

## **1. Introduction:**

In February 2001, the British Chancellor Gordon Brown announced the Commonwealth Education Fund (CEF) as part of celebrations in relation with the Queen of England's 50 years at the throne. Focus of the fund is on civil society input into Education For All process in a way that urges and enables the governments to meet the EFA goals by 2015 including attainment of gender equity by 2005. The Fund has been established in 17 Commonwealth countries with a core grant of £ 10 million. Allocation for Pakistan has been set at £ 750,000. CEF is not to support ongoing projects and service delivery but to promote research based advocacy and campaigning on education between Government and civil society.

### **1.1 An overview of progress**

The first two years (April 02 – Dec 03) of CEF in Pakistan saw development and implementation of an interim plan. Initial focus was on a consultative process aimed at enhancing our understanding of education issues at various levels and assessing the situation of alliances on education.

In Pakistan there is no effective and broad based coalition on education. Based on this CEF has been engaged with planning and/or implementation of a number of advocacy-based initiatives proposed by old and new partners of the three INGOs; researches; forming local level networks; initiating dialogues; involving children as stakeholders in advocacy, demonstrating and advocating for adoption of an enhanced version of education management information system at the district level and supporting and promoting mechanisms that would empower communities to track government spending on education, etc.

The above were planned in light of the agreed strategic focuses for the three priority areas (CEF Pakistan concept note September 02 – March 03). The approach was to link a network of eminent CSOs (CEF Implementing partners as well as others) to the government EFA forum for advocacy at the national level. The forum, which was created through a notification of the government, is not a functional body at the moment.

Based on observations on the Pakistan country strategy paper with regards to lack of a national level alliance, non-cohesiveness, management of initiatives by the three agencies and corresponding administration charges, the strategy has undergone changes in terms of abandoning most and reallocation of funds from the rest of proposed initiatives in order to fund coalition building and to provide for new initiatives. A major portion of the CEF funds (approximately GBP 460,000) would now be used for these.

An independent secretariat is being put in place that would be responsible for ensuring efficient day-to-day operations of the fund. This would comprise a Coordinator, a Programme Officer and a part time accountant. Recruitment of the programme officer is anticipated in February/March 2004. Expansion of the in country management committee has also taken place by way of inclusion of DfID Education Advisor, a national NGO that is not receiving CEF funds and a representative of the Ministry of Education.

## **2. Contextual Analysis:**

In Pakistan there are about 40 million children in the 5-15 age group, the conventional school going age. Education Sector Reforms 2001-04 (ESR) quote gross primary enrolment at 89% and drop out rates at primary level at 50%. Thus out of 36 million children enrolled in schools, 18 million dropped out before completing primary education, whereas 4 million had no access to school. Overall out of 40 million children, 22 million are out of school. Pakistan's full time child

labour force comes from these 22 million children. These include working children, girls, children with disabilities and children from the poorest families. Since the formal education system does not efficiently cater to the most disadvantaged groups of children, particularly girls, large numbers are either out of school or semi-literate leading to very low enrolment and completion rates at primary level and consequently to an increase in child labour (both in the formal and informal sector) and street children. Most of the girls are engaged in domestic work and informal economic activities.

A wide range of problems plague education in Pakistan which can broadly be attributed to inequitable trends leading to dualism i.e. English vs. Urdu, public vs. private, textbook board vs. other curricula options and urban vs. rural etc. This results in a minority of children having access to quality education and the vast majority being deprived. At the local level, poor physical conditions of schools, shortage of teachers, poor teaching and assessment methods, teacher absenteeism, unproductive teacher training, teachers attitude and harsh behaviour toward children, and low levels of community participation all contribute in driving children away from schools. At the District level, performance of education departments is dismal because of a weak information base, lack of basic facilities, weak understanding of basic issues, a virtually non-existent monitoring and support system, and top down bureaucratic administrative and management practices. Politically appointed teachers, many with questionable academic credentials, effectively prevent any attempt at school improvement. Distribution of resources is often arbitrary and therefore uneven. On the national level, resource allocation and disbursement before the promulgation of District Devolution Plans has traditionally been top down and intermittent. Education is neither related to human resource development nor to market needs and economic development.

A set of related critical indicators build a compelling argument to address the growing vulnerability of a majority of children in Pakistan to rising deprivation and social risks. The Government has finally acknowledged that it is not primarily low demand, but the quality of supply, which is responsible for poor education indicators. Over 150,000<sup>1</sup> public sector schools deserve urgent state attention to improve quality and in turn access, whilst an enabling environment for alternative education options must be created.

### **2.1 What is in place currently at National level?**

Article 28 of the UN Convention on the Rights of the Child (CRC) ratified by Pakistan in 1990, emphasizes that it is the State's duty to ensure primary education is free and compulsory for all children. The 2<sup>nd</sup> World Conference on Education for All held in 2000 in Dakar, Senegal reported that many countries had fallen short of the targets set in the Jomtein Declaration in 1990. New targets have been set and strategies designed for 2015 for Education for All. Pakistan is also a signatory to the Dakar Declaration. To meet the commitments made internationally for provision of quality Education for All, education must become one of the top three priorities. The international commitments made by GoP are well reflected in the policy documents, plans and measures put in place to meet the set targets. Pakistan has a national education policy 1998-2010, which is guided by the following:

- Universal primary education
- Improving quality of education
- Addressing gender disparities
- Encouraging private sector investment
- Upgrading quality of higher education

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<sup>1</sup> National Education Policy, (1998), p 29 & 43.

- Reforming the examination system
- Evolving a decentralised management structure

In 2001, Education Sector Reforms (ESR) were approved by the President emerging from countrywide consultations with 600 partners including Federal/ Provincial ministries, NGOs and the private sector. It was a step towards recognising the importance and benefits of inclusiveness at the policy making stage. It is an action plan seeking to implement the National Education Policy in order to achieve the targets set in Dakar and in the draft National Plan of Action. The ESRs follow a sector wide approach covering seven key areas:

- Universal Primary Education (formal and non-formal)
- Elementary education including Early Childhood Education
- Technical “stream-in” and strengthening of secondary education
- Quality assurance (teacher training, curriculum reform and assessment systems)
- Mainstreaming Madrassah (religious school) education
- Higher Education reform
- Public Private Partnerships

ESR strategies are founded on equity based sector wide reforms in the context of the Poverty Reduction Programme and District Devolution Plan, mobilisation of political will, diversified resource mobilisation, community participation, promoting Public Private Partnerships and outcome based planning.

With the new Government in place, the concern is about continuity of the plans made by the previous Governments and the support still required to make decentralisation successful. The portfolio of the MoE, which goes back to the previous Education Minister and an increasing openness to work with CSOs, are encouraging signs.

## **2.2 Government’s position on EFA and the CEF goals ---- An analysis**

CEF Goals: All Commonwealth children to have access to, and to complete good quality primary education by 2015 (the emphasis is on all children) with a focus on girls (achieving gender equity in primary education completion by 2005) and disadvantaged groups of children. This is to be achieved by strengthening the capacity of civil society organisations in developing Commonwealth countries to help governments ensure that the poorest and the most marginalized children are able to enrol in and complete good quality primary education.

The Education Policy of Pakistan as well as ESR, both focus on universal primary education, quality education and reducing gender disparity. Critics feel that a long overdue paradigm shift has taken place in addressing the educational needs of disadvantaged, from an indirect, to a targeted approach. Until the early 90s, poverty alleviation was approached through trickle down policies. The Government of Pakistan embarked upon a country wide national reform and Poverty Reduction Strategy Programme (PRSP), which has been devised in response to the increasing number of people living in poverty (from 29.3 % in 1993-94 to 32.2 % 1998-99). Poverty is seen as a multi-dimensional phenomenon and strongly related to lack of basic needs, especially, education. The Interim – PRSP (I-PRSP) endorses the fact that ‘Education is the most important factor which distinguishes the poor from the non-poor. The percentage of literate household heads is 27 in poor households, while for non-poor households it is 52 (I-PRSP: 6).

Similarly, the ESR Action Plan has been integrated within the I-PRSP with over 50% of the budget being allocated to education. In addition to integrating ESR components of literacy, UPE and technical education, the I-PRSP’s social safety net programmes, such as “Zakat” (financial

contributions) for student stipends, school nutrition programmes for girls, and rehabilitation of schools under the Khushal Pakistan Programme all contribute towards the key ESR areas.

The National Plan of Action for EFA (2000-2015), recently finalized, has poverty reduction as a core objective. Specific time bound programs for UPE (formal and non-formal), Literacy, and ECE, have been planned and budgeted, ensuring a sector wide approach.

The greatest challenge is reaching the most vulnerable through special provisions within all mainstream programs of the government, which are cross sectoral. It is well recognized that education provides capabilities and entitlements to children at risk, and this sector has critical role to perform. Within the Education Sector Reforms Action Plan 2001-2005, and EFA Plan up to 2015, educational opportunities are being enhanced through the launching of formal and non-formal literacy/education programmes for child labourers and children with special needs. The Ministry/Departments of Education, in collaboration with the Ministries/Departments of Health, Labour and Women’s Development, and Social Welfare & Special Education, will undertake this. Pakistan’s ratification of ILO Conventions, 182 against hazardous and exploitative child labour, and 100 for equal remuneration for all and the approved National Plan of Action and Policy against bonded labour and for the rehabilitation of freed bonded labour would further push the Govt. to take practical actions.

In the spirit of the Dakar Declaration 2000 the ESR aims to: ***“Promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies”***

Thus, each sub-sector of education targets the socially excluded groups through:

- Integrated non-formal education provision to different age groups where there is no education provision: sensitive to gender and development approaches for disadvantaged girls and boys, women and men.
- Non-formal programmes to target nomads, working children, children at risk, riverine communities and women and children in prison and shelter homes.
- Early childhood provision in targeted schools for improved “katchi” programmes.
- Shelter less schools given buildings at elementary level.
- Primary schools upgraded to elementary level first especially for girls in far-flung areas and under-developed districts.
- Incentives to be provided such as free textbooks, school nutrition, scholarships and loans to students in both government and NGO institutions.
- Skill training of out of school youth in the evening and secondary schools.
- Linkages of technical stream and model technical high schools to industry, micro-credit and poverty alleviation programmes.
- Linkages of women’s literacy programmes and technical high schools to micro-credit and poverty alleviation programs.
- Grant of charter to private universities made provisional on scholarships to meritorious needy students.

In achieving the above, Civil Society Organisations are seen as a strategic partner to improve access, quality, monitor budget spending and school performance and in some cases building capacity of School Councils, support to low cost community based construction and repairs. There are examples of NGOs involving communities and Citizen Community Boards - CCBs (School Councils could also get registered as CCBs under a notification of the Federal government) in the school, village and union council level education planning process.

Recognising their potential and actual contribution to the promotion of education, not only have such initiatives been commended at various forums but full support in the form of incentives and procedural notifications is also in place to further encourage and facilitate the contribution of the private sector.

### **2.3 Major Gaps**

The political environment seems conducive with facilitating policies, plans and measures initiated by the Government. However, issues of lengthy procedures, under allocation/utilisation of financial resources, less clarity regarding the authority and role of district representatives at the district level, less than favourable attitudes within the provincial governments towards the newly elected district government and the financing gap are still outstanding and need attention. Devolution is an opportunity that needs to be fully explored, and given support in implementation with the involvement of the CSOs. The issue of little or minimal political priority to education is also important to highlight. In fact it can safely be said that it takes precedence in terms of the dismal situation of education.

Traditionally education planning has been done at provincial and federal levels using a ‘top down’ approach hence, lacking the capacity to respond to local needs, priorities and problems. Ownership, (effective) utilisation of funds according to needs, accountability and transparency are missing mainly due to lack of participation of key stakeholders such as the education department, schools, communities, children and civil society organisations. No mechanisms exist to encourage participation in designing, monitoring and implementation of education plans at all three administrative levels (federal, provincial and district).

Government spending on education is 2.4% of the GNP against the required 6% recommended by the Dakar Framework of Action. Amongst the SAARC countries Pakistan’s investment in the education sector is the lowest.<sup>2</sup> No mechanisms for budget tracking exist in the current system. Due to bureaucracy, top-down planning, lack of monitoring and support systems and cumbersome project approval processes, funds allocated are under utilized and or inappropriately used, if at all. Thus there is need for communities and CSOs to, not only be part of the education planning process, but also to monitor spending on education at all levels. There is a dearth of strong alliances, hence, a pressing need to establish/strengthen them.

### **3. National Level CEF Process:**

CEF in Pakistan was initiated with a focus on consultations. The consultative process involved a diverse audience, which represented national and local CSOs, media, academia, educationists and relevant government departments. It is important to note that government representation largely remained low or ineffective. Outcomes of consultations have paved way for enhancing the understanding of education issues as well as re-confirming the fact that there are no effective coalitions/networks with a clear advocacy position on education issues in line with the CEF focus and objectives. The approach is now to build an alliance centered around education during the year 2004 and have it advocate for policy level changes during the years there after.

#### **3.1 Management of CEF:**

The CEF would be managed by a committee comprising representatives of the three INGOs, DfID in country education advisor, a national NGO that is not receiving CEF funds and a representative of the ministry of education. The CEF Pakistan Management Committee will be

<sup>2</sup> Education for All, The year 2000 – Assessment Pakistan, Page 15, Ministry of Education, Government of Pakistan.

responsible for setting the overall direction of the fund and ensuring that all initiatives carried out with the allocated funds are in line with the goal, aim and priority areas of the fund. The committee will also be responsible for developing a management mechanism that is efficient, cost-effective, accountable and coherent and builds on existing capacity.

An independent secretariat would be housed in the country lead agency. A full time coordinator, programme officer and a part time accountant would comprise the secretariat. The CEF secretariat would be responsible for ensuring efficient day-to-day running of the programme, development of linkages and facilitating the process of developing a national alliance.

#### **4. CEF Strategy Nationally**

CEF national level strategy focuses on awareness raising, practical involvement of civil society and communities in the decentralised education budgeting, planning, monitoring and implementation of education plans as well as supporting innovative ways of ensuring all children have access to quality education would contribute in fulfilling the commitments made internationally by the GoP. Tracking budget spending on education and advocating for increased allocations and effective utilisation of the education budget. Advocacy with key stake holders through campaigns, building and strengthening alliances, research, and promoting linkages with private sector are some of the strategies the CEF partners would implement in Pakistan.

#### **Priority area 1**

Strengthening civil society participation in the design and implementation of national and local education plans and frameworks.

#### **Strategic focus:**

Involving civil society organisations in practical initiatives backed by strong and effective alliances and forums at both micro and macro levels would encourage and strengthen decentralised planning and implementation of education plans and frameworks. Government of Pakistan's district devolution plan and promulgation of local government ordinance in August 2000, is a concrete move towards decentralisation of decision making and resources, demonstrating a greater willingness to encourage participation of CSOs and all other key stakeholders in important decisions, which affect them and their future generations.

#### **Objective:**

To ensure and promote participation of civil society organisations' (CSOs) in the design and implementation of education policies and frameworks in order to achieve Quality Education for All.

### **Key Activities**

#### **1. Alliance Building**

*Period – 2003 – 2004*

#### **Objective:**

- To put in place a national level alliance to advocate for policy level changes to facilitate achievement of EFA goals.
- To facilitate a process of developing a code of conduct for the alliance.
- To help groups agree on specific advocacy targets and corresponding activities that they will collectively work on during the year 2004 - 05.

**Methodology:**

Previous experience of alliances in Pakistan has been such that they have remained functional as long as support has been forthcoming from the donors. The focus of alliances have been on implementation rather than the development of a movement and corresponding advocacy. Issues of groups not willing to work with other groups have also been observed.

It is pertinent to mention that alliance building is a process-oriented activity that would take some time before the alliance could take on a meaningful role of advocacy. Hence focus for the year 2004 would be towards creation of such an entity. The Global Week of Action (GWA) is seen as a launching pad for a national level alliance where by key players in the civil society would be asked to plan and implement the week in a collaborative manner. Some financial support would be extended from CEF while rest would be sought from GCE and various other donors. This would be a test case to demonstrate that collective working yields better results as compared to solitary work.

Four meetings during the year 2004 would follow the GWA. These would be aimed at reviewing successes and challenges of the week as well as agreeing on how to move forward in terms of the alliance. It is envisaged that linkages would be developed with the Real World Strategies (RWS), a joint initiative of GCE, ANCEFA and ASPBAE. RWS aims to help CSOs develop a strategic framework to cohere for long term visioning goal and agree on what particular campaigns would lead to that. It envisages helping the groups develop campaigning and monitoring skills by sharing experiences and skills that NGOs can use. In non-coalition countries RWS aims to work with key actors to explore different models of collective action by civil groups (formal coalition, loose network, ad hoc pressure group, etc.) and what each model needs in order to succeed (including issues of governance, funding, transparency and accountability). Hence a pressing need for CEF Pakistan to join hands in order to avoid duplication of efforts and resources.

It is anticipated that by the end of year 2004 the alliance members would be able to set and agree on specific advocacy targets and corresponding activities to be carried out during the year 2005.

**Expected results:**

- Establishment of a national level alliance on education.
- Determination of capacity building needs of the members.
- Agreed advocacy targets to be focused on during the subsequent year/s.

**2. Education Management Information System (EMIS)**

*Partner: Sudhaar*

*Project Period – 2003 – 2005*

In collaboration with SCUK, Sudhaar started a pilot programme to introduce child focused EMIS (C-EMIS) approach In September 2001. The pilot phase has established the utility of the involvement of the communities and CEMIS data in the education planning process. The proposed project is about continuation of the same project, which is based on the following impact:

- Micro planning and implementation of the District Education Plan in Kasur-Punjab;
- Pre budget school based exercise planned by District Government Kasur and Sheikuhpura, Punjab;
- Union Council based planning and implementation for school improvement in Sialkot and Rahim Yar Khan District (NRSP) in Punjab;

- District Education Planning, micro planning and implementation in Kohat and Manshera Districts of NWFP (SRSP);
- EFA Wing-Federal Ministry of Education, several District Government and international organizations have initiated contacts for using the CEMIS approach in different districts.

The current project also aims at involving communities in data collection, education planning, budgeting and monitoring at grass roots level, ensuring production of reports on time, utilization of data, hence strengthening of EMIS and decentralization of education planning and tracking of education budget. A bottom up approach will be used in the process. The program has two basic components: Firstly, to promote community participation using C-EMIS approach in data collection and informed decision making. C-EMIS activities are expected to provide first hand information on educational facilities and status of school going age children. Secondly, to strengthen the government EMIS in Kasur District and provincial headquarter in Punjab.

#### **Objectives:**

- Promote peoples' participation and involvement in developing C-EMIS, and empowering them to analyze collected information and make informed decisions to promote quality education for all children.
- Advocacy by community apex bodies (village to district level) for improvement of school system in Kasur District by facilitating preparation of documented school based plans.
- Support in developing an effective tracking system to promote school enrolment and prevent child labor through the C-EMIS database at the community level.
- Build capacity of Kasur District EMIS Cell to provide information to District Education Department for planning, budgeting and monitoring
- Build capacity of Provincial EMIS headquarter to be able to produce timely and accurate G-EMIS reports, and to develop a district reporting system.

#### **Methodology:**

The project interventions are aimed at three levels i.e. grass root level, District level and provincial level. All the three level will be covered through implementation of different kind of activities, mentioned as under:

##### **a. Grass roots interventions**

Sudhaar being a member of the National and District EFA fora in District Kasur, which was formed in 2001 in an attempt to involve civil society for implementation of the Dakar goals, will focus its implementation in the form of formation of QEFA groups in 600 rural and urban localities. These QEFA group together with school councils will be involved in data collection for education, community action and planning, monitoring & resource mobilization at community level. These will further organize and train union council level apex QEFA groups and later on registering them as CCBs, hence contributing towards strengthening the EFA forum having representation from the grass root level in a more meaningful way.

##### **b. District level interventions**

Capacities of the DED and DLD and EMIS will be made through training of different personnel in developing and maintaining schools related information, preparing schools development plan, data entry, developing data bases and updating it on three years basis. The data thus generated will be used for identifying sites for formal and NFE schools, "operationlizing" dysfunctional schools and assessing union council educational plans. To support these interventions a child-focused database shall be installed at the DED planning, EDO literacy and District EMIS cell.

Besides the above mentioned, a District Core group comprising civil society organizations and educationist will be organized to monitor funds allocation and utilization in education sector in the District. The project shall seek to integrate the District Core Group with District EFA committee already established by the District Government.

### **c. Provincial Level Interventions**

The Government's currently available data base at provincial and federal levels will be coordinated with for adoption and inclusion of the quality indicators in the provincial EMIS. The process and achievements documented as a result of the proposed implementation will be marketed to other District Governments and provincial EMIS Cell for adoption.

#### **Expected results:**

The proposed project is expected to achieve the following results at different levels:

#### **Community Level Output:**

- QEFA groups will be organized in 600+ communities, which will be trained in collecting data required for the proposed project, and take measure on planning and implementation of the activities as according to the identified needs of their concerned communities. The same communities will also be responsible for monitoring and forming of Union Council Level Apex bodies, through elections.
- 40-50 CCBS will be formed of the QEFA formed during the project period.

#### **District Level Out Put:**

- Simplified Birth registration procedures.
- Trained District Education Department (in data collection and school development plans) and CSOs.
- Database installed at the EDO (L) and staff trained to generate reports.
- Siting of new schools and NFE as per the identified need of communities according to the EMIS.
- Trained District Core Group in place.

#### **Provincial Level Out Put:**

- Quality Indicators are incorporated in the Provincial EMIS.
- Child focused EMIS integrated with Government EMIS.
- Capacity of Provincial EMIS cell built through provision of Computer and required software.
- Successful practices identified during the project period will be advocated with all concerned stakeholders for adoption by other District Governments and the provincial EMIS Cell.

### **Priority Area 2**

Enabling local communities to monitor government spending on education, both at the national, district and community level.

#### **Strategic Focus**

To support and promote mechanisms, which would empower communities to track government spending to ensure effective utilisation of available resources and advocate for increase in education budget, where required.

**Objectives**

- Increased awareness in communities with regard to financing of education and its place in national planning.
- Government spending on education becomes more responsive to the educational needs in country.

**Key Activities****1. Initiating and strengthening budget tracking in five districts.***Partner: Human Rights Commission of Pakistan – (HRCP)**Project Period – 2003 - 2005*

The project aims to support and promote mechanisms, which would empower communities to track government spending to ensure effective utilisation of available resources and advocate for increase in education budget, where required. The initiative will have activities on two levels: It will give communities information and make them aware of the significance of budget allocations, funds available and priorities. Secondly, it will develop technical skills and mechanisms to track budget allocations and spending at national, provincial and local levels.

This project needs to be seen against the backdrop of concerted efforts to improve education sector at both micro and macro levels, within the context of EFA. It is important to understand the entire cycle of budget making in order to identify gaps in terms of effective allocation and utilization of resources and taking specific advocacy positions around them.

Budget is the most vital instrument of employing control over the subjects. In Pakistan, the whole public spending planning known as annual budget of government of Pakistan is prepared and spent behind the curtain. This annual budget is merely an incremental one without assessing the needs and gaps in different sectors.

The first objective of the project is, therefore, to describe the budgetary process and make communities and other stakeholders understand it. Understanding the budgetary cycle will, on the one hand, prepare the stakeholders for tracking education budgets and on the other hand, sharpen their understanding and subsequent positioning on specific education budget-related issues. National and Provincial budgets will be monitored. 5 districts will be selected for community awareness and district level budget tracking. The project will follow a two-pronged approach which will sharpen the understanding of communities on budget planning and expenditure especially education budgets, on one hand, and developing advocacy positions regarding the budget issues on local and national level with the aim of strengthening the voice of communities and other stakeholders in education planning and spending.

**Objectives**

- To describe the budgetary process in education sector to stakeholders at the national and district levels.
- To enhance stakeholders capacities to understand their role and participate actively in the process of budgeting and utilization of resources in the education sector.
- To empower stakeholders with the necessary skills for tracking the disbursement and utilization of funds from national to local school levels.
- To share learning with other organizations, alliances and coalitions about successful research and advocacy on education costs and budgets.

- To link up grassroots communities to a national level advocacy strategy to influence government planning and spending on education budgets

#### **Methodology:**

HRCF plans to set up a specialized budget tracking cell within HRCF. Which will be involved in:

- Preparation of a manual on reading budgets, allocations, and expenditure statements.
- Preparation of guidelines for district monitors.
- Development of audio-visual material to be used by district monitors and activists for use in sensitising parents and citizens to budget-tracking.
- Four provincial-level workshops to train monitors at the provincial level.
- Five workshops in selected districts and to work out project strategies.
- Two workshops with media persons to evolve understanding of education budgets, expenditures, evaluation procedures, and reporting.
- Share learning - Study of Kenyan budget tracking modules.
- Survey of education facilities in five districts to report on
  - a. Allocation of resources to education.
  - b. Procedures for determining allocations.
  - c. The input, output ratio at the district/community level.
  - d. Parents' assessment of efficiency levels.
  - e. Any blatant wastage, methods of plugging loopholes.
  - f. Possibilities of access to higher levels of studies.
  - g. Official inspection mechanisms.
  - h. Urban-rural and gender balance in facilities.

#### **Expected results:**

The objective is to analyse the public spending and its policies with a special focus on education, also to determine its impact at the local and grassroots level. Different stakeholders and beneficiaries will do the budget analysis at the local level. It will reveal the proposed and the actual spending pattern at the local level. With the help of budgetary tools disseminated to them, and the trained local level budget analysts' skills, a budget analysis capacity will be built that will enhance the participation in the public spending. This will also create the space to monitor the ongoing government spending especially on education programs and projects. The strategies evolved from the analysis will help them to advocate at the political level more effectively.

On the other hand an initiation of the participatory budget analysis processes at the national level among the activists and representatives of the different stakeholders and marginalized group representatives would enable them to assess and monitor the whole budget process so that a continuous process of budgetary analysis is initiated. This can initiate a procedure of holding the government accountable. This can also strengthen the collective voice of the marginalized groups that will actually lead to stronger lobby and advocacy mechanism, which will be ultimately reflected in a changed pattern of priorities in public spending. A shift to pro-poor spending from the unproductive, non-productive non-transparent spending will ultimately increase the social and human capital.

#### **Priority Area 3**

Supporting innovative ways for civil society to ensure that all children, especially girls and the most vulnerable and disadvantaged are able to access quality education

### Strategic Focus

To contribute in facilitating access to quality basic education for the most vulnerable and disadvantaged groups (including girls, working children and poor children), and promoting innovative ways of improving quality of education (formal, non-formal and public education).

### Objectives:

- To facilitate access of vulnerable and disadvantaged children, especially girls to quality basic education by supportive innovative ways initiated by CSOs.
- The dropout rate, which is presently very high, especially for girls, is reduced.
- Human rights values and a culture of democracy is promoted in school.

Specific activities under PA3 would be determined by the alliance members in a consultative and transparent process in the coming months.

### **5. Links between national, regional and international work**

The CEF consultation workshops, which started with a national level consultation and was followed by four provincial level consultations, enabled the CEF Team to solicit opinion and suggestions of diverse elements of the public and private sectors. During the consultative process, one of the major strategies to affect CSO participation was the creation and or supporting of coalitions, networks and alliances. Several suggestions were given e.g. a forum for education, which could work through grassroots to the district level and is inclusive of NGOs, intellectuals and philanthropists. The district forum could then constitute a provincial forum, which in turn would form a national forum. These ideas would further be unpacked and working modalities agreed upon as mentioned under Alliance building on page 6.

Dialogue and discussion with key government functionaries and ministers to bring changes in education policy is imperative. This change should not only be at policy level but should trickle down to the implementation level. Thus there exists a need for the civil society to approach the government and lobby for the EFA and gender equity goals.

As regional initiatives develop, linkages would be made through continuous sharing of information with CEF UK and CEF countries in south Asia. Linkages with initiatives at international level, as appropriate, would also be established.

#### **5.1 Issues on which links would be sought**

- To make primary education free and compulsory by the government at all levels.
- To bring gender parity in the enrolment and access to quality education within the decade.
- Increase the budget allocation to education in the national budgets.
- To ensure that through advocacy at regional and international levels, Govt. and donors ensures implementation of the plans and stand true to the commitments made at the international level.

In order to deepen the links between education work at different levels – local, national and international, one needs to ensure that future advocacy and campaigning work takes place at all levels. Local level presence of the three managing agencies and partners must be harnessed more effectively by seeking coherence and connections in our work. Local level action research can

feed into national policy work and local level mobilization can be the foundation for building wider public pressure.

As envisioned in CEF, education alliances would be supported and strengthened. There is a need to promote a more ‘campaigning’ mode in the work of national coalitions ensuring stronger links between national and local work and developing comprehensive communication strategies to reach out to involve a wider public audience.

Similarly, CEF presents a good opportunity to facilitate and support the emergence of dynamic national, regional and international structures to strengthen southern perspectives and to advocate and lobby national governments in North and South, as well as bilateral and multilateral development institutions (and other international development actors) to ensure action on commitments in Dakar and to make these commitments effective in a post-Dakar context.

### **5.2 Plan and time frame for linking with regional networks, CEF activities**

Networking with all the key stakeholders/civil society organisations in the country would be arranged in the year 2004. An advocacy strategy aimed at bringing about agreed changes in the policy and practice would be developed with the consultation of these key stakeholders. In this process links with the Real World Strategies would also be explored to enhance capacity of the groups to cohere around the agreed advocacy targets.

It is suggested that at a regional level CEF teams should meet in the near future to share experiences, CEF process and determine guidelines for linking up at the regional level. It would clarify the way forward for a more intense involvement in achieving the CEF goal. Links could also be made to any regional initiative on education for learning and building on the tested out approaches.

## **6. Gender issues**

According to the economic survey of Pakistan (1999-2000) the current literacy rate in Pakistan is one of the lowest in the world. Even in South Asia, Pakistan ranks very low and only Bhutan precedes it. Out of the 76 million total adult population, about 49 million (two thirds) are illiterate of which women constitute about 60%.

In 2005, Pakistan would account for 40% of South Asia’s out-of-school children, compared to 27% in 1995, and the majority of these will be girls. Around 50% of girls and 30% of boys do not enter school and among those who do there is a 50% drop out rate by year two.

The issue of girls’ education has been raised many a times amongst all the key stakeholders and can be attributed to a range of social and cultural factors but most prominent is the underlying belief that educating girls is not an investment for a poor family and so when resources are limited, boys receive preferential treatment. Girls’ education is also often seen to be incompatible with the traditional values of the community. Non-flexible timings of schools, which prevent girls from performing their domestic responsibilities and fitting schooling around these is deemed to be another reason for gender disparity in education. But we must not use tradition as an excuse for gender inequality in education. Most of the cultural resistance to girls’ education evaporates where schooling is genuinely accessible, of a reasonable quality and is gender sensitive. At the very least, there exists and interplay between culture and education policy, that needs to be examined more closely.

One of the other issues, which is cross cutting and is prevalent throughout the society, is “Violence Against Women” which can be termed as a consequence of unequal power relations between genders and the prevalent system of patriarchy. Through the CEF this issue needs to be highlighted and measures for its elimination can be suggested to the government. Awareness raising amongst civil society can also prove to be fruitful so as to highlight the issue and suggest ways to eliminate the menace.

While there is no simple way that could increase gender equity, there are possible ways forward like mainstreaming flexible & innovative approaches; provision of safe learning environment; improvement in teacher training by using child-centred and gender sensitive approaches to teaching and learning; education programs for women and rooting out of budgetary discrimination against women’s education. These need to be raised consciously at the policy level with the government along with information from the “3<sup>rd</sup> Priority Area” needs to be fed into the overall work of the CEF. This can then be used to lobby with the government.

It should however be mentioned that 2005 is a very ambitious time frame for achievement of gender equity. Considering the current trends it will be very difficult to achieve this goal.

## **7. Monitoring and Evaluation**

All the three CEF implementing agencies view regular monitoring and evaluation as an integral part of the project management. Consequently, the project will have a strong focus on project monitoring and evaluation and subsequent dissemination of project learning through sound documentation for sharing project outcomes both nationally and internationally. Monitoring indicators will be jointly developed once the alliance is in place. Specific advocacy related indicators would also be developed for each priority area. CEF would seek support of SCUK’s M&E Coordinator in coordination with Oxfam and Action Aid to support regular monitoring of progress against the indicators. Periodic evaluation will be undertaken to assess progress in terms of improvement in practice and policy, its effectiveness at the practice level and over all impact against set targets, which will provide a direction for making necessary adjustments in the project design and improved project implementation. A mid term and project end evaluation will be conducted in addition to any joint review visits, if and when required. Regular quarterly progress reports will also be a means of reviewing the progress and documenting the learning.

The meaningful participation of civil society in the formulation of any education policy at any level will be a means to measure the progress. Meaningful participation implies that the civil society will be fully prepared to put their point of view forward to the government at all levels and in a concerted manner. It will also mean that they are organised and have one voice in this endeavor.

The changes in national policy and practice can be gauged from the overall changes in the policy documents as well as from the allocation and utilisation of more resources for education at all levels.

Indicators for initiative under the three PAs along with the following would be unpacked, developed and refined, for improvement in the school system, access and gender equity:

- Increase in number of schools in identified far-flung areas where there is a genuine need for such.
- Improvement in teacher training especially for primary school teachers.
- Increase in salary of teachers
- Increase in enrolment of students especially girls

## **8. Risks and assumptions**

Since the announcement of CEF in 2001 and inception in 2002 the situation in Pakistan has been evolving and changing rapidly. These are mainly centered on the political processes. Global developments have affected the country as well; particularly the post 9/11 scenario, whereby any changes in the global economic situation affects the country. Thus in future, the overall environment can effect changes for the positive or the negative.

At national level, amidst fears that Pakistan may fall well short of the EFA goals, genuine political and bureaucratic commitment for systemic change and resource allocation is still missing. At a micro level, this may also be experienced in the case of CEF with overt commitments by the Government officials but with little practical steps required for policy level changes. Moreover frequent transfers of the provincial and district heads of line departments impede the efforts underway and afresh efforts have to be taken in order to ensure smooth functionality. At the international level, resource commitments from partners and institutions continue to elude practitioners with continually shifting goalposts and new conditional ties.

Often coalitions tend to become ‘entities’ in themselves and the very purpose of their existence is lost in bureaucratic details. In the proposed alliance building meetings there will be an emphasis on a more organized effort for achieving the alliance building objective in the longer term, however it may not be as effective as in other countries.

The global situation in the recent past has already posed a threat for the civil society organizations as well as the foreign aided international NGOs. The communities in general in Pakistan have a negative feeling for these organizations for being foreign aided. All these organization undergo a constant feeling of threat to their physical existence as well as to their integrity.