and 7.1 and 36.5 percent of allocated international education financing between 2010 and 2020¹¹⁴ in Sindh and Balochistan respectively. Although funds provided by GPE represent a small share of education sector financing, multiple stakeholders from the SELD and BSED highlighted that they were significant in increasing the financial efficiency of both education departments. As a result of the ESPIGs, provincial governments were able to reallocate resources that were used to pay for absent teachers and unused education infrastructure to hiring teachers and building schools in areas where they would be used.

¹¹⁰ The only stakeholders' mention of direct contact between the Secretariat and BSED and SELD regard field visits from GPE country lead for Pakistan in Karachi and Quetta.

¹¹¹ During the GPE board meeting in Dakar in February 2018, the federal government reaffirmed the country's and its provinces' commitment to reach four percent of GDP by 2020 and maintain a minimum of 20 percent of provincial government spending. Source: Global Partnership for Education, *Pakistan reaffirms its commitment to increase spending on education*, (consulted on June 8, 2018) <https://www.globalpartnership.org/news-and-media/news/pakistan-reaffirms-its-commitment-increase-spending-education>

¹¹² Existing data is insufficient to allow an estimate of the total resources generated by increased efficiency and donated lands.

¹¹³ Total education expenditure for the SESP and BESP implementation period is estimated using the average increase in education expenditure between 2013 and 2015.

¹¹⁴ Calculated from the NEDPG database, counting all province-specific donor interventions during grant implementation (this includes donor interventions that had been initiated before the grants, as well as interventions that will continue past the grants ending).

84. Indirectly, GPE's contributions to sector planning may have created an incentive for other donors to provide more funding to the education sector. All consulted development partner stakeholders reported that their interventions were fully aligned with the SESP or BESP respectively, and representatives of two donor organizations specifically indicated that their province-level education financing was conditional on provinces having a *clear road map* (i.e., a defined plan) for the education sector. The NEDPG database reveals that while there were three province-specific donor interventions in Balochistan initiated before BESP development, for a total of US\$29.18 million in education ODA, there were six since the BESP for a total of US\$76.46 million. These six new initiatives include donors that had never worked in the education sector in Balochistan before, namely the Japan International Cooperation Agency (JICA), USAID, and the EU.

Box 3.6: *The Sector Plans inform us where we should work.*
(Bilateral donor organization working in both Balochistan and Sindh)

85. Data collected by GPE¹¹⁵ on the alignment of the two ESPIGs show that the Sindh Global Partnership for Education Project (S-GPE) is fully aligned on all 10 indicators with national systems, while the Balochistan Education Project (BEP) is aligned on only two indicators: with the sector plan (BESP) and for being included in the provincial budget. One reason for the lack of alignment in Balochistan may be the fact that it did not benefit from an ESPDG which provided Sindh with a larger/wider perspective. As well, the Balochistan plan under consideration was a "first", reflecting highly provincial interests, both political and educational.

86. Several bilateral and multilateral development partner stakeholders and representatives of provincial education departments highlighted that donor participation in the LEGs provided opportunities for the coordination of initiatives, thus avoiding a duplication of efforts. During LEG meetings in both provinces, the issues of mapping, recording, and coordinating donor interventions were raised. Donors, utilizing their own internal monitoring systems to monitor their interventions at the provincial level, also reported progress on their respective initiatives, providing the opportunity to LEG members to make recommendations. In Balochistan, LEG meetings also served to appraise donor mandates and roles in supporting specific BSED initiatives.¹¹⁶ However, there is no evidence of GPE having contributed to any harmonization¹¹⁷ of donor-funded initiatives. The evaluation found no evidence of donor harmonization in LEG minutes, either in the form of pooled funding, coordinated reporting, or joint evaluation. In addition, discussions with donor partners and other stakeholders did not result in any evidence of GPE contribution to harmonization.

¹¹⁵ GPE RF indicator 29

¹¹⁶ Source: Evaluation team's review of LEG meetings minutes in both provinces.

¹¹⁷ Defined as coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. See section on terminology for the complete definition.

Validity of assumptions

87. The evaluation found that there is only moderate support for the underlying assumption that GPE had sufficient leverage to influence the amount and quality of domestic and international education sector financing. While the quantity of domestic and international education financing has increased in both provinces, there are no indications that GPE funding requirements or advocacy influenced domestic financing to education, and limited indications that GPE leveraged additional international financing through its support to education sector planning in Sindh and Balochistan. While GPE has contributed to stronger donor coordination, there is insufficient evidence to assess change in the overall quality of international sector financing, measured in terms of harmonization or alignment as defined by GPE.

88. There is moderate support for the underlying assumption that external (contextual) factors were favorable and permitted national and international actors to increase/improve the quality of education sector financing.

Additional factors and unintended effects

89. **Positive** factors beyond GPE support that have influenced the observed characteristics of sector financing are the changes to the 2010 and 2016 NFC awards¹¹⁸ and the decisions of other donors to invest substantially in the education sector, in particular in Balochistan where donor interventions have increased since the development of the BESP. **Negative** factors include the lack of any discussions in the LEG on moving towards stronger harmonization of education ODA, and the combination of the nature of fiscal federalism in Pakistan with the very limited revenue generation capacity of the provinces –resulting in inflexibility in long-term planning of education financing.

¹¹⁸ As explained in section 2, NFC awards are determined on a five-year basis.

3.5 Sector plan implementation¹¹⁹

Box 3.7: Assessment of Contribution Claim D.

Claim: "GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans."

Assessment: The evaluation found that available evidence **partially supports** the GPE contribution claim related to strengthening education sector plan implementation.

Assessment is based on: (a) Sindh and Balochistan have made limited progress in most of the priority areas outlined in their respective ESPs; (b) available evidence indicates that the likelihood of the assumptions underlying the contribution claim holding true in the Sindh context is strong for three, moderate for one, and weak for two assumptions, and the likelihood of the assumptions underlying the contribution claim holding true in the Balochistan context is strong for two, moderate for two, and weak for two assumptions; (c) the provincial context provides several unfavorable elements, such as low capacity in the context of devolution and fluctuating levels of political support for ESP implementation in Balochistan.

Please see Appendix VIII for a visual representation of evaluation findings on the contribution claim related to sector plan implementation.

Strengths and weaknesses of ESP implementation¹²⁰

Finding 10: In Balochistan, and to a lesser extent in Sindh, implementation of the ESPs remains low and was negatively affected by underfunding, high turnover in senior officials, and lack of capacity in both provincial education departments.

90. As mentioned in Section 2.3, the SESP in Sindh identified seven components¹²¹ divided into 13 thematic areas¹²² with 522 activities. Progress is available only by the 13 thematic areas. Each thematic area has its own implementation matrix against which progress toward implementation is reported. By

¹¹⁹ This section addresses evaluation questions CEQ 1.2 (What have been strengths and weaknesses of sector plan implementation during the period under review?), 1.3 (How has GPE contributed to the observed characteristics of sector planning and sector plan implementation?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

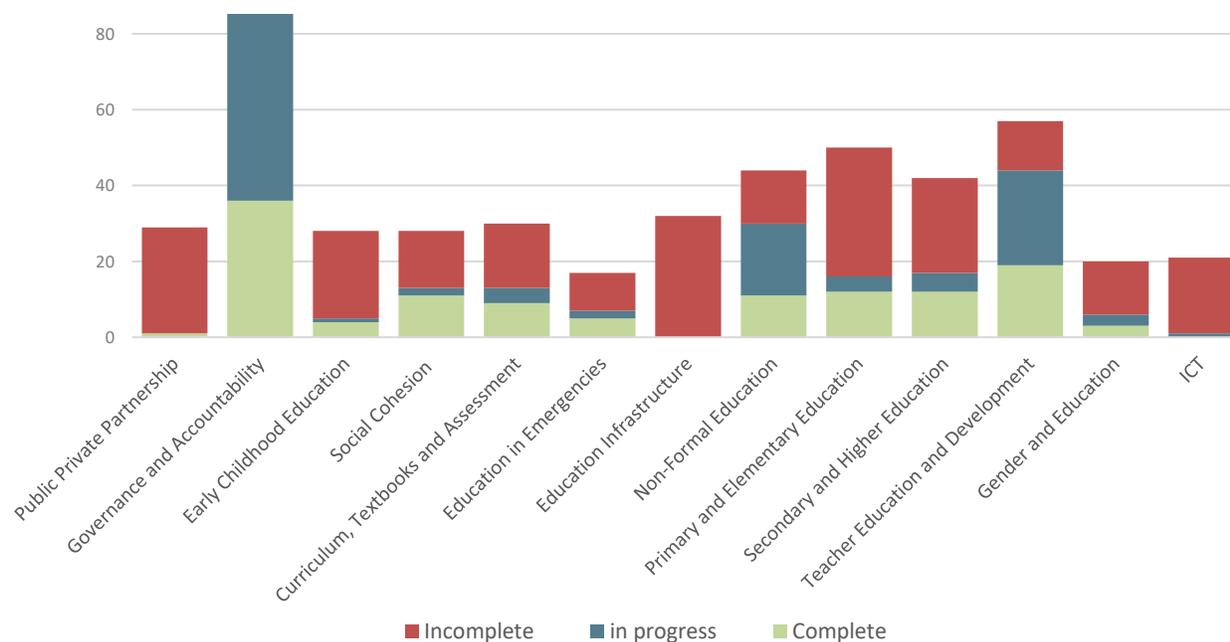
¹²⁰ Together, the BESP and SESP contain 36 implementation and result matrices. This section reports on progress toward implementation against the ESPs implementation matrices. There is no data available on progress toward the targets set in the results matrices.

¹²¹ The seven components are: 1) Increasing Equitable Access to Early Childhood Education, Primary, Middle/Elementary and Secondary education; 2) Improving the Curriculum and Learning Outcomes; 3) Improving Teacher Quality; 4) Strengthening Governance and Service Delivery; 5) Improving Resource Allocation; 7) Adult Literacy and Non-Formal Basic Education; and 7) Cross-cutting areas.

¹²² The 13 thematic areas are: 1) Public Private Partnership; 2) Governance and Accountability; 3) Early Childhood Education; 4) Social Cohesion and Education; 5) Curriculum, Textbooks and Assessment; 6) Education in Emergencies; 7) Education Infrastructure and Development; 8) Non-Formal Education; 9) Primary and Elementary Education; 10) Secondary and Higher Education; 11) Teacher Education and Development; 12) Gender and Education; 13) Information and Communication Technology.

June 2018, six months before the end of SESP implementation, 123 activities (23.6 percent) had been completed, 69 (13.2 percent) are in progress, and 330 (63.2 percent) have seen no progress towards implementation.¹²³ Figure 3.4 illustrates completion rates by each SESP thematic area. The most progress has been made in the areas of governance and accountability, non-formal education, and teacher education and development, and the least progress has been made in education infrastructure, information and communication technology, and public private partnership.¹²⁴

Figure 3.4 SESP implementation status by thematic area (as of June 2018)



Source: SELD DG M&E's dashboard on SESP implementation, accessed June 8, 2018

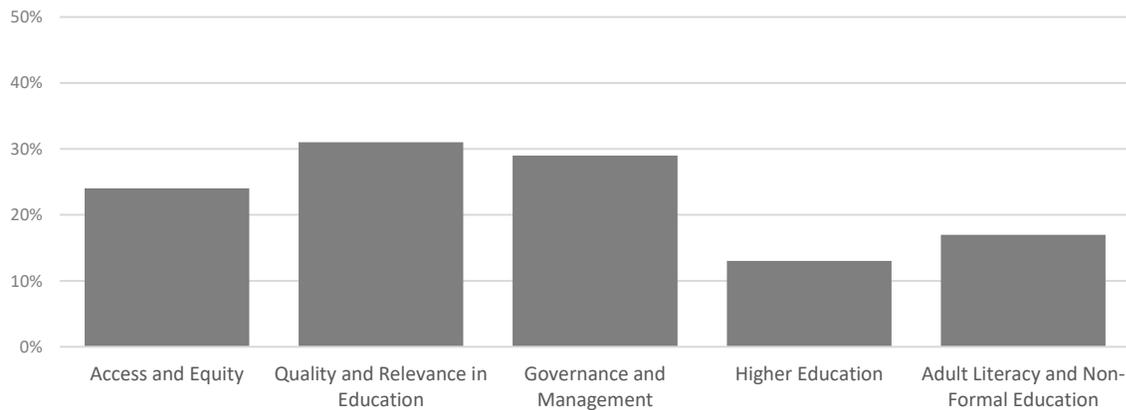
91. In Balochistan, the latest comprehensive data on BESP implementation from the November 2016 ESAPPR¹²⁵ shows that 26 percent of planned interventions had been implemented. In terms of completion rate by each BESP thematic area, the most progress has been achieved for quality and relevance,¹²⁶ with 31 percent of the activities completed. Figure 3.5 illustrates BESP implementation rate by thematic area.

¹²³ Data extracted from SELD's DG M&E dashboard which monitors implementation progress for all planned SESP activities. It is updated regularly. The data presented here were extracted on June 8, 2018.

¹²⁴ Data extracted from SESP's implementation status dashboard.

¹²⁵ Balochistan Secondary Education Department - Government of Balochistan, *The Education Sector Annual Performance Progress Report 2016*, (Quetta, 2016).

¹²⁶ The thematic area of quality and relevance contains 25 strategic objectives. They regard curriculum and textbooks development, teacher training, assessment, school environment, among others.

Figure 3.5 *BESP implementation status by thematic area (as of November 2016)*

Source: Balochistan Secondary Education Department - Government of Balochistan, The Education Sector Annual Performance Progress Report 2016, (Quetta, 2016).

92. Available evidence indicates that the lack of disbursement of allocated funds has been a major factor hindering ESPs implementation in both provinces:

- In Balochistan, while the BESP thoroughly details its overall costs (KPR 61.2 billion),¹²⁷ the ESAPPR indicates substantial and increasing funding gaps for sector plan implementation, with the result that the initial optimistic expectations for available sector financing were scaled back. From 2013-2016, the implementation of the plan only received 23 percent of expected domestic financing,¹²⁸ leading to an accumulated financing shortfall of 77 percent.¹²⁹
- In Sindh, the SESP 2014-2018 initially anticipated an overall cost of KPR 940 billion for implementation from 2014-2018, with an expected funding gap of 20 percent (KPR 186.9 billion).¹³⁰ Stakeholders in managerial positions in three SELD agencies reported that implementation of specific SESP activities were not carried out largely due to lack of disbursement.¹³¹

¹²⁷ Source: BESP 2013-2018, p. 92

¹²⁸ While the BESP details the expected cost for BESP implementation, it does not detail the sources of financing (domestic or international). Data on international financing is available only for development partners and donor's commitment, not expenditure. Sources: UNICEF & Local Education Group. "Balochistan Education Sector Plan 2013-2017." Appraisal Report, December 2013, and NEDPG database.

¹²⁹ Source: Education Sector Annual Performance Report 2016, p. 38.

¹³⁰ SESP 2014-2018, p. 302. PKR 83.64 billion were expected to be financed through development partners, including GPE.

¹³¹ The issue of non-disbursement of allocated fund was also raised in the 22nd LEG meeting in Sindh, December 2016. Data on the exact allocation of funding for SESP implementation, as well as the evolution of the funding gaps, is not available.

Has GPE contributed to ESP 2014-2018 implementation? If so how?

Finding 11: GPE's financial and technical support contributed to overall ESP implementation in both provinces, especially to progress in the thematic areas of Governance (both provinces), Education Access and Early Childhood Education (Balochistan).

Contributions through GPE-funded grants

93. During the period under review, GPE provided ESPIGs of US\$66 million and US\$34 million, respectively, to the implementation of the sector plans in Sindh and Balochistan, as well as a PDG of US\$250,000 to Sindh. These funds supported the activities of the Sindh Global Partnership for Education Project (S-GPE) and the Balochistan Education Project (BEP). The BEP also received co-financing of EUR 20 million (US\$23.6 million) from the European Union and some EUR 7.4 million to UNICEF to support its efforts. The funds allocated by GPE through the ESPIGs represented 7.2 and 32.2 percent of education ODA from project-specific interventions in Sindh and Balochistan respectively. The US\$34 million ESPIG in Balochistan is the largest province-specific intervention in the province. Additionally, the ESPIGs represented 0.9 and 6.7 percent of the expected SESP and BEP implementation cost respectively. However, as discussed below, the funds allocated through ESPIGs were only partially disbursed.

94. The Sindh-GPE included two main components:

- Financing the Sindh School Monitoring System (SSMS), the Human Resources Monitoring and Information System (HRMIS), and Communication Strengthening (US\$59 million or 89 percent of the total ESPIG).
- Interventions related to advisory, technical capacity building and M&E support for S-GPE implementation (US\$7 million or 11 percent of the total ESPIG).

95. Some 85 percent of the funds allocated to the S-GPE had been disbursed by August 2017, six months before the end of the implementation period, and the S-GPE had achieved or exceeded four of its ten targets (Appendix X details the progress towards the achievement of the S-GPE targets).¹³² S-GPE contributed to progress towards three of nine strategic objectives under SESP's Governance and Accountability thematic area.

96. The BEP had three components:

- Access and Equity (US\$23.2 million or 68 percent of the total ESPIG)
- Quality and Increased Accountability (US\$6 million or 18 percent of the total ESPIG)
- Support for the establishment of systems and procedures for effective planning and implementation of the BEP (US\$4.7 million or 14 percent of the total ESPIG).

¹³² The World Bank, *Global Partnership for Education, S-GPE, Implementation Status & Results Report*, August 2017

97. In Balochistan, 42 percent of the funds allocated to the BEP had been disbursed by January 2018, and the BEP had shown progress toward the achievement of nine of its 14 targets,¹³³ contributing to progress towards five of the main strategic objectives outlined in the sector plan (see Section 4, and Appendix X for details on progress towards the achievement of the BEP targets).¹³⁴ As a point of reference, the closing of the Balochistan ESPIG is scheduled for March 2019.¹³⁵

98. Key S-GPE and BEP achievements are summarized in Tables 3.5 and 3.6 below.

Table 3.5 S-GPE key achievements and related components

S-GPE COMPONENT	S-GPE 2015-2018 ACHIEVEMENTS	SESP GOVERNANCE AND ACCOUNTABILITY STRATEGIC OBJECTIVES ¹³⁶
Sindh School Monitoring System (SSMS)	<p>Development and implementation of a comprehensive school monitoring system across all Sindh districts through the Directorate General of Monitoring and Evaluation (DG M&E), collecting, analyzing, and disseminating data on key school level indicators.¹³⁷</p> <p>The monitoring system has identified more than 40,000 absentees and 6,000 absconders¹³⁸ among teaching and non-teaching staff. An improvement in teacher presence has been seen in schools that have been continuously monitored over a period of 6 months.¹³⁹</p>	<p>Strategic Objective 2</p> <p>Develop and establish an independent data collection and monitoring system</p>
Human Resources Monitoring and Information System (HRMIS)	<p>Establishment of a HRMIS compiling and analyzing teacher related data, and relaying data collected by the SSMS to the district education authorities for decision-making.</p> <p>Among others, district authorities have notified absentee staff and removed the 6,000 absconders from the SELD payroll, stopping wasteful use of SELD resources.¹⁴⁰</p>	<p>Strategic Objective 3</p> <p>Effectively managed and accountable HR</p>

¹³³ The implementation made no progress on five of 14 targets.

¹³⁴ Source: WB implementation status and results report on S-GPE dated January 2018

¹³⁵ GPE Secretariat Country Lead

¹³⁶ These strategic objectives are taken from the SESP's Governance and Accountability thematic area's results matrix. There are the strategic objectives of this specific thematic area, they are not the overall strategic objectives of the SESP. Governance and accountability is the only SESP thematic area supported by the S-GPE.

¹³⁷ The indicators are categorized under four categories: teachers (present, on leave, absent, absconders), students (enrollment, attendance, absence), schools (open/closed, building status, School Management Committee status), and facilities (boundary wall, electricity, water, washrooms, furniture).

¹³⁸ Absconders are staff that have been identified as absent three times in a row during SSMS monitor visits.

¹³⁹ WB implementation status and results report on S-GPE dated January 2017, P. 4

¹⁴⁰ Source: interview with stakeholders involved in S-GPE implementation.

S-GPE COMPONENT	S-GPE 2015-2018 ACHIEVEMENTS	SESP GOVERNANCE AND ACCOUNTABILITY STRATEGIC OBJECTIVES ¹³⁶
Communication Strengthening	<p>Development of a comprehensive communication strategy and establishment of a communication unit to strengthen communication and consultation activities with internal and external stakeholders.</p> <p>The communication unit has supported both JESRs as part of its communication activities. It has also developed a complaint management system recording complaints received¹⁴¹ and ensuring timely response by relevant education agencies within the SELD.</p>	<p>Strategic Objective 7</p> <p>Increase transparency and involvement of public in decision making</p>

Table 3.6 *BEP key achievements and related component*

BEP COMPONENT	BEP 2014-2018 ACHIEVEMENTS	SRATEGIC OBJECTIVES ¹⁴²
Access and equity		
Expanding access through Community School Mechanisms	<p>Introduction of a community-driven merit/needs-based school selection process</p> <p>Establishment of 725 gender-free schools,¹⁴³ with a total enrollment of 28,042 children previously out of school¹⁴⁴</p> <p>Establishment of a merit-based process for hiring teachers. The 365 teachers hired through the BEP are the first ones hired on a merit basis in the province.¹⁴⁵</p>	<p>Establish boys and especially girls' schools¹⁴⁶</p> <p><i>and</i></p> <p>Community Involvement in Education Management¹⁴⁷</p>
Support transition to higher levels of education	<p>Upgrading 195 primary schools to middle schools (95 with GPE funding, 100 with EU funding), and 25 middle schools to secondary schools. Of these some 100 have been fully upgraded with 20,652 students enrolled in these schools.¹⁴⁸</p>	<p>Remove school availability bottlenecks at middle and secondary level¹⁴⁹</p>

¹⁴¹ Stakeholders involved in the Communication Unit mentioned that complaints were made by both internal SELD staff as well as the general public.

¹⁴² The strategic objectives are taken from the implementation matrices of each thematic area presented in the table: Access and Equity, Early Childhood Education, and Governance and Management. They are not the overall strategic objectives of the BEP.

¹⁴³ Gender free schools are schools in which boys and girls are not segregated.

¹⁴⁴ Source: BEP implementation unit's presentation at the 13th LEG meeting.

¹⁴⁵ WB Implementation status report dated January 2018. P. 4

¹⁴⁶ Target: 4000 new primary schools on community school model established and equipped by June 2017. Source: BEP 2013-2018.

¹⁴⁷ Targets are: Framework developed for community involvement by December 2012; Restructure 5000 existing PTSMCs as per agreed framework by December 2013; Form 7293 new PTSMCs on the basis of the framework by June 2015; School Development Plans are developed by schools with assistance of functioning PTSMCs June 2015; PTSMC Monitoring mechanism developed and in place by June 2013. Source: BEP 2013-2018

¹⁴⁸ Source: BEP implementation unit's presentation at the 13th LEG meeting.

BEP COMPONENT	BEP 2014-2018 ACHIEVEMENTS	STRATEGIC OBJECTIVES ¹⁴²
Early Childhood education		
Promoting ECE through teacher training and learning materials	Establishment of 1,145 ECE centers (845 with GPE funding, 300 with EU funding). 1,870 teachers trained on ECE (1,570 with GPE funding, 300 with EU funding). ¹⁵⁰	Institutionalize Early Childhood Education in Balochistan ¹⁵¹
Governance and Management		
Strengthening Schools Information System	Establishment of a Real Time Schools Monitoring System (RTSM, similar to the SSMS in Sindh) operational in 21 out of 32 districts in the province, collecting, analyzing, and disseminating data on key school level indicators. Salary deducted from more than 3,400 absconder teachers, thus reducing payroll cost and improving accountability. More than 1,500 schools reported as non-functional, of which 200 were turned into functional ones.	BEMIS to provide comprehensive qualitative data with analysis as per user needs ¹⁵²

99. With the ESPIG in Sindh ending in 2018 and Balochistan in March 2019, the vast majority of consulted SELD and BSED stakeholders noted that the sustainability of most ESPIG-financed activities has been strengthened since two of the three major components of the S-GPE (the SSMS and HRMIS) and all activities in the BEP are now included in the upcoming 2018-2019 provincial education budgets.¹⁵³ However, BSED stakeholders involved in BEP implementation expressed concerns regarding the financing of these activities in light of the federal and provincial elections in July 2018. Moreover, despite the integration of all BEP activities in the provincial budget, further technical assistance from development partners is likely required to ensure their future sustainability.

Contributions through GPE non-financial support

100. GPE non-monetary support in both provinces played a limited role in ensuring the current rate of implementation. Although relatively low in comparison to earlier expectations, the rate of implementation in both provinces was supported by the work of the CA, UNICEF, in fostering and promoting the level of sector dialogue that has evolved through the LEG in both provinces. As explained

¹⁴⁹ The targets are: upgrade of 1600 (800) primary schools to middle level by June 2017; and upgrade of 100 middle schools to secondary level by June 2017. Source: BESP 2013-2018

¹⁵⁰ Source: BEP implementation unit's presentation at the 13th LEG meeting.

¹⁵¹ The targets are: Policy framework for ECE prepared and implemented by June 2013; Teachers trained for additional ECE classes by June 2013; and Government provides funds for introduction of ECE in 30% primary schools by June 2014. Source: BESP 2013-2018

¹⁵² Targets: Data of all institutions available with BEMIS by October 2014; Data on qualitative indicators available with BEMIS by October 2014; Key education indicators available with BEMIS by December 2015; Capacity Assessment of BEMIS by March 2013; and Capacity Development of BEMIS by December 2013. Source: BESP 2013-2018

¹⁵³ Final education budgets will be announced in July 2018 for both provinces.

previously, the LEG played an important role in grouping relevant actors in thematic technical working groups which contributed to the implementation of the ESPs.

101. SELD stakeholders involved in planning and reporting highlighted the supporting role played by the GA in tracking progress toward implementation of the S-GPE. While these stakeholders mentioned that WB reporting requirements were in line with those of Sindh, BSED stakeholders in Balochistan involved in planning and reporting mentioned that WB reporting requirements were a burden. These same stakeholders also pointed out GA inflexibility in terms of disbursement of BEP funds. On balance, however stakeholders in both provinces were of the view that the World Bank's role as GA was not as influential as that of UNICEF in sector plan implementation. Stakeholders also noted that WB staff tended to be more oriented toward other elements of the Bank's overall education portfolio and not so much the BEP and S-GPE.

Validity of assumptions

102. The likelihood of the country-level ToC's underlying assumptions related to sector plan implementation holding true were a mix of strong and moderate for both provinces. Available evidence indicates that there was political support for ESPs implementation, although relevant government actors lacked technical capabilities and financial means to implement the sector plan, more acutely in Balochistan than Sindh; JESRs provided limited opportunity for improving ESP implementation; although development partners aligned their interventions with ESP priorities, and they lacked the opportunity to participate in LEG meetings in Balochistan for security reasons.

Additional factors and unintended effects

103. The main factors beyond GPE support that negatively influenced ESPs implementation were:

- **Revenue shortfall:** Ambitious plans like the two ESPs can easily fall victim to revenue shortfalls caused by the overall nature of fiscal federalism in Pakistan. According to non-governmental stakeholders neither province has the means (additional existing fiscal space) or the political willingness (increased provincial taxation) to attempt to generate additional revenue to fill these gaps – increasing taxes on a limited basis being the only viable means. Provinces and municipalities in Pakistan have very limited means of issuing sub-national sovereign debt, bonds, to finance provincial or municipal expenditures.
- **Turnover rates:** In Balochistan, multiple stakeholders from the BSED, CSOs, and development partners reported that a high turnover in senior ministerial and senior managerial positions within the BSED diverted resources from implementing the BESP to training new officials.
- **Lack of personnel and staff capacity:** Stakeholders in both provinces noted a lack of capacity at the provincial level in ESP implementation, especially within departments where donors did not intervene. They highlighted that devolution following the 18th amendment to the constitution was not accompanied by a strategy to transfer capacity from the federal government to the provinces. Furthermore, while M&E is carried out in both provinces, the absence of dedicated units accountable for BESP and SESP implementation negatively affected plan implementation.

104. The evaluation found no evidence of unintended, positive or negative, effects of GPE support to ESP implementation.

4 Progress towards a stronger education system¹⁵⁴

105. This section summarizes evaluation findings in relation to Key Question II from the evaluation matrix: “Has the achievement of country-level objectives¹⁵⁵ contributed to making the overall education system in the two provinces of Pakistan more effective and efficient?”

106. Progress in this regard is measured by drawing on evidence of achievements made in each of the three priority areas outlined in the 2014-2018 SESP and 2013-2018 BESP.¹⁵⁷ In doing so, the analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g. schools, BSED, SELD), as well as changes in relevant rules, norms and frameworks (policies, standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.¹⁵⁸

Box 4.1: Assessment of Contribution Claim E.

Claim: “The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.”

Assessment: The evaluation found that available evidence **supports** the contribution claim related to strengthening the education system.

Assessment is based on: (a) There has been significant progress towards most areas of systems strengthening outlined in both ESPs; (b) the likelihood of the four assumptions underlying the contribution claim holding true in Sindh and Balochistan context was rated ‘high’ for three, and ‘moderate’ for one;¹⁵⁶ (c) In terms of external factors, alternative explanations beyond implementation of the BESP and SESP include projects supported by development partners and donor organizations, which were aligned with the sector plans.

¹⁵⁴ This section addresses evaluation questions CEQ 4 (During the period under review, how has the education system changed in relation to (a) quality of teaching/instruction, (b) evidence-based, transparent decision making, and (c) country-specific areas of system strengthening?). Following a recommendation by the GPE Secretariat, the section is structured according to the ESP 2014-2018 Strategic Objectives.

¹⁵⁵ In particular implementation of the ESPs

¹⁵⁶ See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

¹⁵⁷ Access, Equity and Completion; Quality and Relevance; and Systems Strengthening.

¹⁵⁸ Please see definition of ‘education systems’ provided in the terminology table on page ‘I’ of this report. The GPE 2020 corporate results framework indicators defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 4.3 of this report on education financing); (b) equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (RF11, covered here under Access, Equity and Completion); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered under Access, Equity and Completion); (e) the proportion of key education indicators the country reports to UIS (RF14, covered under Systems Strengthening), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered under Quality and Relevance).

During the period under review, how has the education system changed?

Finding 12: During the review period, both provinces made strong and similar system-level improvements while also undertaking province-specific improvements.

System-level Changes to Improve Access, Equity and Completion

107. During the review period, both SELD and BSED, in collaboration with development partners and donor organizations, expanded existing measures and put in place new measures aimed at removing barriers to equitable school access.

108. **Free and compulsory education passed into law** in 2013 and 2014 in Sindh and Balochistan respectively,¹⁵⁹ making all 5 to 16-year-old children eligible for free and compulsory education and confirming the provinces commitment to fulfill their obligations established in the 18th constitutional amendment that devolved education to the provincial level of government.

109. **School construction, school upgrades, and school consolidation:** With the objective to increase access in areas where schools are lacking, since 2013, 1,612¹⁶⁰ primary schools were built in Balochistan,¹⁶¹ 300 lower secondary schools were built in Sindh,¹⁶² and 1,076 out of 4,123 schools identified as non-functional (ghost schools) through the SSMS have been reopened.¹⁶³ With the objective to increase students' transition rate from lower levels of education to higher ones, 1,033¹⁶⁴ schools have been upgraded in Balochistan to offer higher level education teaching within the same school. In Sindh, with the objective to address the poor performance of one-room schools, 108 schools have been merged.¹⁶⁵ As shown in Table 4.1, while the number of schools has increased, it has also fluctuated during the period under review. Changes in the number of schools may be due to school construction and consolidation explained above, as well as to school closings as a result of the implementation of the real-time school monitoring systems in both provinces (explained below).

¹⁵⁹ Right to Education Pakistan, *Legislation: Balochistan*, (accessed June 12, 2018).

<http://rtepakistan.org/legislation/balochistan/>. Right to Education Pakistan, *Legislation: Sindh*, (accessed June 12, 2018) <http://rtepakistan.org/legislation/sindh/>.

¹⁶⁰ 887 through government funding, and 725 through GPE funding (ESPIG-BEP)

¹⁶¹ UNICEF office in Quetta, Balochistan, "*Key achievements BESP 2013-2018*", Document shared by UNICEF team in Quetta.

¹⁶² JESR 2016, Sindh. 200 primary schools were under constriction as of 2016.

¹⁶³ Reform Support Unit, Sindh Education and Literacy Department, Government of Sindh, *Education Reformers*, Edition VIII, p. 5.

¹⁶⁴ 562 Primary Schools upgraded to Middle Level with government funds; 95 Primary Schools upgraded to Middle Level through GPE funds; 351 Middle Schools upgraded to High Level; and 25 Girls' Middle Schools upgraded to High Level.

¹⁶⁵ "*Education Reformers*", Annual Edition 2015-2016.

Table 4.1 Number of schools per educational level, Sindh and Balochistan.

	NUMBER OF SCHOOLS PER EDUCATIONAL LEVEL	2013	2014	2015	2016
Sindh	Primary schools	35,867	41,724	41,131	38,132
	Middle-Elementary schools	2,114	2,316	2,329	2,241
	Lower Secondary schools	1,817	1,999	1,696	2,010
	Total	39,798	46,039	45,156	42,383
Balochistan	Primary schools	10,585	11,167	10,929	11,627
	Middle-Elementary schools	1,165	1,233	1,184	1,271
	Lower Secondary schools	783	836	837	947
	Total	12,533	13,236	12,950	13,845

Sources: Five years education reforms in Sindh, and Five years education reforms in Balochistan.

110. **Improvements in school infrastructure:** Using data collected by the RTSM for targeting schools in need of infrastructure, BSED has provided boundary walls to 281 schools, additional classrooms in 578 schools, and toilet facilities in 372 schools.¹⁶⁶ In Sindh, SELD, in collaboration with the WB, prepared the Environmental and Social Management Framework (ESMF) whose purpose is to plan, design, and execute school buildings with improved learning environments. As of 2016, the framework has been piloted in 50 schools, of which 17 had been electrified through solar based systems.¹⁶⁷

111. **Streamlining of gender considerations in the education sector:** With the objective to improve and facilitate girls' access to schooling, the government of Balochistan has abolished gender segregation in all primary schools in the province.¹⁶⁸ In Sindh, SELD, with the support from Oxfam and Indus Resource Centre, created a Gender Unit whose aim is to mainstream gender considerations within the education sector in the province. The Gender Unit works with agencies within SELD in developing curricula and teaching and learning material to ensure that they are not gender biased.¹⁶⁹ Finally, 300,000 grade 6-10 girls received stipends and free textbooks between 2013 and 2017 as a part of a program whose goal is to increase student retention and reduce dropouts.¹⁷⁰

¹⁶⁶ Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta.

¹⁶⁷ Alif Ailaan, *2013-2018 Five Years Education Reforms in Sindh. Wins, Losses and Challenges for 2018-2023*, (Islamabad, 2018)

¹⁶⁸ Sources: Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta. Syed Ali Shah, *Education for all: Primary schools in Balochistan to end gender segregation*, Dawn January 23, 2016, (accessed June 13, 2018) <https://www.dawn.com/news/1234921>

¹⁶⁹ Hasan Mansoor, *Sindh Government sets up body to increase girls' enrollment in schools*, Dawn September 18, 2017, (accessed June 13, 2018) <https://www.dawn.com/news/1358299>

¹⁷⁰ JERS 2016, Sindh

112. **Offering alternate pathways to education to out-of-school children who have dropped out of schools or have never been enrolled:** The BSED, with support from UNICEF, established 202 Accelerated Learning Pathways (ALP) Centers in seven districts of Balochistan with the objective of increasing access to education in remote areas with the support of UNICEF.¹⁷¹ In Sindh, the Non-Formal Basic Education (NFBE) and Alternate Learning Pathways (ALPs) policy was adopted in 2017,¹⁷² and 500 NFBE centers were built across the province.¹⁷³

113. **Expanding pre-basic education to improve children's readiness for school:** In Balochistan, 506 ECE centers were established with ECE teaching materials.¹⁷⁴

System-level Changes to Improve Education Quality and Relevance

114. **Establishment of education standards for ECE and NFE:** The Early Childhood Development (ECD)/ Early Childhood Care and Education (ECCE) policy was adopted in Sindh,¹⁷⁵ as well as the Non-Formal Education (NFE) policy was adopted in Balochistan,¹⁷⁶ establishing minimum teaching standards, as well as a model for ECE and NFE centers respectively. In Balochistan an ECE policy was adopted in 2015¹⁷⁷

115. **Strengthened mechanisms for curriculum development and implementation, and the preparation of teaching and learning materials:** In Sindh, the Sindh School Education Standards and Curriculum Bill was adopted, covering the maintenance of school education standards through supervision of curriculum, textbooks, and assessment processes for improving quality of education from up to grade 12.¹⁷⁸ In addition, the Sindh Curriculum Council, a research oriented council, was created whose purpose is to address policy matters relating to curricula, textbooks, learning materials, and assessment.¹⁷⁹ Furthermore, the directorate of curriculum, research and assessment developed a new Sindhi language curriculum for grades 1-12.¹⁸⁰ In both provinces, a curriculum implementation framework was designed¹⁸¹ and multiple textbooks were translated into Sindhi and Urdu.¹⁸² The development of new curricula constitutes a first for both provinces.

¹⁷¹ Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta.

¹⁷² JESR 2016, Sindh

¹⁷³ Interview data

¹⁷⁴ Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta.

¹⁷⁵ JESR 2016 Sindh

¹⁷⁶ Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta.

¹⁷⁷ UNICEF Balochistan evidence

¹⁷⁸ *Education Reformers*, Edition VIII

¹⁷⁹ Sindh Education and Literacy Department, government of Sindh, *Notification of the "Conceptual Framework for the establishment of Sindh Curriculum Wing in accordance with Sindh School Education Standards and Curriculum Act 2015"*, (accessed June 15, 2018)

<http://www.sindheducation.gov.pk/Contents/Menu/Establishment%20of%20SCW.pdf>

¹⁸⁰ Sources: *Education Reformers* Edition VIII. Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta.

¹⁸¹ *Education Reformers*, Edition VIII p. 3

¹⁸² Sources: *Education Reformers*, Edition VIII. Key achievements BESP 2013-2018, document shared by UNICEF team in Quetta.

116. Strengthened capacity to assess students' learning outcomes: Sindh introduced the Standardized Achievement Test (SAT) which was implemented for the first time in 2013.¹⁸³ With the objective of collecting data on students' learning outcomes, the SAT tests student aptitude in language, math, and science at grade five and eight. In Balochistan, the Balochistan Assessment and Examination Commission (BAEC) was created in 2017 to administer standardized tests for grade five and eight students, but it has not yet conducted its first round of tests (expected for 2019).¹⁸⁴ In both cases, efforts were made to develop staff capacity through tailor-made training offered to coders, markers, and item developers, and a consistent benchmark for testing learning outcomes was established. These

achievements are significant considering that, given that the National (federal) Education Assessment Commission and prior provincial education assessment centers have not operated for the past ten years.

117. More effective and efficient teacher recruitment: In both provinces, new teacher recruitment policies were approved, establishing mechanisms to recruit teachers based on their performance in standardized tests conducted by neutral third parties,¹⁸⁵ and raising the overall qualification requirements for new teachers. In Balochistan, a pre-screening of candidates for teachers was devolved to the district and sub-district levels through the formation of District Recruitment Committees, thus increasing the efficiency of the recruitment process.¹⁸⁶ As a result of these policies, the long-standing traditions of rent seeking and patronage embedded in the education departments through the political appointment of teachers are under threat and have receded to some degree as reported by local

Box 4.2: New policies/guidelines developed during 2013-2018 as established in the SESP and BESP

- Free and compulsory education passed into law in 2013 and 2014 in Sindh and Balochistan respectively
- In Sindh, the Environmental and Social Management Framework (ESMF) was designed to plan, design, and execute school buildings with improved learning environments
- In Balochistan, gender segregation was abolished in all primary schools
- In Balochistan, legislation on assessment and examination was promulgated
- In Sindh, the Non-Formal Basic Education (NFBE) and Alternate Learning Pathways (ALPs) policy was adopted in 2017
- In Sindh, Early Childhood Development (ECD)/Early Childhood Care and Education (ECCE) policy was adopted
- In Balochistan, a new ECE policy was developed
- In Balochistan, the Non-Formal Education (NFE) policy was adopted
- In Balochistan, a new procurement policy and local education councils were adopted
- In Sindh, the Sindh School Education Standards and Curriculum Bill was adopted
- In both provinces, a curriculum implementation framework was designed
- In both provinces, new teacher recruitment policies were approved.

¹⁸³ Alif Ailaan, *2013-2018 Five Years Education Reforms in Balochistan. Wins, Losses and Challenges for 2018-2023*, (Islamabad, 2018)

¹⁸⁴ In 2016 Grade 5 standardized examinations while Grade 8 examination in 2016 and 2017. Through UNICEF support, Agha Khan Examination Board is engaged to build capacity of the BAEC.

¹⁸⁵ Conducting the examination of teachers through neutral third parties increases the confidence that the process is not malleable to political intervention.

¹⁸⁶ Source: Five years of education reforms in Balochistan.

stakeholders. Between 2014 and 2018, 31,016¹⁸⁷ and 7,600¹⁸⁸ teachers have been recruited on merit basis in Sindh and Balochistan respectively, as well as 1,016 headmasters and headmistresses in Sindh.¹⁸⁹ NEMIS data in Table 4.2 shows that the pupil/teacher ratio decreased in Balochistan and increased in Sindh during the period under review. Changes in the number of students per teacher may be due to teacher recruitment measures explained above, or because numerous teachers have been fired or have retired as a result of the implementation of the real-time school monitoring systems (explained below).

Table 4.2 Number of pupils per teacher in Sindh and Balochistan (2011-2016)

	NUMBER OF PUPILS PER TEACHER BY EDUCATIONAL LEVEL	2011	2012	2013	2014	2015	2016
Sindh	Primary	32	37	27	-	43	39
	Middle-Elementary	19	26	28	-	102	38
	Lower Secondary	29	49	52	-	109	48
	Higher Secondary	45	-	-	-	-	-
Balochis	Primary	33	32	32	-	25	23
	Middle-Elementary	18	20	21	-	16	16
	Lower Secondary	21	22	23	-	20	18
	Higher Secondary	29	-	-	-	-	-

Source: NEMIS reports *Pakistan Education Statistics*, multiple years.

118. **Strengthened teacher training:** Both provinces have developed continuous professional development programs for in-service teacher training.¹⁹⁰ In Sindh, all primary and middle elementary teachers are now obligated to attend professional development activities every year, with the objective to build capacity on reading skills, languages, science and mathematics.¹⁹¹ In Balochistan, around 10,000 in-service teachers were trained on pedagogy, assessment, curriculum, classroom management and lesson planning with the financial support of the Canadian International Development Agency (now known as Global Affairs Canada).

¹⁸⁷ "30,000 teachers, and 1,016 headmasters and headmistresses". The breakdown by gender and geographical areas of recruited teachers is not available.

¹⁸⁸ 5,000 teachers in Grades 9-15, 1200 Secondary School Teachers (Science and General), and 1,209 teachers through the BEP (GPE) funded project, of which 200 female teachers were recruited specifically for mathematics and science. The breakdown by geographical areas of recruited teachers is not available.

¹⁸⁹ *Education Reformers*, Edition VIII p.7

¹⁹⁰ JESR 2016, Balochistan p.8,

¹⁹¹ *Education Reformers*, Edition VIII p. 4

Sector Management

119. **Real-time school monitoring systems were implemented in both provinces**, generating reliable and timely data on the education sector for the first time. Monitors¹⁹² have been hired and deployed to collect data at the school level on selected indicators, such as students and teachers' attendance, provision of school infrastructure and learning materials, learning environment, and other indicators.¹⁹³ The data collected are shared with the district-level education authorities in Balochistan and the human resources monitoring and information system in Sindh for decision-making. As a result, salaries have been deducted from absent teachers, and unused schools (ghost schools) have been closed.¹⁹⁴ While both newly established provincial monitoring systems collect data on school level indicators through neutral monitors, NEMIS and its provincial counterparts, the Sindh Education Management Information System (SEMIS) and Balochistan Education Management Information System (BEMIS), rely on non-neutral actors to collect data on a wider spectrum of education indicators.¹⁹⁵ The lack of neutrality of actors collecting data for NEMIS was pointed out by consulted stakeholders as one factor limiting the reliability of NEMIS data. The prior system encouraged over-counting in order to increase local funding when in fact schools were abandoned, teachers absent and students not in schools. This not only resulted in misappropriation of funds; it also resulted in artificial over-reporting which would tend to skew the assessment of the relative strengths and scope of the education system. The new provincial monitoring systems collect data on a smaller set of indicators than NEMIS and its provincial equivalent.

120. Data collected through the SSMS and RTSM revealed discrepancies with data from the NEMIS and its provincial counterparts, SEMIS and BEMIS in Sindh and Balochistan respectively, in terms of number of schools, schools' status (open or closed), schools' location (geographically), enrollment per school, number of teachers, and other indicators.¹⁹⁶ Consultation with stakeholders from the CA revealed

¹⁹² 400 monitors in Sindh. Data on the number of monitors hired in Balochistan is not available.

¹⁹³ These indicators are at the school level, and are not the same indicators from the BESP and SESP results and implementation matrices.

¹⁹⁴ Numerous teachers have also been fired or have retired for fear of repercussion from the monitoring systems.

¹⁹⁵ NEMIS, functioning since 2013, is based within the Academy of Education Planning and Management (AEPAM), an autonomous federal organization. AEPAM produces an annual report that summarizes education information for the entire country, based on data collected from the four provincial EMISs—each having its own questionnaire and organizational structure, including the Sindh Education Management Information System (SEMIS) and the Balochistan Education Management Information System (BEMIS). As The ultimate responsibility for filling out the questionnaire (often referred to as an annual school census form) rests with the principal and head teacher of each school. In addition to the NEMIS' problematic issues highlighted mentioned during consultation with stakeholders, the 2014 World Bank Prem Note # 30 "Using National Education Management Information Systems to Make Local Service Improvements: The Case of Pakistan" highlighted the following limitations of NEMIS, which have been echoed by the stakeholder to this evaluation: 1) Use of existing administrative records from individual schools, some of which are not regularly updated; 2) Limited data verification at each level; 3) Spotty or non-uniform consolidation and data entry of all school forms at the district EMIS cell; 4) Irregular verification of district data during consolidation and entry into provincial databases.

¹⁹⁶ Similar to NEMIS, BEMIS, and SEMIS, the RTSM and SSMS collect data on teachers (present, on leave, absent, absconders), students (enrollment, attendance, absence), schools (open/closed, building status, School Management Committee status), and facilities (boundary wall, electricity, water, washrooms, furniture). The data generated by the provincial monitoring systems is however more specific and directly usable by decision-makers than the data generated by the NEMIS. For example, while the NEMIS report on the number of teachers there is in a specific province, the RTSM and SSMS collect data on teacher presence in the classrooms, which is used in a timely fashion by district level education authority to take corrective measures on teacher absenteeism.

that provincial EMIS are not informed by the data collected through the provincial monitoring systems. As such, while both provinces capacity to collect and use data on school level indicators have been strengthened by the implementation of the SSMS and RTSM in Sindh and Balochistan respectively, consulted provincial stakeholders pointed out that reliability gaps remain, and that historical data should not be used for analysis.

121. **A computer-based human resource monitoring and information system was implemented in Sindh**, with the objective of addressing weaknesses constraining effective management of teaching and non-teaching staff within the SELD. The system collects and analyzes data used for decision-making, thus improving compliance with human resources policies related to attendance. The HRMIS is complemented by the documentation of biometric information of teaching and non-teaching staff with the purpose of monitoring staff attendance.¹⁹⁷

122. **Implementation of a complaints management system in Sindh:** A new complaint management system has been implemented within the Communication Unit of the SELD. It facilitates active and timely communication with parents, teachers, headmasters, district officers, and the community in general. The service is offered in Urdu, English, and Sindh.¹⁹⁸ According to consulted BSED stakeholders, a similar service will be implemented in Balochistan during the implementation of the next education sector plan.

123. **Education financial and administrative powers decentralized at the district level of government, with improved governance:** in both provinces, every district developed their own district education plan, based on specific district needs, situation analysis, and developed in consultation with district-level education stakeholders and communities. District Education Groups (DEG, a district “mini-LEG”) and District Education Authorities (DEAs) have been constituted in each district to coordinate and synergize inputs for education planning, implementation and monitoring at the district level. As a result, DEAs have become the main implementation bodies for education under the revised governance structure.¹⁹⁹ Parent Teacher School Management Committees (PTSMCs) and Local Education Councils have been established in Balochistan to develop stronger partnerships between families and schools.²⁰⁰ Procurement processes for school furniture, reading and writing materials, and science equipment was decentralized from the BSED to school management committees, thus reducing delays, improving allocation of resources, and preventing corruption.²⁰¹ PKR 1.2 billion and PKR 1.8 billion have been disbursed to these committees over the past five years from the SELD and BSED respectively.²⁰²

¹⁹⁷ Source: Five years of education reforms in Sindh p. 16. WB implementation status reports.

¹⁹⁸ Sources: JESR 2016, Sindh. *Education Reformers*, annual Edition 2015-2016.

¹⁹⁹ Major implementation functions such as decisions about teacher training, recruitment, transfer postings (below grade 14), non-functional schools and absent teachers are now exercised at the DEA level.

²⁰⁰ JSR 2016 p.9

²⁰¹ Procurement procedures were already decentralized in Sindh.

²⁰² Sources: JESR 2016, Sindh. *Education Reformers*, annual Edition 2015-2016.

Did ESP implementation contribute to system-level changes?

Finding 13: Implementation of the two provincial ESPs has likely contributed to the noted system-level improvements in both provinces and has supported the provinces in addressing capacity gaps that resulted from devolution.

124. All of the improvements described above can be linked to specific initiatives contained in the SESP and BESP, with support from development partners, and have significantly addressed the important provincial capacity gaps. Taken purely in the context of implementation rates, both the BESP and SESP remain below expectation. However, this is largely due to the degree that both the SESP and BESP presented very ambitious plans that were well beyond the organizational capacity or fiscal scope of either province. This does not detract that two plans formed the framework on which the noted system level improvements were achieved; and as such both contributed to the observed changes. Some of the changes, for example new monitoring systems to deter absenteeism, are derived directly from the plans and reflect the degree of political and senior bureaucratic support for education system reform. This is not to say that the current plans have in themselves eliminated political patronage and graft. Rather it is to emphasize that they have provided a coordinated platform on which the provinces have begun to reshape their education systems.

125. Both the SESP and BESP were approved shortly after education was devolved from the federal government to the provincial ones. At the time, capacity at the provincial level was very limited, in part because devolution was not accompanied with a strategy to transfer technical expertise from the central government to the provincial ones. To name but a few examples, neither province had capacity to prepare curricula or assess students' learning outcomes, and neither province had benchmarks on the quality of learning materials, teacher training, and ECE and NFE education. Faced with the task of providing education services with very limited capacity, the sector plans set out to establish the basis on which the provinces could fulfill their responsibilities in education.

Validity of assumptions

126. Based on the available evidence, the evaluation rated the likelihood of the following three assumptions underlying the country level Theory of Change holding true in Sindh and Balochistan as 'strong': sector plan implementation leads to improvements of previous shortcomings in relation to (i) sector management, (ii) strengthening learning, and (iii) enhancing equity. The likelihood of the last assumption holding true was rated as 'moderate', namely that ESP implementation leads to improvements of previous shortcomings in relation to provincial capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS.

Additional factors and unintended effects

127. Additional factors beyond implementation of the BESP and SESP include projects supported by development partners and donor organizations, which were aligned with the sector plans. However, while these may have contributed to some of the noted improvements, they do not suffice to explain all of the described system level changes.

5 Progress towards stronger learning outcomes and equity

128. This section summarizes evaluation findings in relation to Key Question III from the evaluation matrix: *“Have changes at education system level contributed to progress towards impact?”* How has the education sector changed during the review period in terms of learning outcomes, equity, gender equality and inclusion?

Box 5.1: Assessment of Contribution Claim F

Claim: *“Education system-level improvements result in improved learning outcomes and in improved equity, gender equality, and inclusion in education.”*

Assessment: The evaluation found that for both Balochistan and Sindh **available evidence was not sufficient** to assess the likely validity of the contribution claim related to progress towards impact. This primarily reflects the absence of reliable statistical data, but also the relatively short window under review (2013-2018), which does not lend itself to methodologically rigorous examination of impact claims.²⁰³

Finding 14: **There is little statistical data on changes in learning outcomes, equity, gender equality and inclusion in education in Pakistan. Most of the data currently available are unreliable or contradictory.**

129. Reliable impact-level data for both provinces in Pakistan are effectively unavailable. Box 5.2 highlights the nature of data limitations. However, given that there is usually a time lag between system-level improvements and measurable impact-level change, the existence or absence of such change does not necessarily mean that system-level changes made during the review period have not been effective.

²⁰³ The two underlying assumptions related to this contribution claim as per the Theory of Change were: 1. Changes in the education system positively affect learning outcomes and equity (insufficient evidence); and 2. Country-produced data on equity, efficiency and learning allow measuring/tracking these changes (weak).

Box 5.2. Limitations of impact-level data in Sindh and Balochistan

Inaccurate and incomplete NEMIS data: As explained in chapter 4, historical data from the National Education Management Information System (NEMIS), and its provincial counterparts BEMIS and SEMIS, is nearly universally seen to be inaccurate both in terms of large-scale issues such as enrollment numbers, and with respect to more specific issues related to gender comparisons. Moreover, prior NEMIS does not provide data on out-of-school children, gross enrollment rate (GER), net enrollment rate (NER), and completion rate for the whole period under review. In this report, historical NEMIS data is used to point to broad trends as opposed to specific conclusions.

Incomplete time series and non-comparable data on learning outcomes: The only source of data on learning outcomes that is comparable for both provinces, the Annual Status of Education Report (ASER), does not provide data for the complete period under review. Provincially generated data on learning outcomes are provided by the Standardized Achievement Tests (SAT) in Sindh, but there is no equivalent in Balochistan.²⁰⁴

Absence of data: No data are available that would allow identifying specific trends in inclusive education for children with disabilities and/or other special needs.

Finding 15: There have been few if any positive changes with respect to learning outcomes.

Learning outcomes

130. Data on learning outcomes provided by ASER is available between 2014 and 2016, which does not cover the full period under review. As shown in Tables 5.1 and 5.2, according to ASER data, learning outcomes in both Sindh and Balochistan decreased between 2014 and 2016. Also, learning outcomes of female students have been consistently lower than those of male students.

Table 5.1 Sindh learning outcomes, 2014-2016

LEARNING OUTCOMES	GENDER	2014	2015	2016
% of surveyed children aged 5-16 able to read at least a sentence in Urdu/Sindhi	Male	36%	40%	34%
	Female	29%	33%	25%
% of surveyed children aged 5-16 able to read at least a few words in English	Male	31%	36%	26%
	Female	25%	31%	19%
% of surveyed children aged 5-16 able to do at least subtraction in Arithmetic	Male	32%	37%	32%
	Female	25%	31%	24%

Source: Annual Status of Education Report for 2014, 2015, and 2016²⁰⁵

²⁰⁴ As mentioned in Chapter 4, the Balochistan Assessment and Examination Commission (BAEC) has not yet produced data on learning outcomes.

²⁰⁵ Data on learning outcomes are collected through surveys conducted by ASER at the household level only in rural areas. The number of households included in the sample is around 600 and varies every year. The statistical significance of the results presented by ASER is not discussed in their reports' methodological notes. Children from private, public, and out of school are tested. The data provided by ASER on learning outcomes is comparable for the

Table 5.2 *Balochistan learning outcomes, 2014-2016*

LEARNING OUTCOMES	GENDER	2014	2015	2016
% of surveyed children aged 5-16 able to read at least a sentence in a local language	Male	34%	35%	32%
	Female	23%	19%	16%
% of surveyed children aged 5-16 able to read at least a few words in English	Male	33%	35%	30%
	Female	22%	18%	15%
% of surveyed children aged 5-16 able to do at least subtraction in Arithmetic	Male	29%	36%	32%
	Female	19%	18%	15%

Source: Annual Status of Education Report for 2014, 2015, and 2016

131. The annual variances in these figures may reflect the nature of the methodology utilized as opposed to any specific changes in learning outcomes.²⁰⁶ Data drawn from Sindh SAT in Table 5.3 shows modest improvements in student learning outcomes in the province. Equivalent province-specific data is not available for Balochistan, since, as noted in Chapter four, the Balochistan Assessment and Examination Commission (BAEC) has not yet produced data on learning outcomes.

Table 5.3 *Sindh learning outcomes through SAT tests, Grade V and VIII, 2012-2016²⁰⁷*

SUBJECT	GRADE V				GRADE VIII		
	2012-2013	2013-14	2014-15	2015-16	2013-14	2014-15	2015-16
Language Average	32.00%	30.00%	32.81%	32.80%	37.01%	40.48%	36.93%
Mathematics Average	15.00%	17.00%	18.22%	24.09%	13.73%	17.62%	21.95%
Science Average	19.00%	18.00%	15.26%	23.68%	17.07%	17.17%	24.37%
Overall Average	22.00%	21.00%	22.10%	26.86%	22.60%	25.09%	27.75%

Source: Standardized achievement tests (SAT 2012-2016)

three years presented, but is not disaggregated by relevant socio-economic variables such as household income. Overall scores for both male and female students are not available.

²⁰⁶ Given that these data are derived from a household survey as opposed to school monitoring systems, variances in the rate of application of the survey, the response rates and the target geographic area can equally explain some degree of these differences.

²⁰⁷ Language average is based on students' ability to read and write; mathematics average is based on students' knowledge on numbers and operations, algebra, measurements and geometry, and information handling; and science average is based on students' knowledge on biology, physical science, and earth and space science. The number of students included in the sample is around 2000 and varies every year. The statistical significance of the results presented by SAT is not discussed in their reports' methodological notes. In 2012 the SAT was conducted for students from Grade V only. Therefore, a comparative analysis of Grade VIII for 2012 is not available.

132. The discrepancy between ASER and SAT data is most likely due to differences in samples and methodology. While ASER data is based on a household survey conducted in rural areas in which all children (in public schools, private schools, and out-of-school) are surveyed, SAT measures learning outcomes from a sample of children enrolled in public schools. Additionally, the SAT's measures of learning outcomes are more comprehensive than ASER's. For example, whereas SAT tests children's mathematic ability in algebra, measurements, numbers, operations, and geometry, ASER tests children's ability to do simple arithmetic operations. Taken together, SAT and ASER data show that although learning outcomes may have improved in public schools in Sindh, there are no indications they have improved in rural areas in either province.

Equity, gender equality and inclusion

Finding 16: Reliable data on equity, gender equality and inclusion are scarce and there are no reliable proxies for either province. The available scattered statistical information provides a mixed picture.

133. The only source of impact-level data on equity, gender equality and inclusion for Sindh and Balochistan is NEMIS, which is considered unreliable by consulted stakeholders as noted in Chapter 4 and Box 5.2. This should be kept in mind when interpreting the data presented below.

134. The numbers of students enrolled in basic education declined slightly between 2012 and 2017.²⁰⁸

- In Balochistan, the reported number of children enrolled in public schools from pre-primary to higher secondary levels decreased from 1,056,664 (40 percent female) in 2012 to 907,350 (34 percent female) in 2017.²⁰⁹
- In Sindh, enrollment in public schools decreased from 4,577,475 (40 percent female) in 2012 to 4,485,695 (40 percent female) in 2017.

135. Throughout the same period, the proportion of children enrolled by educational level remained constant, with over 50 percent of children enrolled in primary schools in both provinces. While close to ten percent of children enrolled in Sindh are in higher secondary schools, this proportion remained below one percent in Balochistan during the period under review.²¹⁰

136. While the SESP established a target of reducing the proportion of out-of-school children²¹¹ from 40 percent in 2012 to 30 percent in 2015, NEMIS data show that the proportion increased during the period under review, reaching 52 percent (58 percent female) in 2017, the latest year for which data are available. In Balochistan, while the BESP established a target of reducing the rate of out-of-school children by 30 percent, it does not provide reliable baseline data. The rate of out-of-school children was

²⁰⁸ Source: NEMIS. NEMIS does not provide data on gross enrollment rate and net enrollment rate is not available at the province level. The latest census conducted by the Pakistan Bureau of Statistics does not provide the number of children by age group for each province either. As such, the only data regarding enrollment is the total number of children enrolled.

²⁰⁹ This decrease may in part reflect the introduction of more accurate EMIS rather than an absolute decrease due to the fact that prior systems tended to "over-count".

²¹⁰ In Balochistan, 6 students (3 female) were enrolled in higher secondary schools in 2012; in 2017, 120 students (56 female) were enrolled in higher secondary schools.

²¹¹ NEMIS data on out-of-school children is provided for the years 2016 and 2017 only for both provinces.

70 percent (78 percent female) in 2017, with data for previous years unavailable. However, consulted BSED and SELD stakeholders noted that NEMIS data on out-of-school rates were not reliable due to the fact that children enrolled in private and religious schools were considered out-of-school.

137. The gender related targets in enrollment parity set out in the education sector plans of both provinces have not been achieved. Tables 5.4 and 5.5 show the shortfall between anticipated parity levels and actual performance.²¹²

Table 5.4 *Sindh: Gender Parity for enrollment by school level*

SCHOOL LEVEL	BASELINE (2010-2011)	2016-2017	TARGET FOR 2018
Primary	0.69	0.62	0.74
Middle-Elementary	0.99	0.81	1.04
Lower Secondary	0.70	0.69	0.75
Higher Secondary	0.57	0.55	0.62

Sources: Baseline and targets taken from SESP 2014-2018. Data for 2016-2017 taken from NEMIS report *Pakistan Education Statistics 2016-2017*

Table 5.5 *Balochistan: Gender Parity for enrollment by school level*

SCHOOL LEVEL	BASELINE (YEAR NOT SPECIFIED)	2016-2017	TARGET FOR 2017-18
Pre-Primary	0.64	0.47	0.93
Primary	0.70	0.51	0.78
Middle-Elementary	0.57	0.55	0.62
Lower Secondary	0.56	0.50	0.63
Higher Secondary	-	0.88	-

Sources: Baseline and targets taken from BESP 2013-2018. Data for 2016-2017 taken from NEMIS report *Pakistan Education Statistics 2016-2017*

138. Finally, while NEMIS does not provide data on completion rates, we can use survival rates and effective transition rates to provide a picture of the extent to which enrolled children progress toward higher levels of education. As shown in Table 5.6, while the survival rate increased in Sindh from 51 percent in 2012 to 60 percent in 2016 (meaning that more children enrolled in primary schools reach Grade V), it decreased in Balochistan during the same period. Table 5.7 shows that the proportion of children who complete primary school and transition to middle-elementary school increased between 2012 and 2016.

²¹² "Parity" between the sexes is scored as 1.0

Table 5.6 *Survival rate to Grade V²¹³*

SURVIVAL RATE TO GRADE V		2012	2013	2014	2015	2016
Sindh	Total	51 %	-	-	62 %	60 %
	Male	51 %	-	-	62 %	60 %
	Female	51 %	-	-	62 %	58 %
	Total	49 %	-	-	38 %	41 %
	Male	50 %	-	-	52 %	39 %
	Female	46 %	-	-	23 %	44 %

Sources: NEMIS reports *Pakistan Education Statistics*, multiple years.

Table 5.7 *Effective transition rate from primary to lower secondary education²¹⁴*

EFFECTIVE TRANSITION RATE FROM PRIMARY TO LOWER SECONDARY		2012	2013	2014	2015	2016
Sindh	Total	64 %	-	-	68 %	73 %
	Male	63 %	-	-	69 %	73 %
	Female	66 %	-	-	66 %	73 %
Balochistan	Total	69 %	-	-	68 %	70 %
	Male	74 %	-	-	72 %	71 %
	Female	62 %	-	-	60 %	69 %

Sources: NEMIS reports *Pakistan Education Statistics*, multiple years.

²¹³ Also called retention rate, the survival rate to Grade V is the proportion of a cohort of pupils who reached Grade V expressed as a percentage of pupils enrolled in the first grade of a given cycle in a given school year.

²¹⁴ Proportion of children who transition to lower secondary schools after completing primary school

Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

Finding 17: Although the system-level changes achieved during the review period are too recent to have affected changes in learning outcomes and equity, they have established a strong foundation on which to focus subsequent plans to address “quality” issues.

139. The system-level achievements described in section 4 constitute a relevant and potentially influential foundation for future change but have yet to be sufficiently implemented to foster changes in learning outcome or equity. This is the case, for example, for the noted changes in curricula, policies, teacher professional standards, and minimum standards for schools, which have yet to be operationalized and/or fully rolled out. Once these measures are implemented, it will likely take several years until related changes contribute to measurable effects on learning outcomes.²¹⁵ Furthermore, potential positive effects of noted improvements such as teacher professional standards, curriculum development, and school monitoring in both provinces may only fully benefit government-approved schools.

Table 5.8 Link between system-level improvements and impact-level change (or lack thereof)

IMPACT-LEVEL TRENDS	LIKELY RELATION TO ANY SYSTEM-LEVEL IMPROVEMENTS
Static levels of number of children enrolled	No clear relationship to the system level improvements of either province. While available data only shows a decreasing absolute number of children enrolled in both provinces, this might be due to a decreasing population of school-aged children. However, important measures have been implemented during the period under review to increase enrollment in basic education, such as passing free and compulsory education into law, school construction and upgrade, and abolishing gender segregation in primary schools in Balochistan.
Mixed results in terms of improvement levels in learning outcomes	No clear relationship to some system-level improvements. Notwithstanding the lack of objective links, curriculum development and teacher recruitment and training activities in both provinces are now being implemented. While changes in learning outcomes presented above show some progress for students enrolled in public schools, the vast majority of SELD, BSED, and NGO and development partner stakeholders were hesitant in claiming that SESP and BESP implementation had positive impact on learning outcomes, noting that it is too early for some of the system-level changes to be fully reflected in learning outcomes.
School transition rates remain low	No clear links to some system-level improvements. However, school upgradation may have supported to a very limited degree the slight increase in the proportion of children who transition to middle-elementary school upon completing primary school.

²¹⁵ This ‘time lag’ between system level change and likely effects on learning outcomes also applies to those parts of the education system that have not improved during the 2014-2018 period.

IMPACT-LEVEL TRENDS	LIKELY RELATION TO ANY SYSTEM-LEVEL IMPROVEMENTS
No improvement in gender equality in enrollment	No clear relationship to any system-level improvements made during 2014-2018 period. Original enrollment GPI targets in both provincial ESPs may have been ambitious. Important measures have been taken to increase enrollment of girls in both provinces, and as yet have not had sufficient time to take effect.
No decrease in percentage of out-of-school children	No clear relationship to any system-level improvements in Sindh, only a modest relationship in Balochistan. More reliable monitoring systems have identified virtually no change in the percentage of out-of-school children in Sindh. In Balochistan, a minor decrease occurred due to the construction of new schools with more qualified teachers and improved facilities as part of the BESP. More precisely, 28,042 children (15,900 female) are enrolled in the 536 schools that were constructed through the BEP. These children were previously out-of-school.
Unclear situation for children with special needs	No clear relationship to any system-level improvements. There is no available data to demonstrate any changes regarding children with special needs. Both ESPs were relatively silent on this matter.

6 Conclusions

6.1 Overview

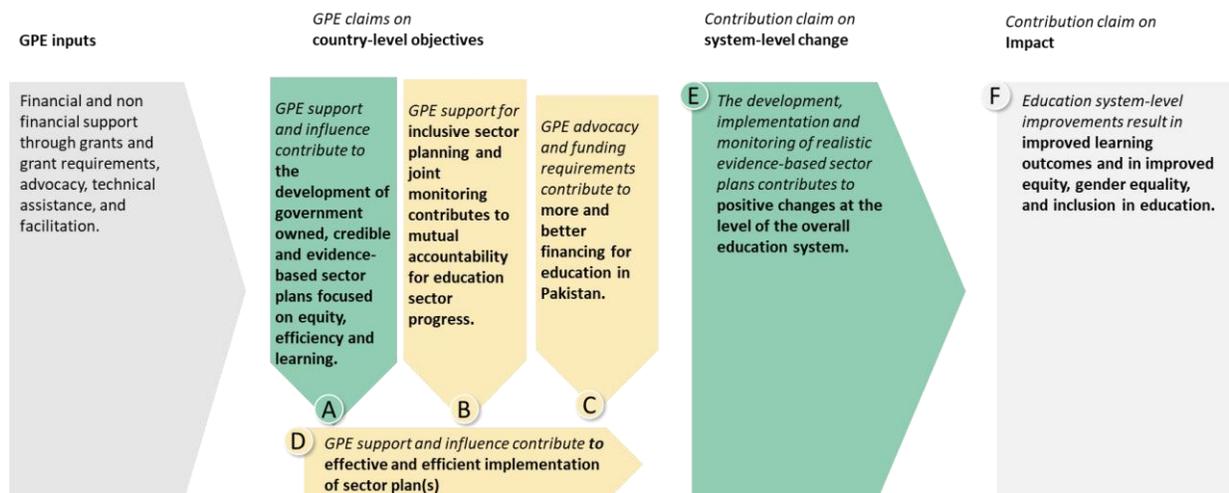
140. This final section of the report draws overall conclusions deriving from the analysis of contribution claims and evaluation findings.

141. The summative country-level evaluation set out to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results in GPE partner developing countries in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change and country-level operational model. The following conclusions are structured accordingly.

6.2 Contributions to results and validity of the GPE country-level theory of change

142. Figure 6.1 presents a simplified version of the country-level theory of change. In the graphic, the items labeled A-F indicate the contribution claims that logically link the different elements in the TOC to each other. The color ratings indicate the extent to which available evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim. Items in grey indicate insufficient data to make an assessment. Full definitions of color ratings are provided in Appendix VII. The elements depicted are further described below.

Figure 6.1 Assessment of contribution claims in the country-level theory of change for Pakistan



GPE contributions to sector planning, dialogue and monitoring, and sector plan implementation

143. Evaluation evidence supports contribution claim A in Figure 6.1 related to GPE influence on sector planning and partially supports contribution claim B related to mutual accountability.²¹⁶ For both contribution claims A and B, GPE appears to have influenced government capacity²¹⁷ for sector planning in terms of motivation (primarily by providing an incentive in the form of ESPIG funding requirements, and, to a lesser extent, through advocacy), opportunity (by funding sector planning and monitoring activities) and capabilities (by providing technical assistance).

- As regards sector planning, in Sindh, the presence of GPE support from the outset may have contributed to comparatively stronger sector planning capacity than was available in Balochistan during the development of the province's first ESP. For example, in Balochistan the ESPIG had to be modified and extended due to unrealistic original assumptions in terms of its scope and financing.
- In relation to sector dialogue, new links between academic bodies, civil society, labor, and governmental authorities were forged in both provinces during the review period, not only through the creation of LEGs, but also as a result of the need to foster continuous collaboration in order to fulfill the ambitious plans of both provincial ESPs. This has resulted in a more participatory approach to sector planning and subsequent implementation of new initiatives. For example, the plight of out-of-school children, frequently ignored in the past, was highlighted as a result of the ESP process in both provinces.

144. While significant improvement has ensued, important areas for further strengthening remain regarding the composition and roles of the two LEGs, including extent and quality of civil society participation, and the quality of education sector reviews.

145. Additional positive factors such as financial and technical support from other development partners and existing planning capacity within both departments of education also contributed to observed changes in sector planning, but do not suffice to explain them. The main additional factors that (negatively) affected sector dialogue and monitoring are related to political and budgetary uncertainties in both provinces and the ongoing domestic security crisis which affects Balochistan.

146. GPE has made moderate contributions to education sector financing (contribution claim C). It has made no notable contributions to the *quality* of international financing but has made contributions to the *quantity* of international financing by creating an incentive for other donors to provide more funding to support the ESPs, most notably the EU, UNICEF and Japan. Domestically, GPE has contributed to keeping the target of education sector financing (in the range of +20 percent of provincial expenditures) on the agenda, but there is little evidence that it has directly influenced provincial education sector allocations. Overall, there is only limited support for the underlying assumption that GPE had sufficient leverage to influence the amount of and the quality of domestic and international education sector financing in both provinces.

²¹⁶ See Appendix VII for ratings of Contribution Claims

²¹⁷ In this report, we understand '**capacity**' as deriving from the combination of **motivation** (including incentives), **opportunity** (factors outside of individuals, including resources, conducive environment), and **capability** (individual and collective knowledge and skills). Change occurs when existing or emerging capacity affects the behaviour of the targeted actors, organizations, or institutions.

147. One of the main additional factors driving education financing in both provinces is Pakistan's federal nature and, the related fixed revenue sharing formula between federal and provincial levels. This has limited the ability of both Sindh and Balochistan provinces to raise additional revenues and increase educational spending. In consequence, it has also limited the provincial governments' ability to integrate initiatives piloted with either GPE or other donor financial support into their recurrent budgets.

148. Finally, evidence deriving from the evaluation's various lines of enquiry partially supports contribution claim D related to GPE supporting the successful implementation of the two ESPs. GPE financial and non-financial support contributed in both provinces to strengthening elements of internal capacity for sector plan implementation by enhancing related opportunities and capabilities through ESPIG funding and technical expertise provided especially through the grant agent and UNICEF.

149. However, both Sindh and Balochistan made only limited progress in implementing most of the priority areas outlined in their respective ESPs. This is likely due to three main factors:

- The ESPs of both provinces, and especially of Balochistan, were overly optimistic in their selection of initiatives and targets.
- Internal capacity gaps: While both provinces (in Sindh with support from a GPE ESPDG and Balochistan with direct donor support) established special units focused on education sector planning, the function of overseeing ESP implementation was not centralized in a similar way. Both SELD and BSED did not have access to sufficient numbers of staff with the required technical skills to ensure effective and efficient ESP implementation. The above-noted fiscal limitations faced by both provincial governments prevented the agencies of increasing their respective pools of trained personnel.
- Both provinces created ESPs that were not based in fiscal realities.

150. While Sindh and Balochistan did not implement all that they had intended to do under their ESPs, both provinces did put in place a considerable number of new or improved mechanisms to address existing weaknesses in their respective education system (see 'education system level change' below).

151. Turning to the GPE model itself, assumptions relative to the adequacy of planning, and especially the development of the ESP and subsequent negotiations relative to ESP appraisal demonstrate that an approach which largely respects national autonomy and decision-making may in some instances be detrimental in the long term. For example, the appraisal process for sector plans did not seem to give sufficient weight to the assessment of true implementation capacity in both provinces, relying more on a technical assessment of the quality of the document, as opposed to its relevance as an instrument to guide planning and implementation. The same can be said for the negotiations which led to the two ESPIGs where again over-expectation appears to have clouded more realistic assessments of capacity to implement. While it is difficult to strike a balance between excessive levels of intervention and national autonomy, both provinces appeared to demonstrate that at least in the first cycle of GPE participation, some greater degree of intervention and support might encourage more realistic planning and subsequent implementation. The absence of the conditionality inherent in the New Funding Model, which was introduced after the two ESPIGs were approved, might also be a contributing factor to some of the issues relative to implementation.

Education system level change

152. During the period under review, both Balochistan and Sindh have made strong progress towards strengthening various elements of their education systems. Observed improvements have included:

- Real time school monitoring in both provinces improved demographic and operational level data, providing first time access to reliable data and leading to more informed decisions
- Teacher training improved quality of teaching and contributed to pupil retention and advancement (transition to middle school)
- Emphasis on non-formal education
- Merit-based hiring improved both teacher quality and confidence among civil society
- Introducing new, or strengthening existing, measures to further gender equality in education, including the provision of safer, more accessible facilities and the construction of gender-neutral schools (Balochistan)
- New education policies in Sindh (e.g., Non-Formal Education, Early Childhood, Private Public Partnership Act, and others)
- New Performance Management Cell that hosts provincial EMIS and the Balochistan Examination and Assessment Commission are leading to better understanding of student performance

Impact level change

153. There is insufficient evidence to prove or disprove the validity of the GPE's theory of change in relation to the assumed links between a stronger education system and impact-level changes in learning outcomes, equity, gender equality and inclusion. This is largely due to the relatively short and recent timeframe that the evaluation was able to focus on in detail, inadequate monitoring systems that still focus on basic outcome data (schools, teachers, and to some extent student populations), and the fact that system-level improvements fostered by GPE support require considerable time to effect change at the level of learning outcomes, equity, equality or inclusion.²¹⁸

6.3 Cross-cutting observations²¹⁹

Roles played by country-level partners and the Secretariat

154. Most in-country stakeholders valued the technical assistance provided by the Secretariat, in particular the quality assurance for draft sector plans and ESPIG-funded programs. However, the observed challenges in ESP implementation indicate that the GPE appraisal process for sector plans did not give sufficient weight to the assessment of actual implementation capacity in both provinces, relying

²¹⁸ One assumption related to this contribution claim (availability of data) was rated as weak, while the other (system changes affect learning/equity outcomes) was not rated for lack of evidence. The *lack of evidence* for validating this step in the GPE theory of change is not the same as *disproving* the ToC. It merely illustrates the difficulty of establishing clear cause and effect relationships when reviewing a relatively short period of time, given that impact-level change likely derives from longer-term processes.

²¹⁹ I.e., observations relevant to the GPE model as a whole.

more on a technical assessment of the quality of the document, as opposed to its relevance as a practical instrument to guide planning and implementation. Similarly, negotiations leading up to the approval of the two ESPIGs were characterized by over-expectation, which clouded more realistic assessments of existing implementation capacity.

155. In both provinces, consulted stakeholders widely agreed that the work of UNICEF as the CA was crucial in the preparation of strong ESPs and in many instances catalytic to the success of ESPIG implementation. For UNICEF however, which also maintains its own portfolio of activities in both provinces, being the coordinating agency for GPE-related work has resulted in resourcing challenges, given that CAs do not receive reimbursement for their staff costs which have been rising.

156. In both provinces, no major issues were identified in relation to the clarity of GPE funding and reporting requirements. However, in Balochistan some concerns were raised about the inflexibility of the grant agent's (the World Bank) administrative and grant release procedures which they felt slowed the pace of implementation. An accelerated rate of disbursements suggested by Balochistan officials was not accepted by the World Bank due to the fact that prior disbursements had been slow.

157. Pakistan's two other provinces, Punjab and Khyber Pakhtunkhwa, are likely to seek GPE support for the development of ESPs and possibly accompanying ESPIGs. This would nearly double the coordinating workload of UNICEF, assuming that Balochistan and Sindh wish to continue their participation. Given the overall fiduciary pressures being placed on United Nations bodies worldwide, the GPE model, which relies heavily on the in-country CA in the absence of a GPE in-country presence, is at some degree of risk in Pakistan given the volume of work for the CA that is likely to emerge as a result of additional provincial requests for GPE support. This situation also is a reflection of the conjuncture between the GPE model, which is largely designed to operate in a unitary state, and the devolved federal nature of Pakistan. If given Pakistan's provincial-based education system, the CA – if appointed at the central rather than the provincial level - could be required to undertake the functions of up to four coordinating agencies.

158. In both provinces, no major issues were identified in relation to the clarity of GPE funding and reporting requirements. However, in Balochistan some concerns were raised about the inflexibility of the grant agent's (the World Bank) administrative and grant release procedures which they felt slowed the pace of implementation. An accelerated rate of disbursements suggested by Balochistan officials was not accepted by the World Bank due to the fact that prior disbursements had been slow.

159. Overall, the World Bank as the GPE Grant Agent has played its role effectively as regards fiduciary oversight of ESPIG implementation in both provinces. At the same time, the GA appears to have had very limited visibility at the federal level, which placed an additional burden on the Coordinating Agency to represent GPE in Pakistan as a whole. While the GPE operational model is based on the assumption of effective cooperation and mutual support between GA and CA, this has not consistently been the case in Pakistan.

Enhancing the Education Partnership in Pakistan

160. The Pakistan case offers a special opportunity to review how the GPE model has been rolled out in two provinces of a federal state. One key observation in this regard is the absence of synergies between education sector improvements (and related GPE support) in Sindh and Balochistan. New links between academic bodies, civil society, labor, and governmental authorities were forged in both provinces, not only through the creation of LEGs, but also as a result of the need to foster continuous collaboration in order to fulfill the ambitious plans of both provincial ESPs. This has resulted in a more participatory approach to sector planning and subsequent implementation of new initiatives. For example, the plight of out-of-school children, frequently ignored in the past, was highlighted as a result

of the ESP process in both provinces, and some measures are being implemented to rectify matters. As noted in this report, the ESPs and the LEGs in both provinces resulted in a higher degree of donor collaboration, although not complete harmonization, with their respective plans. Within the donor community, the ESPs generated greater awareness in both provinces of the need to collaborate in a practical way. For example, the European Union and Japan both took deliberate steps to better integrate their bilateral activities with the objectives of the ESPs.

161. However, the level of participation in LEGs in both provinces varied and has evolved over time. Civil society representation has been inconsistently sought with paradoxical situations such as the absence of representatives of private schools on one LEG, while the government department that loosely administers private schools was a member. The effectiveness of LEGs, especially in Sindh may have been impacted by the GPE model which does not directly involve itself in LEG decision-making. The case of Sindh where the LEG had not met in 2018 until immediately before the impending election demonstrates this challenge relative to ensuring ongoing dialogue.

162. While many of the primary initiatives under the two ESPs are similar (e.g., many of the new approaches to school and teacher monitoring, enhanced management information systems, and teacher training and certification), there is no evidence that cross fertilization or dialogue occurred between the two provinces. Also, it does not appear that any consideration was given during the negotiations leading up to ESPIG approval to, if not blending the two grants, at least attempt to identify common areas where technical and financial synergies might have been possible to generate. Similarly, at the relatively weak federal level, there does not appear to have been any concerted effort – be it by national or provincial governments or GPE - to draw from lessons learned in Balochistan and Sindh to attempt to cross fertilize in other provinces in Pakistan. However, this may change with the likely inclusion of additional provinces in future GPE activities in Pakistan.

163. The lack of a country presence, a key component of the GPE model, placed additional burdens on the CA to provide a degree of continuous support across the partnership. As has been noted earlier, the GA for Pakistan as a whole, the World Bank, appears to play a fairly minimal and largely fiduciary role in both. The challenge to the GPE model may lie in the fact that it assumes levels of cooperation and support on the part of the GA and CA which may not be realistic. To that extent, some aspects of the overall GPE Theory of Change may not reflect on-the-ground realities and may result in assumptions that are unrealistic to some degree. In the Pakistan context the likely expansion of GPE activities into two other provinces, Punjab and Khyber Pakhtunkhwa, along with Sindh and Balochistan is already being viewed in certain circles as potentially a major resource challenge, which might translate into a diminution of the ability of the GPE to support both ongoing, and newly established plans and activities.

Capacity to Plan and Implement

164. While both provinces experienced increased capacity to plan, the ability to implement lags behind. The ESP process (supported in Sindh by an ESPDG and in Balochistan by direct donor support) resulted in increased capacities in the departments of education to identify gaps in the education sector and plan for their resolution in a participatory fashion. In both provinces, special units were established to conduct these planning functions, and they continue today as the nerve center for provincial education sector planning.

165. Implementation capacity, which was not as centralized, has not benefited to the same degree in terms of increasing internal capacity. Lack of technical skills, trained personnel, and sufficient personnel to implement have hampered the provinces in their achievement of ESP objectives. More importantly, fiscal limitations have made it difficult for provinces to increase the pool of trained personnel required to further implement even non-monetary or relatively low cost normative activities.

Gender

166. Although both provincial ESPs made significant commitments toward gender equality, over the review period the level of progress towards these commitments has been marginal at best, with very little data to substantiate evidence of improvement. Systems changes (including the provision of safer, more accessible facilities, gender-neutral schools being built and Balochistan, curriculum development in both provinces, and a special focus on out-of-school children in both provinces) have improved the foundation on which to address gender equality. However, long-standing social norms combined with budget limitations in terms of expanding recurrent budgets have hampered progress toward changing historic patterns of gender inequality. Minor improvements in gender equality can be seen in specific areas were supported by the ESPIG, such as Balochistan's school construction program, but system-wide improvements remain to be achieved.

Special Needs

167. The ESPs of both provinces did not focus particular attention on special needs circumstances, save for the contextually relevant issue of out-of-school children. In particular, learning disabilities and physical disabilities did not receive significant attention. The likely cause for this gap lies in both the lack of internal capacity to analyze special needs as well as long-term societal patterns with respect to individuals with special needs.

168. In the Pakistan context, out-of-school children constitute a particular category of young people experiencing special needs due to economic and social factors. These children and young people have been left behind by an education system geared to more traditional approaches to learning. In both provinces, the ESPs made reference to these circumstances. In both provinces, Japanese support has been crucial in catalyzing provincial departmental interest in developing alternate educational approaches that reach out to children and young people who are not only out-of-school, but largely unable to participate in traditional educational systems. These measures have been one of the most innovative elements of ESP implementation in both provinces.

Recurrent Budgets

169. In common with many other DCPs, Pakistan and its two provinces of Balochistan and Sindh face considerable challenges in improving the quality, accessibility, equity and scope of the education sector due to constraints related to the nature of recurrent budgets versus development spending, either through domestic or donor sources. In most DCP's a significant percentage of the education budget, usually well over half, is allocated to relatively fixed recurrent costs such as salary and basic maintenance. The flexibility in domestic budgets to either increase overall spending, or reallocate spending toward education system improvements and overall improvements in learning outcomes, is significantly limited by factors beyond the control of education ministries or departments themselves. As noted in this report, in Pakistan this situation is further complicated by its federal nature, the fixed revenue-sharing formula between the federal and provincial levels, and the inability of provinces to raise additional revenues due to their limited taxation base.

170. One of the overall objectives of the GPE model is to increase spending in education generally and, more specifically, to increase recurrent budgets to include elements that have been suggested in ESPs. In both Balochistan and Sindh, there has been steady progress in integrating initiatives piloted by either ESPIG support or bilateral donor activity. Many of these activities that have been absorbed within the recurrent budgets of both provinces relate to teacher and school monitoring, and school restoration. However, as noted earlier, the fiscal framework providing for revenue transfers between the federal and provincial level limits the ability of provinces to increase overall education spending. Therefore,

Balochistan and Sindh both tended to absorb ESPIG-supported activities that were considered by many to be a kind of pilot project. By contrast, the level of direct absorption of initiatives identified in the various ESPs is somewhat lower, given that decision-makers did not have any firm evidence on which to base a decision to include a particular activity in recurrent budgets.

171. Opportunities for synergies and even potential cost-sharing among provinces were not able to be explored given that the GPE model is based on a largely unitary governance approach. It does not appear that any consideration was given during the negotiations leading up to ESPIG approval to seeking if not blend the two major grants, at least attempt to identify common areas where both technical and financial synergies might have been possible to generate. This in large part also may be due to the fact that the grant administration is conducted by a third-party, the World Bank, and is done so on a relatively transactional basis in line with existing WB policies and procedures with respect to grant implementation which are highly transactional.

6.4 Overall Conclusion

172. Pakistan has experienced its first full programming cycle of participation in GPE, and the findings of this summative country evaluation point to mixed yet positive overall results. While first time efforts to develop ESPs in the two provinces were largely successful in terms of needs identification and participatory planning processes, these efforts were limited by lack of capacity and excessive optimism in the articulation of objectives and targets for the planning cycle.

173. Implementation efforts were generally mixed, with systems changes more predominant than changes with respect to educational outcomes or impacts. While capacity gaps in implementation may have influenced the level of results achievement, limited fiscal room to maneuver was probably a more significant deterrent to plan implementation. As noted in this report, the federal nature of Pakistan and its revenue distribution system, along with the limited ability of provinces to generate their own revenues, results in a potential budgetary deadlock that limits the capacity, even when fully willing, of provincial education departments to significantly implement new initiatives. In both Balochistan and Sindh, progress has been made in integrating ESPIG-financed activities into recurrent budgets, therefore clearly demonstrating the willingness of political and bureaucratic authorities in both provinces to transform their education sectors to the extent fiscally possible.

174. Consulted authorities in both provinces affirmed that subsequent education sector plans, developed with or without GPE support, would focus more on addressing education quality, participation and equity-related considerations, and recognized that these first ESPs for both provinces laid a solid foundation, built capacity and demonstrated effectiveness. From the GPE perspective therefore it would appear that Pakistan's initial round of GPE participation achieved a considerable degree of progress, firmly establishing the benefits of the GPE model in Pakistan.

Appendix I Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? ²²⁰ If so, then how?			
CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review?²²¹ How?			
CEQ 1.1 What have been strengths and weaknesses of education sector planning during the period under review?	<ul style="list-style-type: none"> • Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria.²²² <ul style="list-style-type: none"> – Plan preparation process has been country-led, participatory, and transparent – Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector – Issues of equity, efficiency, and learning are soundly addressed to increase sector performance – There is consistency between different components of the sector plan – Financing, implementation and monitoring arrangements offer a good perspective for achievement 	<ul style="list-style-type: none"> • Current and past sector plans (including from period prior to country joining GPE if available) • GPE ESP/TSP quality assurance documents • JSR reports • Other relevant reports or reviews that comment on the quality of previous sector plans • Interviews 	<ul style="list-style-type: none"> • Pre-post analysis (where data on previous policy cycles is available) • Triangulation of data deriving from document review and interviews

²²⁰ OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

²²¹ The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, for selected indicators (and subject to data availability) the summative evaluations will look back up to five years prior to the country becoming a GPE member to conduct a trend analysis of relevant data.

²²² Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Extent to which previous sector plans met current GPE or other (e.g., country specific) quality standards (if and where data is available) • Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of: <ul style="list-style-type: none"> – Leadership for and inclusiveness of sector plan preparation – Relevance and coherence of the sector plan – Adequacy of sector plan in addressing equity, efficiency and learning issues – Timeliness of plan preparation processes 		
<p>CEQ 1.2 What have been strengths and weaknesses of sector plan implementation during the period under review?</p>	<ul style="list-style-type: none"> • Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data is available: compared to progress made on implementing previous sector plan) • Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data is available) • Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to: <ul style="list-style-type: none"> – Extent to which plans are coherent and realistic – Implementation capacity and management – Funding – Other (context-specific) 	<ul style="list-style-type: none"> • Current and past sector plans (including from period prior to country joining GPE if available) • DCP government ESP/TSP implementation documents including mid-term or final reviews • Relevant program or sector evaluations, including reviews preceding the period of GPE support under review • JSR reports • Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government • CSO reports • Interviews 	<ul style="list-style-type: none"> • Pre-post analysis (where data on previous policy cycles is available) • Triangulation of data deriving from document review and interviews

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 1.3 Has GPE contributed to the observed characteristics of sector planning? How?</p> <p>a) Through the GPE ESPDG grant (funding, funding requirements)</p> <p>b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and Advocacy and Social Accountability Fund (ASA) grants, and cross-national sharing of evidence/good practice)²²³</p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> • ESPDG amount as a share of total resources invested into sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG <p>b) Contributions through other (non ESPDG-related) support:</p> <ul style="list-style-type: none"> • Support directed at priority needs/gaps identified by the DCP government and/or LEG • Support adapted to meet the technical and cultural requirements of the specific context in [country] • Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation • Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g., quality assurance provided by Secretariat) 	<ul style="list-style-type: none"> • ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g., country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)

²²³ Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy can include inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? How?</p> <p>a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche²²⁴</p> <p>b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)²²⁵</p>	<p>a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche (where applicable)</p> <ul style="list-style-type: none"> • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Maximum allocation amounts and actual amount a country received from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA; • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG. • Progress made towards targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable) • Proportion of overall sector plan funded through GPE ESPIG • Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant • Proportion of teachers trained under current/most recent sector plan funded through GPE grant • Proportion of classrooms built under current/most recent sector plan funded through GPE grant • Progress made towards objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets) 	<ul style="list-style-type: none"> • ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g., country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)

²²⁴ Where applicable.

²²⁵ Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Timeliness of implementation of GPE grants (Education Sector Plan Development Grant, Program Development Grant, Education Sector Plan Implementation Grant) • Grant implementation is on budget b) Contributions through non-financial support <ul style="list-style-type: none"> • GPE support aimed at strengthening sustainable local/national capacities for plan implementation • Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context c) Adding value to country-driven processes (e.g., quality assurance provided by Secretariat) 		
<p>CEQ 1.5 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing?</p> <p>a) Leveraging of additional finance from the government?</p>	<p>a) Leveraging additional finance from government</p> <ul style="list-style-type: none"> • Changes in country's public expenditures on education during period under review (by sub-sector if available) <p>b) Leveraging additional finance through multiplier funding</p>	<ul style="list-style-type: none"> • Interviews with national actors (e.g., Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups) 	<ul style="list-style-type: none"> • Trend analysis for period under review • Comparative analysis (GPE versus other donor contributions)
<p>b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)?</p> <p>Leveraging of additional finance from other partners through means other than the multiplier funding mechanism?</p>	<ul style="list-style-type: none"> • Extent to which country has achieved, maintained or exceeded 20% of public expenditures on education during period under review • Amount received through the GPE multiplier fund (if applicable). c) Leveraging additional finance through other means <ul style="list-style-type: none"> • Amounts and sources of domestic resources mobilized through GPE advocacy efforts (b and c): <ul style="list-style-type: none"> • Changes in relative size of GPE financial contribution in relation to other donor' contributions 	<ul style="list-style-type: none"> • GPE data (e.g., grant documents, country commitments and disbursements, donor pledges and contributions) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g., Education Management Information) 	<ul style="list-style-type: none"> • Triangulation of quantitative analysis with interview data

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>c) Improvements in the quality of education finance (e.g., short, medium and long-term predictability, alignment with government systems)?</p>	<ul style="list-style-type: none"> • Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Changes in donor aid to country; Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g., private or innovative finance) that can be linked to GPE leveraging <p>d) Quality of education finance</p> <ul style="list-style-type: none"> • Alignment of GPE education sector program implementation grants with GPE’s system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively) • Possible reasons for non-alignment or non-harmonization (if applicable) 	<ul style="list-style-type: none"> • Systems, school censuses and surveys, National Education Accounts, Joint Sector Reviews, public expenditure reviews) 	
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
<p>CEQ 2.1 Has sector dialogue changed during the period under review?</p>	<ul style="list-style-type: none"> • Composition of the country’s LEG (in particular civil society and teacher association representation), and changes in this composition during period under review • Frequency of LEG meetings, and changes in frequency during period under review • Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> – Inclusiveness – Frequency, consistency, clarity of roles and responsibilities – Relevance (i.e., perceptions on whether stakeholder input is taken into account for decision making) – Quality (evidence-based, transparent) 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 2.2 Has sector monitoring changed?	<ul style="list-style-type: none"> • Frequency of joint sector reviews conducted, and changes in frequency during period under review • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP government decisions (e.g., adjustments to sector plan implementation) and sector planning • Measures in the current sector plan to strengthen sector monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate the results of document review and interviews
	<ul style="list-style-type: none"> • Stakeholder views on changes in JSRs in terms of them being: <ul style="list-style-type: none"> – Inclusive and participatory – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JSR recommendations)²²⁶ • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector. 		

²²⁶ Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? How?</p> <p>a) Through GPE grants and funding requirements</p> <p>b) Through other support²²⁷</p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> • Proportion of EMIS-related improvements outlined current/most recent sector plan funded through GPE grant <p>b) Non-grant related support</p> <ul style="list-style-type: none"> • Support is targeted at issues identified as priorities by DCP government and/or LEG • Support is adapted to meet the technical and cultural requirements of the specific context in [country] • Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews 	<ul style="list-style-type: none"> • Triangulate triangulation the results of document review and interviews
	<p>a) and b)</p> <ul style="list-style-type: none"> • Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g., around JSRs) 	<ul style="list-style-type: none"> • changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] 	<ul style="list-style-type: none"> • results of document review and interviews

²²⁷ Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation, and cross-national sharing of evidence/good practice

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
<p>CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector plan development, sector financing and plan implementation, and in sector dialogue and monitoring?</p>	<ul style="list-style-type: none"> • Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) <ul style="list-style-type: none"> – Political context (e.g., changes in government/leadership) – Economic context – Social/environmental contexts (e.g., natural disasters, conflict, health crises) – Other (context-specific) 	<ul style="list-style-type: none"> • Documents illustrating • Relevant studies/reports commissioned by other education sector actors (e.g., donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g., media) reports on changes in relevant national contexts and implications for the education sector • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews
<p>CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?</p>	<ul style="list-style-type: none"> • Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants) • Types of unintended, positive and negative, effects deriving from other GPE support. 	<ul style="list-style-type: none"> • All data sources outlined for CEQs 1 and 2 above • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews
Key question II: Has the achievement of country-level objectives²²⁸ contributed to making the overall education systems in Sindh and Balochistan more effective and efficient?			
<p>CEQ 4 During the period under review, how has the education system changed in relation to:</p> <p>a) Quality of teaching/instruction</p>	<p>a) Quality of teaching/instruction</p> <ul style="list-style-type: none"> • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by 	<ul style="list-style-type: none"> • Education Management Information System (EMIS) • UIS data 	<ul style="list-style-type: none"> • Pre-post comparison of statistical data for periods under review • Triangulate the results

²²⁸ GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring

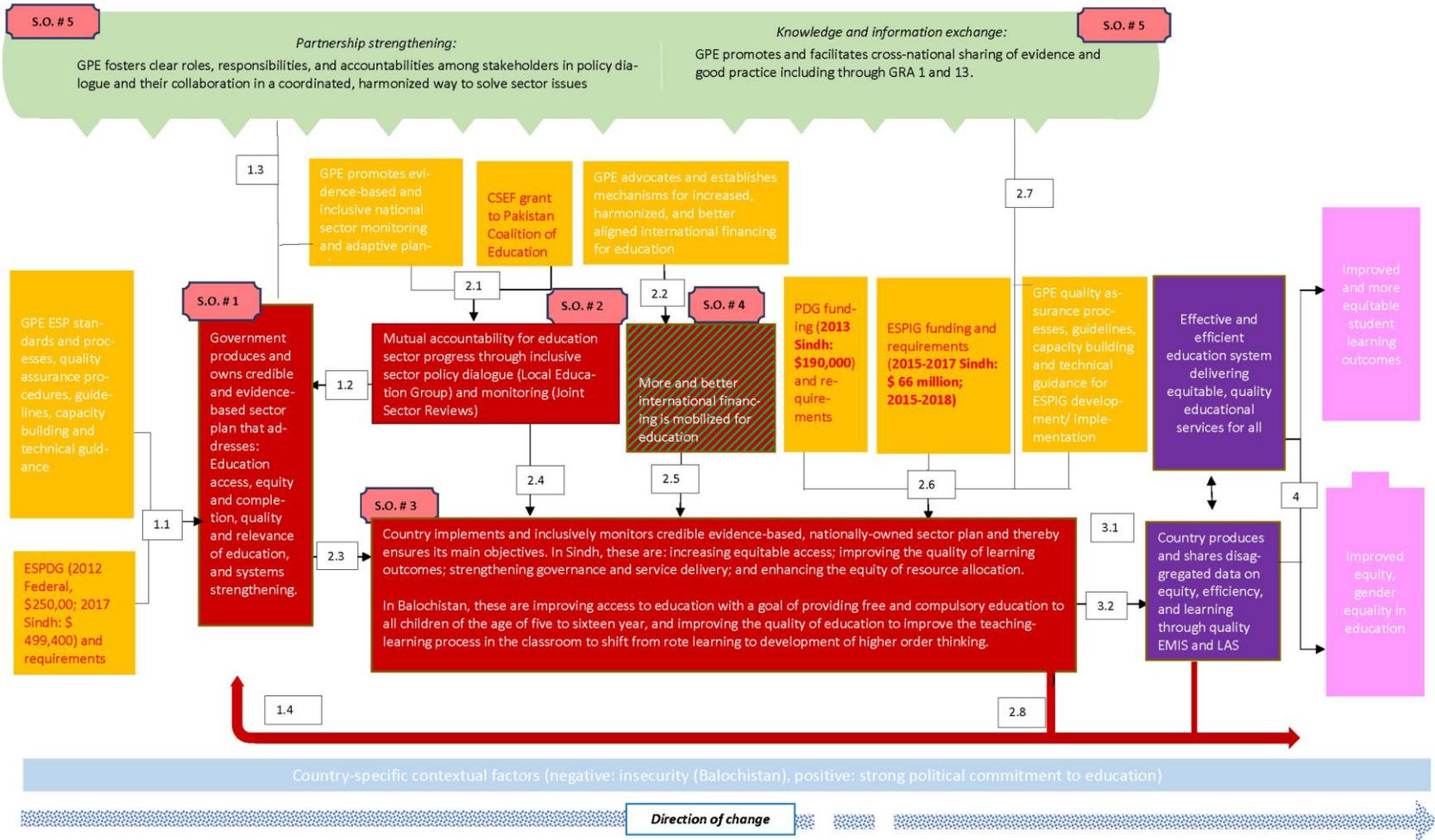
MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>b) Evidence-based, transparent decision making²²⁹</p> <p>c) Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources.</p>	<p>relationship between number of teachers and number of pupils per school)</p> <p>b) Evidence-based, transparent decision making</p> <ul style="list-style-type: none"> • Changes in number of education indicators that country reports to UIS during period under review • Changes in whether country has quality learning assessment system within the basic education cycle during period under review • Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision making <p>c) Indicators for specific areas of education systems strengthening as outlined in the country's current sector plan related to:</p> <ul style="list-style-type: none"> • Sector management (e.g., changes in ministerial, district and/or school level management structures, guidelines, staffing, financing, approaches to ensuring effective and efficient use of resources) 	<ul style="list-style-type: none"> • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews 	<p>of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening</p>
	<ul style="list-style-type: none"> • Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g., through new/improved incentives for schools/teachers) • Equity (removal of barriers to school participation for all learners; creating inclusive learning environments) <p>(a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review</p>		

²²⁹ Sub-questions a) and b) reflect indicators under Strategic Goal #3 as outlined in the GPE results framework. Sub-questions c) explores additional, country-specific indicators for system-level change.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 5 How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?	<ul style="list-style-type: none"> The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level Alternative explanations for observed changes at system level (e.g., changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan) Stakeholder perceptions of reasons for observed changes 	<ul style="list-style-type: none"> Sources as shown for CEQ 4 Literature on good practices in education system domains addressed in country's sector plan Education sector analyses Country's poverty reduction strategy paper 	
Key question III: Have changes at education system level contributed to progress towards impact?			
CEQ 6: During the period under review, what changes have occurred in relation to: <ul style="list-style-type: none"> a) Learning outcomes (basic education)? b) Equity, gender equality and inclusion in education? 	a) Learning outcomes: <ul style="list-style-type: none"> Changes in learning outcomes (basic education) during period under review. Changes in percentage of children under five (5) years of age in COUNTRY who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys 	<ul style="list-style-type: none"> Sector performance data available from GPE, UIS, DCP government and other reliable sources Teacher Development Information System (TDIS) Education Management Information System (EMIS) 	<ul style="list-style-type: none"> Pre-post comparison of available education sector data during period under review Triangulation of statistical data with qualitative document analysis and interviews
	b) Equity, gender equality, and inclusion: <ul style="list-style-type: none"> Changes in proportion of children who complete (i) primary, (ii) lower-secondary education Changes in out of school rate for (i) primary, (ii) lower-secondary education Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) Education sector plan sets gender parity index/targets for (i) primary, (ii) lower-secondary education Extent to which these targets have been achieved Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review (a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework	<ul style="list-style-type: none"> National examination data International and regional learning assessment data EGRA/EGMA data ASER/UWEZO other citizen-led surveys Grant agent and Implementing partner progress reports Mid-term Evaluation reports GPE annual Results Report Appraisal Reports Interviews 	

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 7 Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?</p> <p>What other factors can explain changes in learning outcomes, equity, etc.?</p>	<ul style="list-style-type: none"> • Changes in country's change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review • Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5 • Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review 	<ul style="list-style-type: none"> • Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings 	<ul style="list-style-type: none"> • Pre-post comparison of available education sector data during period under review • Triangulation of statistical data with qualitative document analysis and interviews
		<ul style="list-style-type: none"> • Interviews 	<ul style="list-style-type: none"> • Weigh supporting and refuting evidence of GPE contributions to sector outcomes during period of review

Appendix II GPE country-level theory of change for Pakistan



LEGEND

Xxx????	Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE financial inputs/support (grants) and related funding requirements
	Country-level objectives that GPE support/influence directly contributes to. Underlined items are issues (at least partly) supported through the ESPIG-funded PDSEB sub-sector plan.
	Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	Intermediate outcomes: Education system-level changes
	Impact: Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan
1	Numbers represent the key areas where logical linkages (explanatory mechanisms) connect different elements of the theory of change to one another ('because of x, y happens'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Table ii.1 Key explanatory mechanisms and underlying assumptions in the adapted country ToC for Pakistan

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS ²³⁰	(IMPLICIT) CONTRIBUTION CLAIM
1 – GPE contributions to sector planning			
1.1, 1.2, 1.3 and 1.4	<p>BECAUSE</p> <p>(1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance, and</p> <p>(2) GPE promotes (at global and country levels) evidence-based and adaptive planning</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(4) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning</p> <p>– Balochistan and Sindh governments produce and own credible and evidence-based sector plans focused on equity, efficiency, and learning.</p>	<p>Province level stakeholders (BSED and SELD, LEG members) have the capabilities (knowledge and skills), opportunities (resources, conducive external environment), and motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning.²³¹</p> <p>GPE has sufficient leverage within the country for GPE financial and non-financial support to influence sector planning, including LEG existence and functioning.</p> <p>EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.</p>	<p>Contribution claim A: GPE (financial and non-financial) support and influence contribute to the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.</p>

²³⁰ Critical assumptions are events and conditions necessary for the respective logical link (mechanism) to work.

²³¹ Mayne (2017) suggests analyzing changes in individual or organizational ‘capacity’, as the foundation of behavioral and practice change, by exploring the three interrelated dimensions of capabilities, motivation, and opportunity. See: Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017.

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS ²³⁰	(IMPLICIT) CONTRIBUTION CLAIM
2 - GPE contributions to sector plan implementation, sector monitoring, and dialogue			
2.1	<p>BECAUSE</p> <p>(1) GPE provides GRA grants,</p> <p>(2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, and</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice,</p> <p>– there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.</p>	<p>GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning.</p> <p>Country level stakeholders (BSED and SELD, LEG members) have the capabilities (knowledge and skills), opportunities (including resources), and motivation (including political will and incentives) to work together to solve education sector issues.</p>	<p>Contribution claim B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.</p>
2.2	<p>BECAUSE</p> <p>(1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and</p> <p>(2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes</p> <p>– there is more and better financing for education is mobilized in the country.</p>	<p>GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing.</p> <p>External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.</p>	<p>Contribution claim C: GPE advocacy and funding requirements contribute to more and better financing for education in the country.</p>

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS ²³⁰	(IMPLICIT) CONTRIBUTION CLAIM
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	<p>BECAUSE –</p> <p>(1) GPE provides funding through PDGs and ESPIGS,</p> <p>(2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation,</p> <p>(3) there is mutual accountability for education sector progress,</p> <p>(4) the country has developed a credible and evidence-based sector plan,</p> <p>(5) more and better domestic and international financing for education is available,</p> <p>(6) GPE promotes and facilitates cross-national sharing of evidence and good practice (including through GRA-supported projects)</p> <p>(7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation</p> <p>– Pakistan implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning.</p>	<p>Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan.</p> <p>Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan.</p> <p>Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum.</p> <p>Country-level stakeholders (BSED and SELD, LEG members) take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.</p> <p>The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.</p>	<p>Contribution claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.</p>

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS ²³⁰	(IMPLICIT) CONTRIBUTION CLAIM
3. From country-level objectives to system-level change (intermediary outcome)			
3.1	<p>BECAUSE</p> <p>Pakistan implements and monitors realistic, evidence-based education sector plans based on equity, efficiency and learning –</p> <p>the education system becomes more effective and efficient towards delivering equitable quality educational services for all.</p>	<p>Education sector plan implementation leads to improvements of previous shortcomings in the education system including related to each of, as well as to the interaction between elements such as:</p> <p>Sector management</p> <ul style="list-style-type: none"> • Effective and efficient use of available resources • Effective sector management at national, sub-national and local/school levels • Evidence-based, transparent decision making – e.g., regularly conducted quality learning assessments, regularly collected data on EMIS, transparency and reporting of data, integrated and effective data systems to facilitate use <p>Learning:</p> <ul style="list-style-type: none"> • Appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, lesson plans/teacher training tools, numbers and allocations of trained teachers, teachers trained in using existing curricula and related materials, incentives for teachers, teacher supervision • Quality of teaching/instruction – e.g., instructional time, language of instruction, appropriate pedagogy (teaching at right level), teacher-learner relationship, effective school management <p>Equity:</p> <ul style="list-style-type: none"> • Removal of barriers to school participation for all learners • Inclusive learning environment 	<p>Contribution claim E: The development, implementation and monitoring of realistic evidence based sector plans contributes to positive changes at the level of the overall <i>education system</i>.</p>

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS ²³⁰	(IMPLICIT) CONTRIBUTION CLAIM
3.2	<p>BECAUSE</p> <p>(1) sector plan implementation includes provisions for strengthened EMIS and LAS, and</p> <p>(2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress</p> <p>– country produces and shares disaggregated data on equity, efficiency, and learning.</p>	<p>There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze and report on available data and maintain EMIS and LAS.</p> <p>There are clearly delineated roles and responsibilities to produce data, report against data, and use data to monitor implementation.</p>	
4. From system-level change (intermediate outcomes) to impact			
4	<p>BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality, and inclusion in education.</p>	<p>Changes in the education system positively affect learning outcomes and equity.</p> <p>Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.</p>	<p>Contribution claim F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.</p>

Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.²³² The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Pakistan (Appendix II).²³³

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.²³⁴

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an ten-working day mission to Pakistan from April 30th to May 11th, 2018; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

²³² In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

²³³ This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

²³⁴ See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in Pakistan. In addition, telephone interviews were conducted with the Secretariat country focal point, and World Bank staff members currently based in Washington. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 74 individuals (see Box iii.1), of which 19 were women.
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.²³⁵

Box iii.1: Consulted Stakeholders

Education ministries: 33
 Other government departments: 3
 grant agent (World Bank): 1
 coordinating agency (UNICEF): 6
 Development partners/donors: 17
 Civil Society/Teacher Organizations: 12
 Secretariat: 1

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

²³⁵ The key sources of data are the UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org; the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and country-level datasets and data sources.

Appendix IV Stakeholder mapping

The table below is adapted from the generic stakeholder mapping presented in the assignment inception report and tailored to the Pakistan context.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	Interest: High. Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Board members (from developing countries included in the sample)	Interest: High. Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. Importance: High	Pakistan is represented on the GPE Board through the constituency Asia and the Pacific. Current Board members are from Pakistan (board member) and Bangladesh (Alternate). These board members were <i>not</i> consulted during the course of this country evaluation.
Country-level		
<i>Federal Government of Pakistan</i>		
Ministry of Federal Education and Professional Training	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing at the federal level. Focal point with GPE Secretariat. Importance: High.	Key informants at country level.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
<i>Government of Sindh</i>		
Sindh Education and Literacy Department (SELD)	<p>Interest: High</p> <p>Influence: High. Responsible for shaping and implementing education sector policy and managing related financing at the provincial level.</p> <p>Importance: High. Main partner for GPE grant design and implementation.</p>	Key informants at country (provincial) level. Directors of all key SELD directorates were interviewed in person during the country visit (see Appendix V, list of stakeholders).
<i>Government of Balochistan</i>		
Balochistan Secondary Education Department (BSED)	<p>Interest: High</p> <p>Influence: High. Responsible for shaping and implementing education sector policy and managing related financing at the provincial level.</p> <p>Importance: High. Main partner for GPE grant design and implementation.</p>	Key informants at country (provincial) level. Directors of all key BSED departments were interviewed in person during the country visit (see Appendix V, list of stakeholders).
Balochistan Finance Department	<p>Interest: Medium-High</p> <p>Influence: High. Responsible for budget allocations to the education sector.</p> <p>Importance: Medium</p>	Key informants at country (provincial) level. A senior staff member was interviewed during the country visit.
Key Education Sector Stakeholders (national level)		
grant agent: The World Bank	<p>Interest: High</p> <p>Influence: High. Responsible for managing last two ESPIGs in Pakistan.</p> <p>Importance: High</p>	Key informants at country level. Consulted during the visit.
coordinating agency: UNICEF in Balochistan and Sindh.	<p>Interest: High</p> <p>Influence: Medium-High. Through its facilitating role, the coordinating agency plays an important role in the functioning of the LEGs.</p> <p>Importance: High</p>	Key informants at country level. Staff members consulted in both provinces and at the federal level.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Development Partners (donor agencies, multilateral organizations): DFID, JAPAN, the EU, UNESCO, UNICEF, USAID.	Interest: High Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
Domestic non-governmental organizations: Idara- e- Taleem-o- Aagahi, Indus resource Centre IRC, Sindh Education Foundation, Innovative Development Organization, Balochistan Boys Association	Interest: High Influence: Medium-Low. Most are not members of the LEG but several have participated in sector planning consultations and education sector reviews. Importance: Medium-High. Many schools in the countries are faith-based; and non-formal education plays an important role in the sector.	Key informants at country level were consulted during the country site visit.
Philanthropic Foundations	Interest: NA Influence: NA Importance: NA	No consultations conducted.

Based on consultations with UNICEF and USAID, the evaluation team did not conduct any consultations at the local and/or school level.

Appendix V List of consulted stakeholders

In total, 74 individuals were interviewed in Pakistan, of which 19 were women. 34 individuals were interviewed in Sindh (including 9 women); 23 individuals were interviewed in Balochistan (including 4); and 17 individuals were interviewed in Islamabad (including 6 women).

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
UNICEF Islamabad	Madad, Jan	Education Specialist	M
UNICEF Islamabad	Van Kalmthout, Ellen	Chief of Education	W
World Bank	Arif, Umbreen	Senior Education Specialist GEDDR	W
Ministry of Federal Education and Professional Training	Tahir, Muhammed Rafique	Joint Education Advisor	M
EU	Siddique Bhatti, Muhammad	Education Advisor	M
EU	Malpas, Nicole	Secretary Education and Culture	W
USAID	Steel, Christopher N.	Director- Office of Education	M
DFID	Malik, Javed Ahmed	Education Adviser Basic Service Team	M
DFID	Davis, Edward	Senior Education Advisor and Policy Team Leader	M
DFID	Javaid, Neelofar	Education Advisor Education Policy Team	W
DFID	Wood, Grace	Education Advisor	W
JICA	Gill, Abid	Deputy Chief Advisor	M
JICA	Aziz, Muhammad Bilal	Programme Specialist Youth and Adult Literacy	M
JICA	Ilyas, Muhammad	Programme Specialist (Data Driven Management)	M
JICA	Chiho Ohashi	Chief Advisor	W
UNESCO	Malik, Zafar Hayat	National Programme Officer (Education)	M
UNESCO	Ullah, Ehsan	M&E Officer (Education)	M
UNICEF	Abrar, Asif	Education Specialist	M
UNICEF	Buledi, Akram	Education Officer	M
JICA (Sindh)	Khan, Gulnaz Jabeen	Provincial Coordinator	W
Directorate General M&E SELD	Afzal, Azeem	IT Consultant	M
Directorate General M&E SELD	Sohail Anmex	Deputy Director	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Directorate General M&E SELD	Ahno, Ayeston	Not specified	W
Directorate General M&E SELD	Hulio, Abdul Fattah	Deputy Director	M
Directorate General M&E SELD	Shaikh, Mashtav	Assistant Director	M
Directorate General M&E SELD	Shah, Khalid Hydes	Director General M&E	M
RSU SELD	Khadsy, Mujceb Rehman	Senior Program Officer	M
RSU SELD	Al Llozi, Mustofa Jaw	Director HRMS	M
USAID	Ram, Lila	Project Management Specialist- Education	M
RSU SELD	Uqali, Faisal Ahmed	Former Chief Program Manager RSU	M
RSU SELD	Bhatti, Mehtab Ahmed	Senior Manager (Financial Management)	M
Sindh Teacher Education Development Authority	Bhurt, Abdul Majeed	Executive Director	M
RSU SELD	Shahid, Qamer	DG Provincial Institute for teacher Education	M
Directorate of Literacy and Non-Formal Basic Education, SELD	Thaheem, Muhamad Alam	Director	M
Comm Team, SELD	Ahmed, M.	Media Manager	M
Comm Team, SELD	Faryog Najeed	Communication Assistance	M
Comm Team, SELD	Pirzada, Hira	Communication Officer	W
Comm Team, SELD	Shafy, Faiza	Communication Manager	W
RSU SELD	Ali, Sheraz	SM-SEMIS	M
RSU SELD	Afzal, Azeem	IT Consultant	M
M&E Team, SELD	Shah, Khalid Hydes	Director General	M
SELD	Khan, Fouzia	Head of Curriculum Wing	W
Idara- e- Taleem-o- Aagahi (ITA)	Jami, Baela Raza	CEO	W
Indus resource Centre IRC	Salahuddin, Sadiqa	Executive Director	W
Sindh Education Foundation	Durrani, Naheed Shah	Managing Director	W
Sindh Education Foundation	Ali, Nawab Zafar	Deputy Director (M&E Dept)	M
Sindh Education Foundation	Abhasi, Naheed	Assistant Director	W

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Sindh Education Foundation	Soomso, Mushtaque	Program head SEF assisted Schools	M
Sindh Education Foundation	Otho, Afueantian	Deputy Directors Programs	M
SELD	Durrani, Iqbal Hussain	Secretary to Government of Sindh	M
UNICEF	Jalalza, Palwasha	Education Specialist	W
UNICEF	Nagi, Sehrish	Education Officer	W
BSED	Kakar, Abdul Saboor	Member Chief Minister Inspection Team and Ex- Secretary Secondary Education	M
BSED	Luni, Saidal Khan	Project Director GPE Implementation Unit	M
BSED	Khan, Asfandiar	Secretary Planning and Ex-Project Director GPE Implementation Unit	M
BSED	Mengal, Nizam	Additional Director (Directorate of Schools)	M
BSED	Nodezai, Muneer	Additional Director (Directorate of Schools)	M
BSED	Khilji, Naqeebullah	Program Manager (UNICEF Supported Programme)	M
BSED	Kakar, Jahangeer	Additional Secretary Education	M
PPUI	Abdul Arch	Focal person Planning PPUI	M
Performance Management Cell, SELD	Duranni, Sardar Iftikhar	Program Manager	M
Performance Management Cell SELD	Khaliq, Abdul	M&E Manager	M
District of Loralai	Dotani, Nasir	Deputy Commissioner	M
	Jalai, Zobaida	Boarder Member of Balochistan Rural Support Program (Former federal Minister of Education)	W
Finance Department	Masood, Qamar	Secretary	M
Innovative Development Organization	Khan, Sabir Ahmed	Director Programs	M
Society for Community Strengthening Promotion of Education Balochistan	Awan, Irfan Ahmed	Managing Director	M
Society for Community Strengthening Promotion of Education Balochistan	Ahmed, Shabir	Manager programs	M
Education Department and Balochistan Boys Association	Khan, Irfan M.	District Education Officer/ Assistant provincial Commissioner	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Balochistan Rural Support Programme	Adee, Shahrada	Project Coordinator	M
Australian High Commission DFAT	Asghar, Aadia	Senior Program Manager	W
Australian High Commission DFAT	Birks, Hannah	Second Secretary	W

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Appendix VII Ratings of contribution claims and assumptions

To illustrate evaluation findings on the likely validity of the different elements, and the assumed logical linkages between these element, in the GPE country-level theory of change, the evaluation team used a simple color rating approach to rate (i) the extent to which available evidence **supported different contribution claims** outlined in the ToC; (ii) the **strength of the various assumptions** that had been identified as underlying each contribution claim. Tables vii.1 and vii.2 below illustrate the criteria applied to guide these ratings.

Table vii.1 Definition of color-coded ratings for contribution claims

Evidence supports the contribution claim. ²³⁶	<ul style="list-style-type: none"> • Envisaged objective has been fully or mostly achieved (e.g., a country owned credible ESP has been developed) • All or most of the underlying assumptions as outlined in the theory of change apply (i.e., are rated 'strong') <p style="text-align: center;"><i>and/or</i></p> <ul style="list-style-type: none"> • There are no alternative explanations that would suffice/are more likely than elements in the ToC to explain the change
Evidence partly supports contribution claim	<ul style="list-style-type: none"> • Envisaged objective has been partly achieved (e.g., ESP has been developed, but is not country-owned) • Half <i>or</i> more of the underlying assumptions as outlined in the theory of change apply only partially (i.e., are rated 'moderate') <p style="text-align: center;"><i>and/or</i></p> <ul style="list-style-type: none"> • There are some alternative explanations that are as or more likely than elements in the ToC to explain noted change
Evidence does not support contribution claim	<ul style="list-style-type: none"> • Envisaged objective has not or only marginally been achieved (e.g., ESP has not been developed; no positive change in quality/amounts of education sector funding) • Half or most of the underlying assumptions as outlined in the theory of change do not apply (i.e., are rated 'red') <p style="text-align: center;"><i>and/or</i></p> <ul style="list-style-type: none"> • There are alternative explanations that are more likely than the elements of the ToC to explain the noted change
Insufficient evidence to assess the likely validity of the contribution claim	<ul style="list-style-type: none"> • No/insufficient data on whether the envisaged objective has or has not been achieved • For all or most of the underlying assumptions as outlined in the theory of change it is unclear if they apply or not (i.e., they are rated 'white', see assumptions rating below)

²³⁶ While it does not *prove* the claim, evidence suggests that contribution claim is *more likely than not* to be true

Table vii.2 Definition of color-coded ratings for likelihood of underlying assumptions holding true in the country context

Strong	Evidence deriving from all or most lines of enquiry indicates that this assumption applies in the given context. <i>And</i> There is no evidence that contradicts the application of this assumption
Moderate	Evidence deriving from all or most lines of enquiry indicates that the assumption only partly applies in the given context <i>And/or</i> There is some evidence that indicates that this assumption does not apply
Weak	Evidence from all or most lines of inquiry indicates that this assumption does not apply in the given context
Insufficient data	Available evidence does not allow assessing the assumption, i.e., available evidence either does not address the specific assumption or is inconclusive on whether it applies or not.

Table vii.3 applies this color coding to the Pakistan context and illustrates the relationship between the six **contribution claims** and the various **underlying assumptions** for each of them.²³⁷

Table vii.3 Contribution claims and underlying assumptions

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING SINDH	RATING BALOCHISTAN
A: GPE (financial and non-financial) support and influence contribute to the development of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.	Country level stakeholders have the <i>capabilities</i> (knowledge and skills) to jointly and collaboratively improve sector analysis and planning		
	Country level stakeholders have the <i>opportunities</i> (resources, conducive external environment) to jointly and collaboratively improve sector analysis and planning		
	Country level stakeholders have the <i>motivation</i> (political will, incentives) to jointly and collaboratively improve sector analysis and planning.		
	GPE has sufficient leverage within the country for GPE support to influence sector planning, including LEG existence and functioning.		
	EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.		

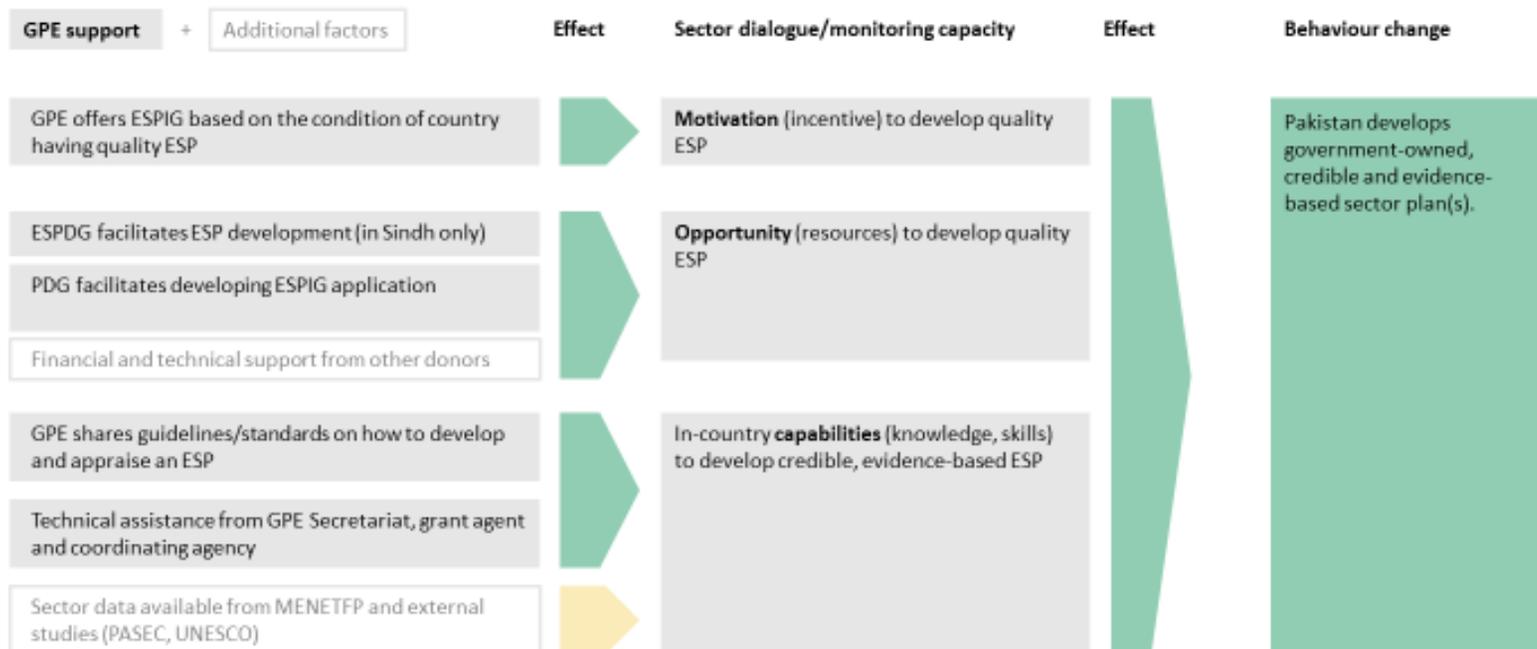
²³⁷ We have slightly adapted the list of underlying assumptions that had been presented in the inception report, by in one case separating one complex assumption into three separate ones (to distinguish between changes in key actors' motivation, opportunity and capabilities), and in another case merging two assumptions that addressed the same issue (reporting and use of EMIS data).

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING SINDH	RATING BALOCHISTAN
B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contributes to <i>mutual accountability</i> for education sector progress.	GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning		
	Country level stakeholders have the capabilities (knowledge and skills) to work together to solve education sector issues		
	Country level stakeholders have the opportunities (including resources) to work together to solve education sector issues		
	Country level stakeholders have the motivation (including political will and incentives) to work together to solve education sector issues		
C: GPE advocacy and funding requirements contribute to <i>more and better financing for education</i> in the country	GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing		
	External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.		
D: GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.	Relevant government actors have the motivation (political will, incentives) to implement all elements of the sector plan.		
	Relevant government actors have the opportunity to implement all elements of the sector plan. (Conducive environment, domestic and international funding is sufficient in quantity and adequate in quality)		
	Relevant government actors have the technical capabilities to implement all elements of the sector plan.		
	Country-level development partners have the motivation and opportunity (e.g., directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum.		
	Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.		
	The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.		

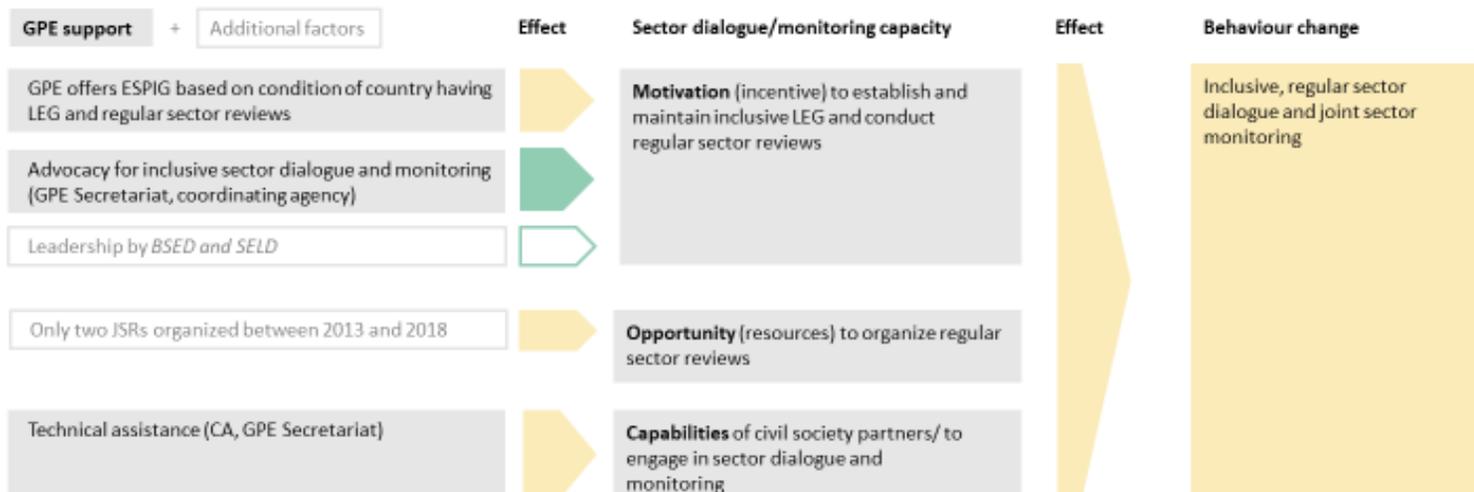
CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING SINDH	RATING BALOCHISTAN
E: The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i> .	Education sector plan implementation leads to improvements of previous shortcomings in the education system including in relation to:		
	Sector management (e.g., effective and efficient use of available resources)		
	Learning (e.g., appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, instructional time, school management)		
	Equity (e.g., removal of barriers to school participation for all learners)		
	There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS		
F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.	Changes in the education system positively affect learning outcomes and equity.		
	Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.		

Appendix VIII Visual summary of contribution claims and assumptions

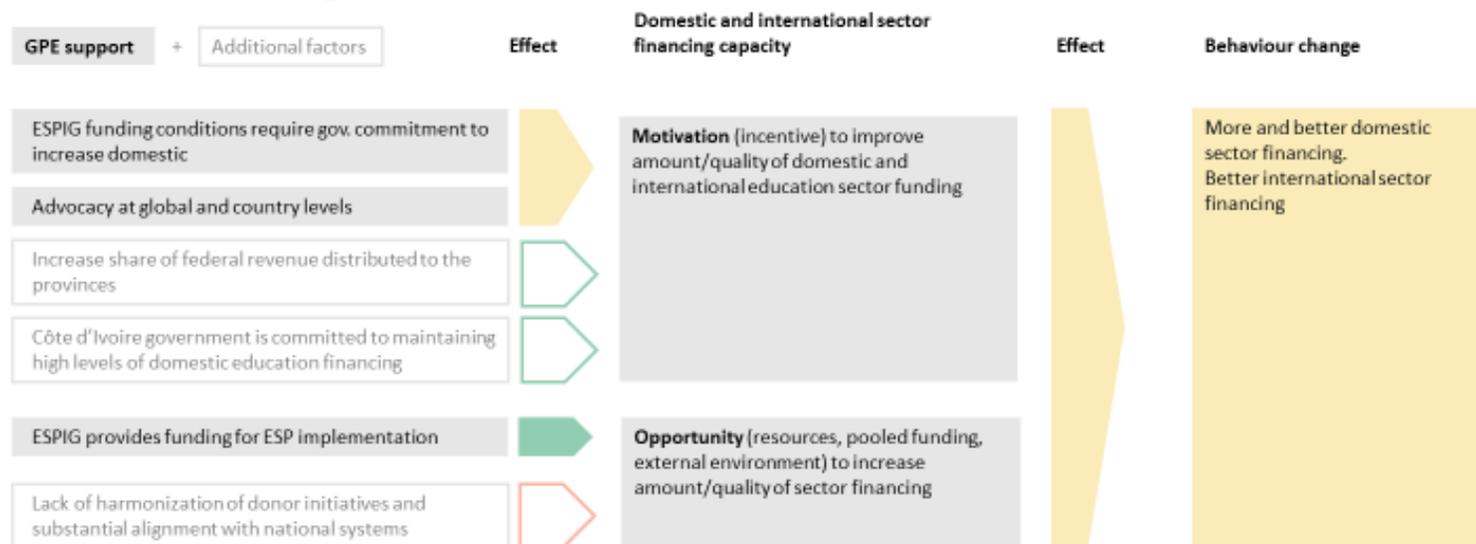
PLANNING



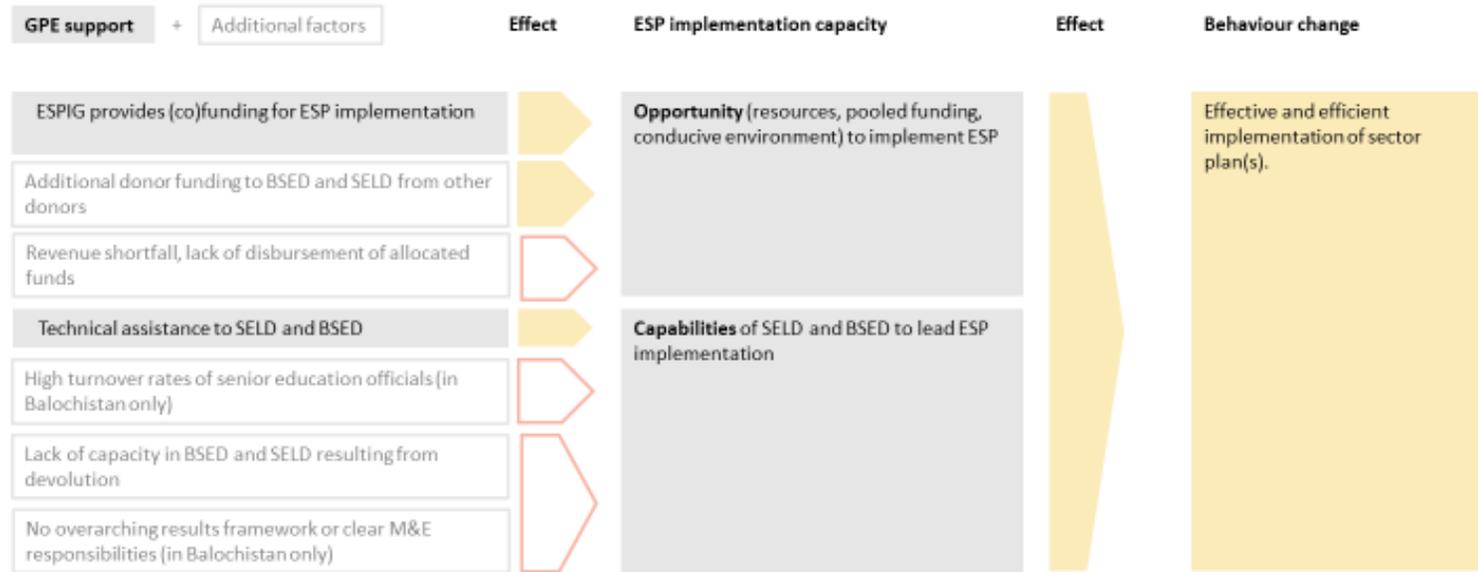
Sector dialogue and monitoring



Sector financing



Sector plan implementation



Appendix IX Alignment between situation analysis and SESP and BESP

Table ix.1 Alignment between situation analysis and BESP interventions

KEY SECTOR CHALLENGES IDENTIFIED DURING BESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2013-2018 BESP TO ADDRESS THESE CHALLENGES ²³⁸
Quality and Relevance in Education	
<p>Curriculum: Capacity to prepare curriculum does not exist in Balochistan,²³⁹ curriculum implementation is very limited, and there are no curriculum review processes.</p>	<p>Improve BSED capacity to development and implement curriculums by:</p> <ul style="list-style-type: none"> • Preparing and implementing a comprehensive Curriculum Implementation Framework (CIF) • Assessing the capacity of CIF related organizations and implementing a capacity building plan. • Developing standard curriculum review processes.
<p>Textbooks: There are no standards on the quality of textbooks, and their development processes are flawed. As a result, textbooks have low learning value, are not context specific, are weak in mathematics and science.</p>	<ul style="list-style-type: none"> • Creation of standards for textbook development • Adaption and implementation of Textbooks Policy 2007 for competitive publishing through the private sector • Capacity review and enhancement of the Balochistan Textbook Board • Capacity review and enhancement of the private sector publishers
<p>In Service Teacher training: there is no benchmark on teacher training. An overall continuous professional development process, based on a holistic and ongoing assessment of the needs of the teachers and students, has never been established. Capacity of the Provincial Institute for Teacher Education (PITE) and the Bureau of Curriculum and Extension Centre (BOC&EC) to deliver teacher training is limited. In service teacher trainings are supply driven.</p>	<p>The BESP contends a shift from discrete training system to a Continuous Professional Development Program through:</p> <ul style="list-style-type: none"> • Creating a system of continuous professional development to ensure all teachers receive ongoing periodic training. • Developing an ongoing feedback mechanism as well as benchmarks for evaluation. • Developing of formal coordination mechanisms between the PITE and the Directorate of Schools to ensure transparent selection of teachers, realistic needs assessment and feedback on impact in the classroom. • Enhancing provincial capacity to develop, implement and review quality in service teacher training

²³⁸ This table focuses on linkages between BESP priorities and identified sector gaps and therefore rephrases and summarizes some of the specific 2013-2018 BESP policy priorities.

²³⁹ With the 18th constitutional amendment, capacity to develop curriculum was not transferred from the federal to the provincial governments.

KEY SECTOR CHALLENGES IDENTIFIED DURING BESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2013-2018 BESP TO ADDRESS THESE CHALLENGES ²³⁸
<p>Pre-Service Teacher Training: while both public and private sectors provide pre-service teacher training, weak faculty and malpractices like cheating in examination prevail. Teachers qualifying from the programs have very little, if any, idea of curriculum, textbooks, assessments, or even an understanding of the child's learning needs.</p>	<ul style="list-style-type: none"> • Creation of a pre-service education program that produces quality teachers with a well-rounded comprehension of the various aspects of education including assessments, curriculum, textbooks, planning, ECE etc. • Capacity building to develop, manage, and implement the pre-service program
<p>Assessment: teachers and BSED staff responsible for administering learning assessments lack the capacity to develop relevant assessment tools. Cheating in examination are prevalent. No demand exists for use of the analysis generated by existing assessment systems.</p>	<p>The BESP aims to improve the quality of assessments by:</p> <ul style="list-style-type: none"> • Improving the quality of examination at all levels, shifting away from testing of memory to assessment of critical analytical ability. • Shifting to curriculum-based examinations from textbooks based ones. • Enhancing provincial capacity to develop and conduct quality examinations. • Developing provincial capacity to conduct diagnostic assessments to support decisions on systemic improvements
<p>School environment: five key factors hinder the quality of education infrastructure and schools' social environment: learner unfriendly school construction; missing facilities; low availability and usage of libraries and laboratories; hierarchical and coercive school culture with high incidence of corporal punishment; and erosion of co-curricular activities from school programs.</p>	<ul style="list-style-type: none"> • Development of child friendly school designs • Awareness campaigns on the impacts of corporal punishment and child abuse. • Development of a missing facilities replenishment plan • Provision of laboratory in all secondary schools. • Increase of library usage • Include a component on friendly classroom in teacher trainings • Promotion of extracurricular activities such as sports, debates, and others.
<p>Relevance: no record on careers of graduate exists. Technical skills programs in schools are not based on market needs.</p>	<ul style="list-style-type: none"> • Improve the BSED capacity to measure outcomes of education for students. • Ensure that market feedback is available. • Improve educational outcomes in terms of employability
<p>Language and Education: current policies on education languages fail to accommodate children from monolingual environment. Capacity to teach languages is poor. Most graduates of secondary schools are not proficient in English and Urdu,</p>	<ul style="list-style-type: none"> • Development of a school language policy that balances cognitive development of the child, relevance to social and economic life, and the development of local cultures. • Strengthen capacity to teach all languages, particularly mother tongues.

KEY SECTOR CHALLENGES IDENTIFIED DURING BESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2013-2018 BESP TO ADDRESS THESE CHALLENGES ²³⁸
<p>Pre-primary Early Childhood Education: while most schools offer ECE, ECE teaching does not follow a curriculum or any teaching standards. Enrolment in ECE is very low. There is no clarity and acceptance of ECE concepts among teaching staff and communities.</p>	<p>With the objective to institutionalize ECE teaching into all primary schools in the public sector, the BESP contends:</p> <ul style="list-style-type: none"> • The preparation of a policy framework on ECE • Increasing awareness among BSED teaching and non-teaching staff on ECE • Expand ECE in the public sectors through a phased approach.
Access and Equity	
<p>Access and Equity: Enrolment remains low and compares poorly compared with the rest of the country. Gender gaps are the widest due to lower school availability for females as well as attitudinal barriers to female education. high drop outs as many students do not transition to higher levels of education due to the limited number of higher levels schools. Many communities do not have schools.</p>	<p>With the objective to improve enrolment and retention, interventions on the supply and demand sides are planned for in the BESP related to:</p> <ul style="list-style-type: none"> • Develop a community schools model to improve schooling opportunities in dwelling without schools. • Improve the utilization of existing school by increasing enrolment. • Facilitation transition to higher levels of education by upgrading primary and middle elementary schools to middle elementary and high school. • Retrieve dropped out children by improving non-formal education. • Provide incentives to parents and children for attending school. • Reduce attitudinal barriers to female education through awareness campaigns.
<p>Inclusive Education: inclusive education concepts are not applied nor understood by BSED teaching and non-teaching staff. This lack of understanding is reflected in teaching, textbooks, and school building standards,</p>	<ul style="list-style-type: none"> • Promote inclusive education in Balochistan through creating awareness and understanding and expansion and improvement of service delivery for inclusive education. • Train teachers and education administrators on concepts of inclusive education. • Undertake a study to highlight education related and other issues of marginalized groups in the community. • Use the study to review educational inputs and processes. • Target 1000 primary, 100 middle and 50 high schools for comprehensive introduction in the initial phase
<p>Disaster Risk Reduction: Balochistan faces high risk disaster situations (earthquakes, water related emergencies, and conflicts) that impact significantly the educational level of affected communities.</p>	<ul style="list-style-type: none"> • Develop and institutionalize a DRR policy for education in Balochistan • Create awareness among all the stakeholders regarding causes events and effects of various kinds of disasters.

KEY SECTOR CHALLENGES IDENTIFIED DURING BESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2013-2018 BESP TO ADDRESS THESE CHALLENGES ²³⁸
Governance and Management	
<p>Political support: lack of political support to education. Usage of the education system for patronage and personal political gains. Teachers' associations interference in the education system.</p> <p>Managerial efficiency: lack of understanding of the education sector. Absence of specialized cadre of education managers. Quality issues poorly understood by most managers. Centralization of managerial decisions leading to bad allocation of resources.</p> <p>Decision support systems: absence of data usage in decision making. Limitations in data collection. Decisions are based on inputs rather than outputs and outcomes. The Balochistan Education Management Information System (BEMIS) marginalized, operates mostly through development partners' funds, and its data is questioned by all potential users.</p> <p>Community involvement: low involvement of communities in the education system.</p> <p>Gender attitudes: marginalization of females in the governance and management of the education sector. Low number of females in managerial positions.</p> <p>Private sector: the size of the private sector in education is undocumented. The private sector operates in a policy vacuum.</p>	<p>The strategies highlighted by the BESP to addresses the situation detailed on the left are:</p> <ul style="list-style-type: none"> • Involve political leadership in oversight of the education sector's performance and development. • Increase managerial efficiency through creation of a separate cadre for managers, provision of relevant training and decentralization of decision making. • Develop a decision support system through enhanced capacity of BEMIS. • Develop coordinated and integrated plans for development. • Establish a monitoring and evaluation process through the education sector plan. • Ensure effective community involvement in the sector through revival of PTSMCs • Introduce a gender balanced managerial approach by changing attitudes and creating gender friendly work spaces. • Include the private sector into mainstream education through development of a policy framework for the sector.
Adult Literacy and Alternate Learning Pathways	
<p>Adult Literacy and Non-Formal Education: Balochistan has the lower literacy rate in the country. Very low capacity and funding in the Directorate of Literacy and Alternative Learning Pathways. No provincial policy exists on literacy. Graduates of basic literacy and NFE programs rarely continue their education.</p>	<ul style="list-style-type: none"> • Develop a policy framework for literacy and ALP sector at the provincial level • Increase the focus on adolescent and youth literacy. • Improve on the current teaching learning material on literacy • Capacity building to undertake literacy and NFE programs

Table ix.2 Alignment between situation analysis and SESP interventions

KEY SECTOR CHALLENGES IDENTIFIED DURING SESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2014-2018 SESP TO ADDRESS THESE CHALLENGES ²⁴⁰
Increasing Equitable Access to Early Childhood Education	
<p>Early Childhood Education: enrollment in Katchi classes remain low, with important gender disparity. There are no comprehensive ECE policy or standards. ECE is not taught in pre-service and in-service teacher education. There is a lack of ECE learning materials. ECE is not properly monitored and supervised.</p>	<ul style="list-style-type: none"> • Develop ECE policy and minimum standards (e.g. space, enrolment, teacher requirements, teaching and learning materials, etc.) • Establish ECE Resource Centers through a phased approach, focusing initially on the most vulnerable populations across the province and transforming 8,000 Katchi into ECE classes. • Establish an ECE teachers' cadre (recruit and train 8,121 teachers). • Review and revise the ECE curriculum and ensure the provision of teaching and learning materials, as prescribed in the ECE-curriculum. • Support learners' transition from home to school, and from ECE to Class I (Primary).
Increasing Equitable Access to Primary Middle/Elementary Education	
<p>Primary education: low primary enrolment rates with important gender disparities. Low levels of transition from primary to middle/elementary level. There is a lack of basic facilities in schools (potable water, toilets, adequate infrastructure etc.), particularly in rural areas, and a shortage of qualified teachers and female teachers. Supervision of schools is weak and there are no systematic learning assessments conducted.</p>	<ul style="list-style-type: none"> • Increase equitable access to primary education, with a focus on under-served areas and marginalized groups (increase NER in Grades 1-5 from 59 to 77 percent). • Improve the delivery of elementary education services, particularly in the most disadvantaged districts (increase NER in Grades 6-8 from 34 to 50 percent). • Increase efficiency of primary and elementary schools through an effective school-based supervision system • Improve learning outcomes through implementing formative assessment in schools.

²⁴⁰ This table focuses on linkages between SESP priorities and identified sector gaps and therefore rephrases and summarizes some of the specific 2014-2018 SESP policy priorities.

KEY SECTOR CHALLENGES IDENTIFIED DURING SESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2014-2018 SESP TO ADDRESS THESE CHALLENGES ²⁴⁰
Increasing Equitable Access to Secondary education	
<p>Secondary and higher education: There is insufficient provision of secondary and higher education, low enrolment in existing schools, and low transition rates from secondary to higher education. School management capacities are inadequate (for instance to prevent malpractices in the examination system), and existing curricula are of poor quality.</p>	<ul style="list-style-type: none"> • Expand the provision of Secondary and Higher Secondary Education in under-served areas. • Increase enrolment and improve the gender parity index in the existing Secondary and Higher Secondary Schools. • Develop a contextually relevant and broad-based curriculum. • Revitalize vocational education within mainstream education in order to increase employability and feed in to professional institutions. • Facilitate students in their career choices and help in psychological issues. • Strengthen management and supervision capacity for Secondary and Higher Secondary Education. • Introduce a school ranking system, which will help teachers and parents to decide which school are performing better.
Improving the Curriculum and Learning Outcomes	
<p>Curriculum and Assessment: lack of capacity to develop relevant assessment tools. Cheating in examination are prevalent. No demand exists for use of the analysis generated by existing assessment systems. Capacity to prepare curriculum does not exist in Sindh,²⁴¹ curriculum implementation is very limited, and there are no curriculum review processes.</p>	<ul style="list-style-type: none"> • Develop relevant, comprehensible and transparent curricular targets to achieve learning outcomes, responsive to the current and emerging needs and challenges. • Develop an assessment policy, framework and process and promote the effective use of assessment data at all levels. • Ensure that teachers are able to access the revised curriculum and students are able to access quality textbooks in a timely manner. • Develop the capacity of key institutions for improved curriculum, provision of quality text- books/learning materials and better assessment practices. • Develop a curriculum implementation framework and a mechanism for systematic and continuous curriculum improvement. • Develop strong linkages and collaboration among organizations working on curriculum, textbook and assessment.

²⁴¹ With the 18th constitutional amendment, capacity to develop curriculum was not transferred from the federal to the provincial governments.

KEY SECTOR CHALLENGES IDENTIFIED DURING SESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2014-2018 SESP TO ADDRESS THESE CHALLENGES ²⁴⁰
Improving Teacher Quality	
<p>Teacher training: Insufficient institutional capacity to implement teacher development initiatives. Lack of comprehensive CPD framework to guide in-service teacher trainings, and a lack of a coordination between pre- and in-service programs.</p>	<ul style="list-style-type: none"> • To build the management, tactical, budgetary and volume capacities of pre-service teacher education institutions. • Strengthen in-service teacher development institutions to promote Continuing Professional Development (CPD). • Provide continuous professional support to teachers on effective teaching, linking this to improved student learning outcomes.
Strengthening Governance and Service Delivery	
<p>Governance: Lack of a holistic approach to the education sector. Weak human resources management. Low performance. Limited capacity for evidence-based planning. Absence of dedicated management cadre. Weak controls and oversight of public expenditures. Weak monitoring systems. Lack of transparency in public expenditures. Lack of school data.</p>	<ul style="list-style-type: none"> • Develop a whole sector approach • Develop and implement standards for educational inputs, processes and outcomes. • Strengthen capacity for evidence-based planning and accountability. • Professionalize educational management, i.e. Strengthen governance and service delivery by creating a professional management cadre, improving the functioning capacity and accountability of all levels of management, enhancing the equity of resource allocation, transparency and accountability in the use of public resources, leading to greater enrolment and reduction in the drop outs. • Develop and implement an effective school supervision/mentoring system by 2015. • Strengthen School Management Committees to promote effective participation of local communities in school management. • Promote better teacher management (appointment, deployment, performance-based promotion). • Establish an effective and independent data collection and monitoring system. • Foster public-private partnerships for improved management. • Establish an information and communication system.

KEY SECTOR CHALLENGES IDENTIFIED DURING SESP PREPARATION (SITUATION ANALYSIS)
PRIORITIES OF THE 2014-2018 SESP TO ADDRESS THESE CHALLENGES²⁴⁰
Improving Resource Allocation

The planning for the establishment of schools is currently ad-hoc and ignores community participation. There is a wide disparity in allocating the area of schools, and the management of utilities is not given due attention. While national standards for constructing schools are available, the structures built are often of insufficient quality.

- Reduce the gap between the number of Primary and Elementary/Secondary schools and improve access to education at post-primary level.
- Prepare District Wise School Infrastructure Development Plans (DSIDPs) to guide needs-based investment schemes.
- Construct multi-purpose buildings at each Taluka level.
- Implement effectively the School Consolidation Policy.
- Ensure the provision of Safe Learning Environments and Education for All.
- Enhance the provision of quality education through improved facilities.
- Ensure balanced and standardized infrastructure facilities in the province and build capacity at all levels through dissemination of standards.
- Ensure the provision of construction supervision and quality assurance.
- Enhance operations and maintenance.

Adult Literacy and Non-Formal Basic Education

Limited access to NFBE and Adult Literacy, and a lack of a clear policy for mainstreaming NFBE graduates into formal education. NFBE lacks regular and adequate funding, related infrastructure is in poor condition and there are no standards for expected learning outcomes.

- Develop a comprehensive policy for NFBE and ALP and explore innovative methods and strategies to reach the wider public, in particular women in rural Sindh, followed by the allocation of mainstreamed budget on a regular basis.
- Improve access to literacy and non-formal education especially for girls in rural areas.
- Improve the quality and relevance of learning through curriculum and learning materials development.
- Build the capacity of literacy and NFE teachers to contribute to improved learning outcomes on a continuous basis.
- Use innovative, technology based approaches for NFE, in partnership with the private sector.
- Develop an accreditation and certification mechanism for mainstreaming students from ALP and NFBE programmes into the formal education system.
- Strengthen the management capacity of DL&NFBE in developing, implementing, monitoring, and evaluating standards for processes and outcomes.

KEY SECTOR CHALLENGES IDENTIFIED DURING SESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2014-2018 SESP TO ADDRESS THESE CHALLENGES ²⁴⁰
Cross-cutting areas	
<p>Public Private Partnership: lack of database or mapping or educational resources in the private sector. Lack of comprehensive framework for PPP. Lack of proper accountability and monitoring structure of PPP processes.</p>	<ul style="list-style-type: none"> • Map existing educational resources in the private sector. • Develop broad based public-private partnership framework for education.
<p>ICT: Lack of comprehensive policy framework and implementation plan for provision and use of ICT in the province. In sufficient availability of/ access to ICT related physical resources and infrastructure. Lack of data on existing situation and system's capacity to offer ICT.</p>	<ul style="list-style-type: none"> • Develop a policy framework for promoting ICT in Education. • Build capacity within the education system for ICT provision. • Promote the effective use of ICT for teaching and learning at schools, colleges and Teacher Education Institutions. • Promote the effective use of ICT in/for educational management.
<p>Education in Emergencies: There is a lack of related management capacities at various education levels, a lack of comprehensive data that provide solid basis of planning and action, and inadequate awareness regarding need for teacher preparation and preparedness to deal with emergency.</p>	<ul style="list-style-type: none"> • Develop the capacity of Educational Managers and School Management Committees to manage Education in Emergencies. • Prepare teachers for Education in Emergencies. • Implement large scale and broad-based awareness campaigns on Education in Emergencies.
<p>Gender Equity: Important gender disparities remain and there are high female dropout rates at all levels of education. Teaching approaches and the curricula are not gender-sensitive. There is no clear policy for promotion and professional development of women to be posted at management cadre level, and a lack of coordination with department, i.e. Ministry of Women's Development.</p>	<ul style="list-style-type: none"> • Ensure the implementation of national laws and policies which deal with gender inequalities and gender-based violence (including the development of an Anti-Harassment Policy for the Education and Literacy Department). • Develop management capacity to promote gender equality and empower women. • Ensure that the content, language and pictorial representation in textbooks is free of gender bias. • Mainstream gender as part of the Teacher Education and Development. • Designate gender-based budgeting for the promotion of gender equality in education. • Strengthen linkages and coordination between line departments on gender issues. • Formulate an affirmative action policy for personnel management, initially by setting a minimum quota for females at the administrative level.

KEY SECTOR CHALLENGES IDENTIFIED DURING SESP PREPARATION (SITUATION ANALYSIS)	PRIORITIES OF THE 2014-2018 SESP TO ADDRESS THESE CHALLENGES ²⁴⁰
<p>Social Cohesion: An outdated curriculum is in use that does not adequately address the issue of social cohesion. There is a lack of teacher capacity and awareness in terms of conflict sensitivity and management of diversity in classrooms, and a lack of proper mechanism of coordination between community and the education department and the government.</p>	<ul style="list-style-type: none"> • Ensure that the Curriculum and textbooks adequately address the issue of Social Cohesion. • Enhance community participation and ownership, and strengthen school-community linkages. • Develop a students' charter and accompanying implementation mechanism. • Understand and assess the capacity of the system to develop a policy on mainstreaming children with special needs in the education system. • Develop a comprehensive school language policy through a process of consultation with key stakeholders. • Prepare a comprehensive plan to implement the English Language Policy. • Promote respect for all faiths and religions, and provide adequate opportunities to minorities for their cultural and religious development

Appendix X Progress towards ESPIGs objectives

Table x.1 Progress towards BEP's objectives

BEP COMPONENT	INDICATORS	TARGET	ACHIEVED	STATUS 2017
Access and equity	Girls enrolled in grades 1-5 of projects supported government schools	48,000	11,453	Not Met
	Boys enrolled in grades 1-5 of project supported government schools	48,000	266	Not Met
	Student retention in project schools	80%	70%	Not Met
	Girls enrolled in grades 6-10 of project supported government schools	2,000	778	Not Met
	Number of new primary schools established through community support	2,000	63	Not met
	Number of schools upgraded from primary to middle level	50	0	Not Met
	Number of schools upgraded from middle to high/higher secondary level	10	0	Not Met
	Number of government schools to which furniture (incl blackboard) is provided	2,000	0	Not Met
	Number of government schools in which ECE program established	2,000	63	Not Met
Quality and Increased Accountability	Number of schools to which TLM kits provided	2,000	0	Not Met
	Number of PTSMC members trained in targeted project schools	10,000	0	Not Met
	Number of teaching staff trained in the project specific schools	4,000	53	Not Met
Technical Assistance and Monitoring	Regular reports generated and made public annually on selected indicators for school	3	1	Not Met
	School information collected and reports generated on selected indicators	12	7	Not Met

Table x.2 Progress towards S-GPE's objectives

S-GPE COMPONENT	INDICATORS	TARGET	ACHIEVED	STATUS 2017
Systems Strengthening	District for which SSMS data of at least 70% of schools is collected by DGM&E	23	29	Met
	Number of Districts that have submitted HRMIS reports to ELD	23	29	Not Met
	Number of Students (%)	44	42	Not Met
	Percentage of Females students	44	42	Not Met
	Education Sector Salary Expenditure	92,679	79,482	Not Met
	Non-Salary Expenditure	696	1,054	Met
	Awareness and Understanding of Reforms	2 stakeholder surveys	1 stakeholder survey completed	Not Met
	Complaint redressal	50	100	Met
Program Support	Districts for which monitoring data is analyzed and disseminated to ELD management and RROCs	15	29	Met
	Official notifications of ELD/RSU routed through Dashboard	60	24	Not Met

Appendix XI Data on GPE results framework

Table xi.1 System-Level (Pakistan)

GPE RESULTS FRAMEWORK INDICATORS	VALUES
RF10: increased share of public expenditure allocated to education (covered in section 4.3 of this report)	No information is provided in the 2016 or 2017 GPE RF.
RF11: equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (covered under measures for equity)	No information is provided in the 2016 or 2017 GPE RF.
RF12: improved ratios of pupils to trained teachers at the primary level (covered under quality of teaching/instruction)	Deterioration of ratio According to the GPE's 2016 RF, in 2013 there was a ratio of pupils to trained teachers at the primary level was of 50. In 2014 the ration was of 55. In 2016, the ratio was 56.17 (according to RF 2017)
RF13: reduced student dropout and repetition rates (covered under sector management)	There is no GPE data on the Internal Efficiency Coefficient (IEC) for Pakistan. UIS data for repetition rate in primary (both sexes) suggests no pattern of change/ improvement. 2013: 2.44%, 2014: 1.68% 2015: 2.53%
RF14: the proportion of key education indicators the country reports to UIS (covered under evidence-based, transparent decision-making)	According to GPE's 2017 RF, the latest data for Pakistan (2015) indicates that the country reports on all 12 key education indicators
RF15: the existence of a learning assessment system for basic education that meets quality standards (covered under evidence-based, transparent decision-making)	GPE's 2016 data on this indicator classifies Pakistan's learning assessment system as "established".
RF16 a) Number of endorsed ESP/TEP quality standards met by the ESP - that is, meeting at least 5 out of a possible total of 7 standards for ESPs, and at least 3 out of a possible total of 5 standards for TEPs. b) Does the ESP have a teaching and learning strategy meeting quality standards? c) Does the ESP have a strategy to respond to marginalized groups meet? d) Does the ESP have a strategy to improve efficiency that meets quality standards? (4/5)	See Provinces Tables
RF17: Country has a data strategy that meets quality standards to address data gaps in key outcome, service delivery and financing indicators.	No information is provided in the 2016 or 2017 GPE RF.

GPE RESULTS FRAMEWORK INDICATORS	VALUES
RF18: Total number of Joint Sector Reviews (JSR), which meet quality standard- that meet at least 3 out of 5 criteria	No information is provided in the 2016 or 2017 GPE RF.
RF19: Local Education Group (LEG) has representation of both Civil Society Organization(s) (CSO) and Teacher Organization(s) (TO)	See Provinces Tables

Table xi.2 *Impact-Level (Pakistan)*

	LATEST DATA
RF1: Improved learning outcomes at primary level	No information is provided in the 2016 or 2017 GPE RF.
RF2: More children under five years developmentally on track in health, learning and psychosocial wellbeing	No information is provided in the 2016 or 2017 GPE RF.
RF3: Increased number of children in school supported by GPE	<p>According to GPE's 2017 RF:</p> <p>289,294 primary education boys, 262,677 primary education girls, 28,362.19 lower secondary education boys, and 25, 753 lower secondary education girls were supported.</p> <p>No previous year information is provided to see if there was any improvement</p>
RF4: Improved primary and lower secondary completion rates, total and by gender (using Gross Intake Ratio to the last grade of primary/lower secondary education as a proxy)	<p>According to UIS data, total completion rates (both sexes) in primary education does not show improvements with 72.92% in 2013, 73.47% in 2014, 71.61% in 2015, and 71.35% in 2016</p> <p>For females in primary education, there is no increase, slight deterioration: 66.7 % in 2013, 66.73% in 2014, 65.11% in 2015, and 64.57% in 2016.</p> <p>For male in primary education, no improvements made: 78.64% in 2013, 79.68% in 2014, 77.61% in 2015, and 77.62% in 2016</p> <p>Increase in the total completion rates in lower secondary education: 47.65% in 2013, 50.35% in 2014, 51.93 in 2015, and 53.97 in 2016</p> <p>For females in lower secondary education, UIS data shows an increase: 42.37 in 2013, 45.53 in 2014, 47.02 in 2015, and 48.98 in 2016</p> <p>For males in lower secondary education there is an improvement in the completion rates: 52.53 in 2013, 54.81 in 2014, 56.45 in 2015, and 58.55 in 2016.</p>

	LATEST DATA
RF5: Improved gender equity in primary and lower secondary completion rates (measured by Gender Parity Index of completion)	No improvement, slight decrease in gender equity, according to the UIS data for primary school education: 0.85 in 2013, 0.84 in 2014, 0.84 in 2015, and 0.83 in 2016 Slight increase in gender equity for lower secondary education: 0.81 in 2013, 0.83 in 2014, 0.83 in 2015, and 0.84 in 2016
RF6: Increased pre-primary gross enrollment	According to the UIS data, there has been slight improvement in the gross enrollment: 6,783,624 in 2012, 6,550,215 in 2014, 6,829,979 in 2015, and 6,937,302 in 2016
RF7: Reduced out-of-school rates, total and by gender, for children of primary school age, and children of lower secondary school age	According to UIS data, there has been a reduction of out-of-school rates for elementary school children: 30.2 in 2013, 27.3 in 2014, 26.4 in 2015, and 22.2 in 2016 For female, elementary school aged children, out of school rates have slightly decreased: 35.3 in 2013, 33.3 in 2014, 32.3 in 2015, and 28.6 in 2016 For male, elementary school aged children, out of school rates have decreased: 25.5% in 2013, 21.7% in 2014, 20.9 in 2015, and 16.3 in 2016 According to UIS data, there has been a reduction of out-of-school rates for lower secondary education aged children: 50.6 in 2013, 47.7 in 2014, 47 in 2015, and 45.2 in 2016 For females, lower secondary education aged children there has been a reduction in out- of -school rates: 55.8 in 2013, 52.8 in 2014, 52.3 in 2015, and 50.0 in 2016. For males, the rates have also decreased: 45.8 in 2013, 43.1 in 2014, 42.2 in 2015, and 40.7 in 2016

Table xi.3 ESPIG Performance (Balochistan)

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
RF20: ESPIG supports EMIS/learning assessment system	According to the GPE's 2017 RF, the grant supports both the EMIS and the Learning Assessment System.
RF21: Proportion of textbook purchases of ESP funded through ESPIG	No information is provided in the 2016 or 2017 GPE RF.
RF 22: Proportion of teachers trained of ESP funded through ESPIG	According to the GPE's 2017 RF, there were 56 teachers trained through ESPIG. There is no information about the total number of teacher trained. According to the GPE's 2016 RF, the were no teachers trained through ESPIG funding.
RF 23: Proportion of classrooms built of ESP funded through ESPIG	No information about the number of classrooms built is provided in the 2016 or 2017 GPE RF.

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
RF 25: Progress made towards objectives/targets outlined in ESPIG agreement	According to the GPE's 2017, Pakistan (Balochistan) is rated as moderately satisfactory and slightly behind.

Table xi.4 System-Level (Balochistan)

GPE RESULTS FRAMEWORK INDICATORS	VALUES
RF10: increased share of public expenditure allocated to education (covered in section 4.3 of this report)	No information about the actual share of public expenditure allocated to education is provided in the 2016 or 2017 GPE RF.
RF11: equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (covered under measures for equity)	No information about is provided in the 2016 or 2017 GPE RF
RF12: improved ratios of pupils to trained teachers at the primary level (covered under quality of teaching/instruction)	No information about is provided in the 2016 or 2017 GPE RF See Pakistan Table
RF13: reduced student dropout and repetition rates (covered under sector management)	See Pakistan Table
RF14: the proportion of key education indicators the country reports to UIS (covered under evidence-based, transparent decision-making)	See Pakistan Table
RF15: the existence of a learning assessment system for basic education that meets quality standards (covered under evidence-based, transparent decision-making)	See Pakistan Table
RF16 e) Number of endorsed ESP/TEP quality standards met by the ESP - that is, meeting at least 5 out of a possible total of 7 standards for ESPs, and at least 3 out of a possible total of 5 standards for TEPs. f) Does the ESP have a teaching and learning strategy meeting quality standards? g) Does the ESP have a strategy to respond to marginalized groups meet? h) Does the ESP have a strategy to improve efficiency that meets quality standards? (4/5)	a) According to the GPE's 2016 RF, Balochistan has met 4/7 Criteria for the 2013-2018 period Criterion 1 (Overall vision) Criterion 2 (Strategic)- Met Criterion 3 (Holistic) Criterion 4 (Evidence based)- Met Criterion 5 (Achievable) Criterion 6 (Sensitive to Context)- Met Criterion 7 (Attentive to disparities)- Met b) No information provided in the GPE's RF c) No information provided in the GPE's RF d) No information provided in the GPE's RF
RF17: Country has a data strategy that meets quality standards to address data gaps in key outcome, service delivery and financing indicators.	No information provided in the GPE's RF
RF18: Total number of Joint Sector Reviews (JSR), which meet quality standard- that meet at least 3 out of 5 criteria	No information provided in the GPE's RF

GPE RESULTS FRAMEWORK INDICATORS	VALUES
RF19: Local Education Group (LEG) has representation of both Civil Society Organization(s) (CSO) and Teacher Organization(s) (TO)	According to the GPE's 2017 RF, both Civil Society Organizations and Teacher Organizations have representation.

Table xi.5 *Impact-Level (Balochistan)*

	LATEST DATA
RF1: Improved learning outcomes at primary level	No information provided in the GPE's RF
RF2: More children under five years developmentally on track in health, learning and psychosocial wellbeing	No information provided in the GPE's RF
RF3: Increased number of children in school supported by GPE	See Pakistan Table
RF4: Improved primary and lower secondary completion rates, total and by gender (using Gross Intake Ratio to the last grade of primary/lower secondary education as a proxy)	See Pakistan Table
RF5: Improved gender equity in primary and lower secondary completion rates (measured by Gender Parity Index of completion)	See Pakistan Table
RF6: Increased pre-primary gross enrollment	See Pakistan Table
RF7: Reduced out-of-school rates, total and by gender, for children of primary school age, and children of lower secondary school age	See Pakistan Table

Table xi.6 *ESPIG Performance (Sindh)*

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
RF20: ESPIG supports EMIS/learning assessment system	According to the GPE's 2017 RF, the grant supports only the Learning Assessment System.
RF21: Proportion of textbook purchases of ESP funded through ESPIG	No information is provided in the 2016 or 2017 GPE RF.
RF 22: Proportion of teachers trained of ESP funded through ESPIG	No information is provided in the 2016 or 2017 GPE RF.
RF 23: Proportion of classrooms built of ESP funded through ESPIG	No information about the number of classrooms built is provided in the 2016 or 2017 GPE RF.
RF 25: Progress made towards objectives/targets outlined in ESPIG agreement	According to the GPE's 2017, Pakistan (Sindh) is rated as satisfactory and on-track

Table xi.7 System-Level (Sindh)

GPE RESULTS FRAMEWORK INDICATORS	VALUES
RF10: increased share of public expenditure allocated to education (covered in section 4.3 of this report)	No information about the actual share of public expenditure is provided in the 2016 or 2017 GPE RF.
RF11: equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (covered under measures for equity)	No information is provided in the 2016 or 2017 GPE RF.
RF12: improved ratios of pupils to trained teachers at the primary level (covered under quality of teaching/instruction)	See Pakistan Table
RF13: reduced student dropout and repetition rates (covered under sector management)	See Pakistan Table
RF14: the proportion of key education indicators the country reports to UIS (covered under evidence-based, transparent decision-making)	See Pakistan Table
RF15: the existence of a learning assessment system for basic education that meets quality standards (covered under evidence-based, transparent decision-making)	See Pakistan Table
RF16 i) Number of endorsed ESP/TEP quality standards met by the ESP - that is, meeting at least 5 out of a possible total of 7 standards for ESPs, and at least 3 out of a possible total of 5 standards for TEPs. j) Does the ESP have a teaching and learning strategy meeting quality standards? k) Does the ESP have a strategy to respond to marginalized groups meet? l) Does the ESP have a strategy to improve efficiency that meets quality standards? (4/5)	a) According to the GPE's 2016 RF Sindh has met 4/7 criteria for the 2014-2018 period Criterion 1 (Overall vision)- Met Criterion 2 (Strategic) Criterion 3 (Holistic) Criterion 4 (Evidence based)- Met Criterion 5 (Achievable) Criterion 6 (Sensitive to Context)- Met Criterion 7 (Attentive to disparities)- Met b) No information provided in the GPE's RF c) No information provided in the GPE's RF d) No information provided in the GPE's RF
RF17: Country has a data strategy that meets quality standards to address data gaps in key outcome, service delivery and financing indicators.	No information provided in the GPE's RF
RF18: Total number of Joint Sector Reviews (JSR), which meet quality standard- that meet at least 3 out of 5 criteria	No information provided in the GPE's RF
RF19: Local Education Group (LEG) has representation of both Civil Society Organization(s) (CSO) and Teacher Organization(s) (TO)	According to the GPE's 2017 RF, there is only representation of Civil Society Organizations. No Teacher Organizations

Table xi.8 *Impact-Level (Sindh)*

	LATEST DATA
RF1: Improved learning outcomes at primary level	No information provided in the GPE's RF
RF2: More children under five years developmentally on track in health, learning and psychosocial wellbeing	No information provided in the GPE's RF
RF3: Increased number of children in school supported by GPE	See Pakistan Table
RF4: Improved primary and lower secondary completion rates, total and by gender (using Gross Intake Ratio to the last grade of primary/lower secondary education as a proxy)	See Pakistan Table
RF5: Improved gender equity in primary and lower secondary completion rates (measured by Gender Parity Index of completion)	See Pakistan Table
RF6: Increased pre-primary gross enrollment	See Pakistan Table
RF7: Reduced out-of-school rates, total and by gender, for children of primary school age, and children of lower secondary school age	See Pakistan Table