Khyber Pakhtunkhwa Education Sector Plan 2020/21 - 2024/25

KPESED

Khyber Pakhtunkhwa Elementary &
Secondary Education Department

Khyber Pakhtunkhwa Education Sector Plan
2020/21 – 2024/25

Table of Contents

List of Tables

List of Figures

Acronyms

AIP	Accelerated Implementation Programme
ALP	Alternative Learning Pathways / Accelerated Learning Programmes
A&E	Assessment & Evaluation wing
CIF	Curriculum Implementation Framework
CPD	Continuous Professional Development
DCTE	Directorate of Curriculum and Teacher Education
E&SED	Elementary and Secondary Education Department
ECE	Early Childhood Education
ELDs	Early Learning Development Standards
ESA	Education Sector Analysis
ESEF	Elementary and Secondary Education Foundation
ESP	Education Sector Plan
ESRU	Education Sector Reforms Unit
EVS	Education Voucher Scheme
IMU	Independent Monitoring Unit
I-SAPS	Institute of Social and Policy Sciences
LPS	Low Performing School
MNSQE	Minimum National Standards for Quality Education
NCC	National Curriculum Council
NFE	Non-Formal Education
NMD	Newly Merged District
NSI	New School Initiative
OOSC	Out of School Children
PDD	Professional Development Day
PITE	Provincial Institute of Teacher Education
PPP	Public Private Partnership
PSLM	Pakistan Social and Living Standards Measurement
RITE	Regional Institute for Teacher Education
SNC	Single National Curriculum
TLM	Teaching and Learning Material
TTMIS	Teacher Training Management Information System

Executive Summary

The Education Sector Analysis underpins and informs the recommended programmes and activities in this Education Sector Plan (ESP). The ESA identified a number of perspectives that need to be brought together to plan in a holistic and integrated way to deliver the kind of transformational change that has been envisaged in the Khyber Pakhtunkhwa Education Blueprint, for its 35 million population inclusive of Newly Merged Districts and refugees.

The first perspective highlighted the technical challenges involved in designing, planning and implementing interventions in support of the goals of the ESP. This essentially means that the system requires good management, adequate finances and the skills in order to ensure the appropriate mix of inputs (e.g., schools, teachers, textbooks, assessments, data etc) to obtain the best educational outcomes. The second perspective outlined the challenge in personal and professional terms in which policymakers need to align priorities and incentives in the education with the desired educational outcomes as specified in the ESP. The third perspective addresses the issue of public accountability and engagement with the education system, which needs to be leveraged to encourage and equip parents, communities and students to participate and exercise positive influence to support the efforts to maximise the returns on investment in education and achieve better quality education for all children in the Province.

The approach adopted in developing the ESP 2020-25 reflects the three perspectives and aims to bring them together to feed into the development of an effective education system in Khyber Pakhtunkhwa which delivers good quality teaching and learning opportunities for all. The ESP makes clear that this will require:

- management of the reform process through appropriate responsive leadership, empowerment and monitoring of progress
- systematic development of the capacity and skills at all levels in support of system reform objectives and COVID-19 like emergencies
- clear implementation processes and defined roles and responsibilities for the achievement of targets
- motivation of the stakeholders to keep work on track
- giving parents, communities and students the opportunity to engage with and contribute to the process of education transformation.

Education transformation is unlikely to be achieved if there is too much focus on one perspective and the others are neglected. Building schools, training teachers, and revising the curriculum, for example, are all necessary: but they are insufficient on their own to drive forward systemic improvements in the delivery of quality education. There is an encouraging opportunity in a new ESP to follow an inclusive methodology that makes space for both bottom-up and top-down approaches and turn into practical action the aspirations contained in the Khyber Pakhtunkhwa Education Blueprint.

The ESP 2020-25 builds on progress achieved to date in areas of access, equity, inclusion, quality, governance and management of education. It uses current data and a strong commitment to consultation across all major stakeholders to identify the ongoing challenges and opportunities that need to be worked on to see tangible improvements in the delivery of education services in Khyber Pakhtunkhwa, including:

- tackling the many related issues that characterise of out-of-school children (OOSC) in

the province
- ensuring gender equity and inclusion in the education system over the next five years
- driving up standards through the operationalisation of standards frameworks which can act as benchmarks for consistent quality across the system
- enhancing the quality of teaching, school management and learning outcomes to tackle the issue of the stagnation of student achievement
- strengthening the data management and use system so that all decisions are based on reliable data to strengthen the evidence base for implementation
- placing a special emphasis on interventions in the Newly Merged Districts (NMDs) to achieve structural parity and to address the fundamental issues associated with poor access, enrolment, retention and equity for both girls and boys.

Structure of the Khyber Pakhtunkhwa ESP Document

The policy priorities, goals and programmes identified in this Plan, for each sub-sector, are based on the following thematic areas: access, retention and equity; quality and relevance; and education governance and management. The choice of these thematic areas is based on the challenges facing the education sector in Khyber Pakhtunkhwa, as identified in the Khyber Pakhtunkhwa Education Sector Analysis; the priorities identified in the Khyber Pakhtunkhwa Education Blueprint as well as extensive consultations with education stakeholders in the province. The specifics of each area proposed has, at the top, the policy priority level, the goal or general objective that addresses a given identified challenge and is linked activities and expected outcomes within an indicative matrix.

Section I: Introduction and Context for Implementation

This section outlines the framework for action and addresses the principal challenges that need to be addressed through the ESP over the next five years. **It underlines the cross-cutting importance of *capacity development* at all levels to work systematically towards the kind of transformation envisaged for the education sector. This is to underscore the principle that an ESP is more than a suite of discrete technical interventions. For successful transformational change, the education system in Khyber Pakhtunkhwa will develop skills, knowledge, practices and attitudes that are in line with the ambitions of the Education Reform Blueprint, and which are consistent and appropriate for rolling out new interventions that are based on the fundamentals of what a quality education system should look like and how best to achieve that.** It also makes clear the priority that needs to be given to gender equity in education programming, given the slow pace of achievement against the goal of full enrolment of all children through all interventions under the ESP, and the importance of additional investment in the NMDs to achieve parity with the rest of the province. The COVID-19 situation also has implications for achieving the envisaged targets in the ESP. To this end, the ESP is responsive to existing and future emergencies and places emphasis on child's health, well-being and provision of safer and conducive learning environment to them.

Section II: Improving Access, Retention and Equity

This section outlines the challenge of inequitable access to education and poor retention of students in Khyber Pakhtunkhwa, especially (but not only) at the post-primary level. Both supply- and demand-side factors contribute towards poor access and retention. To improve the situation, Section II outlines an ambitious agenda for the next five years envisaging

improvement in access to education and student retention by creating more school spaces; providing incentives to students; raising awareness and facilitating more active participation in education among parents and children regarding the role and importance of education; and undertaking innovations that aim at enrolment of OOSC or are at risk of dropping out of school. It also looks at the refugees' situation and aims at providing equitable learning opportunities for refugees children as well.

This section details the goals, objective, strategies and priority programmes to be undertaken for increasing access to education, improving retention and strengthening equity of students during the next five years.

Goal	General Objective
Ensure access to inclusive and equitable education and lifelong learning opportunities for all children, youth and adults	Provide equitable and free access from pre-primary to secondary education to all children, using both formal and non-formal approaches
	Provide functional literacy and life skills for all youth and adults
	Provide incentivised education to enhance enrolment and ensure retention of children from marginalised groups

Section III: Enhancing Quality and Relevance of Education

Section III examines the quality of education in Khyber Pakhtunkhwa, which has seen some improvements over the last few years with an enhanced focus on training and professional development of teachers and headteachers, and a more robust mechanism for monitoring what is happening in the classroom (from teacher presence to teaching behaviours). In parallel to this, the Department has developed and notified quality standards frameworks for teacher educators and for data management and use. These are complementary to the Minimum National Standards for Quality Education (MNSQE), approved in 2016. However, this quality framework has not been fully operationalised. Associated work has also been done in the area of curriculum reform (cf. the on-going work on a Single National Curriculum), textbook development, and assessments etc.

Despite the improvements, significant challenges remain that impact on the quality of education in the province. To build upon recent reforms and positive initiatives, the ESP has set a forward-looking agenda for enhancing the quality and relevance of education during the next five years. The ESP envisages a suite of related interventions aimed at raising the quality of education in the province, including:

- operationalising the quality standards for teacher educators, and data management and use that have been notified as the key touchstone for implementing and achieving agreed quality standards, including the MNSQE quality standards
- supply of well-trained teachers (with a special emphasis on ECE teachers) and
- enhancing the impact and scope of the teachers' induction programme and CPD programmes for in-service professional development
- implementing the new Single National Curriculum in a phased manner and planning incrementally for revision of textbooks; areas of focus in professional development programmes and examinations
- provision of quality textbooks and needs-based teaching and learning materials

(especially in the areas of ECE and for disabilities and inclusive education)
- improving the quality of examinations and assessments, establishing feedback loops between assessments, teacher training, the SNC and textbook development
- provision of a conducive learning environment supported progressively by technology for effective and blended teaching and learning practices
- Teacher Training on inclusive education and the relevant teaching methodologies

This section notes that the essential enabling factor for all of these interventions involves attitudinal and behavioural change among education professionals and bureaucrats about the way in which they conceptualise education in Khyber Pakhtunkhwa, the nature and purpose of teaching and learning processes, and the way education is delivered in schools. This section details the goals, objective, strategies and priority programmes to be undertaken to enhance the quality and relevance of education during the next five years.

Goal	General Objective
Deliver quality and relevant education for all to nurture productive Citizens	Ensure that all children learn and acquire age appropriate knowledge, skills and behaviour in line with emerging national and global needs
	Provide quality education through more effective teaching and learning processes and a conducive learning environment

Section IV: Improving Governance and Management of Education

Section IV outlines the progress in Khyber Pakhtunkhwa to improve governance and management processes in the province in recent years to facilitate provision of free, compulsory, and quality education to all the children in the province. Notable accomplishments in this regard including the creation of a management cadre for the education department; merit-based recruitment for teachers and education managers; creating mechanisms to gather real-time data at school level on key performance indicators, and setting-up competition and performance review systems at district and sub-district level.

Notwithstanding these significant accomplishments, the E&SED is still faced with a number of challenges related to the governance and management of education in the province. To build upon the reforms of the past five years, the ESP has set an agenda to further improve governance and management during the next five years, as it is central to the achievement of better-quality education for all children in the province. Consequently, the ESP envisages interventions aimed at:

- empowering and developing the capacity of the provincial level institutions in order to drive forward positive developments in technical areas of teacher induction, in-service training, mentoring of education professionals, technology enabled learning, emergency preparedness, data gathering, analysis and dissemination, etc.
- furthering the culture of evidence-based planning and management so that strategies can be made on the basis of robust data
- improved financial planning and management in order to fund the reforms identified by the E&SED and against which monitoring of efficiency and effectiveness can be made
- strengthening the devolution of education service delivery and effective community engagement through a combination of capacity development measures

This section details the goals, objectives, strategies and priority programmes to be undertaken to improve the governance and management of education during the next five years.

Goal	General Objective
Provide effective leadership, responsive governance and efficient management at all levels to achieve educational goals	Strengthen provincial level institutions for effective service delivery
	Provide evidence based, collaborative and accountable management for the attainment of educational goals
	Empower district and local level education governance and management to improve performance

Section V: Costing and Financing the ESP

Section V outlines the basis of the costing model for the programmes contained in the ESP. The programmes and their associated activities are projected to cumulatively cost Rs. 1,219 billion over the 5-year period, with recurrent costs projected to account for about 82% of the total projected cost. This projected cost, also discussed in Section V, is based on the increment in enrolment at all levels of education, the costs of recruiting new teachers, the costs of putting in place the required infrastructure and facilities and the desire to roll out a transformational quality education agenda in all dimensions of the work of the E&SED.

There is expected to be a gap between the ESP costs and the available funding with the provincial government. In line with the projected economic growth and provincial share in the form of internal and external funding, it is expected that a budget of Rs. 201 billion would be allocated for education in 2021-22; with an increase of 10% over the budget allocated in 2020-21. However, given the ESP cost of Rs. 219 billion for the year, there will remain a gap of around Rs. 18 billion. Some part of it will be bridged through the Federal grant for the merged districts, while the E&SED will have to look for additional resources for the remaining amount in the form of donor and partner contributions etc.

Section VI: Monitoring, Evaluation and Knowledge Management

To manage the implementation of the ESP strategies and activities efficiently and effectively, it is essential to have a robust Monitoring and Evaluation (M&E) framework. The M&E framework for the ESP outlines the mechanisms needed for monitoring and evaluating progress and process against the ESP targets. It also presents an assessment of risks and challenges involved in the implementation of various strategies and the mitigation measures. The M&E Strategy will be a component of a wider Capacity Development Strategy for all officials of the E&SED as a way of aligning skills, knowledge, practices, behaviours and attitudes to the ambitions of the ESP and its successful implementation. A Knowledge Management Strategy will also be drawn up for the implementation of the ESP to provide a platform for enhanced data and knowledge sharing. Knowledge management forms are part of the core of the quality standards for data management and their use has been notified by the E&SED in early 2019. Developing this approach to data sharing and record-keeping will enhance team working, planning and decision-making, monitoring of progress and evaluation of results.

<h1 style="text-align:center">Section I
Introduction and Context for Implementation</h1>

1.1 The Khyber Pakhtunkhwa Education Blueprint Vision 2018-2023

During the last five years, the Government of the Khyber Pakhtunkhwa has made significant progress in the provision of quality education for children in the province, as outlined in the Khyber Pakhtunkhwa Education Blueprint. During the period covered by the last ESP (2015-20), more children now attend schools that are more fit-for-purpose. Student attendance has increased, and more than 40,000 teachers have been recruited through a merit-based system. At the same time teacher attendance has improved considerably. The vision of the Government for education improvement in the province outlines an ambitious agenda to deliver quality education for all children, with a special emphasis on girls' education, marginalised children including NMDs and enhancing equity, highlighted through the following:

- more and better skilled qualified teachers, teacher educators and headteachers who implement and support learner-centred approaches that help to build key skills at the heart of a well-managed and accountable education system
- children who experience a positive learning experience every time they walk into a classroom helping them to develop core skills and knowledge
- assessment systems which focus more on understanding and application of knowledge and skills
- better equipped, technology enabled and resourced schools which serve the entire province equitably
- well-managed and accountable education system at all levels, from the provincial authorities to the level of classroom and Parent Teacher Council (PTC)
- encouraging empowerment and active participation of communities through effective PTCs in the running and operation of schools including emergency preparedness

The vision outlined in the Education Reform Blueprint recognises the nature of the challenges in achieving this transformation. Children enrolled in primary schools still struggle to master basic literacy and numeracy skills. The number of OOSC remains high at primary and secondary levels. Drop-out rates from Katchi grade through to the end of secondary education are alarming, due to a range of supply (availability of effective pre-primary schooling opportunities and the number of schools at secondary level for example) and demand (for example, negative social attitudes vis a vis schooling of girls and the visibility of children with disability in schools). Few children receive the quality of early childhood education that can provide them with a strong foundation for primary education. And all of these factors disproportionately affect girls across the province, and especially in the NMDs, and limit their active participation in the education system. The E&SED will turn Blueprint aspirations into practical actions by undertaking various interventions reflected in the ESP. To achieve these outcomes, the government will invest resources in those areas where the greatest impact can be achieved, including:

- increasing the number of teachers and ensuring that capacity development opportunities are provided to them so that they can enhance their professional practice
- implementing the new Single National Curriculum and making resources available for the production of new textbooks in support of its principles and the necessary training for teachers, headteachers and others

- enhancing the capacity of the E&SED to generate reliable data to monitor progress and levels of achievement pertaining to SDG-4 and RTE and holding educational institutions accountable for the results
- enhancing the participation of communities, PTCs and public engagement on the performance of schools, quality of education and support for emergency preparedness
- partnering with the private sector and NGOs where this can help to expand access to schooling and help to raise quality standards
- implementing benchmarking mechanisms, such as the quality standards for all aspects of the education system that have been developed, to support and measure improvements in the quality of education provision
- investing in more and better school infrastructure and facilities, to support greater access and retention, and to develop a conducive physical environment for quality teaching and learning to take place, and
- placing a special emphasis on the NMDs as outlined in the Tribal Decade Strategy and the Accelerated Implementation Programme of the E&SED to achieve structural and institutional parity with the rest of the province, raise standards and improve education indicators so that those districts do not continue to lag behind the rest of the province.

1.2 The Challenge of Gender Equity in Khyber Pakhtunkhwa

As part of its tracking for the Global Education Monitoring Report, UNESCO released a timely study in February 2020 entitled ***#HerEducationOurFuture***. The timing was significant, in the context of the 25-year anniversary of the Beijing Declaration and Platform for Action, the most ambitious roadmap for the empowerment of girls and women. The report charts the progress that has been made in delivering gender parity in education, with enhanced access and enrolment rates. However, the main thrust of the UNESCO report makes clear that the pace of development continues to be slow and governments need to pick up the pace and make gender parity the central purpose of their work in education. The report also identifies the ten countries where this challenge remains the most evident. In three principal categories, mean years of education for the poorest girls, and the number of out of school girls for primary and lower secondary, Pakistan ranks in the bottom 5 of the world's 10 worst countries for girls' education.

The Education Sector Analysis (ESA) carried out for this ESP also reinforces these findings in the specific context of Khyber Pakhtunkhwa, with a lack of gender parity in enrolment being evident at all levels of the education system from ECE, primary through to higher secondary. The situation is particularly stark in the NMDs (based on data from the Khyber Pakhtunkhwa Annual School Census of 2018-19. Of the 2.1 million OOSC in Khyber Pakhtunkhwa (aged 5-16), 66% of them are girls (this increases to 70% when the narrower age group 10-16 is examined).

The reasons for the lack of gender parity and inequitable education opportunities for girls in the province are well-known, including child marriage, discriminatory gender norms and attitudes in society, child labour; poor, inappropriate and often missing facilities in schools that would encourage girls to attend; safety issues in and out of school; and the lack of easy and safe access to schools especially at post primary level, near where they live. Consequently, girls need to be given a second chance to re-join education systems, and accelerated learning opportunities so that they can catch up on the time lost. The province needs to benefit from the contribution that education makes to the lives of girls:

- educating girls enables them to take a greater role in decision-making and taking control of their own lives enabling them to be productive citizens

- educating girls means better child nutrition and less child mortality when they start to have children (at a later, more appropriate age)
- educating girls is a key factor in hastening the demographic transition to lower birth rates
- educated girls are less likely to marry young
- educated girls and young women are much more likely to be able to find decent jobs and participate in the socio-economic development of Khyber Pakhtunkhwa.

This is why one of the key priorities in the ESP relates to gender equity. Consequently, the lens through which all the ESP strategies need to be seen is the prioritisation of girls' education and that of other marginalised groups who are not participating fully in education – the poorest groups (and especially girls among those groups); children with disabilities (and especially girls), and those living in the NMDs (and especially girls who lag far behind boys in all the key education indicators examined in the ESA). ESP is thus embedded in a progressive a gendered approach to education reform and development over the next five years, and actions are to be taken to prioritise girls and other neglected groups in need of special support. This is critical for accelerated progress in Khyber Pakhtunkhwa over the next five-year period.

1.3 International, National and Provincial Policy Frameworks Guiding the ESP 2020-25

The Khyber Pakhtunkhwa ESP 2020-25 builds on the transformational agenda outlined in the Khyber Pakhtunkhwa Education Blueprint as well as previous reform efforts, with a view of fulfilling the mandate of Article 25A of the Constitution of the Islamic Republic of Pakistan. The Khyber Pakhtunkhwa ESP 2020-25 is also aligned to various international, national and provincial commitments:

1.3.1 Global level

Pakistan has committed to achieving the Sustainable Development Goals, and in particular Goal 4. The focus and commitment of Government of the Khyber Pakhtunkhwa in achieving its education goals is an essential contributor to the overall progress of Pakistan in raising levels of human development and building a well-educated and skilled population.

1.3.2 National level

Article 25-A of the Constitution of the Islamic Republic of Pakistan requires the State to provide access to twelve years of free and compulsory education to all children between 5-16 years old. In addition, **Article 37-B** requires the State to address illiteracy and provide free compulsory Secondary Education. The **18th Constitutional Amendment** decentralised education to the provincial level. Provincial governments are responsible for providing education from pre-school to higher secondary level, formulate education policy, curriculum, planning and standards setting.

1.3.3 Provincial level

The Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act 2017 – which institutes the right to compulsory education for all children in the province from the ages of 5-16 years.

The Khyber Pakhtunkhwa Education Blueprint (2018-2023) aims to create a fairer and more equitable society in the Province by tackling issues of marginalisation (gender, poverty and disability-related) and creating opportunities for all children to benefit from a quality education. The Blueprint provides a focus for achieving its objectives through the reform of early childhood and primary education, enhancing retention in secondary education, improving management and governance throughout the system, enhancing the role of communities, partnerships with the private sector and NGOs to support education service delivery, and a special focus on the NMDs.

The Tribal Decade Strategy 2020-30 and the **Accelerated Implementation Programme** recognise the lag in development in the NMDs and aim at redressing imbalances in education (as well as other sectors) in order to bring the NMDs at par with the rest of the Province. The socioeconomic indicators of the NMDs suggest that it is one of the poorest areas in Pakistan, and the education indicators also make clear how far it is behind the rest of Khyber Pakhtunkhwa. The key reasons for this are attributed to resource and capacity constraints, scarce economic activities, socio-cultural barriers and recent years of conflict and crisis. The ESP not only recognizes this province-wide initiative but is also fully aligned with the strategy.

1.4 Focus of the Khyber Pakhtunkhwa Education Sector Plan 2020-25

The Khyber Pakhtunkhwa ESP 2020-25 has been developed to address the education challenges outlined in the Education Reform Blueprint and Education Sector Analysis (ESA). The ESP will add to the transformational agenda set forth by the Education Reform Blueprint, as there is a significant alignment between its strategies and the ones presented in the ESP. The ESP outlines strategies to ensure equitable and quality education for all children in the province through both formal and non-formal schooling.

This is in line with Khyber Pakhtunkhwa's international/global (SDG-4), national (Article 25-A) and provincial commitments (Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act 2017) towards education. Equity appears as a cross-cutting theme in ESP priorities and strategies. This can be seen through a key focus on marginalised groups, girls, children with disabilities, refugees and those living in NMDs etc.

The ESA conducted for this ESP structured its findings around three major priority areas which together constitute the major challenges in Khyber Pakhtunkhwa that prevent the public-school system from achieving its aims. At the same time, with the appropriate level of commitment and investment to build a stronger, more effective education system they represent opportunities for the Province to make substantial impact over the next 5 years:

- **Education access, retention and equity:** Access is still denied or is constrained for certain groups of children in the province, including girls, children from poorer/poorest households, refugees, children with disabilities, and those living in more remote districts and in particular in the NMDs. While the Government of the Khyber Pakhtunkhwa recognises the special challenge of enhancing inclusion throughout the system, more work needs to be done in the areas of ECE, education for children with disabilities and excluded groups, non-formal education and literacy. Equity needs to be understood as a cross-cutting enabler as well as perhaps the most persistent challenge in the education system, as the ESA has made clear. And this challenge has both supply and demand side dimensions that need to be addressed in tandem.

- **Quality education:** Quality is another cross-cutting enabler when thinking about the challenges of the next five years. It finds its expression in all areas of the system from the provision of facilities to supporting improved student learning outcomes, from teacher performance to education leadership and management. The issue of capacity and capability needs to be addressed in order to address issues of quality especially among the teaching and training staff in the province. In addition to this, the absence of a true performance management culture in the E&SED at all levels prevents good performance being recognised and rewarded. At the same time, there is lack of a coherent approach to student assessment which makes it difficult to understand fully the issues in student competencies performance, especially in the COVID-19 and post COVID-19 context. The presence of agreed quality standards has been a positive development over the past few years but there has been only partial implementation of these standards. This needs to be done to strengthen the commitment to developing better performance across the board. The issue of access to and use of reliable data also influences the quality agenda especially when we think of the need for evidence-based decision-making at all levels.

- **Governance and management:** The governance and management challenges reflect differential levels of capacity and capability at all levels of the system and especially those which have a strong need for technical expertise (performance management, monitoring and evaluation, planning, oversight and quality assurance). The issue of access to and use of reliable data is also critical, from the school as a primary unit of performance and planning across to all tiers of the system at the district and provincial levels. Significant progress has been made in this area over the past few years with the establishment of the Independent Monitoring Unit (IMU) and its focus on real-time data gathering which has raised levels of confidence in data reliability. The role of the Education Management Information System (EMIS) Cell has also been clarified in the area of data analysis. However, there remain issues in the access to data from other institutions of the E&SED; the persistence of different databases being maintained and not coordinated across the E&SED; and the use of data in decision making and performance management. Accountability processes are generally weak and financial inefficiency is common.

The ESP programmes address these challenges and aim to turn them into opportunities, and will be implemented through the three goals and their general objectives outlined below:

Goal	General Objective
Ensure access to inclusive and equitable education and lifelong learning opportunities for all children, youth and adults	Provide equitable and free access from pre-primary to secondary education to all children, using both formal and non-formal approaches
	Provide functional literacy and life skills for all youth and adults
	Provide incentivised education to enhance enrolment and ensure retention of children from marginalised groups

Goal	General Objective
Deliver quality and relevant education for all to nurture productive citizens	Ensure that all children learn and acquire age appropriate knowledge, skills and behaviour in line with emerging national and global needs
	Provide quality education through more effective teaching and learning processes and a conducive learning environment

Goal	General Objective
Provide effective leadership, responsive governance and efficient management at all levels to achieve educational goals	Strengthen provincial level institutions for effective service delivery
	Provide evidence based, collaborative and accountable management for the attainment of educational goals
	Empower district and local level education governance and management to improve performance

The goals and general objectives provide the framework for a number of priority programmes that flow from them. These are elaborated in the rest of this document and were identified and formulated through a collaborative, participatory process, and extensive sector-wide consultations at different levels in the province.

1.5 ESP Development Process

The Steering Committee and Local Education Group (LEG) provided oversight to the ESA and ESP development process including providing inputs in the process and approval/validation of final products. The Steering Committee comprised of senior administrative leadership of all the concerned government departments. Both the Steering Committee and LEG were convened periodically at the start and end of each stage of the ESP development to guide the process, provide inputs and approve/endorse the products, targets and costings.

The Core Planning Team provided planning, coordination, technical and logistical support for the ESP development process. A Technical Working Group (TWG) was also formed to facilitate the ESP development process. The TWG comprised of three sub-groups (sub-TWGs) on a) access, retention and equity; b) quality and relevance; and c) governance and management. The main functions of the TWG and sub-TWGs were to make proposals regarding the objectives, targets, key strategies and priority programmes to be included in the ESP. The TWG also made proposals for the design of the different priority programmes selected for achieving the plan objectives, including the identification of indicators to monitor the plan's implementation.

The inputs of various education sector stakeholders were solicited throughout the ESA and ESP development process. In this regard, various key informant interviews and focus group discussions were undertaken at the provincial and district levels. These stakeholders included government officials, parents, teachers, private school representatives, civil society, and community members etc. The consultations were held in all the settled and merged districts of the province and more than 350 stakeholders participated in these district-level meetings. As part of these consultations, various priorities were outlined and presented to the TWG. The TWG deliberated upon these interventions and short-listed them in line with the priorities of the department and the objectives of the ESP.

The interventions selected for ESP respond to the challenges outlined in the ESA, which has been included as an annex to this document. Each set of goals and general objectives is consistent with the vision set forth by Article 25-A and Article 37-B of the Constitution of the Islamic Republic of Pakistan, the commitment to the principles of Sustainable Development Goals (SDGs), in particular SDG-4, and the vision articulated in the Khyber Pakhtunkhwa Education Blueprint.

1.6 Barriers to Implementation

The E&SED aims to bring every child into school, ensure their effective learning and ability to access the benefits of a good quality education by 2030. This was clearly articulated in the ESP 2015-20. That ambition has been backed up by policies and plans to improve access, quality and equity in education in the province over the past five years. However, to design appropriate implementation strategies and work towards achieving tangible results, it is essential to ensure that:

- the staff of the E&SED have the right skills and knowledge to implement the policies effectively
- that processes and systems are fit for purpose, and
- that the prevailing working environment enables the achievement of desired outcomes.

> **Barriers to Education Reforms in Khyber Pakhtunkhwa**
>
> The ESP 2015-20 identified five barriers to education reforms in KP that have slowed progress over the last decade of reform work:
>
> - weaknesses in data and information management
> - weaknesses in budgeting and financial management
> - limited capacity to deliver across the department
> - politicisation of employees, and
> - the geography and social fabric of the province.

Out of the five barriers to education reforms identified in the ESP 2015-20, the first three relate to capacity and capability issues in E&SED. The new ESP 2020-25 takes as its reference point the work of the previous ESP and recognises that a strategic investment in capacity development is at the heart of the reforms envisaged by the vision of the Khyber Pakhtunkhwa Education Blueprint. The COVID-19 situation has also posed a major challenge for the government, education system including teachers and students. However, the E&SED has devised policies and is implementing strategies to effectively respond to the situation.

1.7 Capacity Development - a Cross-Cutting Enabler of the ESP

Best practice in the formulation of capacity development strategies indicates that there are three inter-dependent dimensions on which the objectives of any capacity development

intervention need to be based. These dimensions are listed in the table below, with definitions based on the experience of implementing capacity development interventions in the E&SED over the past three years:

Table 1: Dimensions of Capacity Development

Dimensions	Definition
Individual	The knowledge, skills and experience that individuals and groups of individuals develop or acquire as a result of exposure to training, mentoring or other capacity development measures.
Institutional	The structures, systems and procedures that are used to define the way in which an organisation works and how it manages its staff. These systems can be purely administrative; related to processes and procedures for getting work done; related to service levels and structures; or concerned with the fulfilment of job descriptions. It is also the case that organisational factors are often not formalised and written down but reflect the working culture of the organisation and become the accustomed and accepted way in which an organisation functions.
Enabling Environment	The nature of the wider institutional framework that defines policies, the way that E&SED work is implemented, and how people are deployed. It refers to: • policies, governance structures, power hierarchies and leadership models • the ways in which decisions are made (top-down or bottom-up) and social and working cultures • accountability and monitoring mechanisms • the ways in which the demand for capacity development is articulated and acted upon • the availability of and access to internal and external resources to build the capabilities of individuals and institutions • the availability and relevance of incentives for individuals and institutions to enhance their skills and knowledge.

The implication of considering the three dimensions required for the capacity development initiatives of the ESP 2020-25 to be successful is that it is not sufficient to focus solely on the provision of training for individuals and expect them to effect change at the institutional level. Structures, systems and procedures define and control the way in which people work (and are permitted to work) in E&SED. This means that the nature of those systems also has to be taken into consideration and linked to the training provided to individuals over the medium-long term as part of a more holistic capacity development initiative. Over the longer-term, in order for individual and organisational level changes to be institutionalised as business as usual, the availability of a supportive enabling environment is critical, as it provides the broader governance, oversight and strategic management that is required to achieve longer-term strategic goals. Therefore, the priority programmes included in the ESP explicitly target this dimension and highlight the challenges involved in successful implementation.

The training that individuals experience is likely to extend over a relatively short duration and may be successful in imparting new skills or knowledge. However, a wider focus is required at the same time to link training to the systems and structures within which an individual is required to operate. It is counter-productive to develop skills and capabilities which cannot be used in the system. This also means that a parallel focus on developing the system to accommodate staff with new or enhanced skills and knowledge is required. That is a process which will typically take more time than designing and delivering packages of training, as it requires important decisions to be made about how departments go about their work and what

goals are being set. And for this to be successful, it will be important to strengthen governance and management.

If the conditions prevailing in a working environment are not favourable or receptive to changes in skills, knowledge, systems or procedures then a capacity development strategy is unlikely to achieve its goals, and short-term gains will not have sustained impact (as has been learned from the experience of the ESP 2015-20). While large numbers of individuals may be trained up, they may not have the flexibility or freedom to implement what they have learned. In considering the capacity development requirements of delivering the programmes proposed by the ESP, the E&SED will formulate an overarching strategy for the whole department under which discrete elements of capacity development can be developed. The Department has some experience in designing and implementing a structured capacity development initiative between 2017-19 with EMIS Cell and IMU and with PITE which followed a five-stage process:

Table 2: Process Adopted for Capacity Development of EMIS, IMU and PITE

Stage	Actions and Processes
1. Engage stakeholders to develop ownership and alignment	Ownership among stakeholders significantly enhances the effectiveness of a capacity development intervention. To this effect, extensive consultative meetings and workshops need to be held with key E&SED stakeholders and any technical assistance partners. From the Needs Assessment phase, through design and into implementation, close coordination needs to be maintained to ensure that the programme is addressing needs and identifying the right participants and issues. This helps to build understanding, trust and commitment. Capacity development strategies should endeavour to include the senior management of E&SED and all relevant internal stakeholders in the process. They can act as a steering committee and first point of contact on all issues related to the initiative. This ensures that institutional-level issues can be considered in order to strengthen the longer-term sustainability of the interventions. A deliberate effort was made to integrate and link both the demand and supply side issues in and address the current issues on the ground such as data quality issues, and data utilisation for planning and management of education service delivery in the province. This helped to strengthen opportunities to share experiences and learning between PITE and DCTE EMIS, the IMU and other attached institutions of the E&SED.
2. Assessment of needs to establish baselines and benchmarks	Needs assessment studies should be carried out to investigate technical needs as well as to understand levels of demand, linked to verifiable priorities. Such studies can involve desk research, focus group discussions, interviews with key stakeholders and consultative meetings with the senior decision-makers. The data derived should be used to formulate a long list of potential areas of focus. This is then

	tested for relevance, priority and demand in order to come up with an agreed short-list of interventions. Needs assessment studies are essential in establishing baselines of need and demand, linked to capacity gaps, formulating benchmarks, and building consensus on priorities.
3. Formulate capacity development strategy, plan and programme	Based on the short-list of priority identified, a detailed capacity development strategy and plan can be developed. This will help to outline clear higher-level objectives, for example: • Support the implementation of Khyber Pakhtunkhwa education sector reforms through enhanced skills and knowledge • Develop sustainable individual and organisational capacities at the E&SED in targeted areas, and • Enable the E&SED and its attached departments to communicate and coordinate internally and with external stakeholders to effectively plan and manage education service delivery.
4. Implementation of activities, monitoring and course corrections	Implementation will cover an agreed timeframe and number of capacity development interventions (formal training, work-related activities and mentoring). Training workshops need to be designed following a logical sequence of topic areas so that knowledge and skills can be recycled and reinforced. A pattern of pre-training tasks, training and post-training consolidation is good practice. All training events need to be monitored to gather data about what was working and what was not so that course corrections can be made. Capacity development activities should also promote a collaborative culture within the E&SED and prioritise opportunities for colleagues to work across teams on issues of mutual relevance.
5. Analysis of monitoring and assessment of impact	Monitoring can take several forms - pre-and post-training questionnaires; observation studies; training reports and regular progress reporting on the process; focus group discussions, and evaluation of impact in the field. Comprehensive M&E reports should be produced at the end of each phase utilising data from these various sources. This can be used to formulate the next phase of capacity development interventions (focused more on institutional issues). This can enable the E&SED to extend the scope of training that has been done with a focus on systems, processes and frameworks.

This is the rationale behind the longer-term strategic thinking that has informed the development of the capacity development interventions in the ESP – combining technical aspects of skills development and addressing the wider institutional issues that affect the successful adoption of any training intervention. The E&SED is well aware of the need to develop the capabilities of its staff in order to strengthen the delivery of education services in

Khyber Pakhtunkhwa – this has been made very clear in the consultations carried out in the formulation of the ESA and this ESP. It is also aware from previous experience of the need to conceptualise capacity development at the institutional and environmental levels as well as focus on the needs of individuals.

1.8 Causal Chain of the ESP Proposed Interventions

The priority programmes of the Khyber Pakhtunkhwa ESP have been designed to be mutually reinforcing. Effective governance and management provide the enabling environment required to drive a transformational agenda focused on the provision of quality education and improved learning opportunities and outcomes. Good governance and management also provide the strategic clarity to ensure that equity and inclusion is one of the driving forces of the ESP. Understanding the drive towards quality improvement in all schools, the role of parents and communities will raise levels of awareness and interest and help to change patterns of enrolment and improve retention. As the quality of government schools improves, so will the motivation of parents to enrol their children (especially girls) in school and ensure they continue their schooling. A positive learner-centred approach in schools will help to support further improvements in student achievement.

Global, National & Provincial Commitments	KP ESP Goals	KP ESP Objectives	Rationale	Desired Outcomes
Global SDG 4 – Ensuring inclusive and equitable quality education, and lifelong education for all **National** Article 25-A and 37-B of the Constitutions of the Islamic Republic of Pakistan: The State shall provide free and compulsory education to all children between the ages of 5-16 in such a manner as may be determined by law. **Provincial** • Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act 2017 • KP Education Blueprint 2018-23 • Tribal Decade Strategy 2020-30 • Accelerated Implementation Programme	**Goal 1** Ensure access to inclusive and equitable education and lifelong learning opportunities for all children, youth and adults **Goal 2** Deliver quality and relevant education for all to nurture productive citizens **Goal 3** Provide effective leadership, responsive governance and efficient management at all levels to achieve educational goals	• Provide equitable & free access from pre-primary to secondary education to all children, using both formal and non-formal approaches • Provide functional literacy and life skills for all youth & adults • Provide incentivised education to enhance enrolment & ensure retention of children from marginalised groups • Ensure that all children learn and acquire age appropriate knowledge, skills and behaviour in line with emerging national and global needs • Provide quality education through more effective teaching and learning processes and a conducive learning environment • Strengthen provincial level institutions for effective service delivery • Provide evidence based, collaborative and accountable management for the attainment of educational goals • Empower district and local level education governance and management to improve performance	• Robust data on OOSC is critical in ensuring effective policy and planning to bring all children within the education system • Potential of PPPs needs to be harnessed in expanding the access to education service delivery across the province. • Ensuring facilities and safety for children and better learning • NMDs must be brought at par with the settled districts in terms of education service delivery, and supply and demand side interventions by the E&SED • Youth and adults need to be equipped with functional literacy and life skills to be better and responsible citizens. • Children from marginalized backgrounds and / or special learning needs require targeted support to facilitate their access to education and quality learning. • Driving the quality agenda in E&SED helping ESP implementation • Standards define criteria to outline and measure best practice and benchmarks • Monitoring of quality indicators • Curriculum reform phased in following the roll-out of SNC • DCTE - capacity development to undertake its role in relation of curriculum • Textbook Board - require support to produce new textbooks in line with SNC • Reviewing textbooks needed - alignment with the SNC. • Pool of trained TLM developers needed to improve standards of TLM • Development of ECE TLM for better development and preparation of children • DCTE/BISEs revise assessments & exams to measure cognitive issues • Children require infrastructure, facilities and teaching inputs for effective learning • Teachers need to be trained and supported in child-centred approaches • Schools need to provide a safe, child-friendly environment • Teacher's career progression path needs to be developed as part of performance management culture. • A minimum one teacher for one class, including specialised teacher for ECE. • Primary/secondary teachers need development to enhance learning. • PITE requires strengthening with cadre of teacher educators • Review/strengthening of induction programme • Strong management with clearly defined empowerment, and coordination with other departments needed • Skilled managers needed for effective planning and implementation. • Systematic use of data needs for planning and decision-making. • M&E and Planning Cells need to provide more systematic support • Devolution of powers is contingent on having a well-trained district management. Need for stronger alignment of data use, and achievement of reform agendas at all levels	• Reliable data available to aid decision making in relation to bringing OOSCs to schools and improving retention and transition among children • Enhanced access to school facilities in the province. • Improved access, retention and transition • Enhanced parity among the settled & NMDs on access related indicators. • Child-friendly and safe environment in schools. • Effective and prompt response from districts in the event of emergencies. • Availability of data to guide decision making. • Strong institutional mechanism to design, oversee and guide non-formal education interventions. • Youth and adults with functional literacy and life-skills more likely to find employment • Increased access, participation and retention for children from marginalised backgrounds and special needs. • Agreed and implemented quality standards to define levels of quality across all areas of education • Strengthened tracking of impact and progress based on stronger data and evidence base • Contribution to performance improvement of E&SED officers and system improvement • Revised curriculum, textbooks and assessment that is more responsive to the emerging needs of the SNC. • DCTE equipped with requisite resources and capacity to undertake its mandated roles in relation to curriculum. • More coherent system-wide approach to curriculum aligned to standards • Textbooks more responsive to the SLOs of the SNC. • Improved quality of TLM • Improved student achievement • Improved quality of education at ECE preparing children more effectively to enter and remain in primary education • Curriculum and TLM more responsive to the needs, challenges and limitations at school and classroom level. • Improved linkages between new SNC, textbooks, assessments, examinations and teacher training/professional development • Improved teaching and learning at classroom level. • Improved strategy roll-out, planning and service delivery at all levels. • Enhanced access to and use of data and knowledge management • Coordinated senior management action driving reform, • Higher levels of skill and confidence more responsive management better outcomes. • Improved mechanism to ensure that right of children to free and compulsory education is being implemented across the province. • Improved service delivery at school level • Greater skill and transparency in decision making. • More efficient and effective use of resources. • Budgetary allocations and utilisation responsive to needs. • Improved financial planning/management at district level -better use of data • Better vertical and horizontal coordination • Improved service delivery at all levels of the system.

<div align="center">

Section II
Priority Area I: Improving Access, Retention and Equity in Education

</div>

The ESA has defined the challenge of inequitable access to education and poor retention of students in Khyber Pakhtunkhwa, especially at the post-primary level. Both supply- and demand-side factors contribute towards poor access and retention. To improve the situation, the ESP outlines an ambitious, yet achievable, agenda for the next five years. The ESP envisages improvement in access to education and student retention by creating more and inclusive school spaces; providing incentives to students; raising awareness and facilitating more active participation in education among parents and children regarding the role and importance of education; and undertaking innovations that aim at enrolment of OOSC or are at risk of dropping out of school. This section details the goals, objective, strategies, and priority programmes to be undertaken for increasing access to education, improving retention and strengthening equity of students during the next five years.

2.1 Goal and Objectives

The overarching goal to guide long-term priorities for improving access, retention and equity in education in the province is to:

> *"Ensure access to inclusive and equitable education and lifelong learning opportunities for all children, youth and adults."*

To contribute towards the achievement of this goal, the following objectives are outlined:

Table 3: Objectives for Improving Access, Retention and Equity in Education

Goal	Plan Objective
Ensure access to inclusive and equitable education and lifelong learning opportunities for all children, youth and adults	Provide equitable and free access from pre-primary to secondary education to all children, using both formal and non-formal approaches
	Provide functional literacy and life skills for all youth and adults
	Provide incentivised education to enhance enrolment and ensure retention of children from marginalised groups

For each objective, priority programmes have been outlined along with specific objectives for each of these programmes. These programmes have been identified keeping in view Articles 25-A and 37-B of the Constitution of Pakistan, SDG-4, Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act 2017 and the strategies and programmes outlined in the Khyber Pakhtunkhwa Education Reform Blueprint 2018-2023.

2.2 Priority Programmes

To address the challenges mentioned above and improve access to and retention of students, the following priority programmes will be undertaken:

2.2.1 Increased School Access, Retention and Equity

Specific Objective: Increase access, retention and equity from pre-primary to higher secondary education.

Under this programme, the following activities are proposed:

2.2.1.1 Establishment of a mechanism for identification and registration of OOSC

More than 2.1 million children[1] between the ages of 5 and 16 years are out of school in Khyber Pakhtunkhwa[2]. 66% of these OOSC are girls and around 56% children belong to the age-group of 10-16 years. However, the data and analysis do not provide specific information about the locations of the OOSC nor the reasons for them not being in school. This has serious implications for targeting and enrolment (or re-enrolment) of these OOSC. The E&SED has undertaken OOSC census in the past. In 2018, a survey was undertaken to understand the number and characteristics of OOSC in the province. One of the important considerations to come out of this survey was to underline the importance of the process of identification and registration of OOSC, including refugees and to ensure it becomes a regular routine. As part of the ESP, the OOSC census will be conducted every fourth year, with its findings validated through an additional survey after the second year. In this regard, a database of OOSC will be maintained at the provincial and district levels. OOSC registers will also be maintained at the school level so that monitoring and follow-up can be facilitated.

2.2.1.2 Creating more school spaces, improving retention and transition

Khyber Pakhtunkhwa has a total of 33,440 public sector schools[3]. Out of these schools, 81% (26,925) schools are at primary level. This essentially means that while students may have access to primary education near to their homes, the distance between school and home is likely to significantly increase as students admit at post-primary level as the overall number of schools available at secondary level decrease; especially for girls. This is a strong supply-side factor in explaining the significant levels of student drop-out/push-out at post-primary levels.

Figure 1: Student Drop-out in Settled Districts of Khyber Pakhtunkhwa
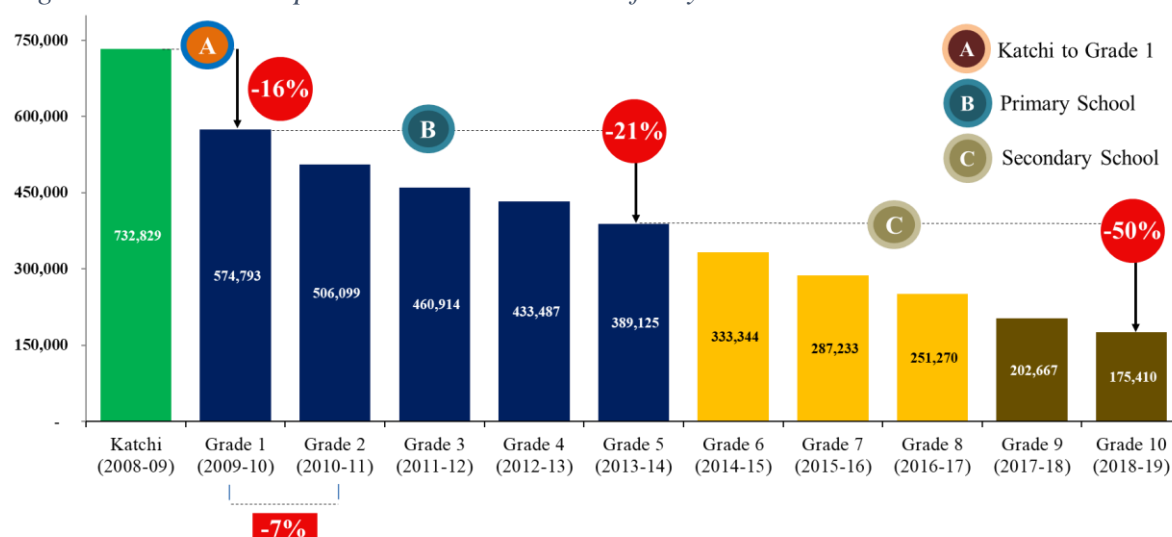
Source: ASC 2018-19 for grade-wise enrolment; Yearly ASC data since 2008-09 used for calculating dropouts

---

[1] Khyber Pakhtunkhwa Annual Household Survey for Assessment of Out of School Children (OOSC) 2018-19
[2] Settled districts only.
[3] Khyber Pakhtunkhwa Annual School Census 2018-19

Figure 2: Student Drop-out in Merged Districts of Khyber Pakhtunkhwa
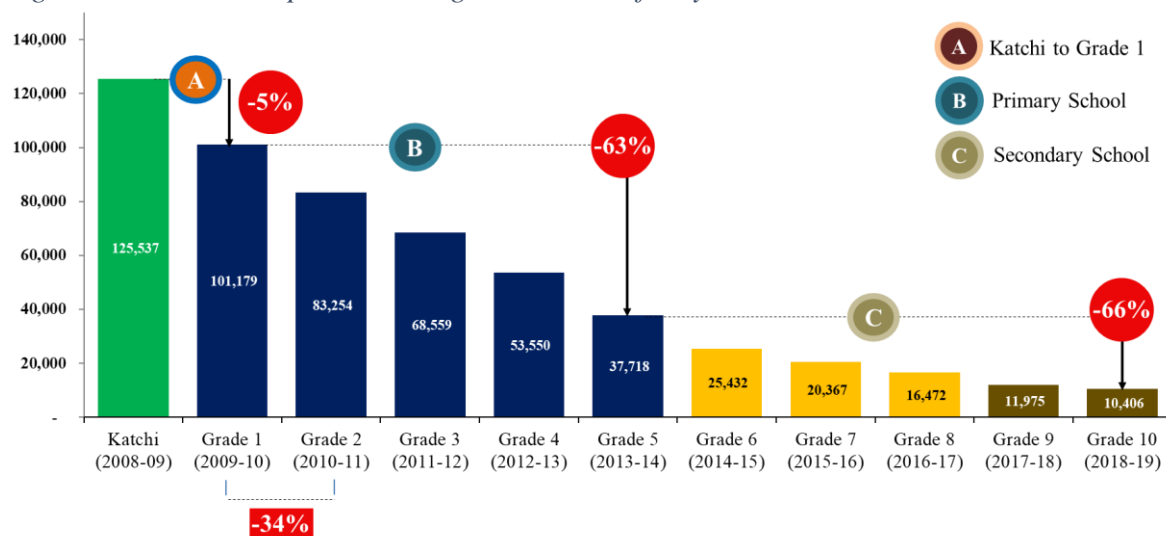
Source: ASC 2018-19 for grade-wise enrolment; Yearly ASC data since 2008-09 used for calculating dropouts

Both the figures clearly highlight the transition and retention issues in Khyber Pakhtunkhwa. The cohort-wise analyses show that 50% and 66% of the students enrolled in Grade 5 are unable to complete secondary education in settled and merged districts, respectively. What we see in these figures is that drop-out is highest as students transition to secondary school. The figures for the NMDs are especially alarming, underlying the need for special measures to be taken in those areas.

The kind of pre-cursors to drop-out that we see in Khyber Pakhtunkhwa include distant schools, lesser number of post-primary schools, low achievement, previous temporary withdrawals, late enrolment, degraded facilities, very large classes, household poverty, child labour and poor health and nutrition. Those dropping out will very often become permanently excluded with no viable pathway back to re-enter. Children disproportionately affected in this way include girls, marginalised children, and others in vulnerable circumstances. The ESA makes clear that child labour practices, socio-cultural attitudes towards education in general and to the education of girls in particular; longer distances between home and schools; issues of safety; and levels of poverty are contributory factors explaining the number of OOSC in the province[4].

The ESA also identified that there are many areas in the province with access challenges for students, especially at the post-primary level. It is crucial that more schools are established in areas where no nearby school exists. Similarly, based on E&SED experience, it is likely that a school rationalisation exercise will be required in the NMDs. There are likely to be a number of schools which are effectively either non-functional or are operating inefficiently having only a few children enrolled. This rationalisation would involve hard choices and trade-offs, but this issue needs to be addressed because such schools are a drain on resources involving substantial opportunity costs.

Given the financial constraints, the E&SED is considering a mix of traditional and innovative strategies to increase school spaces, such as construction of new schools; increasing the number of 6-room primary schools; removing the indirect costs to education; more focused targeting

---

[4] UNICEF (2013). *Out-of-School Children in the Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh Provinces of Pakistan*.

of stipends to those most in need; double shifts and afternoon schooling; more community schools; and mobilization of partnerships through PPPs to accommodate more children in schools. The E&SED will map all districts and areas having poor access to education (including, from a gender lens) and prioritise provision in lagging districts and areas. This will ensure that the marginalised children are reached first and provided education opportunities.

The current pre-school provision in Khyber Pakhtunkhwa is integrated in primary schools. However, pre-school participation has not been tracked through a system-oriented lens across public and private provision. Limited number of children have access to well organized foundational learning in ECE, mostly in the private sector. To bridge the equity gap at the outset, ECE is a critical foundational tier for holistic learning helping children to transition well to lower primary levels and beyond. With commitment to SDG 4.2 on ECE and inclusion in ESP and Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act 2017, early years education is a key area for the E&SED. It seeks to extend the reach of pre-schooling and provide public finance to support its development in terms of teacher induction, infrastructure, teacher training and the provision of teaching and learning materials. ECE is also an opportunity to initiate a school health, hygiene and nutrition program through inter-departmental collaboration with health and other government initiatives.

Upgradation of existing primary and middle schools to secondary level and construction of additional classrooms in needy schools will be prioritised during the next five years. The E&SED will continue with the existing policy of providing at least six classrooms in all primary schools. Given that a sizable number of schools, especially in the merged districts, have been damaged by natural/man-made disasters, their rehabilitation will be undertaken as a matter of urgency by the E&SED.

2.2.1.3 Early Childhood Education (ECE)

Katchi grade is the traditional entry point for students in public sector schools and is also considered as the defacto pre-primary education. However, the education provided in Katchi grade falls short of ECE program as envisaged in SDG 4.2 and the emergent policies, standards and curriculum on ECE in other provinces of Pakistan. ECE is spread across three domains of: health/physical-motor development; social emotional and cognitive (literacy and numeracy) with an increasing focus on Executive Function (EF). EF is a key domain as a result of investment in the basic three, that gives the child a head-start in making independent choices, build confidence and resilience. It is these comprehensive competencies that enable strong foundations and help transitions for lifelong education. There are a number of constraints facing the provision and development of ECE in Khyber Pakhtunkhwa:

- disparities in access to pre-school opportunities across the province
- lack of a policy and planning establishing a minimum level of funding for ECE
- inadequate articulation, regulation and enforcement of quality standards for ECE
- lack of a comprehensive system for monitoring children's development
- weak inter-sectoral coordination, which should bring together interventions from key sectors such as health, nutrition, education and social protection for a comprehensive delivery of ECE education and child development services
- a severe shortage of trained teachers
- shortage of instructional materials and teacher professional development
- lack of a clear implementation framework for ECE in the province.

The ESA shows that gross enrolment rate at pre-primary level is high in both settled and merged

districts[5]. However, many students enrolled at this level are over-age. According to the ASC 2018-19, only 23% and 25% of the boys and girls, respectively, enrolled in Katchi grade of settled districts are between 3-4 years old. A high proportion of OOSC are between the ages of 5-7 years, showing under and overaged enrolled children.

In line with the important role of ECE in a child's development and learning, the E&SED will focus on this level of education as an urgent priority. In this regard, the existing 13,000 Katchi classrooms in primary schools will be transformed into ECE classrooms. At the same time, ECE materials and kits will be provided and existing and new teachers will be trained in ECE pedagogy. But in the longer term, the following measures will be considered by the department for enhancing the scope and impact of ECE:

- Develop a framework for ECE education, its scope and financing
- Operationalise the quality standards framework for ECE in the province (as outlined in the MNSQE) covering issues of curriculum, pedagogy and training, and learning assessment of children linked to transition to primary schooling
- Undertake a mapping exercise of existing ECE provision
- Improve existing pre-primary schools and construct additional pre-primary schools, especially in vulnerable and disadvantaged areas
- Equip public pre-primary schools to ensure they meet quality standards
- Establish a targeted fund for children from poor and vulnerable households
- Sensitise stakeholders on importance of ECE
- Form an inter-provincial working group on ECE with support from MoFE&PT that will include development partners supporting the sub-sector right from the inception

This will facilitate short and long-term benefits for the children in the subsequent years and enhance the prospects of children progressing well when they transition to primary education.

2.2.1.4 Creating awareness, and raising levels of understanding, among parents and students

Alongside supply side issues, demand for education (and an understanding of its value, especially for girls) is also low in some areas of the province. Parents in some of poverty-ridden areas do not wish to enrol their children in schools, citing the need for more breadwinners to support the family. In some cases, they also raise questions regarding the quality of education imparted in public schools and poor future opportunities for their children even if they send them to schools. This is a crucial issue that the E&SED will address over the next five years. Improving quality across the board – from infrastructure and facilities to teaching quality and better learning outcomes – is essential in:

- delivering education as a public good
- convincing people in Khyber Pakhtunkhwa that sending their children to school (and retaining them till at least completion of secondary education) has a value, and
- providing a meaningful learning experience in the classroom for the children so that they can learn.

E&SED will focus on improving the demand for education in the province and sensitisation of communities to the importance of equity in education for girls and those with special educational needs.

---

[5] Khyber Pakhtunkhwa Education Sector Analysis 2018; table 12, page 38

Enrolment campaigns are undertaken by E&SED every year at the local level, but these tend to focus too narrowly only on enrolment issues rather than the bigger picture of retention in school because it has a value in the longer-term. During the ESP period, a special focus of these awareness campaigns will be on high density OOSC populations and areas accommodating marginalised children. Dedicated funds will be provisioned for such areas, so that a better response rate can be achieved. A communications strategy will also be developed to encourage parents of children with special needs to send them to schools or special education centres. This will be used both to promote the positive work that the E&SED is doing as well as encouraging higher rates of participation in education as a result. These sorts of education campaigns will be grounded in the reality of quality improvement in schools, otherwise they will not be successful.

At the same time, the role and mandate of the PTCs in the province will be strengthened as part of the push to drive decision-making down to the most appropriate level closest to where action can be implemented (in the districts and schools, for example). The principle behind setting up PTCs is to encourage greater levels of participation and active engagement in the education system by parents and communities so that they can help to promote transformational change in education. But PTCs are often viewed as playing a lower-level transactional role, partly logistical and partly administrative. Strengthening the role of PTCs needs to address issues of dysfunctional PTCs where headteachers remain resistant and where issues of social status impede the ability of parents to play a full role in the work of the PTC. The support of DFID, UNICEF and GIZ[6] will be instrumental in this regard. Training and sensitisation are urgent needs for PTCs members so that they not only understand their role but develop the skills to do it more effectively, both with the schools directly and with the district authorities. There is also a need for a bridge between the PTCs and the district/provincial authorities so that their activities are monitored regularly as a part of a performance management approach to system improvement. At the same time, this will be linked to further leadership and management training for headteachers in the province building on the positive track record of such training over the past 5 years.

2.2.1.5 Public Private Partnerships (PPPs) in education

Timely provision of financial resources is essential for new policy initiatives. The ESA has made clear that education budget in Khyber Pakhtunkhwa – as a percentage of total provincial budget – is declining from 28% of the total provincial budget in 2013-14 to 21% in 2017/18. Inflation is likely to create further pressure for the salary budget on the one hand and increase the cost of undertaking development projects on the other hand.

PPPs, as an innovative but fairly well-established mechanism in Pakistan, is an innovative procurement strategy that can serve as a leveraging tool to gain some financial space as indicated in the Khyber Pakhtunkhwa Education Blueprint. However, PPPs require an agreed policy framework to function. Also, PPPs normally require time before the full potential of the market can be realised. To bridge the financial gap, the Khyber Pakhtunkhwa Education Blueprint recognises the need to come up with other innovative financing initiatives such as education bonds, voucher programmes, and subsidised education loan schemes, etc. The E&SED produced a Public Private Strategy (PPS) for the province in early 2018. This recognised the evidence that public-private partnerships (PPPs) can result in improved service delivery at the school level, though mostly focused on supporting the drive to reduce the number of OOSC. That strategy identified four critical access-related problems to be addressed:

- lack of adequate school supply especially at the Katchi/ECE level
- lack of programmes for children who have never been enrolled in schools and who can

no longer be enrolled in mainstream schools
- lack of schools/school spaces at the middle level for children graduating from primary schools, and
- existence of a large number of low-performing schools.

At the same time, the PPS explicitly used the experience of PPPs in the education sector that are operating in Pakistan where education departments have been working with the private sector, NGOs and education foundations. Two principal modalities have been used to date – outsourcing management of low-performing schools to partners and the use of vouchers and subsidies directly to OOSC. This mode of service delivery can also be considered cost-effective, though this needs a timeline to assess cost-effectiveness accurately. To facilitate the role of PPPs in education, the E&SED has recently established a PPP implementation unit. The E&SED is currently undertaking initiatives such as the second shift school project, the new school initiative (NSI) and the low performing school (LPS) project with the partnership of the private sector. Similarly, the ESEF is also undertaking PPP programmes such as the education voucher scheme (EVS) which are procuring services of private sector at lower costs to manage service delivery to vulnerable groups.

It is still early days for the implementation of PPPs and more will be done to assess the capacity of E&SED for PPPs as a good value for money proposition. It is unlikely that the private sector and non-state partners would undertake activities in those areas of the province where risks are not well covered. More research will be done to understand the role that NGOs could play as partners and consider aspects of their service delivery model at scale. The work of SELD/PPP Node in Sindh with EMOs; SEF in Sindh; PEF/PEIMA in Punjab, the Citizens Foundation and the Aga Khan Development Network warrants a focus in this regard, as do examples of successful models of PPPs in other countries with comparable education systems and challenges (such as Bangladesh). As part of the ESP, the following will be undertaken:

- carry out a mapping research exercise that will provide detailed information on potential partners in the private sector, NGOs and Foundations in terms of their interests, track record, areas of competence and closeness of fit E&SED's work
- the development of strategies based on research that add detail to the statement that the existing Private School Regulatory Authority and PPP node will be used for such a purpose) to indicate how public private partnership will be achieved and what processes will be followed to harness the full potential of PPPs and why
- the development of a policy framework will be drawn up for PPP activities, covering aspects such as regulation (including a regulatory body to monitor targets), budget and cost effectiveness analysis mechanisms, and risk management especially in relation to the impact and appropriacy of the arrangements. The scale of current initiatives will be enhanced (subject to assessments being made of their impact to date) and more students should be provided access to education through PPPs. A special emphasis will be given to the Second Shift School Project, EVS, LPS, and NSI, as these have the potential to enrol more students in a shorter span of time and with limited costs.

It is important to monitor and assess the effectiveness and impact of these pilot initiatives in the short-medium term during the period covered by this ESP, so that lessons can be learned, and course corrections made.

---

[6] GIZ will soon reinitiate work to build of capacities of over 10,000 members from 5,000 PTCs in merged areas, as well as provide manuals and registers as required.

2.2.2 Functional and Adequate School Facilities

Specific Objective: Provide functional and adequate basic school facilities, including safe, inclusive and disaster resilient schools

Under this programme, the following activities will be undertaken:

2.2.2.1 Provision of basic facilities in schools

Many schools in the province lack basic facilities like clean drinking water, electricity, boundary wall and toilets etc. Currently, 6% and 23% of schools in settled and merged districts are without boundary walls, 11% and 48% are without clean drinking water, 16% and 55% of schools do not have electricity available in them, while 4% and 45% of schools in settled and merged districts lack toilet facilities for students. Lack of basic facilities such as water, sanitation and toilets is a contributing factor to children (especially girls and those with special needs) not attending or dropping out of schools. The E&SED provides conditional grants to schools to ensure the availability and functionality of basic facilities in schools. In this regard, the backlog of missing facilities in existing primary and secondary public schools will be cleared during the ESP period, i.e., within the next five years. Based on the above statistics, the provision of facilities in NMDs will be prioritised with increased allocation of funds available for schools located in NMDs.

2.2.2.2 Resilient and inclusive infrastructure

There are schools in the province facing infrastructural issues. A significant number of schools in the province have classrooms that need major repairs and are considered dangerous. Currently, there is no mechanism in place to check the resilience of school infrastructure. The E&SED will conduct a mapping exercise of existing school buildings with regards to structural and functional vulnerabilities and resilience. A subsequent action plan will be developed to address any issues reported in this regard. It is also important to ensure that all new school buildings should have inclusive and disaster resilient facilities, including disability friendly toilets. This is essential to underscore and support the wider policy of inclusive education and making it easier for children with special needs to remain in school.

2.2.2.3 Education Emergency Fund

Man-made and natural disasters are unpredictable and there is a need to ensure the Department's preparedness to tackle such events. In this regard, district education emergency fund will be established. This fund can be used in the aftermath of events like natural disasters, like earthquake, floods or manmade disasters. In line with this, it is important that standing instructions for setting and using these funds are developed to ensure continuation of educational activities in schools. The E&SED will not only ensure consistent funding for this emergency fund but also consider local modalities to enhance the fund.

2.2.3 Non-Formal Education

Specific Objective: Provide relevant and flexible non-formal education to left-behind children

Under this programme, the following activities will be undertaken:

2.2.3.1 Establishment of a mechanism for identification and registration of left-behind children

The ESA identified that without a centralised system-wide coordination at the provincial level, data reporting and related decision-making on NFE interventions is likely to remain weak. It is also acknowledged that the issue of OOSC cannot be solved without good quantitative and qualitative data to inform evidence- based decision-making. Many children in Khyber Pakhtunkhwa drop out of schools at a certain point during their educational journey. Out of the total population of 5-9 years, 18% of children have never enrolled in schools while only 1% have dropped out of schools at certain stage[7]. For children of official secondary age group (10-16 years), 10% of children have never enrolled in a school while drop-outs also make up 10% of the children. On the other hand, there are children who have never enrolled in schools and are over-age.

To enhance provision in this area, the E&SED will activate its analysis of EMIS data to understand the complexity of the situation with regard to OOSC and provision through a NFE mechanism (as well as through the public school system, as discussed earlier in this chapter). This will help to formulate strategies that deal with, among others:

- Children who are excluded from pre-schooling and ECE
- Children who have never been to school, and are unlikely to attend school
- Children who enter primary schooling, but who drop out before completing the primary cycle
- Children who enter primary schooling and are enrolled but are "at risk" of dropping out before completion as a result of irregular attendance, low achievement etc.
- Children who fail to make the transition to secondary school grades
- Children who enter secondary schooling but who drop out before completing the cycle
- Children who enter secondary schooling and are enrolled but are "at risk" of dropping out before completion as a result of irregular attendance, low achievement etc.

Over time this will enable better targeted, more responsive programmes for the various target groups listed above. And in the process, resources can be utilised more efficiently and effectively. While there are formal mechanisms in place to bridge the service delivery gap, the needs significantly exceed the system's capacity to create additional spaces through formal schooling. To provide equitable access to all children, especially the over-age, left-behind children and girls, NFE and ALP programmes will be initiated to bridge this gap and facilitate provision of education. In this regard, NFE Management Information System (MIS) will also be developed to maintain details of left-behind children. The NFE-MIS will be updated on an annual basis through the conduct of surveys.

2.2.3.2 Creating organisational structure for NFE

Unlike the other provinces of Pakistan, Khyber Pakhtunkhwa does not have a dedicated institutional set-up for NFE. The Elementary and Secondary Education Foundation (ESEF) is currently mandated this role at the provincial level. The ESEF runs Community Based Schools in Khyber Pakhtunkhwa. It does not have a presence in merged districts at the moment, where the Merged Areas Education Foundation (MAEF) takes on that role. The draft Khyber Pakhtunkhwa NFE policy has been developed to guide the NFE sub-sector in the province and suggests effective programming for alternative and accelerated education for different age groups including adult literacy with a blend of technology and market-oriented initiatives. One of the objectives of the policy is to strengthen NFE governance structure, financing system, and mechanism of design and quality delivery of NFE programs in line with the systems and setup in place for education in the province. In this regard, a new structure will be created or existing one designated and strengthened to plan, execute, monitor and coordinate NFE

programmes in the province with special emphasis on the NMDs. The NFE/ALP programmes will be implemented in at least 15 districts with higher number of left-behind children.

In order to provide access to the left-behind children, the existing ALP programmes running in the province and E&SEF's community schools programme will also be scaled-up. The scope of community schools will be enhanced to include boys also. This applies across the province but with a special focus on the NMDs in support of the principles outlined in the Government of the Khyber Pakhtunkhwa's 3-year Accelerated Implementation Programme for the NMDs. The support of UNICEF and JICA will be instrumental in this regard.

2.2.4 Functional Literacy and Life Skills

<u>Specific Objective</u>: Increase access of illiterate youth and adults to functional literacy and life skills-based programmes

Under this programme, the following activities will be undertaken:

- Design or customise curricula and teaching learning resources of functional literacy and life skills.
- Plan and launch diverse and needs-based functional literacy and life skill programmes to reach out to illiterate youth and adults with a special emphasis on women and girls.

2.2.5 Inclusive Education

<u>Specific Objective</u>: Increase access to education for marginalised children from pre-primary to higher secondary, including children with special needs and strengthening of incentives programmes

Findings from ESA show wide disparities in equitable access to education based on gender, poverty, disability, disadvantaged groups such as refugees, location (rural/urban) and district. Generally, access is particularly low among children with special needs and those from rural areas; those in urban informal settlements; conflict-prone regions; and those from poorer households. The participation rates of children decline as the poverty levels decline. In comparison with participation rates of 91% and 76% for boys and girls in the richest quintile, the participation rates go as low as 68% and 23% for the poorest quintile (MICS, 2016-17).

- Participation by rural/urban shows that generally, children in rural areas are less likely to be in school compared to their counterparts in urban areas. However, the interaction of gender and location shows that rural boys and girls have a lower chance of staying in primary and transiting to secondary school relative to children in urban areas. Girls are especially disadvantaged if we consider the interaction between gender and location, with significant impacts on girls' access to and completion of secondary education.
- Being born in a richer household increases the child's chance of enrolling and staying in school and transiting from one level to another.
- Parents have to incur significant expense in various forms to educate their children. This is one of the key reasons for many OOSC. Some of the expenses which parents have to bear include stationery, cost of uniform, and transportation etc.

---

[7] Khyber Pakhtunkhwa Annual Household Survey for Assessment of Out of School Children (OOSC) 2018-19

In 2018, UNICEF and I-SAPS studied the nature and extent of out of pocket spending by parents in selected districts of Pakistan. As per the findings of the report, a household spends Rs. 2,483 per month on average out of their pocket for the education of their children. According to the PSLM 2013-14, the majority of this is spent on transport (35%), private tuition (26%) and school fees (18%).

- Children from poorer districts, and especially girls, are less likely to enrol and stay in school relative to their counterparts from high potential areas.

- Out of the 1.4 million registered Afghan refugees in Pakistan, the highest number of refugees (824,904) are based in Khyber Pakhtunkhwa. They represent 58% of the total registered refugees in the country (UNHCR, 2020). 39% of these refugees are children of school going age – 178,735 children in the primary school age range, whereas 146,470 children are of secondary school ages. According to UNHCR estimates, only 20% of Afghan refugee children are attending public or private schools. Lack of documentation, pressure to earn, language problems, parallel schooling and poverty are just some of the reasons that keep refugee children out of school.

- Adequate nutrition in early years is essential for optimal growth, brain development and survival. Various survey reports show that many children in Khyber Pakhtunkhwa are malnourished. This compromises their ability to attend school and derive benefit from the experience, and consequently they are more likely to drop out. It is also reported that around 1.8 million children in settled areas and 0.4 million children in NMDs are suffering from stunting. The public sector schools in the province do not have a system to undertake regular screening of children suffering from such developmental challenges or any other health issues. Parents, especially from poorer communities, do not take their children for regular check-ups at health facilities.

- There are a number of factors that limit access to learning by girls, with child marriage and early childbearing being among the major factors. Girls who marry or drop out of school early, due to early marriage and/or early pregnancy, are more likely to have poor health, larger families, and earn less as adults. In addition, girls who marry or have children at an early age and drop out of school are disempowered in ways that deprive them of their basic rights. They are more likely to be victims of domestic violence due to lack of decision-making power within the household. Child marriage and early childbearing has a fertility effect, with research showing that children of young mothers are at higher risk of dying before age 5, suffering stunting, and doing poorly in school.

Figure 1: Gender Parity in Enrolment in Public Schools of Khyber Pakhtunkhwa
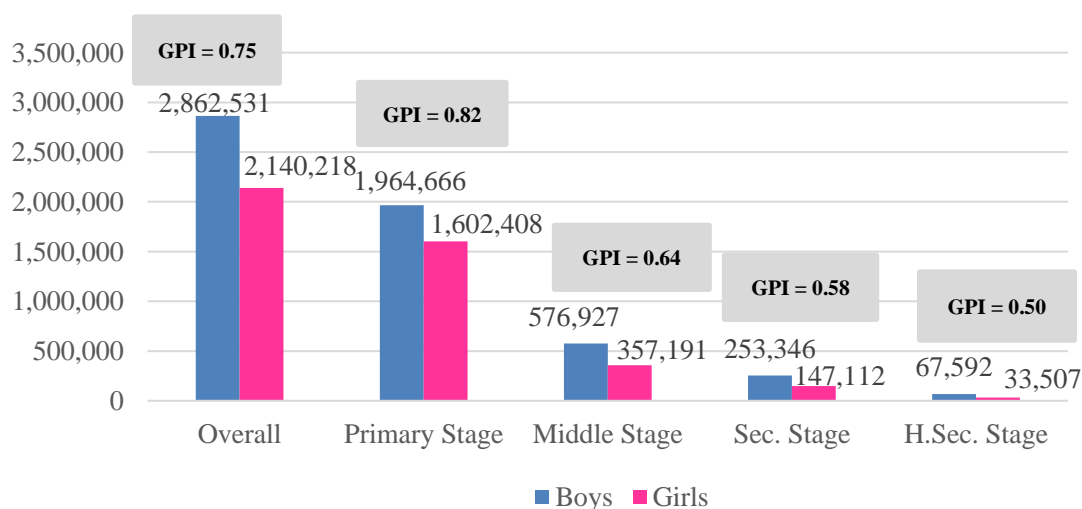
Source: Khyber Pakhtunkhwa Annual School Census 2018-19

- In terms of inclusive education, disability is considered a stigma in Pakistan, and social attitudes to disability and inclusion are a challenge when mainstreaming children with disabilities, therefore any inclusive education programmes need to have carefully designed, province-wide pro-inclusion advocacy and communications campaign targeted at all stakeholders, especially teachers and parents. Similarly, communications and advocacy need to reinforce that teachers and managers are responsible for all children in their schools – regardless of their backgrounds or personal limitations.

> **Box: Disability in Children in Khyber Pakhtunkhwa**
>
> In 2017, the E&SED's OOSC census revealed that almost 25,000 children are out of school in the province due to disabilities. It identified four primary disabilities: intellectual, physical, hearing and visual, but does not identify more nuanced disabilities such as learning disabilities etc.

- The curriculum and textbooks (and the way they are used in the classroom) cater mainly to the learning needs of mainstream children. Children from minority cultures, disabilities and from the poorest families may not easily identify with it. This can be rectified by ensuring that teacher guides and lesson plans support teachers to diversify their teaching practice to diverse learning needs.
- School infrastructure and furniture are not appropriate for children with disabilities and do not facilitate inclusive approaches in the majority of schools.
- District level staff has limited skills or experience to monitor and quality assure the education being delivered in the special education schools/centres. Capacity of the district staff needs to be built to monitor service delivery for these children.
- The limited budgetary allocation for special education schools/centres proves to be a challenge when hiring sufficient numbers of qualified teachers, adequate resources, or even providing the required infrastructure needed in these schools to accommodate children with physical disabilities.
- Universities in the province do not offer degrees or programmes in special education meaning that the supply of teachers is a constraint.
- The E&SED's pre- and in-service teacher education currently does not cover special or inclusive education and teachers also do not have any other opportunities to improve their ability to provide responsive instruction to students with special needs. The module on inclusive education in the induction programme for new teachers provides an opportunity to enable teachers to be more inclusive in their approach to children from diverse backgrounds. Teachers are a critical factor in providing inclusive education: if students feel that they are being included and their experience is responsive to their needs, they are likely to engage and therefore learn more, attend more regularly, and continue their schooling.
- The ESP provides an opportunity for the government to improve resources, priorities around inclusive education, and to facilitate the enrolment of children with disabilities and refugee status, and from minority religions. The government will prioritise allocating resources from the provincial education budget to inclusive and special education, so that adequate facilities and resources are available to cater to the needs of these children.

The ESA acknowledges that there are many underserved districts and areas in the province, in terms of access to education due to the range of factors outlined above, most notably in the NMDs. The E&SED has already been providing incentives such as girls' stipends in all the districts. There are arguments for recommending that the stipends programme should be extended to the primary level and for male students as well. However, before that is done the current stipends programme in the settled districts needs to be evaluated to assess whether this substantial year on year investment contributes towards girls' enrolment. Such an evaluation will be conducted early so that it can inform careful implementation of a stipend programme in the NMDs (as recommended in the Tribal Decade Strategy 2020-2030 published by the Planning and Development Department in 2019). Keeping this in mind, such extension of policies to the NMDs will be (i) based on evidence generated from regions where they already operate, and (ii) undertaken initially on a pilot basis, well-monitored and reviewed. A review of the current stipends programme will also provide evidence to inform any decision to develop a targeting mechanism within the stipends programme to ensure that the most disadvantaged and marginalised students are given priority when it comes to access to stipends. This would help to address the balance between careful public financial management and use of resources with the underlying equity priority to the extension of education to as many children as possible in the province.

Box: Student Participation Rates in Khyber Pakhtunkhwa

The participation rate of students at secondary level is significantly lower than that at the primary level. This highlights lower transition and retention rates at post-primary levels. Boys have a higher participation rate compared with girls at both primary and secondary levels in settled and merged districts. The female participation rates, especially at the secondary level, are very low in case of merged districts; GER for girls in merged districts at secondary level is 6% in comparison with 32% for settled districts.

Source: Khyber Pakhtunkhwa Education Sector Analysis 2019

The E&SED will also take steps to support the education of all children with special needs between the ages of 4-16 years. In this regard, a survey will be undertaken to identify the requirement for assistive devices for special needs children enrolled in E&SED schools at primary and secondary level. Based on the survey findings, students in need of such devices will be provided with them where their absence is a clear barrier to attending school.

Attention will also be given to re-allocating resources to support special and inclusive education provision, in terms of the design and notification of quality standards for special and inclusive education, supply and training of teachers; materials development; infrastructure development in schools; and provision of school supplies. The ESA identified that the financial subsidies (stipends and vouchers etc.) provided to marginalised children are not commensurate with out of pocket spending on education. The E&SED will allocate financial resources, subsidies and provision of materials to remove this financial burden on poor families. In this regard, free stationery and schoolbags will be provided to primary age girls in marginalised areas of the province.

In addition, refugee children will also be integrated in public schools, where possible. An effort will also be made to fully optimize the resources available to upgrade and rehabilitate existing public school facilities to provide opportunities and services for registered Afghan refugees and their host communities. Inclusion of refugee children in Khyber Pakhtunkhwa's Annual

School Census, provision of free textbooks to children enrolled in refugee village schools at par with local children and enhancement of the public school infrastructure to accommodate more refugees in hosting areas (with the assistance of UNHCR and other development partners) are some of the steps that will be undertaken in this regard.

School health programmes will also be initiated by the E&SED in all primary and secondary schools. This will include health screening of students to know their health status and subsequent steps to ensure adequate health of the children to ensure their participation in schooling.

	Priority Area 1: Access, Retention and Equity			
Goal: Ensure access to inclusive and equitable education and lifelong learning opportunities for all children, youth and adults				
Plan Objective	**Specific Objective**	**Priority Programme**	**Activities**	**Results**
1.1 Provide equitable and free access from pre-primary to secondary education to all children, using both formal and non-formal approaches	**Increase access and retention from pre-primary to higher secondary education**	**1.1.1 Increased school access, retention, and equity**	- Establish mechanism for identification and registration of OOSC - Maintain OOSC registers at school level - Conduct OOSC Census after every 4 years - Validate the findings of the census after every 2 years - Undertake enrolment and awareness campaigns with special focus on high density OOSC areas and marginalised communities - Establish new schools on needs basis - Undertake school rationalisation where necessary - Rehabilitate schools damaged by natural/man-made disasters - Construct additional classrooms in schools as per needs - Upgrade existing primary and middle schools to secondary level, as per E&SED criteria - Construct ECE classrooms in primary schools to transform Katchi into ECE - Scale-up second shift / afternoon schooling programmes - Harmonise stipends program (in NMDs & settled districts) - Provide necessary infrastructure in schools - Introduce school health programmes - Strengthen Public Private Partnership strategy and programmes	<u>Short-term</u>: - Reliable data available at the provincial as well as school level to aid decision making. - Enhanced access to school facilities. <u>Long-term</u>: - Improved access, retention and transition across the province. - Enhanced parity among the settled and newly merged districts on access related indicators.
	Provide functional and adequate basic school facilities, including safe, inclusive and	**1.1.2 Functional and adequate school facilities**	- Provide and functionalise basic facilities in schools - Map existing school buildings with regards to vulnerability and resilience	<u>Short-term</u>: - Child-friendly and safe environment in schools. - Effective and prompt response from district

|				
	disaster resilient schools		- Provide infrastructure that is resilient and inclusive (including disability friendly toilets) - Introduce district education emergency fund for potential disasters at school level	education tier in the event of emergencies / disasters.
	Provide relevant and flexible non-formal education to left-behind children	**1.1.3 Non-formal education**	- Establish mechanism for identification and registration of over-age left-behind children - Create a new or designate strengthen an existing organisational structure to plan, execute, monitor and coordinate NFE programmes - Scale-up Accelerated Learning Programmes to enrol left-behind children - Scale-up of Community Schools for both boys and girls	Short-term: - Availability of data to guide decision making as regards existing and new interventions. - Strong institutional mechanism in place to design, oversee and guide non-formal education interventions in the province.
1.2 Provide functional literacy and life skills for all youth and adults	**Increase access of illiterate youth and adults to functional literacy and life skills-based programmes**	**1.2.1 Functional literacy and life skills**	- Design/ customise curricula and teaching learning resources of functional literacy and life skills - Plan and launch diverse and need-based functional literacy & life skill programmes to reach out to illiterate youth and adults with special emphasis on women and girls	Long-term: - Youth and adults with functional literacy and life-skills more likely to find employment
1.3 Provide incentivised education to enhance enrolment and ensure retention of children from marginalised groups	**Increase access to education for marginalised children from pre-primary to higher secondary, including children with special needs and strengthening of incentives programmes**	**1.3.1 Inclusive education**	- Provide free stationery, schoolbags for primary age girls in marginalised areas - Support special needs children enrolled in E&SED schools through provision of assistive devices - Provided financial assistance for children enrolled in public schools with mild to moderate disabilities - Inclusion of refugee children in Annual School Census, admission in public schools and provision of free textbooks in refugee village schools	Long-term: - Increased access, participation, and retention for children from marginalised backgrounds, refugees and special needs.

Section III
Priority Area II: Enhancing Quality and Relevance of Education

The quality of education in Khyber Pakhtunkhwa has seen some improvements over the last few years with an enhanced focus on training and professional development of teachers and headteachers, and a more robust mechanism for monitoring what is happening in the classroom (from teacher presence to teaching behaviours). In parallel to this, the Department has developed and notified quality standards frameworks for teacher educators (through DCTE and PITE) and for data management and use (through the EMIS Cell, IMU and Planning Cell). These are complementary to and significantly extend the Minimum National Standards for Quality Education (MNSQE), approved in 2016. That 2016 document covered standards for learners, teachers, assessment, curriculum, textbooks, ECE and learning environment (they are currently in the process of being revised with the addition of standards for leadership at school level).

However, this quality framework has not been fully operationalised in Khyber Pakhtunkhwa. Associated work has also been done in the area of curriculum reform (cf. the on-going work on a Single National Curriculum), textbook development, and assessments etc. It is important to highlight that student performance in the province has considerably improved over the last few years. This is reflected in the figures below:

Figure 4: Student Performance in Grade 5 and 8 Examination
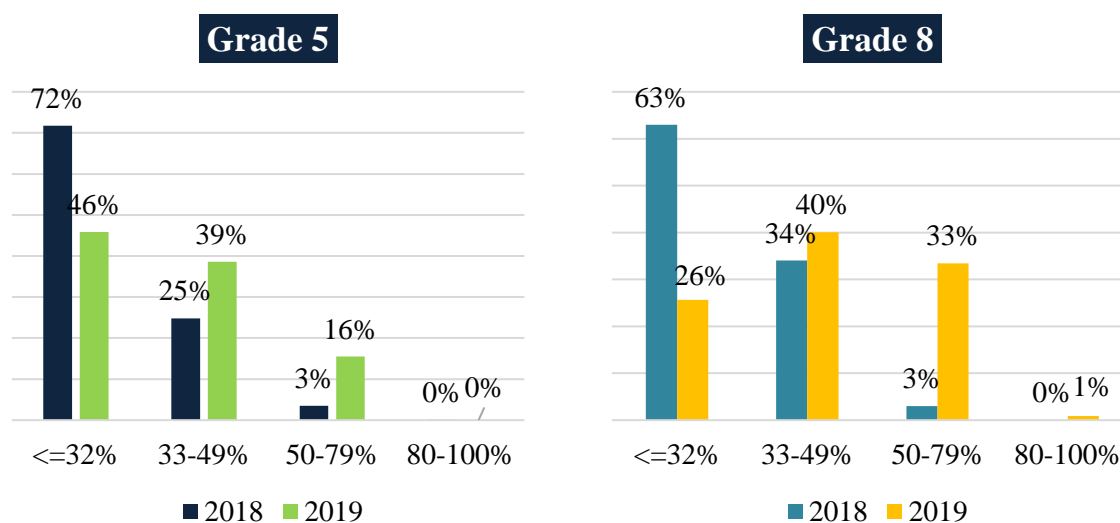
Source: Grade 5 and 8 Assessment Results, DCTE

The above figures show that the majority of scores fall in the lowest band i.e., less than 32%. However, in both grade 5 and grade 8, there is significant improvement in 2019, showing a decrease in the lowest band and increase in the higher bands. The positive trend in both the grades is an indication of reforms moving in the right direction. However, despite the improvements, significant challenges remain that impact on the quality of education in the province. To build upon recent reforms and positive initiatives, the ESP sets forth a forward-looking agenda for enhancing the quality and relevance of education during the next five years. The ESP envisages a suite of related interventions aimed at raising the quality of education in the province, including:

- operationalising the quality standards for teacher educators, and data management and use that have been notified as the key touchstone for implementing and achieving agreed quality standards, including the MNSQE quality standards
- implementing the new Single National Curriculum on a phased basis and planning incrementally for revision of textbooks; areas of focus on professional development programmes and examinations
- provision of quality textbooks and needs-based teaching and learning materials (especially in the areas of ECE and for special education)
- improving the quality of examinations and assessments, establishing feedback loops between assessments, teacher training, the SNC and textbook development
- provision of a conducive learning environment for effective teaching and learning
- supply of well-trained teachers (with a special emphasis on ECE teachers) and
- enhancing the impact and scope of the teachers' induction programme and CPD programmes for in-service professional development.

It is important to note that an essential enabling factor for all of these interventions involves attitudinal and behavioural change among education professionals and bureaucrats about the way in which they conceptualise education in Khyber Pakhtunkhwa, the nature and purpose of teaching and learning processes, and the way education is delivered in schools. This is more complex than implementing a series of technical initiatives. Attitudinal and behavioural change of this type takes time to be understood, accepted and implemented in the classroom. Recent experience of capacity development initiatives with E&SED officers supported by development partners indicates that the interest to do this is evident in individuals, as is the understanding of what it is trying to achieve. The challenge comes from the system in which they work, institutionally and bureaucratically, and its ability and openness to embrace new ways of delivering quality education.

This section details the goals, objective, strategies and priority programmes to be undertaken to enhance the quality and relevance of education during the next five years.

3.1 Goal and Objectives

The overarching goal to guide long-term priorities to enhance the quality and relevance of education in the province is to:

> *"Deliver quality and relevant education for all to nurture productive citizens."*

To contribute towards the achievement of this goal, following general objectives are outlined:

Table 4: Objectives to Enhance the Quality and Relevance of Education

Goal	Plan Objective
Deliver quality and relevant education for all to nurture productive citizens	Ensure that all children learn and acquire age appropriate knowledge, skills and behaviour in line with emerging national and global needs
	Provide quality education through more effective teaching and learning processes and a conducive learning environment

For each objective, priority programmes have been outlined along with the specific objectives for these programmes. These programmes have been identified keeping in view the SDG-4 and

the strategies and programmes outlined in the Khyber Pakhtunkhwa Education Reform Blueprint 2018-2023, the Accelerated Implementation Programme for the NMDs and other supporting documents.

3.2 Priority Programmes

To address the challenges mentioned above and enhance the quality and relevance of education, the following programmes will be undertaken:

3.2.1 Operationalising the Quality Standards Frameworks in Khyber Pakhtunkhwa

Specific Objective: Develop an implementation plan for quality standards to drive the quality agenda in Khyber Pakhtunkhwa

The ESA elaborated the purpose, use and importance of the work that the Department had done in 2017-19 to develop quality standards for teacher educators and for data management and use, becoming the first province in Pakistan to notify such standards. Those standards complement the work done between 2014-16 to develop the MNSQE, which has also been approved by the Khyber Pakhtunkhwa government. The Sustainable Development Goals (SDG 2015), and SDG 4 in particular, have highlighted the importance of conceptualising and delivering quality education to drive forward system-reforms. Quality education drives the achievement of better results and outcomes. It empowers students through the acquisition of the knowledge, skills and attitudes that enable them to become economically, socially and personally active citizens and lifelong learners.

The concept of standards is central to the quality education agenda. In Pakistan it has found its expression in initiatives such as the introduction of a standards-based curriculum in 2006; the National Professional Standards for Teachers, and the standards for accreditation of teacher education published in 2009; and the Minimum National Standards for Quality Education (MNSQE), adopted in 2016. Implicitly, the concept of quality standards (which define what is to be done, to what agreed benchmarks, and how they interact with other standards to produce a coherent and holistic system) is also to be found in the work done by the E&SED in its CPD programme; the leadership and management programme for headteachers; the school improvement framework, and, of course, the work to develop quality standards for teacher educators and data management and use.

Standards are important because they help to underpin performance management and accountability – holding teacher educators, teachers and schools responsible for what goes on in classrooms; and holding bureaucrats responsible for the management of the system as a whole. The practice of aligning learning to standards helps ensure that a higher level of learning is attained. This applies as much to the relationship between students and teachers as it does to that between teachers and teacher educators. Standards-based instruction and training helps guide the planning, implementation, and assessment of student learning, and the use of standards to streamline instruction and training ensures that practices deliberately focus on agreed targets.

All education systems require standards to measure their effectiveness and efficiency, and they are all fundamentally based on reliable data – quantitative and qualitative. Consequently, it is of central importance that the data function in the education system is also strengthened through the identification of agreed standards for data quality, reliability, verification and so on. Standards drive the quality of a system and help to define and ensure system-level improvements.

Within the education system, standards provide benchmarks against which the effectiveness of the system can be monitored, managed and evaluated. Standards not only provide guidance for all stakeholders (education managers, teachers, parents and students), but also help policy makers to assess the progress and impact of their initiatives.

The quality standards for teacher educators in Khyber Pakhtunkhwa (notified in 2019) supplement the existing standards for learners and teachers outlined in the MNSQE. They define the minimum level of practice expected of teacher educators and set a clear reference point against which to measure their performance, knowledge and behaviours. The standards are intended to support the Provincial Institute of Teacher Education (PITE) & the Directorate of Curriculum and Teacher Education (DCTE) to put in place a suite of professional development measures for all tiers of teacher educators to strengthen their skills and knowledge, and bring them in line with the requirements of the minimum standards. This applies equally to the induction training and the CPD programmes. The standards also provide DCTE and PITE with a tool to assess the extent to which all teacher educators demonstrate the positive indicators outlined in the standards and enable them to monitor their work more effectively.

The notified quality standards for data management and use work in a similar way. They help to define a quality assurance system for EMIS Cell and IMU (and the E&SED as a whole) with clear operating practices, roles and responsibilities to achieve reliable, accurate, verifiable data that inform decision-making across the E&SED. As such, they simultaneously strengthen the *system* of data management and use, and professionalise the *service* dimension of the data and knowledge management function in relation to its end-users (typically non-technical managers who need to receive reliable data in simple formats they can use for planning and monitoring).

Under this programme, the following activities will be undertaken:

- Initial piloting of the new Standards was conducted in 2018-19. This will be revisited by DCTE and PITE and EMIS Cell and IMU with a view to formulating a simple implementation plan so that the standards can be operationalised and start to be used. This will be done in tandem with piloting of the MNSQE standards so that they are aligned, and any systems level amendments can be consistently applied. This is important in helping to drive the quality agenda and to feed into the implementation of the ESP.

  The E&SED will also decide where functional responsibility for the implementation of quality standards rests in the Department as many of the standards cut across the mandates of several units of the E&SED. An oversight management function (including the monitoring of implementation) could be performed by a strengthened ESRU working closely with the Monitoring and Evaluation Cell so that the interconnectedness of the principle of standards is made clear to all stakeholders.

  For example, data standards define criteria to outline and measure best practice and establish benchmarking capabilities for the EMIS system. Data standards drive the production of relevant, accurate, timely and comprehensive education statistics and useable information which is essential for monitoring the progress and impact of the ESP interventions. Adopting quality standards for data management and use strengthens the EMIS *system* and helps to develop a *service* culture in the Department providing:

- o Regular standardised reporting
- o Analysis of education data resulting in better quality and more reliable reports
- o Clarity on what is required to resource and strengthen the EMIS system and service
- o Regular reviews and compliance across the education system
- o Strong interdependencies between the supply and demand side of data management and use.
- Capacity development measures need to be put in place to strengthen understanding and ownership of the quality standards among all the relevant stakeholders at school, district and provincial levels.
- A monitoring and evaluation framework needs to be developed to track progress (building on the good work being done by the IMU at district level) so that relevant and useful data can be supplied to the various authorities against agreed criteria and indicators. A lot of this work has already been done by the E&SED between 2017-19, so the opportunity exists to take it forward.

3.2.2 Single National Curriculum Implementation

Specific Objective: Implement the new Single National Curriculum

After the 18th Amendment to the Constitution, curriculum development, its amendment and implementation is the mandate of provincial government. Directorate of Curriculum and Teacher Education (DCTE) is the responsible body for curriculum development, review of textbook and ensuring alignment of all textbooks with the curriculum. The ESA noted that the province still follows the national curriculum developed in 2006. The Single National Curriculum (SNC) is being developed to provide an equal opportunity to all the children of Pakistan to receive quality education. The SNC will ensure social cohesion, national integration and equal prospects for upward social mobility. The new SNC is being developed in three phases (all within the scope of this ESP) under the supervision of the National Curriculum Council, as follows:

Phase I:	Development of SNC for Pre1-5 **(By 31st March 2020)**
Phase II:	Development of SNC for grade 6-8 **(By 31st March 2021)**
Phase III:	Development of SNC grade 9 to 12 **(By 31st March 2022)**

In formulating the SNC, the following criteria have been incorporated:

- Constitutional guidelines
- National Policies, Aspirations and National Standards
- Vision of Quaid and Iqbal
- National integration and social cohesion
- Emerging international trends in teaching, learning and assessment
- Outcomes-based approach
- Focus on Values, Life Skills Based and Inclusive Education
- Promotion of intellectual, spiritual, emotional, social and physical development
- Development of Analytical, Critical and Creative Thinking

- Focus on project, and activity-based Learning
- Application of knowledge in the real world
- Use of Information & Communication Technology (ICT)
- Inclusion of modern teaching and assessment practices
- Alignment with TIMSS (Trends in International Mathematics and Science Study)

The first draft of Single National Curriculum was shared with the provinces, Areas and other stakeholders in October 2019. Curriculum review workshops were conducted in all the federating units, where subject and curriculum experts reviewed the first draft and compiled their inputs for the final draft. After consultations, a National Conference on the Single National Curriculum was held to build consensus and to ensure the relevance of the draft SNC Pre 1-5 to all provinces, Areas and other stakeholders. Subsequent to the adoption of the SNC for Pre-I-V, new textbooks and teaching-learning materials will be developed before next academic session 2021-22. The next steps include:

- Approval by NCC and IPEMC
- Development of new textbooks in line with the SNC and the textbook standards
- Capacity development of teachers in the new curriculum
- Alignment of the assessment system to SNC

Under this programme, the following activities will be undertaken:

- Development and implementation of an institutional development plan for the curriculum wing of DCTE to ensure that it is prepared to drive the implementation of the SNC according to the timeline indicated above
- Preparation of an implementation plan at Khyber Pakhtunkhwa Textbook Board and DCTE to sequence the preparation of new textbooks and the development of appropriate training programmes for teachers, headteachers and others
- Setting up a coordination mechanism in E&SED so that other institutions are involved in this reform, including those concerned with monitoring and evaluation, teacher education and assessment. As such, the following institutions should be involved as a minimum: KP Textbook Board, ESRU, M&E Cell, IMU, EMIS Cell, Planning Cell and PITE.

3.2.3 Quality Teaching and Learning Materials

Specific Objective: Make available quality textbooks and needs-based teaching and learning materials in schools, especially ECE-specific and special needs materials.

The Khyber Pakhtunkhwa Textbook Board is responsible for the development of textbooks through private publishers for grades 1 to 12 in accordance with the current curriculum guidelines. The Board also undertakes printing of these textbooks for distribution to schools through the District Education Offices in all districts. Considering that a new Single National Curriculum is in the process of being developed, there will be a need to review the existing textbooks and revise them accordingly.

A review of the existing textbooks will be done to revise them based on the new SNC and the development of a revised and updated CIF. Also, a pool of Teaching and Learning Materials (TLM) developers and reviewers will be identified and capacitated in line with the approved

minimum standards. The existing teacher training manuals will also be revised in tandem with the revision of the textbooks.

A particularly urgent task is development of fit for purpose teaching and learning materials for ECE and special needs education, as identified in the ESA. This will help to bolster the equitable access to education agenda and strengthen the commitment to inclusive education more generally. This work will be accomplished through a phased approach over the next 3-5 years in line with the timeline of the three phased development of the new SNC.

Under this programme, the following activities will be undertaken:

- Review and updating textbooks from Grades 1- 12 based on the new SNC
- Revision of the Curriculum Implementation Framework in the light of the SNC
- Identification and developing the capacity of a pool of TLM developers and reviewers in line with the minimum standards
- Development of ECE teaching and learning materials in line with the SNC and the quality standards for ECE outlined in the MNSQE
- Development of special needs teaching and learning materials to promote inclusive education and facilitate special needs students' access to quality education
- Revision of teacher training manuals so that they reflect the SNC.

3.2.4 Improved Examination and Learning Assessments for Quality Improvement

<u>Specific Objective</u>: Develop a quality monitoring and learning assessment system based on the agreed quality standards, with support mechanisms and feedback loops

Apart from the universal examinations conducted by the Boards of Intermediate and Secondary Education (BISEs) for grades 9-12, there are a series of assessments conducted both on a sample basis and with universal spread. In the last five years, new assessments have been introduced to gauge students' achievements as well as teachers' performance and content knowledge. Realising the importance of early grade learning for reading and numeracy, grade 2 level sample-based literacy and numeracy assessments have also been introduced in the system in conjunction with a literacy and numeracy drive that will support grade 2 teachers to improve children's literacy and numeracy skills, duly assessed every other month. The Assessment wing of DCTE is mandated to undertake the examination and assessments for both students and teachers at school level, with the exception of the grade 9-12 examinations, which are conducted by the BISEs.

The province has not yet developed a comprehensive assessment framework to guide future work in this regard, and while the shift in emphasis is expected that will play a sharper focus on formative assessments, there is no institutional mechanism to undertake such reforms at the present time. Consequently, the development of an assessment framework will be needed to support this element of the quality agenda. In this regard, the capacity of the Assessment wing of the DCTE will be developed in order to drive the development of the assessment framework and related training on its principles. Specifically, it will reflect the ambition in the Education Reform Blueprint that a strong focus should be placed on learning for understanding and application, rather than the kind of rote learning that is promoted by the matriculation exam. More importantly, a mechanism will be established to use assessment and examination results to inform teachers professional development and textbook development in future. This will be developed by several agencies with an interest in these topic areas (textbook development,

curriculum implementation, teachers; professional development; M&E) and so the priority will be on strong purposeful coordination.

Under this programme, the following activities will be undertaken:

- Implementation of institutional development plan for Assessment wing of DCTE and BISEs to meet the demands of SNC curriculum implementation
- Development and implementation of an assessment policy framework in support of the SNC
- Devising a mechanism for using assessment and examination results to link with teachers' professional development interventions, curriculum implementation and textbook development
- Strengthening the formative assessment system as part of the commitment to building stronger linkages with other elements of the E&SED's work, improving in-class teaching on specific learning objectives and facilitating the use of assessment data for student learning.

3.2.5 Conducive Learning Environment for Effective Teaching and Learning

Specific Objective: Provide a conducive learning environment in schools and classrooms for effective teaching and learning

To improve student learning outcomes, a conducive learning environment is required in schools. In the Khyber Pakhtunkhwa context, such an environment should be characterised by:

- well-trained teachers who are able to deliver learner-centred purposeful lessons which prioritise understanding, skills development and application rather than memorisation.
- teachers who see themselves as facilitators of learning and understand that each child has different needs
- headteachers who have developed skills in leadership and management, including mentoring of teachers and the facilitation of the work of PTCs
- headteachers, PTCs and district officers who ensure that schools have the resources they need to support effective learning and teaching, including adequate infrastructure, play facilities, as well as teaching and learning materials
- systems are developed and teachers capacitated in teaching in multi-grade context
- non-teaching staff who are familiar with and skilled at providing a safe and protective environment and who encourage appropriate behavioural practices towards children in general and to those with special needs in particular
- parents and communities who understand the value of education and recognise their responsibility to send their children to school and play an active role in their children's learning and the running of the schools they attend.

It is apparent from the above that a holistic approach is needed to provide the kind of environment that suits the way in which teachers perform best and in which children learn best. To facilitate a conducive learning environment in schools, the following activities will be undertaken:

- development and implementation of a framework that defines safe and protective behaviours among teachers, non-teaching staff and other officers and ensure they are

- then operationalised through all the capacity development programmes for these target groups. A lot of this can be derived from the MNSQE and other notified quality standards
- development and implementation of a multi-grade teaching and learning policy, including development of relevant materials and training of teachers
- training teachers on disability and gender sensitisation and inclusive teaching methods which focus on the needs of the learner and ways of incorporating different teaching styles to facilitate learning
- training headteachers in principles of leadership, management and mentoring of teachers and ways of making PTCs more active and impactful in schools
- establishment of play areas in primary schools so that children have the chance to get out of the classroom during the school day.

3.2.6 Supply of Quality Teachers

Specific Objective: Introduce standardised recruitment, deployment and promotion of teachers at all levels, including early childhood education

Khyber Pakhtunkhwa has made significant progress regarding the recruitment and induction of teachers. In the last few years, the requirements of professional courses / degrees (PTC, CT, ADE, DM, PET and B.Ed.) for new for new teachers has been removed. However, this has also meant that while people with better academic qualifications are now applying, their teaching skills are undeveloped. Although there is an induction programme in place, which all newly recruited teachers are mandated to attend, it is not generally considered to fulfil the requirements of comprehensive pre-service training based on a strong focus on teaching practice skills development (see 3.2.7 below).

In line with this, improvements will be made to the teacher recruitment process to include evaluations of the applicants' content knowledge and professional skills. Even though if a professional education degree is not mandatory for teacher recruitment, it will have some bearing on teacher recruitment (and promotion). This will encourage more teachers to gain professional qualifications before applying for posts and being better able to benefit from the induction programme. Specialist ECE teachers will be engaged in primary schools (once they have been trained in ECE pedagogy) and it will also be ensured to have at least six teachers (one teacher per grade) in primary schools.

Under this programme, the following activities will be undertaken:

- Improvement of the recruitment process of teachers to include evaluation of relevant content knowledge and professional skills
- Revision of existing promotion policy and structures to promote teachers in the same category and to create space/demand for professional courses / degrees
- Recruitment and training of ECE specialist teachers as a matter of priority
- Provision of at least 6 teachers in primary schools[9]

---

[9] Considering the budgetary constraints, only 50% of primary schools are targeted for provision of at least six teachers. Girls' schools and low performing districts will be prioritised in this regard.

3.2.7 Enhancing the Impact and Scope of Induction Programme Training and Continuous Professional Development of Teachers

<u>Specific Objective</u>: Provision of quality induction training and in-service professional development to teachers

PITE is responsible for the design and implementation of all teacher training programmes (induction and in-service) in the province. Both the induction and CPD programmes are partially informed by results from the Teacher Content Knowledge (TCK) survey and Teacher Competency Survey (TCS), as well as various student assessments. The use of technology and regular monthly sessions with teachers through Professional Development Days (PDDs) are some of the forward-looking initiatives undertaken in the province to improve the quality of teaching. However, the scope of the CPD programme has been largely focused on the primary level until now and not always as targeted to specific needs as it could be. There is limited capacity in PITE to conduct needs assessment studies and to follow up on the impact of training using qualitative assessments. However, there has been capacity development of PITE teams through the development of the teacher educator quality standards. This has significantly expanded the way that the CPD has been regarded and in particular put a stronger focus on M&E and impact assessment using qualitative approaches focused on professional behaviours.

A range of measures will be undertaken to strengthen the provision of training to teachers:

- EMIS Cell and/ or IMU data are not used consistently for professional development planning by PITE/DCTE (this may be partly due to its relevance). Hence these institutions have to develop their own database of TMIS/TTMIS for professional development planning. Data stored inside different institutions are inconsistently set up, scattered, and not linked. Efforts were made with external support to establish certain databases (e.g. TTMIS, TMIS), but this was not sustained after the support was withdrawn. The lack of a structured coordination system compromises good knowledge management. Strengthening of the TTMIS with online access to EMIS/IMU datasets will enable PITE (and DCTE) to maintain records more systematically to understand who has and has not been trained and in what areas, and also to understand training needs more strategically.
- CPD programme will be extended to secondary education based on a review of the impact and appropriacy of the CPD system as it currently is before adopting it wholesale for the secondary education sub-sector.
- PITE has extended the CPD programme to NMDs and from the current year, two districts (Orakzai & Kurram) from NMDs have been incorporated into the Khyber Pakhtunkhwa CPD programme. It is also planned that the CPD programme will cover all the NMDs by 2021. Along with the extension of the CPD programme in the NMDs, the TCK and TCS will be extended to these districts so that parity across all merged and settled districts can be achieved.
- With regard to the teachers induction programme which prepares new teachers, an external review will be undertaken to assess the effectiveness and impact of this programme to date with particular reference to the time provided for practical teaching experience based on the principles of learner-centred, activity-based approaches (which traditionally is at the heart of induction and other pre-service systems) rather than a focus on rote learning with little understanding.
- A significant constraint that affects all training provided through PITE and DCTE is the lack of a specialist group of teacher educators (a cadre) whose function would be to oversee, design and implement specialist training for the Department. At present, such

a cadre or specialists is not in place, and this compromises the ability of PITE (in particular) to provide a consistent level of quality training, as trainers are posted to PITE on a temporary basis and then returned to work in schools. For an institution such as PITE, the absence of a permanent specialist group of teacher educator is a major constraint. Between 2017-2019 many of the officers of PITE were directly involved in the development of the new quality standards for teacher educators which also involved significant piloting of new trainers in the methodology underpinning the standards. What this work revealed was that there is plenty of teacher educator talent in the province and high levels of interest in carrying out a specialist teacher educator role. At the same time there is clear understanding in PITE of the need for this resource to strengthen a core element of the quality agenda. The quality standards for teacher educators notified in 2019 provide a clear framework of the competencies and behaviours that good teacher educators require and will be used as the basis for recruiting a specialist pool of teacher educators to be posted full-time in PITE.

The idea of establishing a specialist cadre or permanent group of teacher educators at PITE will be revisited by the Department as a matter of urgency. Under this programme, the following activities will be undertaken:

- Undertaking an external review of the teachers' induction programme for new teachers to provide evidence of where course corrections are needed.
- Review of the CPD model in order to understand whether it is an appropriate model to extend to the secondary sub-sector. The same applies to the possible extension of the Teacher Competency Survey and Teacher Content Knowledge surveys to secondary level.
- Ensuring full coverage of the NMDs through the induction and CPD programmes in the light of the above.
- Build capacity of teachers working in refugee village schools (with the support of UNHCR and other development partners).
- To enhance knowledge management at DCTE and PITE, TTMIS will be strengthened with online access to EMIS/IMU datasets which will enable both institutions to maintain records more systematically, understand who has and has not been trained and in what areas, and also to understand training needs more strategically.
- PITE requires an institutional capacity development plan to target core areas of needs assessment, training design methodology, monitoring of training and impact assessment in order to strengthen quality training which in turn affects the quality of teaching and learning in the classroom. This would be an appropriate way of activating the quality standards for teacher educators which has addressed many of these areas.
- E&SED will give serious consideration to creating a cadre (or a permanent pool of specialists) of teacher educators located at PITE who can drive innovation and good quality training throughout the system in a consistent way and linked to the notified quality standards.

Priority Area 2: Quality and Relevance				
Goal: Deliver quality and relevant education for all to nurture productive citizens				
Plan Objective	**Specific Objective**	**Priority Programme**	**Activities**	**Results**
2.1 Ensure that all children learn and acquire age appropriate knowledge, skills and behaviour in line with the SNC and revised textbooks and assessments	**Develop an implementation plan for quality standards to drive the quality agenda in Khyber Pakhtunkhwa**	**2.1.1 Quality standards**	- Formulate an implementation plan so that the standards can be operationalised - Pilot MNSQE standards and applying the required system level amendments - Initiate capacity development measures to strengthen understanding and ownership of the quality standards among all the relevant stakeholders at provincial, district and school levels - Develop an M&E framework needs to track progress so that relevant and useful data can be supplied to the various authorities against agreed criteria and indicators	Short-term: - Agreed and implemented standards to define levels of quality across all areas of education. Long-term: - Strengthened tracking of impact and progress based on stronger data and evidence base. - Contribution to performance improvement of E&SED officers and system improvement more generally.
	Implement the new Single National Curriculum	**2.1.2 Curriculum revision**	- Develop and implement the Curriculum Implementation Framework (CIF) - Develop and implement an institutional development plan for the curriculum wing of DCTE to ensure that it is prepared to drive the implementation of the SNC according to the timeline indicated above - Prepare an implementation plan at Khyber Pakhtunkhwa Textbook Board and DCTE to sequence the preparation of new textbooks and the development of appropriate training programmes for	Short-term: - Revised curriculum, textbooks and assessment that is more responsive to the emerging needs of the SNC. - DCTE equipped with requisite resources and capacity to undertake its mandated roles in relation to curriculum. Long-term: - More coherent system-wide approach to curriculum and related issues aligned to standards.

			teachers, headteachers and others - Set up a coordination mechanism in E&SED so that other institutions are involved in this reform, including those concerned with monitoring and evaluation, teacher education and assessment, incl. KP Textbook Board, ESRU, M&E Cell, IMU, EMIS Cell, Planning Cell and PITE	
	Make available quality textbooks and need-based teaching and learning materials in schools, including ECE-specific material	**2.1.3 Quality teaching and learning materials**	- Review and update textbooks from ECE to Grade 12 based on SNC and review the CIF in the light of the SNC - Identify and build capacity of a pool of TLM developers and reviewers in line with the minimum standards - Develop ECE specific materials in line with ECE curriculum and Early Learning Development Standards (ELDs) in the SNC and the quality standards outlined in the MNSQE - Develop special needs teaching and learning materials to promote inclusive education and facilitate special needs students' access to quality education - Revise teacher training manuals and teacher guides so that they reflect the SNC	Short-term: - Textbooks more responsive to the SLOs of the SNC. - Improved quality of TLM. Long-term: - Improved student achievement. - Improved quality of education at ECE preparing children more effectively to enter and remain in primary education.
	Develop a quality examination and learning assessment system based on standards, with support	**2.1.4 Improved examinations and learning assessments for quality improvement**	- Implement institutional development plan for Assessment & Evaluation wing of DCTE and BISEs to meet the demands of SNC implementation - Develop and implement an assessment policy	Long-term: - Curriculum and TLM more responsive to the needs, challenges and limitations at school and classroom level.

	mechanism and feedback loops		framework in support of the SNC - Devise a mechanism for using assessment and examination results to link with teachers' professional development interventions, curriculum implementation and textbook development - Strengthen the formative assessment system as part of the commitment to building stronger linkages with other elements of the E&SED's work, improving in-class teaching on specific learning objectives and facilitating the use of assessment data for student learning.	- Improved linkages between new SNC, textbooks, assessments, examinations and teacher training/professional development. - Improved teaching and learning at classroom level.
2.2 Provide quality education through more effective teaching and learning processes and a conducive learning environment	**Provide conducive learning environment in schools and classrooms**	**2.2.1 Conducive learning environment**	- Develop and implement a framework that defines safe and protective behaviours among teachers, non-teaching staff and other officers and ensure they are then operationalised through all the capacity development programmes for these target groups. A lot of this can be derived from the MNSQE and other notified quality standards - Develop and implement a multi-grade teaching and learning policy, including development of relevant materials and training of teachers - Train teachers on disability sensitisation and inclusive teaching methods which focus on the needs of the learner and ways of incorporating different	Long-term: - Better, more responsive teaching which puts the needs of the child first using a blend of approaches and techniques. - Better learning achieved through child-focused activity-based approaches. - Improvement in learning outcomes. - Enhanced student retention and transition.

			teaching styles to facilitate learning - Train headteachers in principles of leadership, management and mentoring of teachers and ways of making PTCs more active and impactful in schools - Establish play areas in primary schools so that children have the chance to get out of the classroom during the school day.	
	Introduce standardised recruitment, deployment and promotion of teachers at all levels, including early childhood education	**2.2.2 Efficient supply of quality teachers**	- Revamp the recruitment process of teachers to include evaluation of relevant content knowledge and professional skills - Revise existing promotion policy and structures to promote teachers in the same category and to create space/demand for professional courses / degrees - Recruit and train ECE specialist teachers as a matter of priority - Provide at least 6 teachers in all primary schools	Long-term: - Improved standardised quality of teaching workforce in the province. - Timely and performance-based performance and promotion of teachers.
	Provide quality induction and in-service training to teachers	**2.2.3 Continuous Professional Development of Teachers**	- Undertake an external review of the teachers' induction programme for new teachers to provide evidence of where course corrections are needed - Provide continuous professional development opportunities to secondary school teachers - Extend the scope of Teacher Competency Survey and Teacher Content Knowledge surveys to secondary	Short-term: - Evidence-based assessment of teachers' professional development needs. - Enhanced targeting of teacher requiring training. - Better equipped and trained teachers at all levels. - Improved support and capacity building for newly recruited teachers.

			level and merged districts	<u>Long-term:</u>
			- Provide high quality continuous professional development opportunities to all primary school teachers (and those working in refugee village schools) as per the approved induction and CPD models	- Improved knowledge management at DCTE and PITE.
			- Provide induction training to all newly recruited teachers in settled and merged districts	- Strengthened professionalism of the teacher educator function in E&SED.
			- Strengthen the TTMIS with online access to EMIS/IMU datasets which will enable both institutions to maintain records more systematically	
			- Develop and implement an institutional capacity development plan for PITE to target core areas of needs assessment, training design methodology, monitoring of training and impact assessment in order to strengthen quality training	
			- Creating a cadre (or a permanent pool of specialists) of teacher educators located at PITE who can drive innovation and good quality training throughout the system in a consistent way and linked to the notified quality standards	
			- Launch programs for professional development, assessment and certification of teachers for Functional Literacy and Life Skills	

Section IV
Priority Area III: Improving Governance and Management of Education

Khyber Pakhtunkhwa has made progress in improving governance and management processes in the province in recent years to facilitate provision of free, compulsory and quality education to all the children in the province. Notable accomplishments in this regard include:

- the creation of a management cadre for the education department
- merit-based recruitment for teachers and education managers
- creating mechanisms to gather real-time data at school level on key performance indicators, and
- setting-up competition and performance review systems at district and sub-district level.

Notwithstanding these significant accomplishments, the E&SED is still faced with a number of challenges related to the governance and management of education in the province. To build upon the reforms of the past five years, the ESP sets an agenda to further improve governance and management during the next five years, as it is central to the achievement of better-quality education for all children in the province.

Consequently, the ESP envisages interventions aimed at:

- empowering and developing the capacity of the provincial level institutions in order to drive forward positive developments in technical areas of teacher induction, in-service training, mentoring of education professionals, data gathering, analysis and dissemination, and so on
- furthering the culture of evidence-based planning and management so that strategies can be made on the basis of robust data and the E&SED can have more confidence in the kind of projections it makes going forward
- improved financial planning and management to fund the reforms identified by the E&SED and against which monitoring of efficiency and effectiveness can be made, and
- strengthening the devolution of education service delivery and effective community engagement through a combination of capacity development measures to strengthen the skills needed in the district bureaucracy, and public communication about education issues to raise levels of awareness, understanding and engagement on education issues with the aim of improving the performance of the system.

This section details the goals, objectives, strategies and priority programmes to be undertaken to improve the governance and management of education during the next five years.

4.1 Goal and Objectives

The overarching goal to guide long-term priorities to improve the governance and management of education in the province is to:

> *"Provide effective leadership, responsive governance and efficient management at all levels to achieve educational goals".*

To contribute towards the achievement of this goal, the following objectives have been developed in consultation with the E&SED, development partners and other stakeholders:

Table 5: Objectives for Improving the Governance and Management of Education

Goal	Plan Objective
Provide effective leadership, responsive governance and efficient management at all levels to achieve educational goals	Strengthen provincial level institutions for effective service delivery
	Provide evidence based, collaborative and accountable management for the attainment of educational goals
	Empower district and local level education governance and management to improve performance

For each objective, priority programmes have been outlined along with the specific objectives for these programmes. These programmes have been identified to align with Sustainable Development Goal No. 4, the strategies and programmes outlined in the Khyber Pakhtunkhwa Education Reform Blueprint 2018-2023, and the Accelerated Implementation Programme of the NMDs published in 2019 and the Education Sector Analysis that has informed this ESP.

4.2 The Background

The issues involved in enhancing good governance and management of education in the Province cover a range of topic areas, including the need to prioritise investment across the board in the NMDs to raise standards in those merged districts and achieve structural parity with the rest of the province; addressing capacity development issues at both provincial and district levels, both in terms of addressing staffing gaps and developing levels of knowledge and skill in key technical areas; enhancing monitoring coverage across the province and ensuring data reliability and data usage; consolidating the gains derived from technical assistance

Since the 18th Constitutional Amendment decentralised education to the provincial level, the Khyber Pakhtunkhwa government has implemented reforms aimed at devolving power to local authorities and increasing accountability in the education system in the province. This reform needs to be strengthened with a clear capacity development strategy for districts and schools to strengthen implementation; accountability measures linked to issues of performance in service delivery; and more clearly defined roles and responsibilities. While education has been a priority in Khyber Pakhtunkhwa over the last several years, this has not been reflected in the share of resources allocated to the education sector. While the provincial resource base has increased by 89% over the last seven years, the share of education in the government budget has been declining over the same period, from 28% in 2013-14 to 21% in 2017-18.

The pressure on the education budget in Khyber Pakhtunkhwa has risen with the incorporation of NMDs and will continue to rise given the urgency of the education situation in those districts characterised by very low participation of girls in education; high numbers of OOSC; issues of poor infrastructure, missing facilities and ease of access to schools in many of the more isolated areas; teacher recruitment; the need to recruit around 4,500 district level officers; work needing to be done to create district education plans in the NMDs, and so on.

This is reflected in the Accelerated Implementation Programme (AIP) for the NMDs (based on the recommendations of the Tribal Decade Strategy) and the added contribution from the Federal budget of around Rs. 10.6 billion over the next three years to fund a series of projects

covering stipends and scholarships to school and university students; infrastructure development; provision of teachers; a new ECE programme; strengthening of PTCs; the encouragement of private sector to partner with government in improving access; school governance projects; and institutional strengthening of higher education institutions.

Improving the quality of education governance and management across the province needs to address a range of cross-cutting factors at the same time as implementing specific initiatives to recruit and deploy staff to jobs:

- capacity development of core functions at both provincial and district levels
- issues of empowerment so that decision-making and action can be taken efficiently and effectively by institutions and individuals
- problems of coverage and parity especially in the NMDs in general and the most isolated of those districts in particular
- ensuring the availability and use of good quality data for evidence-based planning and decision-making
- budgetary constraints
- issues of performance, and the ability of the education system to operate a performance management system at all levels of the E&SED that rewards good performance (through financial and non-financial incentives) informed by data from accountability mechanisms and linked to agreed roles and responsibilities so that the criteria for good performance are related to objective criteria which are published and open to scrutiny
- long-standing existing working practices that may work against innovations such as performance management.

The following programmes will be prioritised, keeping the above issues in mind.

4.3 Priority Programmes

To address the challenges mentioned above, the following specific objectives and programmes have been formulated to improve the governance and management of education:

4.3.1 Empowering and Developing the Capacity of Provincial Level Institutions & Devolved Responsibility to the District Level for Improved Service Delivery

Specific Objective: Enhance the institutional capacity of provincial level institutions, including bridging staffing gaps
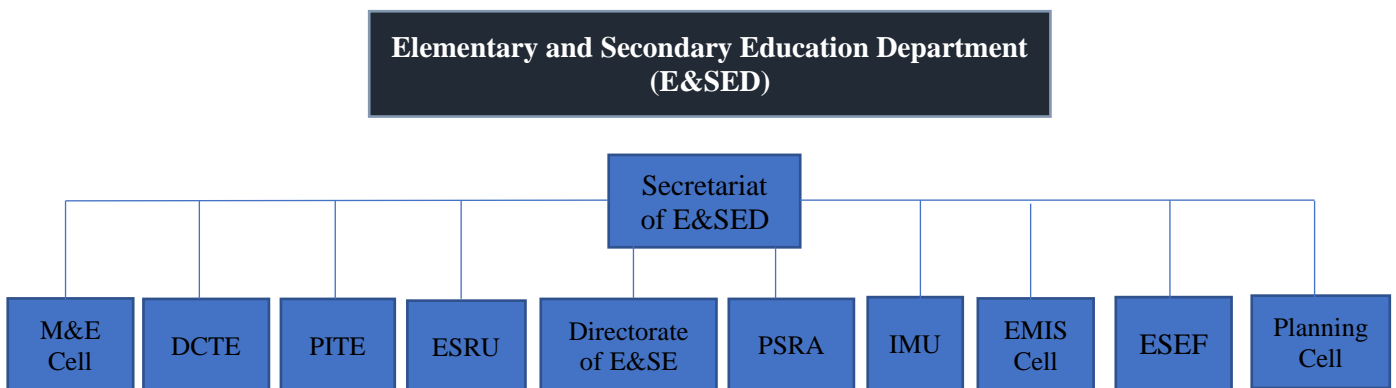
In the provincial and district contexts, we need to be clear what is meant by empowering of institutions (and individuals) as it is not a straightforward issue to implement. Empowerment implies that:

- *institutions have autonomy to strategize, plan and implement so that decisions can be taken efficiently and effectively and as close as possible to the locus of areas of work*
- *institutions need to be free to advise higher authorities on courses of action without interference or coercion*
- *higher authorities encourage their officers to take responsibility and exercise their judgment through the clarification and agreement of mandates*
- *merit-based selection operates to place the most suitable people to lead institutions and functional areas (the principle of the right person for the right job)*

- *the provision of support to institutions and individuals to enable them to carry out their roles effectively*
- *relevant capacity development opportunities to strengthen existing skills and develop new ones, and*
- *a performance management system and culture which encourages good performance and innovation and holds people accountable for the achievement of their work.*

Essentially, empowering education officials at all levels needs to be understood and implemented as a <u>transformative strategy</u> by the E&SED to improve the quality of and access to education; ensure equity in the system; drive progress towards agreed targets, and ensure efficient and effective utilisation of resources.

The E&SED is responsible for education policy, planning and management in the province. It is mandated to design and implement policy and reforms in relation to school education and non-formal education in the province. The E&SED is assisted by a number of attached and independent departments and institutions in carrying out its roles and responsibilities.

```
                    Elementary and Secondary Education Department
                                      (E&SED)

                                   Secretariat
                                   of E&SED

   M&E    DCTE   PITE   ESRU   Directorate   PSRA   IMU   EMIS   ESEF   Planning
   Cell                        of E&SE                     Cell           Cell
```

The ESA outlined that the provincial level institutions are faced with significant staffing deficits which restrict their ability to carry out their mandated roles in the most efficient and effective way. Those deficits cover staffing gaps as well as skills and expertise to drive forward key reforms, especially in the areas of technical expertise, planning, monitoring and evaluation; easy access to data; budgeting and general management of responsibilities (as opposed to the administration of a set of required processes).

At the same time there are opportunities for the Department how best to deliver key functions at the provincial level to ensure better coordination and a clear rational approach to the management of those functions. This will help to develop a culture of accountability and responsibility for delivering results and remove potential blockages and inefficiencies in the system as a whole.

The ESA identified the need to further enhance coordination within the E&SED and its attached institutions. Coordination in this context requires **strong leadership and oversight** of the system as a whole to provide clear performance targets and responsibilities for each office and institution. Coordination also needs to be based on **collaborative working relationships** in which all responsible officers understand their own role as well as the ways in which their role can be contingent on the roles of other officers within their own institutions and between their institutions and others. At the same time, there also exists a **supply and demand dynamic** in the education system that needs to function effectively, especially in the areas of data gathering, analysis, dissemination and access to data; in budgeting and financing; and in planning.

For these core functions of the E&SED to perform effectively, coordination and collaboration are essential, based on a joint understanding of the goal of the Department's work in delivering quality education and each institution's role in achieving that goal. This is the basis for enhanced performance across the work of the Department.

Under this programme, a comprehensive **capacity development strategy** will be drawn up by the E&SED to identify needs across the various departments and institutions. This will focus on generic skills development as well as specific strategies that target specialist needs. A comprehensive capacity development strategy will also enable the Department to prioritise its investments in a phased manner over the coming 5-year period covered by the ESP so that policies and plans are supported by institutional and individual roles and responsibilities. Such alignment will help to strengthen understanding that the ESP is a live document to structure everyone's activity over the next 5-year period. Translation of policy at different levels – department, districts, sub-district, school and classroom - is essential so that that ESP initiatives are communicated and understood with clear outlines of roles and responsibilities.

Under this programme, the following activities will be undertaken to strengthen capacity at provincial level:

- **Capacity development of all officers** of provincial (and district level) institutions. This will cover skills and expertise development in planning, finance, monitoring and use of data as well as leadership, performance management, mentoring, knowledge management and reporting, as identified through a comprehensive review of needs. Such a review will be regarded as a priority to set up the E&SED to deliver on its commitments over the next 5-year period. An added focus of the capacity development interventions will be on the district tier and the education management in the NMDs.

- Continue to enhance the coordination between the **IMU and the EMIS Cell** (which we can regard as the two main components of the data management system and service at the E&SED) both in terms of their respective technical roles in data gathering and analysis and in their service role to other units of the Department providing relevant data to support planning, decision-making and monitoring of programme progress. A credible, well-performing data management system is crucial for tracking changes, ensuring data quality, and timely reporting of essential information for planning and management, and for facilitating the utilisation of information in decision making by policy makers. The system's effectiveness is dependent upon its accountability and efficiency. This will build on the good work done by both institutions between 2017-19 in developing a framework for coordination and collaboration utilising a Khyber Pakhtunkhwa-specific form of the World Bank's Systems Approach to Better Education Results (SABER) framework for EMIS systems. This has outlined in detail what matters most to develop a well-functioning data management system, including an analysis of the enabling environment in Khyber Pakhtunkhwa; system soundness; quality data; and how data are utilised for decision-making. This latter aspect of the data management system has been criticised by several of the representatives of E&SED institutions who are not allowed access to IMU data for their own needs. One of the characteristics of a well-functions EMIS data management system and service is that it makes data available to those institutions that require it for planning and monitoring purposes. This will be strengthened so that evidence-based decision making can be made without restrictions.

- Development of the **technical capacity, expertise and skills of ESRU** to undertake its role and the future proposed areas including a PMU-type function and to take on functional management of NFE and ALP programming. **This will require a step**

change in the way that ESRU has been conceptualised, resourced and supported until now to take on a wider and more strategic role. To assign these specialist functions to ESRU, staff with the requisite skills will be recruited and supported to carry out their roles.

- One idea that has been identified to help achieve this is the establishment of a **Programme Management Unit (PMU)** to coordinate and consolidate the efforts of the department to improve education service delivery. A key function for such a unit would also be to manage the relationships between the Department and its technical assistance partners and implementing agencies. This is an area that has been criticised over the last five-year period during which time large, technically able implementers of development partners' programmes have tended to take over many of the roles of the E&SED. The working dynamic that should have seen E&SED managing the process of implementation has not always worked successfully and capacity has not always been prioritised in the work of implementing agencies. A PMU could be a stand-alone unit along the lines of the Programme Management and Implementation Unit (PMIU) which has operated in Punjab for several years, or it could become one of the core functions of a strengthened ESRU. The practicalities of establishing this function in the management structure of the E&SED will be considered to assess the best way of proceeding. A systems analysis report of the Department's management processes carried out by the EU-funded KP ESPSP programme in 2018 recommended setting up such a function that would report directly to the Secretary. A key consideration of that analysis was not overloading the bureaucracy with more institutions, hence the idea that the ESRU could take on such a function contingent on the resources to recruit staff with right mix of expertise, skills and experience to make it functional are provided together with a capacity development plan for the ESRU.

- Development of the **role of the Planning Cell** in coordinating and supporting the planning function across the E&SED. Planning is part of the core business of the Department and requires technical experts to drive it. At the same time, there is a strong service role for the Planning Cell in coordinating generic planning across the E&SED and providing technical support to other institutions. Vacant posts will be filled in order for the Planning Cell to carry out its role fully.

- Strengthening of the **M&E Cell** at provincial and district levels so that it is well-placed to undertake studies to track impact of various programmes as well as to provide support to other units of the E&SED. Such strengthening will be done through developing capacity in the technical skills of quantitative and especially qualitative M&E, as well as skills in supporting other units and institutions with a strong need to monitor the effectiveness of their programming. The placement and line management of the M&E Cell will also be considered so that it is facilitated in carrying out its role fully.

- The relationship between **DCTE and PITE** in terms of managing the teacher education function in E&SED will be reviewed. It has been problematic separating out the planning (and budget responsibility) of professional development programmes from the design and implementation of the same courses, and in practice this set-up has not always worked smoothly. Greater autonomy will be assigned to PITE to take on all of these functions to improve service delivery in this key area. There is also a strong case for regularising the management of RITEs to place them all under PITE so they can become functional, effective institutions for the delivery of professional development programmes. Reference has also been made in the Section II of this ESP on Quality interventions to the creation of a cadre or permanent pool of specialist teacher educators to be posted to PITE to drive up standards and improve consistent delivery of professional training programmes (induction and CPD).

- Reviewing and updating the **mandate of the PSRA** to strengthen service delivery. At

present the PSRA is operating with 55% of its sanctioned posts vacant at the provincial level and without a dedicated structure at the district level. The coordination between PRSA and ESEF will also be prioritised, especially regarding the vouchers programme. A strengthened PSRA will play a key role in developing thinking about the role and function of PPPs.

- Ensuring effective service delivery and establishing a collective response towards tackling the education challenge also involves establishing **strong coordination and working relationships between E&SED and other departments**, in particular Planning and Development, Finance, Establishment and Health.

- There is clearly a need to put in place regularised partnerships between the public and private sectors where this can enhance the delivery of core services. This has been discussed in the earlier sections of this document, but it is as much a governance and management issue as it is a quality- or access-related issue to clarify the nature of the partnerships the E&SED seeks and the outcomes that are envisaged. In most cases those outcomes are related to issues of access. It is less clear how they might result in quality-related outcomes. Oversight and monitoring of these internal and external working relationships will be done, as indicated previously.

- The E&SED also provides non-formal education (NFE) and alternative learning pathways (ALP) for illiterate youth and children who have dropped out of school for whatever reason. There is also a commitment to the mainstreaming of children from non-formal education back into the formal system. However, there is no dedicated structure at the provincial and district levels to manage the NFE and ALP interventions. It is important that a decision is made about how best to manage these programmes and where functional responsibility for them best resides. This could be an area under ESRU, but that is contingent upon resources, capacity and technical expertise being made available in order for them to carry out such a mandate effectively. This will both strengthen the commitment to equity across the system and enhance the level of provision to those young people not in the formal education system.

- Posting of executive / management cadre at provincial and district levels to strengthen retention and continuity in posts.

4.3.2 Devolution for Improved Service Delivery

Specific Objective: Empowering district, tehsil and local levels and schools to ensure quality education

The Department's service delivery is through its Directorate which has an elaborate structure at the district level. The District Education Officers (male and female) represent the education administration at the district tier. The amended Local Government Act 2019 outlines devolution of service delivery down to the tehsil and sub-tehsil levels. To ensure effective provision of education services and in line with the spirit of Khyber Pakhtunkhwa Right to Free Compulsory Education Act 2017 and the Local Government Act 2019, Free and Compulsory Education Authorities will be established at the district level. These authorities will be mandated to provide, coordinate and regulate the efforts of both public and private sectors.
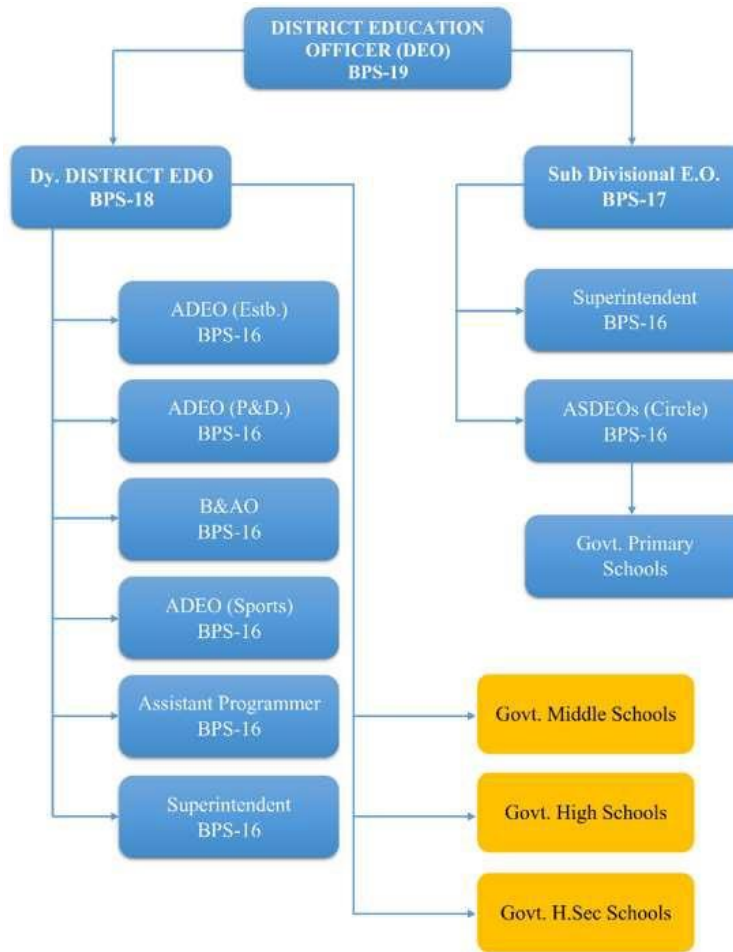
The Khyber Pakhtunkhwa Education Reform Blueprint talks of the need for continued transformational change in the education system and the way in which it carries out its work. This applies equally to provincial, district and school level institutions. Good progress has been made in strengthening data-driven decision making and evidence-based planning and management at various levels and more can be done to strengthen this system further, as indicated above. The aspiration to see district officers, and teachers as important agents of education service delivery (as managers, leaders and so on) makes theoretical sense. However, this is not a product of simply telling them that this is their (new) role. It requires long-term attention to behavioural and attitudinal change as well as a commitment to communicating the purpose of this change. And that in turn requires not only awareness of this innovation, but individual and collective understanding and acceptance of how it can make their jobs more meaningful and effective.

The introduction of District Education Plans (DEPs) is another positive development over the past few years as a mechanism for encouraging localised planning and decision-making, and for monitoring progress at district and sub-district levels. The management and monitoring of DEPs is an area that requires strengthening not least due to problems in gaining easy access to IMU data to support the planning process, and the lack of an agreed planning methodology. In addition, it appears that the KESP implementing agency carries out most of the coordination

function for the DEPs which is not an optimal solution as it tends to circumvent the district authorities. Also, there is a need for provincial oversight and monitoring of the DEP landscape for the whole province. This does not appear to be evident at the present time and will be an important element in ensuring structural parity and coverage across the province (vis a vis the NMDs). With that in place progress towards the targets of the ESP will be easier to track and course corrections identified over the next 5-year period. Oversight will be done through the ESRU.

Despite recent teacher inductions, the ESA identified that there still exists a considerable gap between the number of teachers required and the actual working teachers. The recruitment of teachers on permanent basis generally takes a significant amount of time and sometimes also faces different hurdles including litigation etc. Given the system needs and in order to ensure continued service delivery at the school level, the district management will be empowered to engage temporary teachers on a needs basis as a way of handling shortages in the teaching staff. In this regard, standard procedures will be set by the E&SED from which all such recruitments would follow.

Under this programme, the following activities will be undertaken:

- Establishment of Free and Compulsory Education Authorities at district level
- Empowerment of district level education management to recruit teachers on needs basis, following standard procedures
- To improve district planning and management, DEPs will be facilitated with easy access to data and strengthened oversight and monitoring.

4.3.3 Community Engagement

<u>Specific Objective</u>: Promote effective community engagement for improved quality of education and service delivery

The E&SED believes in the important role community can play to improve the quality of service delivery at the school level. In line with this, a significant role has been awarded to the Parent Teacher Councils (PTCs) across the province. PTCs comprise of parents, members of the community and the headteacher at the school level. PTCs tend to focus on low-level transactional areas such as resource allocation and out of school activities. To date there is little evidence that they play a role in supporting learning processes and facilitating transition to formal schools for OOSC, for example. Where community engagement is education functions well, it is in such areas that they can have a specific and distinctive role to play.

The ESA identified that despite the envisaged role for the community, the involvement of the community is generally low owing to a number of factors, including:

- Resistance from headteachers
- Low levels of understanding and interest of the role of the PTCs
- Little support to provide training in the kinds of skills needed to make PTCs functional and effective
    - planning
    - budgeting
    - utilisation of resources
    - monitoring

- o reporting
- o positive influencing
- o holding schools and headteachers to account
- Sensitisation training in education priorities and policies with regard to enhancing quality education across the province to raise awareness and interest among PTCs
- Few incentives to participate.

The PTCs will be empowered through continuous capacity development initiatives to perform their mandated role more effectively. The establishment of School Attendance Authorities will be undertaken at school level, in line with the Khyber Pakhtunkhwa Right to Free Compulsory Education Act 2017. These authorities will comprise Government officials and respective members of PTCs. One of the mandated functions of these authorities will be to ensure that every child will attend a school under its jurisdiction. There also needs to be strengthened monitoring and oversight of the activities of PTCs so that remedial action can be taken if there are issues which interfere with the PTCs from carrying out their expected role.

Under this programme, the following activities will be undertaken:

- Improving efficiency and effectiveness of Parent Teacher Councils through capacity building initiatives
- Sensitisation training on education priorities and policies
- Establishment of School Attendance Authorities at school level
- Strengthening district and provincial oversight of the activities of PTCs

4.3.4 Evidence-based Planning and Management

Specific Objective: Strengthen planning, coordination, monitoring, evaluation, and learning across all levels for evidence-based decision-making

The EMIS Cell and the IMU (making up the data management system and service for the Department) are responsible for the collection and analysis of data to support evidence-based planning and decision-making. It is essential that all the planning is based on reliable and accurate data, and easy access to it. For this, the Planning Cell of the E&SED will be empowered along with access to all relevant information, including but not limited to, geo-spatial mapping of schools, before they plan for additional schools, provision of basic facilities in schools, upgradation of existing schools etc. At the same the Department will have access to data that tracks qualitative indicators in teaching, learning and school management in order to assess the impact of its service delivery. And for this to be done effectively, it requires an integrated approach from its data management system, its Planning Cell and its M&E Cell.

The practice of qualitative data gathering, and analysis is not well-understood across the Department and needs strengthening through a programme of training and capacity development especially for those institutions who need to understand whether and how quality standards are improving in the classroom. Various units and institutions maintain their own databases which are not shared with other institutions that might benefit from them. These databases do not meet in any centralised joint framework or mechanism and are not accessed by the IMU or the EMIS Cell. Centralising data management would ensure that a unified picture of education supply and demand is better understood. Data need to be systematically analysed to be of value and for this a research function should be established to provide needs-based and trends reports, and to carry out research to feed into the design and delivery of

programmes. Firstly, that data access will be improved across the Department (and at all levels) to facilitate working of a knowledge management system. Furthermore, an integrated decision support system will be developed to support planning and decision-making for improved service delivery. DFID and GIZ have been supporting the E&SED in developing systems for evidence-based decision making in the province. Given the need for ensuring parity of NMDs with settled districts, GIZ is currently investing in capacity development of EMIS for carrying-out Annual School Census in NMDs and its data analysis, as well as its integration with the settled districts EMIS.

Another step in this regard is the initiation of an e-solution for managing the department's human resource. The e-solution will be tailored to support the transfer of staff and perform other related functions as well. This will help addressing any human biases in this regard and facilitate a merit-based system of human resource management. Under this programme, the following activities will be undertaken:

- Ensuring data driven identification and provision for construction of new schools, upgradation of schools, and provision of basic facilities in schools with missing facilities
- Development of an integrated decision support system
- Introduction of a capacity development programme and associated training in qualitative data gathering, monitoring and analysis to track issues of quality in teaching and learning more strategically
- Introduction of e-solution for human resource management

4.3.5 Financial Planning and Management

Specific Objective: Improve financial planning and management at all levels

As increasing devolution of responsibilities from the provincial level to the district and sub-district levels progresses, it is important that capacity development measures are implemented to strengthen financial planning and management skills at all levels but especially at the district level. This is even more important in the context of working to achieve structural parity and the depth of the challenges in the NMDs, against the falling share of the government budget spent on education. This will be projected forward over the next five years, as sequencing of the priorities in the ESP may well require reallocations of resources (as based on the recommendations in this document).

A capacity development system will be designed to raise levels of knowledge and skill in financial management and planning with tailored packages of training and support provided to budget setters, budget implementers and those involved in monitoring. An induction training approach will be used with newly recruited staff. The aim of this approach is to build shared responsibility at different levels through the bureaucracy for the financial management function and strengthen monitoring systems. The ultimate purpose is to make better use of resources in support of the higher-level objectives of the E&SED, linked to the kind of school improvement targets in the SIF approach. A specific focus of the capacity development approach will focus on this aspect as it links financial management with use of data in support of strategic objectives. The capacity building of managers at the provincial district level will help in ensuring efficiency and effectiveness in planning and utilization of education budgets at their respective tiers. This will also help the department in better tracking the utilization of available financial resources at all levels.

During the implementation period of the previous ESP, the E&SED awarded greater autonomy to the higher secondary schools, in terms of resource utilisation for school improvement. This was in line with the Local Government Act 2013 and the amended Act 2019. The higher secondary schools in the province are provided increased budgets and are authorised to make spending as per the budget estimates developed by the principals for the year. This will be extended to the secondary and primary schools as well, contingent on the kind of capacity development measures mentioned above being implemented so that resources are well-managed.

Under this programme, the following activities will be undertaken:

- Development of capacity development packages of training in financial management for all levels of staff in the E&SED and especially at district level to support the devolved decision-making agenda.
- Scale up of the provision of autonomy budget at secondary level[10]

---

[10] During year 2, 50% of the secondary schools will be provided autonomy budgets. Girls' schools will be prioritised during this year.

Priority Area 3: Governance and Management				
Goal: Provide effective leadership, responsive governance and efficient management at all levels to achieve educational goals				
Plan Objective	**Specific Objective**	**Priority Programme**	**Activities**	**Results**
3.1 Strengthen provincial level institutions for effective service delivery	**Enhance institutional capacity of provincial level institutions, including bridging the staffing gaps**	**3.1.1 Empowering and capacitating provincial level institutions**	- Capacity building of all managers of provincial level institutions in planning, finance and management of education - Coordination of ESEF with PSRA, especially with regard to vouchers programme - Prepare capacity development and resourcing plan for ESRU to carry out new roles, including possible PMU, M&E, Oversight and others. - Build capacity of E&SED planning cell - Empowerment of E&SED M&E cell by providing engineers at district level. - Review and amend the PSRA rules (Act if needed) to empower service delivery - Establish district level setup for PSRA - Capacity enhancement of IMU in terms of HRM, IT, Finance, M&E etc. - Create research and analysis section at IMU - Strengthen the role of EMIS cell as a resource centre for E&SED - Operationalize the ALP project implementation unit - Capacity building of relevant staff on management and implementation of ALP initiative at provincial and district level	Short-term: - Enhanced access to and use of data and knowledge management. - Coordinated senior management action driving reform. Long-term: - Improved strategy roll-out, planning and service delivery at provincial and district levels. - Higher levels of skill and confidence to deliver results through more responsive management.

			- Establish ECE Unit with clear job descriptions for staff - Post executive / management cadre at provincial and district levels - Establish Programme Management Unit at the provincial level	
3.2 Empower district and local level education governance and management to improve performance	**Empower district, tehsil and local level education set-up and schools to ensure quality education**	**3.2.1 Devolution for improved service delivery**	- Establish Free and Compulsory Education Authorities at district level - Empower district level education management to recruit teachers on needs basis, following standard procedures	<u>Short-term</u>: - Improved mechanism to ensure that right of children to free and compulsory education is being implemented across the province. <u>Long-term</u>: - Improved service delivery at school level.
	Promote effective community engagement for improved quality of education and service delivery	**3.2.2 Community engagement**	- Improve efficiency and effectiveness of Parent Teacher Councils through capacity building initiatives - Sensitisation training on education priorities and policies - Establishment of School Attendance Authorities at school level - Strengthen district and provincial oversight of the activities of PTCs -	<u>Short-term</u>: - PTCs understand their role and are better supported to engage in school level improvement activities. - Improved mechanism to ensure OOSC are enrolled in schools. <u>Long-term</u>: - Greater transparency and ownership of school improvement / development agenda at school level. - Greater accountability at school level.

3.3 Provide evidence based, collaborative and accountable management for the attainment of educational goals	**Strengthen planning, coordination, monitoring, evaluation, and learning across all levels for evidence-based decision-making**	**3.3.1 Evidence-based planning and management**	- Ensure data driven identification and provision for construction of new schools, upgradation of schools, and provision of basic facilities in schools with missing facilities - Development of an integrated decision support system - Introduce a capacity development programme and associated training in qualitative data gathering, monitoring and analysis to track issues of quality in teaching and learning more strategically - Introduce e-solution for human resource management	Short-term: - Budgetary allocations and utilisation responsive to needs. Long-term: - Greater skill and transparency in decision making. - More efficient and effective use of resources.
	Improve financial planning and management at all levels	**3.3.2 Financial planning and management**	- Scale up the provision of autonomy budget at secondary level - Build capacity of managers on public financial management and FABS/SAP system for all levels of staff in the E&SED and especially at district level to support the devolved decision-making agenda	Long-term: - Improved financial planning and financial management at all levels with better use made of data to inform decision-making. - Better vertical and horizontal coordination. - Improved service delivery at all levels of the system.

Section V
Costing and Financing of ESP

A detailed costing exercise has been carried-out to determine the cost of achieving yearly targets and successful delivery of the results outlined in ESP. Costing has been undertaken at two levels: district and provincial. All the districts of the province have been costed and then the district level costs have been combined with the provincial costs to reach onto a combined figure for the Khyber Pakhtunkhwa province.

5.1 Approach and Methodology

The costing exercise has been done at two levels, i.e., district and provincial level functions and entities. The combination of budgets for these two levels presents the financial requirement for implementation of the ESP. The budgets are lumped together for the settled and merged areas of the province. ESP activities are also separately costed and added to the overall sector budget. One of the highlights of the costing exercise is that the targets and the subsequent budgets have been kept realistic; ones that are achievable.

5.2 The Costing Model: Key Features and Factors

Following are the key features of the costing model developed for ESP:

- The developed costing models are not static; rather they provide the opportunity to review and revise any basic assumptions and related unit costs at any point in time. This feature is very useful especially in view of the budgetary constraints and/or budget revisions required during a particular year.
- The costing model undertakes costing at each district level along with each provincial entity. This means that along with the provincial level school sector plan, each district can plan their own needs, targets and budgetary requirements.

The model applies both scale[11] factors and non-scale[12] factors while costing the ESP. Following are the key scale and non-scale factors applied:

5.2.1 Scale Factors

5.2.1.1 Enrolment Projections

Enrolment projections for the public sector under this model are based on the previous enrolment trends, transition rates, stepwise inclusion of OOSC and the targeted Gross Enrolment Rate (GER). All inputs like infrastructure and human resource have been calculated based on the enrolment projections.

5.2.1.2 Ratios

Agreed service ratios have been used for the costing exercise. For example, student-teacher ratio (STR) of 40:1 has been used at primary and middle level while and STR of 30:1 has been

---

[11] Factors that are directly related to enrolment like construction of additional classrooms and new schools etc.
[12] Factors that are not directly related to enrolment like research studies, development of Teacher Management Information System (TMIS) and capacity building of district officials etc.

used at secondary and higher secondary levels. Student-classroom ratio (SCR) has been kept constant at 40:1 for all school levels.

5.2.1.3 Share of Private Sector

It is assumed that the private sector will also share the burden of new enrolments (fresh intake and OOSC) at the existing percentage share of total enrolment.

5.2.1.4 Additional Teacher Requirements

Requirement of additional teachers has been calculated based on two factors: existing needs and futuristic planning. Futuristic planning has been done using enrolment projections while the existing need of additional teachers has been calculated from ASC 2018-19. Surplus teachers in schools are expected to be rationalized as per policy of E&SED.

5.2.1.5 Additional Classroom Requirements

Requirement of additional classrooms has also been calculated based on two factors: existing needs and futuristic planning. Futuristic planning has been done using enrolment projections while the existing need of additional classrooms has been calculated from ASC 2018-19.

5.2.2 Non-Scale Factors

The ESP includes number of non-scale factors which have been costed as part of the ESP. These activities have been specifically designed after consultations with the TWG for the five-year ESP. These include, but are not limited to, capacity development, research and analysis, assessments, information systems, database development etc.

5.3 Policy Directions and Assumptions Applied

Education planning and costing for ESP 2015-16 to 2019-20 has been carried out based on the following policy directions and assumptions:

- The planning and costing exercise is guided by the policy direction to ensure system preparation for 100% enrolment. It aims to prepare the public-school system to cater to the needs of all school age children. At the same time, the model also acknowledges that despite providing all facilities, infrastructure and resources, the poorest of the poor might still not choose to send their children to schools. In order to deal with this challenge, subvention measures for the families and children will have to be undertaken by other related departments and development stakeholders such as social safety nets.
- Education Management Information System (EMIS) data for year 2018-19 has been used as the baseline for the costing exercise.
- Private sector enrolment for 2018-19 has been taken from the ASC 2018-19 report.
- Population projections are based on the Population Census 2017. Age-specific proportions have been made using the national Bureau of Statistics (BoS) data for Khyber Pakhtunkhwa.
- Private sector will share the burden of enrolling out of school children.
- Katchi enrolment has been primarily focused with an aim to achieve 0% drop-out and repetition rates in the next ten years.

- The model also ensures that the students who enrol at Katchi level stay in the system until the completion of secondary education.
- Out of school children are enrolled at Katchi level only while a smaller proportion of students are also enrolled in grade 1 and 6.
- For costing purposes, price escalation has been factored in.
- Backlog of missing basic facilities in the schools will be cleared during the next five years.
- Budget for missing facilities and additional classrooms has been added as provincial conditional grant.

5.4 Limitations of the Costing Exercise

The costing exercise undertaken for the ESP has some limitations. The foremost limitation is the unavailability of age-specific population figures at district level which leads to the calculation of out of school children (OOSC) in the province. Unavailability of reliable population data also produces incorrect estimates for Gross Enrolment Rate (GER) for the current year and the projections for upcoming years.

5.5 Results of the Simulation Modelling

The following sub-sections inform about the aggregated district level population projections, trends of enrolment, targets to be achieved and the needs of school education sector for the financial years 2020-21 to 2024-25.

5.5.1 Population Projections

According to the calculations undertaken based on the population census 2017, the population of children of 4-17 years' age in Khyber Pakhtunkhwa for 2018-19 is estimated at 13,981,072. Considering the population growth rate, it is expected that the population of 4-17 years' age group would reach 16,590,409 children by 2024-25. The table below presents the population of 4-17 years' age children in the province from 2020-21 to 2024-25.

Table 6: Population of 4-17 years Children in Khyber Pakhtunkhwa

Year	Boys	Girls	Total
2020-21	7,995,585	6,804,013	14,799,599
2021-22	8,226,989	7,000,496	15,227,486
2022-23	8,465,396	7,202,913	15,668,310
2023-24	8,711,027	7,411,450	16,122,477
2024-25	8,964,109	7,626,299	16,590,409

Source: ESP Simulation and Costing Model

5.5.2 Enrolment in Public Sector Schools

According to EMIS data 2018-19, a total of 5,001,644 students are enrolled in public sector schools of Khyber Pakhtunkhwa. Based on the estimates made using ASC 2018-19 report, around 2,574,926 students are enrolled in the private schools of all the districts of KP in 2018-19. The table below presents the total estimated enrolment of the province in 2018-19:

The ESP targets and projections have been set to reduce drop-out and repetition rates and to bring out of school children into the schools. As a result of various efforts at the provincial and districts levels, it is expected that the enrolment in public sector schools would increase significantly in the next five years. The chart below shows the projected enrolment in public schools by stage during the next five years.

Figure 5: Enrolment Projections for Public Schools in Khyber Pakhtunkhwa
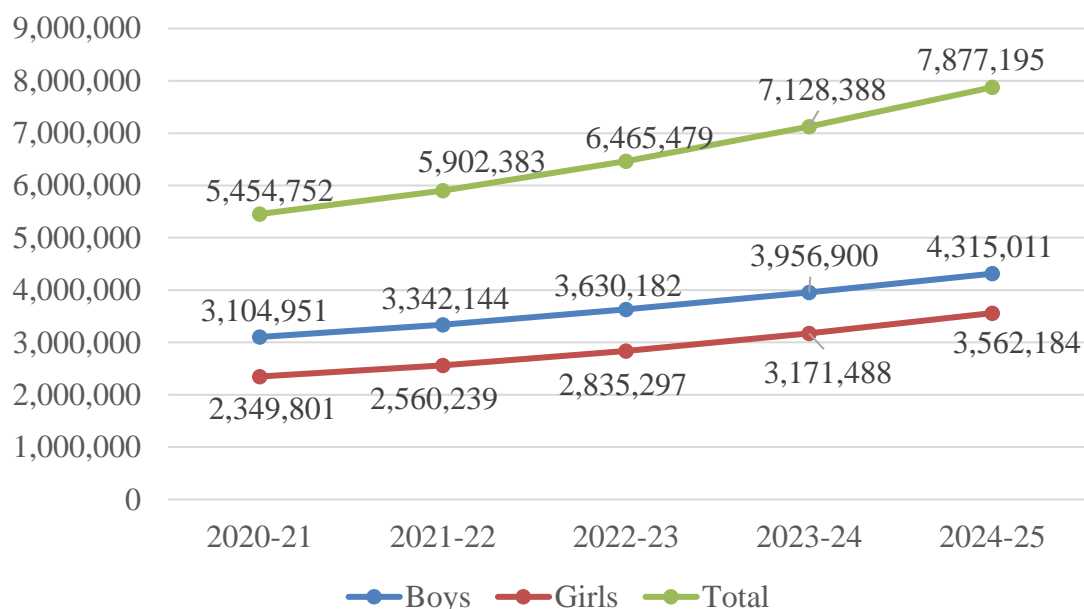
Source: ESP Simulation and Costing Model

5.5.3 Number of Schools

The total number of functional public schools in the province is 33,502 out of which 25,825 are primary schools[13]. The chart below shows the level-wise distribution of schools in the province. It is also to be noted that 40% of the total public schools in the district are girls' schools compared to 60% boys' schools.

In order to respond to the increase in enrolment over the next five years and to ensure adequate student to classroom ratio in the province, 676 new primary schools and 274 new secondary schools need to be constructed during the next five years.

5.5.4 Additional Classrooms

Around 37,000 additional classrooms need to be constructed during the next five years in order to improve the student-classroom ratio and addressing issue of multi-grade classrooms in the schools of Khyber Pakhtunkhwa. The following figure shows the number of additional classrooms required in the province in the next five years.

---

[13] Khyber Pakhtunkhwa Education Management Information System (EMIS) 2018-19

Figure 6: Annual Target for Additional Classrooms Needed in Schools
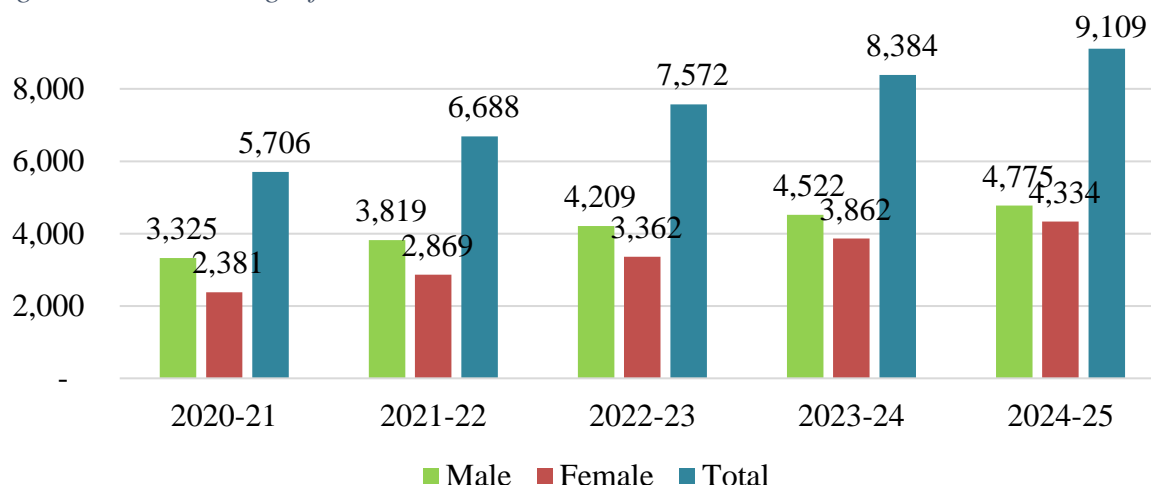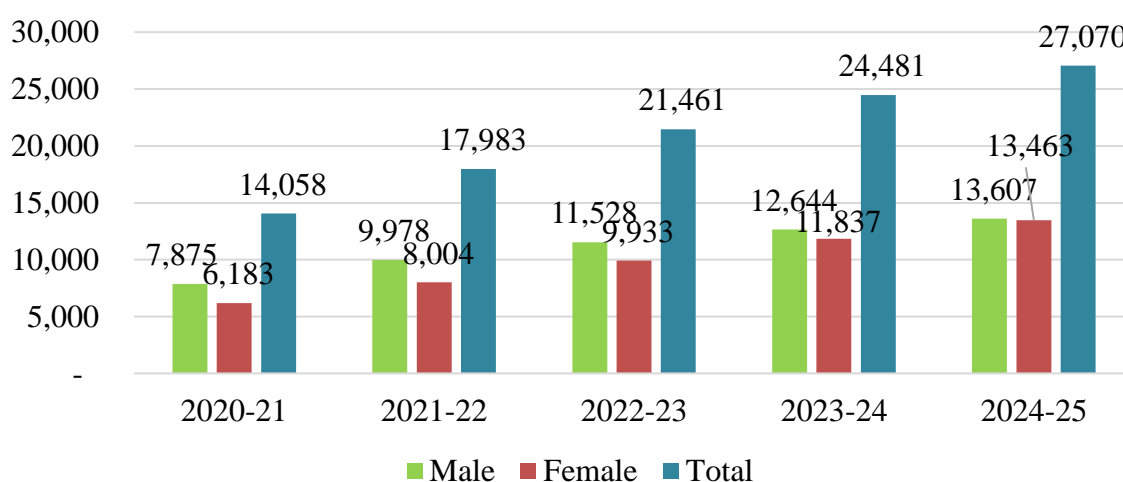

Source: ESP Simulation and Costing Model

5.5.5 Additional Teachers

Khyber Pakhtunkhwa has a total of 158,482 teachers working in the public sector schools of settled and merged districts of the province, according to EMIS data 2018-19. These teachers are working against 192,423 sanctioned posts. 52% of these teachers are teaching in primary schools.

In order to provide for the increasing enrolment and to improve the student-teacher ratio in the province, 105,052 new teachers would be needed[14]. Year-wise need of teachers is presented in the chart below.

Figure 7: Year-wise Need of Teachers in Khyber Pakhtunkhwa

Source: ESP Simulation and Costing Model

---

[14] It is to be noted that number of seats remain vacant despite being sanctioned. The numbers here show the total number of teachers needed to be recruited (vacant and additional posts included). Considering that budgets are allocated based on number of sanctioned posts, the costing exercise only considers additional posts needed.

5.5.6 ESP Strategies and Activities

As detailed in section II, the ESP includes a number of strategies and activities to improve access, quality and governance of education in the province. These are divided into three priority areas: a) access, retention and equity; b) quality and relevance; and c) governance and management. These activities have been costed separately as part of the implementation plan. Each activity has been colour-coded to depict their prioritisation status for adjustments to be made in case of budgetary constraints. The area-wise costs for ESP specific strategies and activities is provided in the table below:

Table 7: Budget for ESP-specific Strategies and Activities (in Rs. Million)

Area	2020-21	2021-22	2022-23	2023-24	2024-25
Access, Retention and Equity	10,164	12,195	12,986	14,036	14,782
Quality and Relevance	433	650	810	976	1,002
Governance and Management	118	263	407	416	429
Total	10,714	13,109	14,203	15,428	16,213

Source: ESP Implementation Plan

5.5.7 ESP Costs

In order to finance the needs (recurrent and development) of the school education sector, the budget needs to be increased significantly each year. For financing the needs of the province, a total budget of Rs. 1,219.1 billion would be needed in the next five years (2020-21 to 2024-25). This includes district education budgets and budgets for provincial entities and programmes managed and executed at the provincial level. Year-wise breakup of the required education budget for the province is presented in the chart below.

Figure 8: Education Budget for Khyber Pakhtunkhwa, 2020-21 to 2024-25 (in Rs. billion)
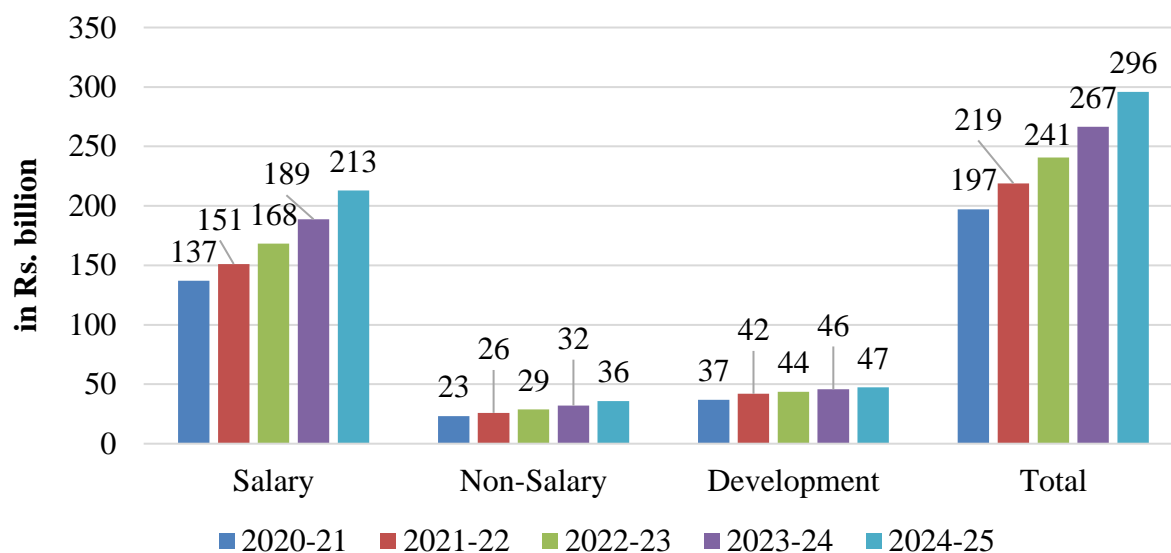
Source: ESP Simulation and Costing Model

From the above figure, it can be seen that the major portion of the education budget will be needed to cover recurrent costs. 82% of the education budget for the next five years will be used for recurrent budget while the remaining 18% budget is for development purposes.

5.5.7 ESP Financing Gap

The costing exercise has been carried out to ensure provision of all basic facilities and resources which will be required to achieve the goals of the ESP during the next five years. However, there is expected to be a gap between the ESP costs and the expected funding to be available with the provincial government. It is important to point out that the E&SED has been allocated a budget of Rs. 184 billion in 2020-21 and therefore actual budget for the year has been mentioned in the table below. In line with the projected economic growth and provincial shares, it is expected that a budget of Rs. 201 billion would be allocated for education in 2021- 22; with an increase of 10% over the budget allocated in 2020-21. However, given the ESP cost of Rs. 219 billion for the year, there will be a substantial gap of around Rs. 17.61 billion. Some part of it will be bridged through the Federal grant for the merged districts, while the E&SED will have to look for additional resources for the remaining amount in the form of donor contributions etc. The budget as per trends, ESP cost and the financing gap are presented in the table below:

Table 8: Financing Gap for ESP Implementation

Description	2020-21	2021-22	2022-23	2023-24	2024-25
Budget as per Outlook	183.79	201.36	220.70	241.89	265.17
ESP Cost	197.08	218.97	240.65	266.52	295.89
Financing Gap	13.29	17.61	19.95	24.63	30.72

Source: ESP Simulation and Costing Model

The E&SED acknowledges the support of the development partners for education in the province. In line with the ongoing engagements, it is expected that a substantial part of the ESP costs will be covered by partners. Sector budget support and technical assistance programmes by DFID, UNICEF, UNDP, GIZ, UNHCR, and JICA etc. will be key in this regard.

<h1 style="text-align:center; color:green;">Section VI</h1>
<h1 style="text-align:center; color:green;">Monitoring, Evaluation and Knowledge Management Framework</h1>

To manage the implementation of the ESP strategies and activities efficiently and effectively, it is essential to have a robust Monitoring and Evaluation (M&E) framework. The M&E framework for the ESP will outline the mechanisms needed for monitoring and evaluating progress and process against the ESP targets. The M&E framework will also present an assessment of risks and challenges involved in the implementation of various strategies and the mitigation measures.

The M&E Strategy needs to be a component of a wider Capacity Development Strategy for all officials of the E&SED as a way of aligning skills, knowledge, practices, behaviours and attitudes to the ambitions of the ESP and its successful implementation.

A Knowledge Management Strategy also needs to be drawn up for the implementation of the ESP which can provide a platform for enhanced data and knowledge sharing. Knowledge management forms part of the core of the quality standards for data management and use notified by the E&SED in early 2019. Developing this approach to data sharing and record-keeping can enhance team working, planning and decision-making, monitoring of progress and evaluation of results in general.

6.1 Monitoring Structure

All stakeholders in the education sector and the implementation of the ESP are responsible for the monitoring and evaluation of the ESP. Effective coordination within E&SED, its units and other departments will be crucial in this regard – this is in line with similar remarks made elsewhere in this document A Steering Committee has already been formed for the ESP, which will steer and guide the process of its monitoring and evaluation.

The Steering Committee involves the E&SED, development partners and representatives from other government departments. Since Steering Committee is a high-level forum, it is also recommended that a TWG should also be formed for regular monitoring and evaluation of the ESP implementation. In addition, good practice suggests that linking M&E of this type to E&SED officials job roles and responsibilities will provide much needed strengthening of commitment to implementation of the ESP and direct linkage to the performance management system in the Department. The roles of the stakeholders participating in monitoring of ESP implementation are provided below:

Table 9: Role of Stakeholders in Monitoring ESP Implementation

Stakeholder	Role
E&SED	The E&SED, through ESRU, will monitor progress against the KPIs. It will also ensure that the activities are on-track and also report the same to the senior E&SED management. It will also provide support for undertaking any third-party or evaluation studies, as part of the M&E mechanism.
Steering Committee	The Steering Committee will provide oversight to the ESP implementation process including providing inputs in the process and approval/validation of M&E reports and studies. The Steering Committee will be convened on quarterly basis. Any key decisions

	regarding any lagging or missed activities will also be taken through this forum.
Technical Working Group	The technical working group will be convened on quarterly basis to review ESP implementation with reference to the annual work plans developed. This will provide a forum to the stakeholders (government, development partners, and civil society etc.) to discuss progress against the set targets and devise course corrective measures to ensure effective implementation in the future. Any changes to be made will be recommended to the Steering Committee for endorsement.
Development Partners	The development partners will be part of the Steering Committee, ESP Technical Working Group and Local Education Group and will provide oversight for ESP implementation and recommending any remedial actions needed in this regard.
Civil Society Organisations	Civil Society Organisations are part of the Local Education Group, whose meetings are generally convened on quarterly basis. The progress against ESP implementation will be shared during the Local Education Group meetings. The CSOs will be able to share any concerns and make recommendations to improve ESP implementation.

6.2 M&E Activities

Monitoring and evaluation of ESP implementation will be undertaken as an ongoing process. A number of activities will be undertaken in this regard, including the quarterly and annual reviews along with mid-term and end of ESP evaluations. These are described in more detail below:

6.2.1 Routine M&E

Routine government monitoring processes and activities will be used to gather essential data on a monthly basis at provincial and district levels. More relevant in this regard will be the role of IMU's DCMAs and ASDEOs who will undertake school level monitoring as per their monthly routines and ensure that they provide feedback to the head teachers and teachers at the school level and to the provincial level. The DEOs at the district level will follow-up on annual work plans developed for their respective districts. Routine monitoring needs to capture qualitative as well as quantitative data as so much of the transformational agenda is about practices, behaviours and attitudes. Consideration needs to be given to having a way of recording and disseminating to all stakeholders the monthly results using a traffic light system so that scrutiny and accountability are centralised as part of the process.

6.2.2 Quarterly M&E

Quarterly meetings will be undertaken by the M&E TWG to review ESP implementation with reference to the annual work plans developed. This will provide a forum to the stakeholders (government, development partners, and civil society etc.) to discuss progress against the set targets and devise course corrective measures to ensure effective implementation in the future. Quarterly M&E also needs to record data on the process being carried out as well as the outputs to ensure they are mutually consistent and coherent.

6.2.3 Joint Education Sector Review

Based on the implementation during the year and the analysis of M&E data and reports, an annual performance review report will be developed by the E&SED. This report will be used for the annual Joint Education Sector Review (JESR) for the province. The purpose of JESR meeting will be to assess and discuss achievements, highlight challenges and shortcomings and agree on course corrections and improvements needed during the next year. This is contingent on reliable data being provided upon which decisions can be made. JESR meetings will be conducted each year and involve representations from the E&SED, development partners, civil society organisations and other stakeholders, including PTCs and school-level representatives.

6.2.4 Mid-term Evaluation

During 2022, an independent mid-term evaluation will be undertaken for the ESP. This evaluation will provide a comprehensive review of the ESP against the agreed processes and targets, identify any challenges faced in this regard and recommend any improvements needed for the next half of the ESP implementation.

6.2.5 Final Evaluation

By the end of 2024-25, end-of-plan evaluation will be undertaken to assess the achievements of the ESP. The evaluation will assess the contribution of ESP towards achievement of its outlined impact and outcomes and analyse the reasons that explain achievement and non-achievement. Any lessons learnt for the next ESP will also be documented through this evaluation.

6.3 Key Performance and Outcome Indicators

Key Performance Indicators (KPIs) have been developed to quantify the achievements of the overall education system at the mid-term and by the end of the ESP implementation. The KPIs are presented in the table below:

Table 10: Key Performance Indicators (KPI)

Key Performance Indicators	Gender	Baseline	Mid-Term Target	End Target	Source
		2018-19	2022-23	2024-25	
Finance and Management					
Percentage of provincial budget allocated for E&SED	-	19%	23%	24%	Provincial Budget Books
Joint Education Sector Reviews conducted	-	0	2	4	-
Access and Retention					
Net Intake Rate to Primary School	Boys	100%	100%	100%	Pakistan Education Statistics report
	Girls	86%	93%	100%	
	Total	94%	97%	100%	

Net Enrolment Ratio (NER) at Primary Level – Settled Districts	Boys	75%	80%	85%	Annual School Census reports
	Girls	55%	62%	70%	
	Total	65%	71%	77%	
Net Enrolment Ratio (NER) at Primary Level – Merged Districts	Boys	73%	80%	87%	Annual School Census reports
	Girls	40%	50%	60%	
	Total	57%	65%	72%	
Net Enrolment Ratio (NER) at Secondary Level – Settled Districts	Boys	40%	50%	60%	Annual School Census reports
	Girls	23%	35%	47%	
	Total	32%	42%	52%	
Net Enrolment Ratio (NER) at Secondary Level – Merged Districts	Boys	25%	35%	45%	Annual School Census reports
	Girls	6%	20%	34%	
	Total	16%	28%	40%	
Survival Rate at Primary Level – Settled Districts	Boys	68%	73%	78%	Annual School Census reports
	Girls	55%	58%	63%	
	Total	62%	67%	72%	
Survival Rate at Primary Level – Merged Districts	Boys	48%	53%	58%	Annual School Census reports
	Girls	26%	31%	36%	
	Total	39%	44%	49%	
Transition Rate from Primary to Middle Level – Settled Districts	Boys	86%	90%	94%	Annual School Census reports
	Girls	86%	90%	94%	
	Total	86%	90%	94%	
Transition Rate from Primary to Middle Level – Merged Districts	Boys	89%	93%	98%	Annual School Census reports
	Girls	61%	66%	71%	
	Total	80%	84%	88%	
Survival Rate at Secondary Level – Settled Districts	Boys	61%	66%	71%	Annual School Census reports
	Girls	62%	67%	72%	
	Total	61%	66%	71%	
Survival Rate at Secondary Level – Merged Districts	Boys	66%	71%	76%	Annual School Census reports
	Girls	57%	62%	67%	
	Total	64%	69%	74%	
Schools without WASH Facilities	Settled	11%	5%	0%	Annual School Census reports
	Merged	48%	38%	25%	
Quality					
Grade 5 Examination Score					
English	Boys	29%	34%	39%	DCTE
	Girls	31%	36%	41%	
	Total	30%	35%	40%	
Science	Boys	32%	37%	42%	
	Girls	32%	37%	42%	
	Total	32%	37%	42%	
Urdu	Boys	39%	44%	49%	
	Girls	45%	50%	55%	
	Total	41%	46%	51%	
Mathematics	Boys	40%	45%	50%	

	Girls	41%	46%	51%	
	Total	41%	46%	51%	
Grade 8 Examination Score					
English	Total	33%	38%	43%	DCTE
Science	Total	31%	36%	41%	
Urdu	Total	46%	51%	56%	
Mathematics	Total	30%	35%	40%	

The following table presents the outcome indicators and respective targets against the three priority areas:

Table 11: Outcome Indicators and Targets

Goals	Indicators	Gender	Baseline	Target 2024-25
Access, Retention and Equity	Reduction in Number of OOSC	**Boys**	-	30%
		Girls	-	30%
	Gender Parity in Enrolment	**-**	0.75	0.80
	Primary School Completion Rate	**Boys**	65%	75%
		Girls	51%	65%
	Transition Rate from Primary to Middle Education	**Boys**	86%	98%
		Girls	85%	98%
	Survival Rate at Secondary Level	**Boys**	61%	71%
		Girls	62%	72%
	Number of children enrolled in NFE/ALP programmes	**Boys**	N/A	60,000
		Girls	N/A	55,000
Quality and Relevance	Percentage of teachers receiving induction training	N/A		100%
	% of schools that receive textbooks on time	N/A		100%
	% of schools that receive teaching and learning materials	N/A		100%
	Quality learning assessment system in place across the province	Not in place		In place
	Percentage of schools that implement new formative assessment process	N/A		100%
	Percentage of schools having play areas	N/A		50%
	Percentage of primary schools having six teachers at least	N/A		50%
Governance and Management	Percentage of private schools registered with PSRA	N/A		100%
	Number of Joint Sector Reviews undertaken	0		4

	Percentage of education managers demonstrating proficiency in financial planning and management	N/A	100%
	Number of districts having functional Free and Compulsory Education Boards	0	35
	Percentage of secondary schools provided autonomy budget	0	100%

Work will be undertaken to identify process-level indicators for the M&E framework which can report on qualitative data. This is necessary to capture evidence of changes over time in practices, behaviours and attitudes to core areas of the transformational agenda. The most obvious mechanism to use in this regard would be a n Evaluation of Long-Term Outcomes (ELTO) approach, which has been used in the area of teacher education with DCTE and PITE in the recent past. This will be formulated once the review and appraisal of the ESP has been carried out and the detailed implementation plan is drawn up. As qualitative monitoring and evaluation is not well-understood or practiced in the E&SED, some technical assistance may be required to support this process and to build capacity if key E&SED involved in M&E from the Planning Cell, ESRU, M&E Cell and the EMIS Cell and IMU.

6.4 Risk Assessment and Mitigation

The ESP provides strategies to improve access, quality and governance of education in the province during the next five years. However, there are number of risks related to low management capacity; existing working practices and attitudes; lack of strong leadership and commitment; governance challenges; low levels of awareness, understanding and buy-in of the ESP agenda and purpose; terrorist activities, and occurrence of natural disasters, which could impact successful implementation of the ESP strategies and activities.

The ESP outlines a number of activities aimed at capacity development across all levels of the E&SED. In addition to this the senior leadership need to commit to raising awareness, understanding and commitment to the work of the ESP so that implementation can run smoothly, and results can be achieved. The experience of the ESP 2015-20 indicates that apathy and lack of commitment to the ESP has a strongly negative effect on results being achieved. School safety planning has also been proposed for the ESP.

Awareness campaigns will also be designed and implemented on disaster risk reduction/management for managers, practitioners, teachers, students and communities. Infrastructure designs will also be revised, and disaster-prone infrastructure will be ensured in all schools.

The following table presents the risk assessment for ESP, its implementation and outline the risk management and mitigation strategies:

Table 12: ESP Operational Risk Assessment and Management Matrix

1. Stakeholder Risks	Rating	Substantial/High
Provincial Government Effective education service delivery in the province is dependent upon several other departments, including the Finance Department, Planning and Development, Establishment, Communication and Works Department, etc. Most of the activities proposed in the ESP require support of these departments at the provincial level to implement them as per plan and timelines. The timely release of funds from the Finance Department has been a challenge in the past. **International Donors** Many international and local donors are working in Khyber Pakhtunkhwa's education sector. In some cases, there is duplication of efforts which results into wastage of resources. It also becomes difficult to tie outcomes and impact with a particular programme. It also becomes increasingly difficult for the government to track and monitor all these programmes. Since, several ESP activities are dependent upon donors' funding, any change in donors' policies and priorities will have an impact on ESP implementation and funding expectations.	**Risk Management:** • The ESP Steering Committee (SC) comprise all relevant internal and external stakeholders including representatives from the education departments and other departments like Finance and P&DD. The SC will have regular meetings and consultation during the implementation phase in order to track progress, provide feedback and resolve any related issues. • The implementation of ESP activities might be affected by any delays in delegating the powers as per the new local government system. It is also essential that advocacy and awareness campaigns are run for the representatives of the district/tehsil/local councils. It is essential that education is accorded a higher priority by them and their support is readily available for smooth implementation of the ESP activities. • Monitoring of the ESP activities and availability of robust and reliable data on a regular basis will help the E&SED in refining any implementation strategies and addressing the identified capacity gaps. • A Knowledge Management Strategy also needs to be drawn up for the implementation of the ESP which can provide a platform for enhanced data and knowledge sharing. Knowledge management forms part of the core of the quality standards for data management and use notified by the E&SED in early 2019. Developing this approach to data sharing and record-keeping can enhance team working, planning and decision-making, monitoring of progress and evaluation of results in general. • Regular meetings of the Local Education Group (LEG) will help align donors' efforts with the ESP and discuss/address any financial gaps for effective implementation of ESP activities but only if the LEG is driven as much by the E&SED as by development partners. Weak coordination of development partners is a pervasive risk. • The implementation plan of the ESP fixes the responsibilities of different activities on attached departments and institutions. A strong oversight of the SC and LEG can help in ensuring effective ESP implementation.

District/Tehsil Governments/Administration The structure of local government in Khyber Pakhtunkhwa has been changed. Because of this, there might be a change in the policy and decision-making powers.	• The development of district education plans will help set district level targets and also build the capacity of officials at the district level. • The translation of ESP into Urdu and any local languages will help to understand the contents of the Plan and the proposed activities of the plan. This will result in more effective empowerment, ownership and implementation at the local level.			
	Resp: Government of the Khyber Pakhtunkhwa, E&SED, district governments and donors	**Stage:** Implementation	**Time frame:** Life of the Plan	**Status:** Ongoing
2. Sector Plan Risks				
Access, Retention and Equity	**Rating**	**Substantial**		
• Lack of financial resources to ensure access, retention and equity to education for all children, especially girls and other marginalised groups (in particular from the NMDs) • Low engagement of private sector & NGOs in implementation and service delivery • No mechanisms in place for tracking and monitoring of key educational access indicators, including qualitative indicators. • Gathering and analysing reliable data and making it available to E&SED stakeholders is a constraint • Disaster-prone school buildings and lack of infrastructure for inclusive education	**Risk Management:** • Approaching Finance department and P&DD for enhanced budgets for education • Introduce efficiencies in planning, spending and monitoring of available resources for education • Engaging the private sector and NGOs in meaningful ways and fostering public private partnerships for improving access to education • Establishing a research and development unit at the E&SED to promote research and development to monitor key education indicators related to education. This can be done through the M&E Cell and coordinated through ESRU. Engagement will also be required from Planning Cell, EMIS Cell and IMU as well as other functional institutions which have their own M&E units. • EMIS Cell and IMU need to be sensitised to and held accountable for their service role in gathering, analysing and sharing data and analysis with other E&SED stakeholders. • Developing minimum standards for educational infrastructure, including disability friendly and disaster resilient infrastructure.			
	Resp: Government of the Khyber Pakhtunkhwa, E&SED, district governments and donors	**Stage:** Implementation	**Time frame:** Life of the Plan	**Status:** Ongoing

Quality of Education	Rating	Substantial/High
• Quality standards for all aspects of the teaching and learning process have been developed, approved and notified in the E&SED (and also including school leadership and ECE) but not implemented • The department-level capacities for curriculum management and textbook development are insufficient to meet the targets that will be required once the Single National Curriculum is rolled out. • The assessment and examination regime in the province is weak and outdated. • The quality of teachers and their content and pedagogical knowledge is weak • Absence of a permanent cadre of teacher educators compromises the training function through PITE • Gathering and analysing reliable data and making it available to E&SED stakeholders is a significant constraint	**Risk Management:** • Priority must be given to operationalise the MNSQE, the quality standards for teacher educators and the quality standards for data management and use. These can then serve as benchmark documents to feed into job descriptions and roles, and from which indicators can be drawn for regular monitoring in the field. • Strengthening DCTE and the Textbook Board by building the capacities of the existing staff • Developing an assessment framework and introduce reforms (such as shifting from summative to formative assessments) to improve student assessments in the province • Further improvement of the induction training programmes to develop teacher competencies in content and pedagogy and more strategic and targeted programming of CPD in line with the ESP. • Formulation of a permanent pool (or cadre) of teacher educators will help to professionalise the teacher education function and drive up standards. This is also a way of implementing the notified quality standards for teacher educators. • EMIS Cell and IMU need to be sensitised to and held accountable for their service role in gathering, analysing and sharing data and analysis with other E&SED stakeholders.	

Resp: Government of the Khyber Pakhtunkhwa, E&SED, district governments and donors	**Stage:** Implementation	**Time frame:** Life of the Plan	**Status:** Ongoing

Governance and Management	Rating	Substantial/High
• The policies outlined in the ESP may not get approved and implemented • High turnover of key staff at the education departments	**Risk Management:** • SC and LEG to ensure that the policies outlined in the ESP get approved and implemented • Engaging the senior, middle and district level management of E&SED throughout the life of the ESP. This needs to be linked to capacity development strategy to raise	

- Provincial government may prioritise other reform areas (not outlined in the sector plan) - Evidence-based planning and implementation capacities at provincial and district levels are weaker - Low community participation and ineffective parent teacher councils in some cases - Gathering and analysing reliable data and making it available to E&SED stakeholders is a significant constraint	levels of skills and knowledge in key areas and retain people in post once they are trained to make the most of the investment. - Ensuring buy-in of the education minister and alignment of ESP with the Education Reform Blueprint - Capacity building and awareness of parent teacher councils, effective participation in school level planning and utilisation of PTC funds - EMIS Cell and IMU need to be sensitised to and held accountable for their service role in gathering, analysing and sharing data and analysis with other E&SED stakeholders. - Empowering schools and head teachers for teacher accountability, and improving the effectiveness and efficiency of PTCs through capacity building

Resp: Government of the Khyber Pakhtunkhwa, E&SED, district governments and donors	**Stage:** Implementation	**Time frame:** Life of the Plan	**Status:** Ongoing

3. Overall Implementation Risks	**Rating**	**Substantial/High**		

- Baseline: Poverty is high in the province and is one of the leading reasons for children not accessing and being retained in schools. Low transition and retention rates persist at all levels of the system and especially at post-primary levels. Gaps exist with regard to both demand and supply of education. Current NER is also not encouraging. Indicators in NMDs are alarmingly low. - External Risks: Khyber Pakhtunkhwa has experienced number of emergencies in the past, which have not only damaged infrastructure but also displaced people. Law and order situation may impact the implementation of ESP.	**Risk Management:** - Introduction of ICT interventions at different levels of administration and regular tracking of key indicators (including SDGs) - Ensuring educational access in underserved areas through PPP programs and double shifting - Restructuring of the Education Sector Reform Unit (ESRU) - Building capacity of education managers on programme management, planning, implementation and is the key cross-cutting enabler of the ESP. Performance management is another area that requires a special focus. A Capacity Development Strategy needs to be drawn up that tackles this challenge in an integrated and strategic way. Relying on small, discrete packages of training is a drain on finances and does not promote system-level transformation.			
	Resp: Government of the Khyber Pakhtunkhwa,	**Stage:** Implementation	**Time frame:** Life of the Plan	**Status:** Ongoing

• Capacity Issues: The overall capacity of officials is low in terms of programme management, planning, implementation and monitoring, performance management and engaging technical specialists in key units and institutions of E&SED.	E&SED, district governments and donors			

Annex A

Khyber Pakhtunkhwa Education Sector Analysis 2019