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**Evaluation of the Financing
Agreement between the European
Union and the Islamic Republic of
Pakistan – Balochistan Education
Support (BES)**

Final Report

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EXECUTIVE SUMMARY

Evaluation data			
Evaluation title	Evaluation of the Financing Agreement between EU and the Islamic Republic of Pakistan – Balochistan Educational Support (BES)		
Evaluation managed by	EU Delegation to Pakistan	Type of evaluation	Mid Term
CRIS ref. of the evaluation contract	SIEA 2018/399014-V1	EVAL ref.	2018-M-947
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EUD/Unit in charge	Pakistan	Evaluation Manager	Nicole MALPAS`
Evaluation dates	Start: 17/09/2018	End:	06/04/2019
Project data			
Main project evaluated	Balochistan Educational Support (BES)		
CRIS # of the evaluated project(s)	DCI-ASIE/2014/037-514		
DAC Sector	11110 – Education policy and administrative management Vocational training		
Contractor's details			
Evaluation Team Leader	Jean Francois BERNEDE	Evaluation contractor	PROMAN SA*
Evaluation expert(s)	Jamshed KHAN		

Project – Key information – C-380295			
Domain (instrument)	ACA – Asia & Central Asia		
Zone Benefiting from the Action	Pakistan		
Type of aid	Project-type interventions		
Total EU Contribution	20,000,000.00 €		
Entity in charge	DEVCO F		
Operational Implementation Dates	Start: 01/10/2018	End:	XX/XX/2018

1. Description of the project

Description of the project/programme and its objectives

The **overall objective** of the Balochistan Education Support programme is to accelerate and further increase the number of children (especially girls) enrolling in and completing quality elementary education in Balochistan during the next 5 years, which is a key priority of the Balochistan Education Sector Plan (BESP). The **specific objectives** of the project are:

- 1) to increase access to and retention in elementary education, particularly for girls, through community mobilisation and awareness-raising, the construction and refurbishment of primary and middle school classrooms, including basic facilities, and the provision of qualified female teachers;
- 2) to enhance the quality of elementary education by reinforcing and retooling the system for the continuous professional development of teachers; and
- 3) to improve the governance and management within the sector by improving the provincial data management, monitoring and planning systems.

These objectives will be achieved through the following **2 expected results and related activities**:

ER 1. Increased enrolments of children (especially girls) and provision of professional female teachers in at least 1000 new primary classrooms and 100 upgraded middle schools following awareness-raising, consultation and involvement of communities.

This will be achieved through the following main activities:

1. Awareness raising on the importance of educating girls
2. Mobilising and engaging communities in i) siting, building, refurbishing, and upgrading (to middle

- schools) of primary schools as well as in ii) the identification of female teachers.
3. Provide at least 1000 primary classrooms with all associated facilities, and at least 100 primary girls' schools upgraded to middle schools.
 4. Recruit female teachers on contract basis through a test-based recruitment process.

ER 2. Increased quality and gender-sensitivity of education service provision.

This will be achieved through the following main activities:

1. Supporting capacity development for the continuous professional development of teachers (CPD), the Bureau of Curriculum (BoC), Provincial Institute of Teachers Education (PITE) and cluster heads, school heads, PTSMCs and district education officials.
2. Modernising and institutionalising the provincial student learning achievement assessment system
3. Upgrading the Balochistan Education Management System (BEMIS).

The Balochistan Education Support programme will be implemented through indirect management with two international organisations; the **World Bank (WB)** and **UNICEF**. It is universally agreed that ensuring access to schooling for all children is not enough on its own; the education services delivered also need to be of good quality so that children actually learn. As well as having the most experience, presence and access in supporting education in Balochistan, and working with the Government of Balochistan, both the WB and UNICEF have particular areas of expertise and experience. The WB is the only donor active in the area of access to education (with the GPE-Balochistan Education Project, the Balochistan Education Support Programme, and the MDTF's Promoting Girls Education in Balochistan programme). UNICEF has extensive experience with working on quality of education (including their current Promoting Girls Education in Balochistan project). They are also Supervising Entity and Coordinating Agency respectively for the GPE and are already in close coordination with each other.

Therefore, specific objective 1 and ER 1, which are around access, and the activities to realise them will be implemented through indirect management with the WB. Specific objective 2 and ER 2, which are around quality and governance, and the activities to realise them will be implemented through indirect management with UNICEF.

2. Evaluation Methodology

Purpose and scope of the evaluation

The main objectives of this evaluation is to provide to the relevant services of EU and to the involved stakeholders:

- An overall independent assessment of the performances of BES programmes, with particular attention to the intermediate results measured against the objectives and to the reasons explaining them;
- Key lessons learnt, conclusions and recommendations in order to improve current implementation of the two components of the action and future actions.

In particular, the evaluation will serve to draft the next Annual Action Plan 2019 and especially the designing of a new BES.

The main users of this evaluation will be the EUD in Pakistan, The Government of Balochistan and in particular its Education department, WB and UNICEF

Evaluation Questions

Relevance

EQ1: To what extent the intervention logic, implementation strategy and inputs of BES are supportive of BES implementation?

EQ2: How far the BES components (strategy, activities, inputs) are flexible and adaptable to respond to:

- changes of context, circumstances,
- needs of the target communities and populations and
- changing needs in institutional development and capacity building of stakeholders?

Effectiveness

EQ3: To what extent the planned targets have been achieved regarding the target population (boys & girls) and in particular of the most vulnerable population?

EQ4: How far the key beneficiary organizations (PITE, BEAC, Elementary Colleges for Teacher Education) have changed their behavioural patterns and produced the planned improvements?

EQ5: What major challenges were faced during implementation and how well the stakeholders (UNICEF and WB and Balochistan Education Department) resolved the resulting issues?

EQ6: Were specific job descriptions available for the staff of the Balochistan Department of Education, who were responsible for the implementation of the activities of BES for its key components (teachers training, curriculum development, etc.)?

EQ7: To what extent the cross-cutting issues (like gender, environment and poverty) have impacted the implementation of BES programmed activities and expected results?

Efficiency

EQ8: How efficient is the quality of day-to-day management of the BES activities? Has it impacted positively or negatively, on the standard structure, functions and capacity of the Education Secretariat and/or any other beneficiary institutions?

EQ9: How far the deadlines are met in the implementation of the different components of the project? If not what efforts have been initiated by the partner stakeholders to improve it?

EQ10: Has the country partner institution contributed in staff and services as planned in the FA?

Impact

EQ11: To what extent a trend towards the achievement of the objectives and targets of the programme can be detected and some preliminary impact on the target groups observed?

Sustainability

EQ12: Is the involvement and resulting ownership of the beneficiary institutions observable at mid-term, and to what extent through measurable indicators?

EQ13: To what extent the concerned individual and institutional partners in Balochistan Province have acquired the capacity to take over and continue to pursue at longer term the objectives of the programme?

EQ14: Does the provincial authorities of Education and related sectors have an “exit strategy” enabling them to mobilize the necessary financial and technological resources to ensure sustainability and continuation of the programme if the funding ceases?

Mutual reinforcement (coherence)

EQ15: To what extent the programme is in accordance with Government’s policies and to what extent the project components reinforce other donors’ projects/ programmes?

Methodology

The evaluation team organized its mission according to the working plan and the methodological framework and instruments proposed in the approved Inception report, i.e.:

- Phase 1 (15/10 – 23/10/2018): Inception phase (Islamabad);
- Phase 2 (24/10 – 09/11/2018): Field phase (Islamabad and Balochistan):
 - Sub-phase 1- Field visit (Quetta and 1 or 2 districts of the Province) see detailed schedule in Annex H;
 - Sub-phase 2 –Field visit wrap-up and debriefing (Islamabad).
- Phase 3 (12/11– 30/11/2018) Synthesis (Home and Islamabad).

With respect to the proposed working plan, some changes had to be done due to unexpected issues: - First, the modality of visits to the schools had to be reorganized since Expert 1 was not allowed by Balochistan security to go outside of Quetta district; this obliged the mission team to split in two after visiting 2 schools together in Quetta City; Expert 2 visiting 4 schools in Kacchi and Pishin Districts and Expert 1 visiting 4 schools in Quetta district. - Second, the debriefing with the Reference Group programmed in sub-phase 2 of Phase 2 was postponed at the request of EUD and reprogrammed for the last week of the Synthesis phase prior to the final seminar of presentation and discussion with all BESP and BES stakeholders of the mission findings, conclusions and recommendations (Quetta, 28/11/2018).

With respect to the methodology, the evaluation team could apply all the proposed data gathering tools, semi-structured interviews with stakeholder authorities, focus groups with teachers, community, parents and students of the visited schools. The data gathered were analysed and processed, after triangulation, in order to respond, according to the adopted judgment criteria, to the 15 proposed Evaluation Questions.

Limitations

The main limitation in the Mid-term evaluation was that the component to be implemented by the World Bank had not started yet at the time of the field phase; it was thus not possible to assess any activity and result achievement under the Access component (Result ER1). Another limitation was, as expected, the time available to observe the activities of the other component (Quality and Governance) and thus gather enough primary data to analyze the performances and achievements under Result ER2. Another limitation, which hampered the scope of observation, was the local security constraints, which did not allow the mission team to visit as many BES-assisted schools as expected prior to the arrival in Balochistan. This limited the size of the sample of observations, thus not providing enough elements of comparison to assess the achievements of the project so far towards the quality results in particular. In order to mitigate this limitation, the team did its most to interview in the visited schools, all teaching and non-teaching staff as well as a significant sample of students and community members.

3. Key findings

Answers to the evaluation questions and findings

Since the BES project has been conceived as a multi-purpose support to the diversified and sometimes heterogeneous objectives of BESP, the mission team considers that it has already achieved at mid-term a great part of its objectives and purposes in the area of *Governance*, and to a more limited extent in the area of *Quality* in spite of some notable achievements

In the area of **Governance**, the mission wishes to highlight:

- The development of an EMIS system, to which schools Headmasters, District Monitoring Coordinators (DMC) and District Education Officers (DEO) are fully linked and committed. This achievement, when reinforced by merging it with the 35-old BEMIS, is certainly going to provide powerful aid to the decision makers and planners at provincial level, but also at Federal level by feeding its consolidated statistics into the NEMIS;
- The launching and dissemination of the Real Time Monitoring System (RTSM) to almost all of the (approximately) 13,800 schools in the 34 districts of Balochistan.
- The commitment of the schools head teachers for achieving and implementing School Development Plans (SDP) in more than 850 schools.
- The mobilization of community and parents which has been channelled and consolidated in the BES-assisted schools through the setting-up of the Parents Teachers School Management Committees (PTSMC).

In the area of **Quality**, the component does not seem to have reached the same level of achievement with respect to the expected results. The mission team found indeed the following elements of assessment:

- In the visited schools, the quasi general demand of the teachers has been either for participating (for the first time) in a Continuous Professional Development (CPD) activity or for receiving a follow-up training after participating (sometimes more than 2 years before) to an initial in-service training.
- What seems not to have been enough explored and implemented is a conceptual and operational

Capacity Development Plan (CDP) with well identified qualitative targets according to the deficiencies assessed through a fully comprehensive Training Needs Assessment (TNA) exercise, which could be conducted in the 2nd half of the project.

On the *Access* aspects, activities had not started yet at the time of the present assessment because of certain administrative delays, but a favourable factor is that preparatory activities (layouts, engine, and process are already in pace as part of the GPE – BEP project.

Among *other findings*, the mission found that some issues, closely linked to BES objectives and expected results, although not specified in the mandate of its implementation agencies (UNICEF & WB), would deserve, given their strategic importance, an enhanced attention of the Department of Education and its donor partners, involved directly or indirectly in the support to BEP i.e. EU, UNICEF, WB, JICA, USAID and UNESCO:

- *Out-of-School Children and youth (OOSC)*; on this issue, the mission considers that within the scope and the respect of BES Financing Agreement, initiatives could be taken, in its 2nd half or in a future BES-type project, by the Department with the support of EU, UNICEF, WB and JICA in order to study the feasibility of a “Plan for the reduction of OOSC” in coordination with other relevant public and private institutions of Balochistan.

- *Public Private Partnership (PPP)* for the benefits of education development and improved effectiveness; on this issue, the mission considers that the Madrassah system should be seriously considered by BES partners, the Balochistan Department of Education, EU and its implementation agencies UNICEF and WB, as an additional modality for meeting the expected results (both in access and quality).

- *Institutional capacity building* of some key institutions of Balochistan Education Department in order to increase the efficiency, effectiveness and impact of BEP (and its follow-up Plans); on this issue the mission found that such endeavours would probably require a “re-engineering” of the Education Department and its different units, with the objective to increase its efficiency and effectiveness in performing its functions and also to take better advantage of the funding, TA and technology transfers brought by its financial and technical partner donors.

4. Conclusions

Conclusions

C1	BES project has achieved at mid-term a great part of its objectives and purposes; first in the area of <i>Governance</i> , and to a more limited extent in spite of some notable achievements, in the area of <i>Quality</i> . These achievements are essentially to the credit of the UNICEF-assisted components. In the area of <i>Access</i> , nothing could be assessed although some preparatory activities could be observed in the framework of the GPE/WB BEP project.
C2	A close cooperation at provincial, district and educational institution levels has been established between UNICEF, JICA and GEP/WB in particular in the areas of <i>Governance</i> and <i>Quality</i> . Nevertheless, this cooperation was achieved more at the initiative of the donor agencies than at the request of the concerned Departments; of Education and Social Welfare.
C3	In terms of <i>Governance</i> , The development and effective roll out of an Education Management Information System (EMIS), to which BES-assisted schools Headmasters, District Monitoring Coordinators (DMC) and District Education Officers (DEO) are fully linked and committed, is an operational achievement, which will be enhanced in the 2 nd half of BES thanks to the decision of the Secretary of Secondary Education to merge the pre-existing BEMIS within EMIS thus creating a potentially powerful instrument of support to the decision makers and planners of the Education Department.
C4	In terms of <i>Governance</i> , the setting-up of the <i>Parents Teachers School Management Committees (PTSMC)</i> , and the implementation of a <i>Real Time Monitoring System (RTSM)</i> are a noticeable achievement of BES project so far; not only in the 11 BES-assisted Districts but now disseminated, in cooperation with GPE/WB project to almost all of the (approximately) 13,800 schools in the 34 districts of Balochistan.
C5	In terms of <i>Governance</i> , School Development Plans (SDP) designed and implementation by the head teachers of the BES-assisted schools with TA of UNICEF are powerful planning instrument for the annual development of the schools and will set an additional base for a real

	decentralization of education governance at grass-root levels (schools).
C6	In terms of <i>Quality</i> , many piecemeal initiatives have been taken by UNICEF and the Education Department to implement in-service short duration training courses for teachers in the 11 District. Nevertheless, these interventions would gain at being embedded in a conceptual and operational <i>Capacity Development Plan (CDP)</i> to implement <i>continuous professional development</i> in a more systemic way to the teachers which require it in the 11 BES-assisted districts.
C7	In terms of <i>Quality</i> and <i>Governance</i> , efforts made by BES for building the Institutional capacity of key institutions of Balochistan Education Department (PITE, TRC, BEAC in particular) might not be sufficient to increase the efficiency, effectiveness and impact of BESP. The modalities of UNICEF TA staff presence in those institutions (e.g. PITE) or of the training provided (e.g. to BEAC) do not seem to totally respond yet to the know-how transfer needs of these institutions, because in particular of deficiencies in their structures and operating procedures.
C8	In terms of <i>Access</i> , <i>Governance</i> and <i>Quality</i> , the evaluation team observed that the choices of both the clusters and their “territory” (feeding schools) did not seem to respond to comprehensive <i>school mapping</i> criteria; as a consequence, the secondary school, head of the cluster, was not always in condition to play its role of technical assistance and coaching towards the other schools, members of its cluster network; that reduces considerably the qualitative effects (technical and pedagogical networking) and quantitative effects (economies of scale achieved through the sharing of didactic and human resources between the members of the cluster).
C9	In terms of an <i>Overall Educational Management</i> perspective (involving the three BES components in a systemic way), the <i>Out of School Children (OOSC)</i> issue is an important BESP target (reducing the proportion of out of school children by 30% over the period of 2013-2017), which is still far from being reached (even getting worse). Although not included in the mandate of BES project, the mission team heard, when meeting Balochistan State agencies (Education, Social Welfare, etc.) and private and non-public education organizations, a consensual opinion among them, on the need to look jointly for a solution to this issue.
C10	In terms of the same <i>Overall Educational Management</i> perspective, the Public Private Partnership (PPP) issue, which underlies the above conclusion, has not been practiced as a systematic policy in the implementation of BES activities, since it was not in the mandate of the project; nevertheless, the mission has gathered several opinions among the “private” interviewees, such as the Balochistan Education Foundation (BEF) and the Balochistan Rural Support Programme (BRSP) or Public institutions such as the Department of Social Welfare, that madrassahs/madares system should be integrated in the public educational development plans and programs.

Lessons to be learned

L1	As far as the Education Department is concerned, the team has found that the Secretary of Secondary Education had some difficulties in taking the leadership of the reforms assisted by BES project and was not always at the initiative of the interventions programmed by the TA (of UNICEF in this case). This is in part due to the fact that TA was dispersed, for operational relevance reasons, between different institutions of the Department (PITE, TRC, BEAC, PPIU, LEC, DEO, etc.) which experienced difficulties in establishing, during the first half of the project, the necessary coordination between each other.
L2	In order to mitigate, if not eliminate, the potential risks of low efficiency and effectiveness, the Secretary of Secondary Education might want to launch a feasibility study for a “re-engineering” of the Department which would streamline the operational decisions to be taken in the framework of an educational reform. A good example of such rationalizing measures is the decision taken in October 2018 to merge BEMIS and EMIS under the Secretary of Secondary Education. Such a reengineering would certainly represent an asset, if not a necessary condition, for the optimal roll out of EU future cooperation with the Education Department.

I.3	As far as Quality & Governance components are concerned, the mission team found that, for the optimal completion of the BES activities under way, some more efforts should be dedicated to the qualitative improvement of the education services delivered to the target beneficiaries, i.e. not only children and youths enrolled in formal pre-university education but also out-of-school children and youths (OOSC).
L4	For improving the quality of the formal education, It seems that the most cost-effective solution is first to dedicate more inputs and resources to the professional development of the in-service teachers in the BES-assisted schools; and, in order to ensure a higher and more sustainable impact, to do so in the framework of a comprehensive capacity development plan, extended over the next 2 or 3 years at least, in order to fill the gap between the actual BESP, due to finish in 2018, and its next follow-up plan.
L5	At the same time, it seems urgent to develop in parallel a reinsertion programme for the OOSC (either to the formal system for the youngest ones or in tailored vocational streams for the youngsters) in order to stop at short or medium term the worrisome growth of their number. The lesson learnt from the assessment of BESP implementation and the impact of the half term BES is indeed that both issues (addressing needs of in-school and out-of-school children) must be addressed at the same time and through parallel & coordinated solutions.
L6	To maximise the impact of this systemic governance approach, it seems important to the evaluation team that the Education department establish strong coordination mechanism with its public and private partners (other Departments, non-public, private and religious educational institutions) involved in the fight against OOSC plague.
L7	With respect to the above lesson, streamlining the educational services offered by the Madrassahs and coordinate them with those offered by other public non-formal education solutions to respond to the OOSC needs, would be a sensible initiative to be taken by the Education Department and would certainly deserve support by the EU and its donor partners.

5. Recommendations

No.	Recommendation	To be implemented by whom?	Priority	Importance
R1	Assist the Education Department and in particular its PPIU and PMC in a <i>school mapping exercise</i> in order to rationalize the choice of schools to be upgraded (additional classrooms and upgrade to middle schools).	PPIU with TA of UNICEF & WB	Short term	High
R2	Ensure that in the preparation of schools upgrading layouts and plans, WB will follow the design standards of Balochistan Department of Education.	WB	Short term	Medium
R3	Take advantage of these Access interventions to implement in the concerned schools the Governance tools (EMIS cells and RTSM coordination) which are being installed in the BES-assisted schools.	WB & UNICEF	Medium term	Medium
R4	Prepare and design in UNICEF BBEP interventions a <i>Capacity Development Plan (CDP)</i> covering the 11 BES-assisted Districts and programming the CPD interventions over the next 2 years of the 2 nd half of BES life cycle. Such a Plan should be based on a full TNA exercise covering all the schools covered by BBEP, using to this effect the available and trained human resources at provincial (PITE), district and school cluster levels.	UNICEF in support of the Secretary of Secondary Education	Medium term	High

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R5	Prepare a capacity upgrading programmes for the key quality-related institutions in the Education Department (PITE, BAEC, BoC) in order to assist them to fully appropriate the knowledge and know-how in curriculum development and SLA assessment tools made available by BES TA agencies (UNICEF, WB)	UNICEF & WB in support of the Secretary of Secondary Education	Medium term	High
R6	Take advantage of the recommended school mapping exercise (Recommendation R1) to rationalise number and location of teachers' appointments in order to avoid the present situation of overstuffed schools with some others in the nearby areas grossly understuffed.	Education Department	Medium term	Medium
R7	Take advantage of on-going merging of Education Dept BEMIS and BES-assisted EMIS to organize their synergy and enhance their joint networking capacities; in order to create a technology-upgraded BEMIS, able to meet all the needs of educational decision makers in the Education Department.	UNICEF & WB in support of the Secretary of Secondary Education	Short term	High
R8	Set up and organize a provincial campaign of fight against the OOSC growing scourge. Such a campaign could be led by a coordination mechanism led by the Education department and EU, involving all development partners and other public private partners within and outside of in support of the Education Department (Madrassah Reforms & Private Schools Registration, Social Welfare, BRSP, BEF, etc.).	EU (to be decided whether within BES or later)	Long term	High
R9	Streamlining Madrassah education in order to coordinate a mutually benefitting cooperation between the public formal education system and private and religious formal and non-formal education modalities.	EU (to be decided whether within BES or later)	Long term	High
R10	Support the Education Department in establishing a close coordination among Education, Rural Development, Social Welfare and TVET Departments in order to better streamline education and training contents according to local needs of the labour market.	EU (to be decided whether within BES or later)	Long term	Medium
R11	Launch a "re-engineering" study of the Education Department and its different units, to increase its efficiency and effectiveness in performing its functions and take better advantage of development partners TA.	Education Department (with EU support?)	Medium term	High

LIST OF ABBREVIATIONS

Acronym/abbreviation	Meaning
AEPAM	Academy for Education Planning and Management
AKU-EB	Agha Khan University Examination Board
AKU-IED	Aga Khan University – Institute of Educational Development
ALP	Alternative/Accelerated Learning Programme
ASER	Annual Status of Education Report
BBISE	Balochistan Board of Intermediate & Secondary Education
BBEP	Balochistan Basic Education Programme (UNICEF)
BEAC	Balochistan Examination and Assessment Commission
BECS	Basic Education Community School
BEF	Balochistan Education Foundation
BEMIS	Balochistan Education Management Information System
BEP	Balochistan Education Project (GPE)
BES	Balochistan Education Support
BESP	Balochistan Education Sector Plan
BOC	Bureau of Curriculum
BoC&EC	Bureau of Curriculum and Extension Centre
BRSP	Balochistan Rural Support Programme
CDP	Capacity Development Plan
CPD	Continuous Professional Development
CPDT	Continuous Professional Development of Teachers
CSO	Civil Society Organization
DEAs	District Education Authorities
DEG	District Education Group
DEO	District Education Officer
DES	Directorate of Education (Schools)
DfID	Department for International Development
DLEG	District Level Education Group
DMC	District Monitoring Coordinator
DoSE	Department of School Education/Department of Secondary Education
DP	Development Partners
DTE	District Teacher Educator
ECE	Early Childhood Education
EMIS	Education Management Information System
EU	European Union
EUD	European Union Delegation
GoB	Government of Baluchistan
GPE	Global Partnership for Education
ICT	Information and Communication Technology
IDA	International Development Association
JICA	Japan International Cooperation Agency
LEC	Local Education Council
MFEPT	Ministry of Federal Education & Professional Training

Acronym/abbreviation	Meaning
NEDPG	National Education Development Partners Group
NEMIS	National Education Management Information System
NGO	Non-Government Organization
PITE	Provincial Institute of Teachers Education
PMC	Performance Management Cell
PMU	Project Management Unit
PPIU	Policy & Planning Implementation Unit
PTSMC	Parent Teachers School Management Committee
RTSM	Real Time School Monitoring
SDP	School Development Plan
SED	Secondary Education Department
SSE	Secretary Secondary Education
SLO	Student Learning Outcome
SLA	Student learning achievement
TA	Technical Assistance
TNA	Training Needs Assessment
TRC	Teachers Resource Center
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Culture Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WB	World Bank

1. INTRODUCTION

The Balochistan Education Support project (BES) has been conceived in partnership between the Islamic Republic of Pakistan and the European Union (EU) with the purpose of supporting the implementation of the Balochistan Education Sector Plan (BESP 2013-2018) and assisting the Balochistan Education Department in rolling out the activities planned to enhance the sector in its three components of *Access*, *Quality* and *Governance*, with emphasis on enhancing the offer of elementary education to girls. The evaluation mission which presents hereafter its report was commissioned by the EU Delegation in Pakistan in order to provide a mid-term assessment of BES initial concept and on-going operations.

For the implementation of BES, EUD has entrusted BES activities, for the Access component to the World Bank (WB), taking advantage of its presence in the Education Sector as a component of the on-going Global Partnership for Education – Balochistan Education project (GPE-BEP); and for the Quality and Governance components to UNICEF which assisted (2012-2013) the Education Department prior to and during the preparation of BESP and has been since quite active in the sector. Nevertheless, unexpected administrative factors delayed the start of the WB-assisted Access component until the present days, while the other two components have been under way since early 2016. Given that, in BESP design, the three components are closely interlinked, this time lag had important consequences on BES implementation and the mission had to take them into account when formulating its evaluation framework and questions.

This report has been submitted to the Evaluation Manager of EUD and to the EU-UNICEF-WB Reference Group and was used as a platform for discussion of its conclusions and recommendations with Balochistan Education Department and Civil Society stakeholders in a final seminar which took place on 28/11/2018 in Quetta (Balochistan).

2. ANSWERED QUESTIONS/FINDINGS

2.1 Relevance

EQ1: To what extent the intervention logic, implementation strategy and inputs of BES are supportive of BESP implementation?

For this question, the evaluation team adopted the following judgment criteria (JC):

- JC1.1: Overall quality improvement in all components of BESP implementation result from BES implementation strategy and inputs.

According to the education managers at Secretariat level the intervention logic, implementation strategy and BES are reasonably supportive of the BESP implementation. They were more in favour of the infrastructure development rather than the capacity development and improvement of governance through the EU funding. However at the Directorate level all officers gave equal importance to all the components implemented by UNICEF and WB.

The WB-has not yet started its construction work on the 1000 rooms in primary schools and up-gradation of 100 primary schools to middle level due to non-receipt of amount till the visit of the team for mid-term evaluation. On the basis of the information provided by the WB, it is not yet clear for the mission whether, in its implementation strategy, the WB will strictly follow the criteria for selection of schools provided by the BESP.

For the implementation of **governance improvement** component, UNICEF has done sufficient work. The Performance Management Cell (PMC) was established before the EU intervention started under the implementation of Education Sector Plan. Under the umbrella of PMC, the following three separate subcomponents are working:

- **Real Time Monitoring System (RTMS)subcomponent;** responsible for monitoring the attendance of teachers and students;
- **EMIS subcomponent;** responsible for the collection of data from the schools through the focal centres of the clusters of schools. This initially was established as an activity complementary to the already existing BEMIS to verify the data collected through the old process. The focal centre of the clusters are used for the data entry. UNICEF has provided hardware support and internet connections to 150 focal centres of clusters of schools in the 11 Districts supported by BBEP;
- **Complaints Management System** receives complaints and grievances from teachers, students and general public regarding education related issues and sent to the concerned quarters to redress.

On JC1.1, the mission believes that, in spite of providing an overall support highly appreciated by the Education Department and in particular by the Director of Education (Schools), UNICEF activities under the *Quality* component are lagging behind the schedule. The Continuous Professional Development (CPD) indeed is said to have been started in districts Lasbella and Killa Saifullah but still there is a need for close collaboration and coordination of UNICEF recruited staff in PITE with the staff and administration of PITE. The proper strategy for implementation of the CPD programme for the province is neither available with the education managers working at different level nor clearly understood and CPD is generally considered as a one time training operation. Based on complementary

teachers' competency baseline and training needs studies, a more comprehensive Teachers Education Plan could be developed for implementation in BES extension period.

EQ2: How far the BES components (strategy, activities, inputs) are flexible and adaptable to respond to:

- Changes of context, circumstances;
- Needs of the target communities and populations; and
- Changing needs in institutional development and capacity building of stakeholders?

For this question, the evaluation team adopted the following judgment criteria (JC):

- JC2.1: Assisted-schools evidences demonstrate flexibility and adaptability of UNICEF as the TA agency in charge of the Quality and Governance component.

The UNICEF strategies, activities and inputs for school development programme are appropriate for adjusting to the changes in circumstances. The needs and requirements of the target schools and communities are satisfied with the cash amount provided to the PTSMC for spending on their immediate needs of the school. On account of these activities, the PTSMC in the assisted schools has emerged as a very active and effective local community organization working for the development of school. As such the capacity of the members of the organization is developed in maintaining the schools funds, solving their problems with the available indigenous resources, maintaining record of activities and mobilizing resources.

However during the visit to the randomly selected schools, it was found that, in spite of UNICEF contributions and PTSMCs involvement, the government funding is insufficient to bear the costs of the minimum required infrastructures. The effects of all these inputs are not evident when the schools lack properly trained staff, and lack the essential facilities for the teachers and students. In one of the assisted schools there was one room available for the primary school with a small veranda. The PTSMC with the available funds converted the veranda into a room, thus blocking the ventilation system of the earlier existing room, which was converted to a room within a room. This is a single teacher school, the teacher has not attended any in-service training programme since his PTC in 1995. The ECE material has been provided to the school but there is no ECE teacher and the present teacher has not attended a course in ECE. The ECE children are sitting in the classroom with other students from class 1 and 2. The ECE materials are not used by the ECE children, these are kept as decoration pieces. The ECE materials appeared to be new and never touched by the ECE students. In such a situation the additional interventions by the development partners are wastage of resources rather than putting the things to optimum use. This is just an observation from the field visit though not having any direct link to the evaluation of the different components of the project, but is related to the lessons learned and for the preparation of future plans or interventions.

On the JC 2.1 criteria the evaluation team considers that UNICEF has satisfactorily worked through the existing PTSMC or contributed to their creation; but, at the same time, it has too often acted according to its own programmed activities and not to the reality of the beneficiary schools. Since activities of the PTSMC are initiated by the members, according to the prioritised list, the changes are also easily made to the activities according to the needs and requirements of the target population.

Irrespective of the funding sources, the development partners and also the implementing

partner should take into consideration that the resources made available will be properly utilised by the institutions and not only dumped into stores. The availability of the capacity of the teacher for the use of such materials should also be ensured before the supply is made.

For the construction work, though it is on very small-scale basis, the Department of Communication and Works is expensive and takes more time but the quality of the work will be satisfactory from the engineering point of view. Or alternatively the PTSMC should associate some engineers in carrying out such constructive work, if some development partner or even the implementing partner is implementing such activities through the PTSMC.

2.2 Effectiveness

EQ3: To what extent the planned targets have been achieved regarding the target population (boys & girls) and in particular of the most vulnerable population?

For this question, the evaluation team adopted the following judgment criteria (JC):

- JC3.1: School learning achievement (SLA) increase of the respective student population groups (boys and girls);
- JC3.2: Total number of boys and girls (and %age of the total enrolled population) having benefitted of BES interventions;
- JC3.3: Number of most vulnerable student population (figure and %age of the total number of students) having benefitted of BES support.

On this EQ through the three JC the mission met several difficulties¹ and formulate its answers accordingly:

On JC3.1:

- No SLA definition nor base line² appears either in the BES³ or, a fortiori in EU-UNICEF agreement for achieving quality subcomponent of ER2, thus making it almost impossible for the BES to set objectives of SLA improvements for the beneficiary student population.

Consequently, the mission concludes that the SLA cannot be considered as a target, although it refers to the most important beneficiary population (the learners); the achievement of targets indeed on the quality improvement process (CDP of the teachers, etc.) and on the governance enhancement process (LEC, EMIS, RTSMC PTSMC, SDP, etc.) is not yet a guarantee that the end population targets (not yet clearly identified) will be achieved; and in spite of the efforts deployed by BBEP in improving the learning environment of the schools (PTSMCs, SDPs)

On JC3.2:

- The mission did not find elements of base line⁴ (neither in the EU-UNICEF agreement nor in UNICEF Inception report) on the following parameters:

¹ This EQ will deal with the UNICEF component only since at this hour the WB component has not started yet

² That can be justified by the fact that BEAC had not been established yet (although NEAS existed) and that the Balochistan Department of Education - Secretary of Secondary Education and the Director of Education (Schools) – had not adopted a clear and statutory definition of SLAs at the primary, elementary and secondary education levels.

³ See BESP chapter 7.1.3 page 34 referring to “no base line for SLA except the PEACE 2008 score for Maths, Sciences & Urdu achievements for elementary students and Annual Status of Education report 2010-2011 for reading, writing and maths SLA in grades 3 and 5.

- Number of schools concerned by BES interventions in each of the 11 districts;
- Number of teachers (distributed by school level and by gender) concerned by BES interventions in each of the 11 districts;
- Number of students (distributed by school level and by gender) concerned by BES interventions in each of the 11 districts.

It is therefore difficult to assess with evidence the achievement of targets during this first half of BES.

Nevertheless, given the relative satisfactory progress made on the quantitative indicators and targets references in the UNICEF-EU Agreement and the 3 UNICEF progress reports consulted, (Inception, 2016, 2017) the mission may conclude that targets have been achieved for the number of interventions planned for schools and teachers during this first half

On JC3.3:

- The mission could not find in the consulted documents a definition of *the most vulnerable student population* and, consequently of the relevant baseline and target figures and %age. Only the preference given in BES EU/UNICEF-supported schools to Girl's school's⁵;
- Besides the mission observed that the Out-of-School Children (OOSC), for which Balochistan has the highest percentage among all Provinces (for SY 2016-2017, 70% of the age groups population for classes 1-12 were OOSC⁶) are not considered as a *vulnerable student population*. Nevertheless, although they are not « students », they can be considered as a target of the education system according to Article 25A of the Constitution⁷ and consequently BES project could take them into account in its broader definition of vulnerable population (see Conclusions and Recommendations at this respect). This aspect is particularly important given the assistance provided by several institutions and donors for this population, (Department of Social Affairs, JICA, BRSP, etc.) and the coordination maintained by EU and UNICEF with them, through the LEG for the development of Accelerated Learning Programmes (ALP) which deal with this category of population.

The mission noted with satisfaction at this respect that the Balochistan Evaluation and Assessment Commission (BEAC⁸) supported by EU/UNICEF within the BES had recently begun to report on SLA for ALP as well as for primary education in the 11 UNICEF-supported districts.

In the 5 UNICEF-assisted schools visited by the mission, the results of BES interventions on its target population could not be directly assessed by the mission, even through the focus groups organized with the students and comparing their answers with the answers of similar focus groups in non-assisted schools Only the observation of EC1 and 2 pupils in a girl's school, where the teachers had followed a UNICEF-assisted CPD activity could demonstrate

⁴ It seems according to comments received after the present draft that some of these elements can be found in data bases which the mission could not consult

⁵ Total number of assisted girls schools ?? as compared to assisted boys schools??

⁶ National Education Management Information System (NEMIS), 2018, Pakistan Education Statistics School Year (SY) 2016-2017, Academy of Educational Planning and management (AEPaM)

⁷ « The State shall provide free and compulsory education to all children of the age of five to sixteen years in such a manner as may be determined by law”

⁸ Named now BAEC (Balochistan Assessment and Evaluation Commission) by its Director, in order to express the overall importance of the assessment function within which examination is only one although important) of the instruments

a really improved performance of the youngsters. Consequently the mission concludes that the beneficiary population targets (more precisely their improved attendance and learning achievements) have been *indirectly and partially* achieved; they should be fine tuned for the 2nd half of UNICEF component of the project in order to offer a clearer visibility of the effectiveness and added value of the project on the relevant youth population in the 11 Districts.

EQ4: How far the key beneficiary organizations (PITE, BAEC, Directorate of Education Schools, PPIU, PMC) have changed their behavioural patterns and produced the planned improvements?

Changes of different natures has certainly occurred in these organizations but with different patterns. 4 (four) cases can be identified:

- Changes resulting from the support interventions of the project;
- Changes resulting from a will of the institution leaders and/or the Department of Education;
- A combination of both;
- No evident changes.

The mission has thus conducted its evaluation to answer this question on the basis of the following Judgment criteria (JCs):

- JC4.1: Several positive changes of different types have been observed in the visited relevant institutions;
- JC4.2: The observed changes result directly from the interventions of the Project.

To answer this EQ, the mission has adopted the above JC, although the experts were quite aware of their insufficient knowledge of the conditions of some of these institutions prior to the assistance of BES. Besides, a distinction should be made between institutions concerned with the quality subcomponent of BES (BAEC, PITE, BoC, Elementary colleges) and these working for the Governance subcomponent (PPIU, PMC, BEMIS, etc.). Consequently, the following assessment could be formulated.

On JC4.1:

The certainly most obvious change has been observed by the mission in the BAEC (with « spill over » effects on the Bureau of Curriculum), PPIU and PMC, the three of them having received a common training by Agha Khan University Examination Board (AKU-EB).

On the BAEC indeed, the mission could assess an important change (on the following aspect:

- A will of its management (Chief Executive Officer) to define, develop, apply and disseminate in the Balochistan Department of Education a new concept of evaluation and assessment focusing more on the assessment function as a systemic tool encompassing formal examinations, continuous assessment of the students, curriculum application by the teachers and synthetic assessment of the students learning achievements (SLA);
- These evidence-based results (relying on related past evidences and on present observation) have been due to a harmonious combination of UNICEF/BES technical assistance and training, through Aga Khan University (AKU)-delivered training=, and to a strong determination of BEAC CEO who could « push » the legalisation of his Commission while receiving the proper TA from the project. Nevertheless, some progress

should be made (by the Secretary of Secondary Education/ Director – Schools and **not by the project**) in the physical installation and equipment of the BAEC; this would confirm, by concrete measures the support of the Department of Education to the (still incipient⁹) cultural changes occurring in the qualitative performances monitoring and evaluation of the Balochistan education system.

On the other organs and institutions dealing with quality sub-component, the mission could not observe such changes or even improvements in the performances, essentially in the case of PITE, because the support of UNICEF was essentially directed towards the Bureau of Curriculum (BoC), which according to the heads of both institutions « did not redistribute the funds to our institutions ». Nevertheless, the dynamic behaviour of PITE where the new Director (according to him) « started from scratch to remodel the institution » is certainly a positive factor to apply and develop the support already brought by UNICEF (BBEP/BES).

If some changes or renewal have occurred in these institutions, the real issue is to ensure that their renovated mode of action (thanks to UNICEF/AKU training coordinated by the BoC) will reach the teachers. In the BES/UNICEF – assisted schools visited by the mission indeed, no intervention of PITE nor Elementary College could be identified. Only recently (January 2018) has the Teacher Resource Center (TRC) started its TA to PITE and BoC¹⁰, with roll out plans to continue in the 2nd half this type of training.

On the *Performance Management Cell (PMC)*, created before the project interventions, the major change has been the development of an EMIS system and its creation in 100 cluster head schools of EMIS cells providing them with the necessary IT equipment and infrastructure; and the initial training of their focal points and sometimes 2 or 3 staff of the cells. This is certainly an evident achievement in addition to the obvious competency, and skills of the PMC staff and the motivation even enthusiasm of the focal points and staff of the EMIS cell in the three visited cluster High schools.

Nevertheless, two points may introduce limits to this obvious added value of the project:

- The first one has to deal with the practical use of this sophisticated and yet operational Information system created with the implementation of the EMIS and its intelligent management procedures applied by the central PMC: the real value of such a system indeed is to provide a decision support for planning, programming and budgeting (PPB) functions. It was not obvious to the mission that such support was already provided or, if so, used by the potential beneficiaries at provincial (PPIU, Director – Schools, LEG) and District (DEO, DEA, DEG) levels. The same can be said at school levels where the EMIS cells of the cluster could act as sponsors and support providers to the School Development Plans. Although the mission cannot affirm that this is not the case (due to the very limited sample of schools visit) it did not find clear evidence of the use of EMIS as a support to decision-making support.
- The second one has to do with the parallel existence, so far since the launching of the project, of the « 35-year old » Balochistan EMIS (BEMIS) and EMIS systems. Although a sensible decision of « merging » both systems taken by the recently appointed (25/10/2018) Secretary of Secondary Education, a *cultural change process* will have to be conducted in the 2nd half of the project by UNICEF (and the probable support of the WB-

⁹ An additional effort, which could be endeavoured by the project, could take place in the 2nd half of BES or in future projects in order to sensibilize and train teachers to the concept and new tools, besides exams, of the assessment

¹⁰ 69 master trainers trained during 16 days in Sciences, Mathematics and English

assisted component of BES to Balochistan Education Department) if this merging wants to respond to the created expectations.

BEMIS indeed has been acting and accepted (for the past 25 years) by all the Balochistan province and federal institutions in charge of education planning and management as THE data base provider for publication of statistics¹¹; although with obsolete means indeed (paper collected data, manual processing, hard copies etc.) it has helped to feed an existing, although still imperfect, PPB system at the provincial and federal levels. It has also regularly produced statistical profiles on different educational subjects which are largely disseminated and used. Such know-how should not be neglected but combined with the IT know-how (EMIS) of the PMC to develop a real PPB decision support. That would probably require an additional support of BES (through a combined effort of both UNICEF- and WB-supported components) to create a real PPB governance capacity in the Department based on the use of a smart combination EMIS technology and BEMIS tradition and culture.

On JC4.1 the mission believes that real changes have been brought to key institutions and functions of the Balochistan Education system. The project has certainly aimed indeed at critical institutions (BEAC, PITE, BoC and PMC) which will be key in the modernization of the Balochistan educational system. Nevertheless the results achieved during the first half of the project are not homogeneous. In the *Quality subcomponent*, BAEC is certainly a success to continue to support even more but, in the 2nd half of the project, improvements should be brought in the interventions to PITE by organizing and rationalizing better its CPD work in the schools (and implementing the necessary technical support it should receive from TRC). For this purpose, a certain balance in the distribution of funds allocated to the Bureau of Curriculum, could be worked out. In the Governance subcomponent, the change of culture, knowledge and technology brought to and by the PMC (EMIS) is certainly a valuable achievement. In the 2nd phase, precautions should nevertheless be taken to conduct the merging of BEMIS and EMIS through a systemic approach, in order to ensure a *new but authentic governance culture* based at the same time on IT technology and traditional procedures. It is the condition for making the Balochistan Department of Education able to make up the insufficiencies and delays in the development of its education.

On JC 4.2:

Most of the responses to the questions raised by this JC have been provided in responding to the above JC 4.1.

It is clear to the mission indeed that, although some individuals in the Department possess and have demonstrated the necessary will and capacity to introduce and conduct a change process in the essential functions of the Balochistan education system, they could not have alone¹² achieved such changes as the ones observed by the mission in the quality assessment and the management tools of the education system if not assisted by the project, its funds but mostly its technical and mobilization assistance. The mission could feel it in its interviews but still more at provincial level than at the school (even cluster) level. Effort for this mobilization at school level should certainly continue and be a bit more rationalized in the 2nd half.

¹¹ Even at international level, since the UNESCO Institute of Statistics has been using for years BEMIS data in its annual world education statistical report

¹² And even at top hierarchical positions such as Secretary of Secondary Education or Director (Schools)

EQ5: What major challenges were faced during implementation and how well the stakeholders (UNICEF, WB and Balochistan Education Department) resolved the resulting issues?

The project implementation has been faced with three major challenges:

- The frequent changes of holders of the Secretary of Secondary Education (9 since the kick-off of the project in 2016);
- The delays in the inception of the WB-supported component (with the delays in starting the activities leading to the ER 1);
- The extent of the limitations encountered by the project staff in transferring know-how to national staff through CPD.

Based on this, the evaluation team has adopted the following judgment criteria:

- JC5.1: To what extent major challenges have affected the implementation of the project?
- JC5.2: Mitigation measures have been designed by the project management and implementation agencies to minimize the effects of these challenges.

On JC5.1:

The project managers on both sides (Government and EU/UNICEF) seem to have coped with the changes of holder of the Secretary of secondary Education position. This has been achieved for two major reasons: the continuity of the holder of the Director of Education (Schools) who, although not hierarchically directly in charge of the main counterpart stakeholders of the project (PITE, BEAC, PPIU, PMC, etc.), could maintain the necessary coordination between them and between each of them and the project component implemented by UNICEF.

On the 2nd challenge and in line with the above, the last Secretary (until 25/10/2018) demonstrated his interest and commitment by facilitating, by his personal intervention in the capital city, the solution to bureaucratic delays, on the Government side, for the implementation of the WB component of the project. Unfortunately, on solved the PC1 issuance, some inexplicable delays still remain on the donors side, thus preventing (up to the date of the present report) the kick-off of this component. The only « mitigation measure » proposed so far by the WB/GPE unit in Quetta is that « they can accelerate the implementation of the access-related WB component by applying the same construction standards and lay-outs used so far by the GPE-funded school construction programme... », thus saving time in the design and engineering phases of the 1000 classroom construction.

On the 3rd challenge, the capacity building of Government schools teachers and head masters although effectively conducted by UNICEF was hampered to a large extent by the absence of a real CPD Plan and by a lack of capacity building of PITE staff prior to (or in parallel with) launching the CPD programme of UNICEF-supported component of BES. This led to a dissemination over the 11 districts covered by the Quality and Governance component of BES of multiple piecemeal training actions with the naturally resulting deficiencies:

- Almost no coordination between the actions, neither at the moment of implementation¹³ at school level nor in the continuity over the period¹⁴;

¹³ As mentioned under other EQs, in some schools an important investment on capacity building was concentrated on one section (ECE), neglecting other sections and levels or new pedagogical material was delivered through BES project financing and no training provided to the teachers on their use

- This has been due to a large extent to the absence of a systematic CPD plan, taking into account the capacity building needs, yet identified through the first TNA **exercise of BPEF**;
- This is also and mostly due to the absence of an *economy of scale approach* in the organization of the capacity building interventions, taking advantage of the existing cluster structure linking high schools (Heads of the clusters) with primary and/or middle schools (feeders of the cluster). Through such an approach indeed, teachers of the cluster heads could help at predetermines moments¹⁵.

Out of this JC, the mission considers that the major challenge to the project effectiveness has been the absence of a capacity building vision with the subsequent absence of a CPD plan. This is the more critical since the BESP itself has suffered in its achievements from the same deficiency, in spite of important inputs and efforts brought by the project on this aspect.

On JC5.2:

Mitigation measures have been designed by the project management and implementation agencies to minimize the effects of these challenges.

Since the above described challenges have not been identified nor their effects felt until Mid-term BES implementation (2018) and the present evaluation, the concerned stakeholders (Department of Education, EU, UNICEF, WB) no specific mitigation measures have been taken and the implementation agencies, in particular UNICEF, have coped with the challenges on a day-to-day basis with mixed success : The first challenge indeed is out of the control of implementing agencies (UNICEF so far) ; the reasons for the second challenge, and a fortiori the solutions adopted to resolve it, remain unanswered for the mission, in spite of their repeated questions to WB both in Islamabad and in Quetta; on the third challenge though, it is necessary for the programme to join all stakeholders efforts (UNICEF, Department of Education) to elaborate a systematic CPD plan according to Terms of Reference based on the lessons drawn about the weaknesses of the teachers training action performed so far. It appears that a dynamic at this respect has been launched by the preparation by the Education Department of a Comprehensive Teacher Education Plan (2019-2023).

Recommendations at this respect, in particular on the third challenge, will be presented by the mission in Chapter 4 – Conclusions and Recommendations

EQ6: Were specific job descriptions available for the staff of the Balochistan Department of Education, who were responsible for the implementation of the activities of BES for its key components (teachers training, curriculum development, etc.)?

For this question, the evaluation team adopted the following judgment criteria (JC):

- JC6.1: Evidence of job descriptions approved by the Education Department.

The mission has not encountered any example of job descriptions which were specifically prepared for the opportunity of BES project activities; the main reason being that almost all the institutions, units and other bodies of the Department of Education which are stakeholders

¹⁴ After a training session wa imparted in one school, in 98% of the cases no follow-up have ever been provided by the project in spite of requests formulated to the project through the DEOs.

¹⁵ See a detailed description of such a mechinim in Chapter 4.1 Conclusions and 4.2 Recommendations

in the interventions of the components of Project pre-existed before the appearance of BES programme in the Department and that no staff was recruited to respond to specific needs of the programmes. There are two exceptions to this state of the question:

- The appointment of additional staff but recruited on the payroll of the programme (so far UNICEF only) as it was the case for the Performances Management Cell (PMC) and in particular the staff working on EMIS, RTSMS and Complaint system;
- The Balochistan Assessment and Evaluation Commission (BAEC) which was activated (if not created) to lead and/or accompany the activities of UNICEF component in this domain and where the Chief Executive Officer redefined the job description of BAEC staff to adjust them to the new mission and approaches of the institution. Its rules of business will be developed during 2019, i.e. the 2nd half of BES.

Nevertheless, this question helped the mission to identify two other governance-related issues which might become critical in the second half of the programme and for the possible future EU-support to the Balochistan Education system:

- The growing necessity to assess the structure of Balochistan Department of Education and at the same time the respective missions, roles and mutual relationships of the institutions of the Department;
- The imperative necessity to adopt rules and procedures to distribute teachers of all sections (but most urgently at primary level) harmoniously between the schools; first to avoid absurd situation of 6 teachers for 23 students¹⁶ and also to make a better use of the « cluster system » which could potentially be a powerful instrument for synergies and economies of scale in the improvement of the teaching personnel.

On JC 6.1, the evaluation team has not found systematic job descriptions for the key BES counterpart position holders in the Education Department. Consequently, a better definition of the missions, functions and roles of all BES provincial stakeholders of the Education Department is certainly necessary; this goes well beyond the preparation of new job descriptions for the sake of the BES programmes and appears rather as a specific need of the Department itself to perform its duties more efficiently and more effectively, with or without the support of a project

EQ7: To what extent the cross-cutting issues (like gender, environment and poverty) have impacted the implementation of BES programmed activities and expected results?

For this question, the evaluation team has not adopted any other judgment criteria than the answer to the question itself:

- It doesn't seem that the cross-cutting issues have impacted the implementation of the BES programmed activities with the exception of gender, which is an unavoidable issue in light of the differences according to gender which can be observed in the statistical results on most of the performance indicators on the Balochistan education system. The other critical cross-cutting issues in particular poverty and unemployment have not impacted during these 2 years of operation, simply because they have maybe not been sufficiently taken into account in the design of the programme and in particular in the choice of the districts and the schools to be assisted;

¹⁶ Cf. Annex L- Reports on visited schools

- Besides, assessing the impact of cross-cutting issues on the programme implies M&E studies which EU and UNICEF have not had yet the time to launch and/or which could not give significant results on such a short period (2 years). Such studies might be for example:
 - Tracer studies of graduates at Matric and Intermediate levels;
 - Mapping of the Students Learning Assessment (SLA) according to cross-cutting issues, in particular poverty and gender;
 - Systematic analysis and assessment of the examinations results¹⁷.

The evaluation team judges that cross-cutting issues have not directly impacted directly the activities and results of BES. Nevertheless, seem the other way around the mission considers that they should and could have impacted them if these factors had been more systematically taken into account (in particular gender and poverty) when formulating the programme and when designing its implementation (choice of schools, priority target population (students and OOSC)).

2.3 Efficiency

Note: For the Efficiency EQs, the evaluation team did not adopt specific judgment criteria, preferring to rely on its field findings in the UNICEF-assisted schools in order to draw overall conclusions at this respect. The main reason is the imbalance between the three components of BES project, resulting from the 2-year delay in starting the Access component. Once the three components are operating (in the 2nd half of the project), it will be possible to evaluate the BES overall and each individual component's efficiency.

EQ8: How efficient is the quality of day-to-day management of the BES activities? Has it impacted positively or negatively, on the standard structure, functions and capacity of the Education Secretariat and/or any other beneficiary institutions?

The quality of day to day management of BES has not been affected much due to these interventions. New structures have been added to the already existing set ups. The BEMIS set up was functioning from late 80s under the Directorate of Education (Schools) and was responsible for the collection of data, processing and reporting of educational information to the managers and decision makers. Instead of strengthening this organization, streamlining the operations and developing the capacity of the staff and building this institution somewhat parallel and related activities were initiated by setting up another organization; EMIS section in the Performance Management Cell (PMC) in Policy Planning and Implementation Unit (PPIU) in the Education Secretariat. This section has been equipped with the modern tools and the monitors are using the real time monitoring equipment in the field monitoring visits (RTSMS). The focal persons in the 150 clusters have been nominated with the support staff to assist them in the data collection and entry. In addition at the district level, the District Education Support Coordinators have been appointed to coordinate with the focal persons in the clusters.

In PITE, four persons have been appointed on behalf of UNICEF to take care of the CPD programme. The CPD programme is still a grey area for both UNICEF and PITE. Clear strategy for its implementation seems to be lacking. It is A clear model for the CPD needs to

¹⁷ An example of such assessment study which should be systematized is the study realized in 2015 by SCSPE "PASS/FAIL? Matriculation exam results in Balochistan and what they mean for the future?" which showed the gender imbalances in terms of schools for them and of enrollment

be developed and the PITE capacity is to be developed to deliver the CPD functions¹⁸. The team felt that the trust deficit and lack of coordination between the UNICEF staff with the PITE administration, if not addressed at this stage will affect the performance of the CPD component, even more since resistance to change in key institutions such as PITE is a permanent risk.

Balochistan has received interventions in education through several donors. Some set ups are created for the implementation of the projects. On completion of the project the staff are generally accommodated in either other projects or absorbed in the regular non-developmental side. The Science Education Project implemented in 1990s is an example. Apparently there seems to be overstaffing in different sections. The organizational and staffing reviews and the workload assessment of different sections of these offices if properly done of the School Education Secretariat, Directorate of Education (Schools) and other offices will render many of the staff surplus instead of adding more to the different components of the project. A surplus pool can be created and can be deputed to work in the areas where there is deficiency instead of creating new positions which add to the burden on non-development budget. Although this aspect was not in the mandate of UNICEF component, it might be taken care of (as a TA activity) in the 2nd half of BES through the WB-supported Access component.

EQ9: How far the deadlines are met in the implementation of the different components of the project? If not what efforts have been initiated by the partner stakeholders to improve it?

On the implementation of WB programme of construction of 1,000 classrooms in the primary schools, and up-gradation of 100 primary schools to middle schools by providing three additional rooms in each school, the team observed that there is no progress at all on this component. The delay is attributed to the non-availability of funds to the GPE PMU. The WB Islamabad office mentioned the delayed approval of the PC1 for this project by the Government, the elections and care taker government as the main causes of delay in implementation. The PC1 was approved by Planning Commission in May 2018, however the transfer of money by WB? from Islamabad to Quetta has not been done so far.

The GPE PMU Quetta is prepared to complete the construction work within the specified time and would not ask for extension in time in case the funds were provided now. The criteria for selection of schools for construction though was not shared by GPE but was said to have been done on merit and in consultation with the Department of Education (Schools).

The intervention of UNICEF in many components is according to schedule or ahead of schedule except in the CPD component. For this important component the major implementing partner of UNICEF is PITE. The current capacity of PITE for the implementation of this component appears to be deficient for the huge task of CPD. PITE has not yet prepared a comprehensive strategy for the implementation of this component.

EQ10: Has the country partner institution contributed in staff and services as planned in the FA?

In the offices, the Governmental contribution is much more evident, providing good, respectable office spaces for the provincial, district and cluster's focal centres. The offices provided to the UNICEF/BBEP-paid Government staff are in better location and in better

¹⁸ The already mentioned preparation by the Education Department of a Comprehensive Teacher Education Plan (2019-2023) should pave the road for this effort.

condition than those of the counterpart Government officers. However, at the school level the governmental contribution to the assisted schools seems to be deficient.

Some of the matching activities ought to have been accomplished by the partner institutions are not categorically mentioned in the FA but are understood to be completed before the interventions. The visits to some of the schools revealed that the interventions by UNICEF were made in certain schools without such considerations. The visit to Killi Haji Muhammad Din Yaro, where the Government Primary School is a single teacher school, having a single room with classes from ECE to Grade 3. The total enrolment in this from ECE to Grade 3 is 54. UNICEF has provided ECE materials to the school and the teacher is supposed to teach the ECE class but he has no training about the use of ECE material. The teacher has not participated in any in-service training programme after his pre-service PTC in 1995. How can a teacher without ECE training can teach the class and use the ECE material. In such circumstances the material has been kept safe and not put to use by ECE children as the condition of the material indicated. The interventions in such situation are less effective.

The evaluation team also visited the non-assisted Government Boys Primary School, Police Line Quetta, where the total enrolment from ECE to Grade 4 is 23. This school has six teachers including the Head Teacher. The school has no toilet, no electricity and no gas but overstaffed and with extremely low enrolment. The school though not supported by UNICEF, but the Department of Secondary Education should have ensured the provision of teachers and some facilities to make use effectively of interventions and technical assistance from the development partners. The deficiency of teachers apparently evident in schools can be to greater extent resolved through rationalisation of teachers. The development partners can emphasise on the provision of certain minimum requirements before selecting a school for their inputs. Such criteria should be strictly followed, and the development partners have the right to ask from the department to provide the requirements.

2.4 Impact

EQ11: To what extent a trend towards the achievement of the objectives and targets of the programme can be detected and some preliminary impact on the target groups observed?

Although the present evaluation is at mid-term, it is already important to assess the potential impact of the programme and at the same time the risk factors which could hamper it. For such an assessment two JCs have thus been selected:

- JC 11.1: Progress observed in the BES-assisted schools as compared to the non-assisted schools;
- JC 11.2: Trend-limiting risk factors which have been observed.

On JC11.1:

The limited sample of schools visited in both categories¹⁹ showed evidence that the supporting interventions in BES-supported schools (at least for the only observable component implemented by UNICEF on quality and governance aspects) produced already observable results in terms of:

- An active *community participation* to the school life and development through the PTSMC mechanism which proved to be a strongly mobilizing feature: why such a mobilization did

¹⁹ See Annex

not take place in the non-supported schools? After all it would have been even more justified due to the lack of outside support, but it is again the responsibility of the Balochistan Government not of the BES;

- A growing awareness among the headmasters and even teachers of the urgent need to develop *governance* instruments at school level without waiting, although taking them into account, for the guidelines and instructions from the Provincial and/or District authorities. This was clearly expressed through the preparation of the School Development Plans (SDP) which were proudly exhibited to the mission in BES-supported schools ; and on their participation, through the EMIS units implemented by the programme in the cluster leading schools and the RTSMS data collection visits : these features, absent in the non-supported schools, are certainly contributing to create in the supported schools (at least in the cluster leads, a « sense of belonging » to a governance network which helps the provincial authorities to better monitor the performances and status of the school with participation of the grass-root members, the schools.

For lack of time (and also because a CDP has not yet been designed and launched), the differences between types of schools in the quality of the teaching/learning process could not be observed, but it might not be as evident as above. If differences exist indeed, they might be due more to the inferior conditions of infrastructure and equipment prevailing in the non-assisted schools than to the higher level of the teachers resulting from CPD actions of the programme²⁰.

Evidence detailed above tends to show that a trend towards objective achievement exists, in BES-supported schools; nevertheless, it seemed to the mission that this trend was created more through indirect effects of BES interventions (community mobilization, participation to a provincial governance-supporting network) than through direct intervention (by implementing CPD of the teachers) aimed at improving students learning achievements (SLA). This trend should be maintained and comforted taking into account its strengths and weaknesses and recommendations are proposed at this respect in Chapter 4.

On JC11.2:

Based on this judgment criteria, the mission came to similar conclusions to these reached when responding to EQ5. The risk indeed is that the *quality* improvement of assisted schools do not match their *governance* improvement (including the community participation), limiting thus the further impact of the programme on the learning outcomes achievement of the end beneficiary student population.

Consequently, the mission considers that the major challenge to the project impact (in continuity with the challenges to its effectiveness) may lay in the relative absence of a *capacity building* vision with the subsequent weaknesses (if not absence) of a CPD plan. This is the more critical since the BESP itself has suffered in its achievements from the same deficiency, in spite of important inputs and efforts brought by the project on this aspect.

²⁰ Cf. observations presented in responses to other EQs about the insufficiency, irregularity and heterogeneity of teachers training interventions by the programme

2.5 Sustainability

EQ12: Is the involvement and resulting ownership of the beneficiary institutions observable at mid-term, and to what extent through measurable indicators?

For this question, the evaluation team adopted the following judgment criteria (JC):

- JC12.1: Observed cases of measurable ownership by beneficiary institutions.

The mobilization of community is in fact a very great contribution of the intervention of UNICEF. The community in many cases contributed on their own, providing cash, materials or labour for the benefits of the school children. The PTSMC were constituted before but the members didn't participate so regularly in meetings and activities of schools. The rural schools are having more active and participative PTSMC than that of urban schools. The members of PTSMC of urban schools are busy in many other activities so it is difficult for the school management to invite them at one time for the meetings. Regular meeting minutes are recorded for the meetings and actions taken. This practice if continued will be beneficial for the school management.

In one of the schools in Pishin, the Government Primary School Bostan, the Learning Coordinator (LC) told the mission that the UNICEF paid cash of Rs. 100,000 for the school whereas the community contributed Rs. 570,000. This is a good example of the community taking interest in school development programme. The communities in such cases are custodians of the school development, and accept ownership of the developmental activities, hence contribute to the sustainability of the developmental efforts.

In some of the components it was found that though the UNICEF intervention is very much conspicuous but the contribution from the government side is not visible. Like the ECE material supply is there but there is no ECE trained teacher given the government. So when the material is not put to proper use by the children, the effects will remain no more and the children will not be benefitted from such intervention.

Another major intervention is that of CPD for the teachers. The teacher trainers for the CPD need their own capacity building for the new role as CPD trainers. The CPD model needs to be developed and the strategy for delivery of such programme should be clearly publicized for the benefits of trainers and trainees, otherwise the CPD programme will be converted to single-shot operation like common training courses.

The EMIS activities no doubt are very useful for the collection and processing of education data. But so far the data processed and the reports prepared are not available for the users, i.e. planners and decision makers. The cell is operating for the last several years and spending a lot on financial, human and material resources but still not in a position to publish the statistical reports for the users. The BEMIS staff are almost laid off and have stopped to continue their work of data collection.

On this JC, an important indicator for measuring the quality of education is the assessment of students' learning achievement (SLA). PEAC Balochistan was established before to assess the students' learning achievement but now that organization has been merged into BAEC; established in 2015 with a mandate of conducting Grades 5 & 8 examination as well as measuring the students' learning outcomes. Conducting examination and assessment of learning achievements both are quite different activities but are performed by this organization.

EQ13: To what extent the concerned individual and institutional partners in Balochistan Province have acquired the capacity to take over and continue to pursue at longer term the objectives of the programme?

For this question, the evaluation team adopted the following judgment criteria (JC):

- JC13.1: Evidence-supported examples of appropriation of BESP and BES objectives by the individual actors at grassroot level (assisted schools);
- JC 13.2: Evidence-supported examples of leadership demonstrated by institutional counterpart of BES project in the conduction of its activities.

For JC 13.1, ECE intervention by the development partners, though not part of this project is in general a good contribution but without the trained ECE teachers, the desired benefits cannot be achieved. The PTC teachers are not in a position to teach the ECE children, because that requires specialized training. During the visit to the randomly selected 10 schools, the team didn't observe even a single instance of proper utilisation of ECE materials. As in the case of science laboratories and libraries, the items, equipment/books are available but are not put to use. Similarly the CPD is good for the teachers but its continuation in the absence of development partners' intervention becomes doubtful.

On this JC, the evaluation team considers that, by lack of CPD actions, assisted school actors are not yet ready to appropriate BES interventions and take them over: a cost-effective cluster based CPD programme can be a better option for a sustainable model.

For JC13.2, BEMIS was effectively used to produce annual census reports, but there were certain challenges for the validity and reliability of data. For the rectification of the shortfalls there was a need for technical assistance to improve the performance of the section by collecting reliable, valid and timely information and data from the educational institutions. But instead another organization, the EMIS was created and superimposed to perform almost related tasks.

On another case, BAEC has a mandate for conducting Grade 5 and Grade 8 examination and assessment of students' learning achievement of Grade 3 science and math. The Grade 5 examination is no more conducted by BEAC. This section is adequately staffed and seems to continue subject to provision of operational costs in the annual budgets. The assessment programme should be kept separate from examination and used for diagnostic studies.

On this JC, the evaluation team has no doubt that EMIS efforts are extremely important to get the valid and reliable data, but at what cost and whether the government will continue these operations as such without any technical assistance from the development partners is a big

question mark. On the BEAC case, there is clearly a will of its managing director to appropriate and take over the continuation of BES objectives. Nevertheless, TA should ensure that it is supported by the Education Department to reform the institution in the right direction by redefining BEAC functions with more emphasis on assessment.

EQ14: Does the provincial authorities of Education and related sectors have an “exit strategy” enabling them to mobilize the necessary financial and technological resources to ensure sustainability and continuation of the programme if the funding ceases?

The involvement of community in school development activities is good positive sign for the sustainability of different programmes at the school level. Currently at the level of the department of education there seems to be no such exit strategy existing due to either continuation of the programme or starting new programmes where the staff and resources are transferred. The restructuring and reorganization at the Secretariat, Directorate and District level offices and rationalization of teachers and institutions, and also the development of job description will help in optimum utilization of resources.

2.6 Mutual reinforcement (coherence)

EQ15: To what extent the programme is in accordance with Government’s policies and to what extent the project components reinforce other donors’ projects/ programmes?

To answer this twofold evaluation question, the mission team established two judgment criteria:

- JC 15.1: Relevance and harmonization relationships between BES programme and the Government policies;
- JC 15.2: Mutual reinforcement between BES and other donor’s projects.

On JC 15.1:

The BES programme was designing « ...aiming to support the Government of Balochistan in implementing the BESP with particular emphasis on girls education... ». Since the BESP is the document reflecting Balochistan public policy in the education sector, the mission observed evidence that BES was fully in accordance with these policies. It has also structured its interventions according to the same three policy axes of the Government i.e. *Access, Quality & relevance, Governance & management*. The fact also that one of the implementing agency of BES, UNICEF was closely associated to the methodological set-up of BESP favoured this close accordance of BES programme interventions with the Government policies.

The mission observed nevertheless that if the Poverty Reduction Strategy Paper (PRSP) had been updated at a more recent date (PRSP II was issued in 2009) ; it might have introduced some critical policy elements which might have oriented the BESP and therefore the BES in a slightly different direction, in particular giving more attention to the OOSC issue, the origins of which are quite often linked, in Balochistan in particular, to poverty situations. In Chapter 4, some lessons at this respect will be drawn from the present evaluation and recommendations will express some of their consequences.

In conclusion BES programme was designed and its interventions performed in accordance to the Government of Balochistan policies, such as expressed in the BESP, even if some slight adjustment might be necessary to adjust it to eventual shift in policies, giving more emphasis on the access and OOSC aspects of the Government policy.

On JC 15.2:

The donors involved in educational areas intervention more closely to BES coverage are USAID, JICA, UNESCO and obviously UNICEF and WB through their involvement in other educational projects. According to the mission team, the closest relationships and mutual support, seem to take place with JICA, which is supporting Non Formal Education (and its OOSC target population) with the Secretary of Social Welfare but uses the same methodological framework and instruments of intervention, Alternative (accelerated) Learning Programmes (ALP). JICA agents work on the same wave length as the UNICEF agents as far as teaching/learning approaches and curricula are concerned; up to the point that closer programmatic measures in BES and JICA projects could be envisaged in the future in order to ensure a better structured coordination of their respective TAactivities; this to help the Government of Balochistan to have a more holistic and integrating approach in the development of Formal and Non Formal Education (NFE)²¹.

The mutual benefitting relations with USAID present projects are also to be considered, in particular through EGRA and Safer Schools (executed in association with UNICEF) projects, which receive some adding value inputs from BES experience in communities involvement through the PTSMCs.

Finally UNESCO, which works closely with JICA on NFE follows with attention the outputs and outcomes of BES in order to use them as inputs for the development of an integrated model of FE and NFE rather than two parallel systems. In addition, the work performed so far by BES and UNICEF in particular to implement EMIS in 11 districts and extend it to the whole province, are of direct interest to feed reliable data in the annual world published by UNESCO Institute of Statistics

Harmonization of BES with the Government policy is certainly achieved to a high extent, thus facilitating and enhancing mutual support between BES activities and JICA, USAID & UNESCO projects.

²¹ See Chapter 4 for conclusions and recommendations at this respect

3. OVERALL ASSESSMENT

3.1 Why an overall assessment?

The mission team believes that an overall systemic assessment of the programme based on the answers to the evaluation questions and the findings resulting from their judgment criteria is useful; its main added value indeed is to provide a holistic appraisal of the project achievements so far and a summary road map for the way forward. From it, conclusions, recommendations and lessons learnt will be extracted in Chapter 4.

3.2 Overall assessment

The BES project has been conceived as a multi-purpose support to the diversified and sometimes heterogeneous objectives of BESP. Viewed from this angle, the mission team considers that it has already achieved at mid-term a great part of its objectives and purposes in the area of *Governance*, and to a more limited extent in the area of *Quality* in spite of some notable achievements. It should be noted though that these achievements are to the credit of the UNICEF-assisted components, since the WB-assisted components have not started yet at the time of the present mission²².

In the area of *Governance*, the mission wishes to highlight the following achievements:

- The development of an EMIS system, to which schools Headmasters, District Monitoring Coordinators (DMC) and District Education Officers (DEO) are fully linked and committed. This achievement, when reinforced in the 2nd half of its cycle by merging it with the 35-old BEMIS, is certainly going to provide powerful aid to the decision makers and planners at provincial level, i.e. Secretary of Secondary Education and Director of Education (Schools) but also at Federal level by feeding its consolidated statistics into the NEMIS managed by the AEPAM. Another achievement is the launching and dissemination of the Real Time Monitoring System (RTSM) to almost all of the (approximately) 13,800 schools in the 34 districts of Balochistan. This has proved so far a powerful tool to monitor in particular the absenteeism of the teachers and students;
- The impressive part of the UNICEF components is the mobilization of the community and the parents which has been channelled and consolidated in the BES-assisted schools through the setting-up of the Parents Teachers School Management Committees (PTSMC); they contribute indeed not only to funding basic classroom, school infrastructure or sports and extracurricular materials but also assist in day-to-day issues of the school, including teaching/learning issues. Thus adding value to the *quality and governance* components;
- The commitment of the teaching and non-teaching staff of the schools for achieving and implementing School Development Plans (SDP) in more than 850 schools, thus benefitting more than 140,000 learners, with head teachers taking the initiative of preparing academic calendars to monitor the execution of the SDP.

In the area of *Quality*, the component does not seem to have reached the same level of achievement with respect to the expected results:

- Although the team could not conduct visit to more than 5 (five) BES-assisted schools (with 5 more non-assisted schools in order to have evidences of comparison), the quasi general demand and complaint of the teachers met in those schools has been either for a first

²² For reasons which are tentatively explored in the Chapter 4.1 - Conclusions

participation in a CPD intervention or for a follow-up training after participating (sometimes more than 2 years before) to an initial in-service training. This was for example the case with KG teachers in a Government Girls' Primary school ²³; they received a first ECE training but believe they need more to help them to solve practical teaching/learning issues encountered in the application of the new teaching methods and materials acquired in their 1st training;

- What seems to be lacking or not enough explored and implemented is a conceptual and (as important to achieve the expected results) an operational plan to implement CPD to a certain number of teachers in the 11 districts (quantitative target) with well identified qualitative targets according to the deficiencies assessed through a full TNA exercise. Although a partial exercise²⁴ was conducted in 2017 and 2018 by PITE with the support of TRC and TA from UNICEF, extending the TNA to the 11 Districts would be probably too heavy an endeavour to be performed in the remaining time of BES life cycle. An emergency plan could then be designed on the basis of a sample survey of teachers needs and expectations²⁵. Such a survey could be conducted by PITE, - with technical support of PMC (EMIS) and TA of UNICEF and/or specialized provincial consulting firms – and would be an opportunity of capacity building through « learning by doing ».

On this subject, the mission team is of the opinion that the Education Department would benefit of a systematically prepared CDP plan which lists the training needs over a minimum duration of 2 years, with at least one session per year; so that the Balochistan community of teachers could observe and “feel” that they are in a relatively continuous process and not only the beneficiaries of « one-shot training » modalities.

On the *Access* aspects, which is one of the pillars of BESP, BES has unfortunately not been able to progress so far, because of certain reasons for delay in the preparation and approval of PC1. Once this component is kicked-off, a particular effort will have to be made for accelerating the pre-construction operations for the 1,000 additional classrooms and the 100 primary to middle schools upgrading. A favourable factor is that WB is already heavily engaged in these prerequisite operations (layouts, engineering, etc.) through its implementation (in coordination with UNICEF) of GPE BES school construction programme).

Nevertheless, the accelerated implementation of this component should not prevent BES to carefully respecting the standards set up by the Balochistan Education Department, first in the selection of the school sites for additional classrooms, then in the design of these classrooms, although WB-supported Access component may want to discuss with the Government (Civil Works and Education Departments) the inclusion in such standards of GPE-tested more environment- and child-friendly designs.

The mission found that some issues, closely linked to BES objectives and expected results would deserve, given their strategic importance, an enhanced attention of the Department of Education and its donor partners, involved directly or indirectly in the support to BESP i.e.

²³ See Annex L School visits report

²⁴ A first TNA in Quetta district (to be extended to the 11 BES-supported Districts) and a Study on Teacher Competency Profiling for Primary and Middle School Teachers in Balochistan, both with TA from UNICEF

²⁵ Through questionnaires sent to the head teachers of all supported schools and to the learning coordinators

EU, UNICEF, WB, JICA and, to a lesser extent USAID and UNESCO. The issues are the following:

- Out-of-School Children and youth (OOSC);
- Public Private Partnership (PPP) for the benefits of education development and improved effectiveness;
- Institutional capacity building of some key institutions of Balochistan Education Department in order to increase the efficiency, effectiveness and impact of BESP (and its follow-up Plans).

The *OOSC issue* is quite well highlighted in BESP including with a target of reducing the proportion of out of school children by 30% over the period of 2013-2017. Nevertheless, neither this target is far from being reached (see references below), nor BES has a programme to “fight this disease” except through its Access component which is victim of bureaucratic and administrative delays. Besides, the opening of new classrooms, even with the involvement of the communities, is not going to create a “miracle enrolment dynamics”. The situation of OOSC in Balochistan indeed is the worst in Pakistan²⁶ and no real progress have been assessed at this respect; on the contrary, **OOSC represented in 2014-2015, 66% of the children in the 5-16 age group while in 2015-2017 they represent 70% of the same age group**²⁷. The reasons are complex and go far beyond the lack of access provision²⁸ and all studies at this respect show that the most important are poverty and to a much lesser extent cultural traditions and conflict situations.

It is not the purpose of the present evaluation to enter into this debate but given the importance of the issue, it would probably be wise to address this issue through a systemic and coordinated approach and even a “campaign”²⁹ to fight it. Apart from the Department of Education, several departments (e.g. Social Welfare, labour, technical and vocational departments) and Civil Society Organizations and NGOs (e.g. BRSP, BEF) have indeed launched programmes in that direction to attract the out of school children. They are assisted by the same partner donors which are involved in BES implementation (UNICEF and JICA in particular).

In conclusion on this issue, the mission considers that within the scope and the respect of BES Financing Agreement, initiatives could be taken by the Department with the support of EU, UNICEF, WB and JICA in order to study the feasibility of a “Plan for the reduction of OOSC” in coordination with other relevant public and private institutions of Balochistan.

Another critical issue, although considered in the BESP, which has not been sufficiently dealt with in BES is the *Public Private Partnership (PPP)*, as an instrument for the benefits of education development and improved effectiveness in Balochistan. Although the successful development of community participation (see above) in the enhancement of Balochistan school services efficiency and effectiveness represents a very lively form of PPP, there are some other forms which would deserve an enhanced appraisal. Among them, the mission considers that the Madrasahs (Madaris) could represent an interesting case to be considered

²⁶ “...70% of the children in Balochistan are out of schools in classes 1-12 (age 5-16)” – source NEMIS/AEPAM, 2018, Pakistan Education Statistics 216-2017

²⁷ Even if there are some discrepancies between 14-15 figures (source: BEMIS) and 16-17 figures (sources EMIS/NEMIS), they do not represent a significant difference

²⁸ Although it is of common sense that continuous efforts should be made to increase access

²⁹ Similar to a “literacy campaign”

by the Department and its partners in this framework. Madrassahs indeed represent a modality of schooling which can contribute not only to the solution to the OOSC³⁰, since there are about 500,000 students now enrolled in about 3,210 registered Madrassahs with a considerable number also enrolled in unregistered Madrassahs but also as an additional source of experiences for the improvement of quality in the educational services offered by the Government to Balochistan children.

The mission considers that the Madrassah question should be seriously considered by BES partners, the Balochistan Department of Education, EU and its implementation agencies UNICEF and WB, as an additional modality for meeting the expected results (both in access and quality). Although this might involve human resources and financial commitments which would go beyond the capabilities of existing FAs and programmes, at least an assessment and feasibility study of the opportunities and threats that such a modality might represent for better satisfying the overall objective of BES programme³¹ could be conducted in the remaining life of BES. That would indeed provide relevant information and data for the possible incorporation of this non-public educational modality in the next programme of support to Education in Balochistan.

The mission observed that on several occasions the primary ALP has shown considerable encouraging results. The programme on completion by many beneficiaries ended up with dropout at the primary level, because there are no further facilities available in the area. The middle ALP needs to be approved from the government and implemented in those areas where the ALP primary is successfully implemented. For Madrassahs the ALP primary and middle and then proper guidance the beneficiaries can appear and get success in matriculation examination.

Finally the mission observed that measures and activities for building the Institutional capacity of some key institutions of Balochistan Education Department, might be appropriate to increase the efficiency, effectiveness and impact of BESP (and the next Plans which the Department will certainly implement in order to ensure the continuity of BESP results and ensure its impact). The mission observed indeed that institutions like PITE and BAEC would require such a capacity building; human capacity obviously, through transfer of know-how from national and/or international partners but also institutional capacity building is required in order to optimize the administrative processes and procedures in preparing and delivering the services which BESP (and more generally the development of education in Balochistan) aims at providing to the teachers, the school managers and, finally, the student population. Such requirements suggest the need for a “re-engineering” of the Education Department and its different units, councils, committees, groups and any other relevant organs, with the objective to increase its efficiency and effectiveness in performing its functions and also to take better advantage of the funding, TA and technology transfers brought by its financial and technical partner donors.

The mission considers that a discussion could be launched by EU and its implementing partners, with the Balochistan Department of Education in order to examine the relevance of a cooperation on this “re-engineering” issue and reach a decision on the opportunity to launch a

³⁰ The Madrassah Reforms & Private Schools Registration, under the Director of Education (Schools) indeed has introduced since 2016 ALP interventions with the support of BRSP which seem to be quite successful

³¹ “To accelerate and further increase the number of children (especially girls) enrolling in and completing quality elementary education (a priority of BESP)...” source: ToR of the mission

feasibility study at this stage.

The mission also observed that the administrative staff in the Department of Education including the Secretaries and senior level officers of the department are subject to frequent transfers without completing a certain tenure of three or four years. This is adversely affecting the performance of the department and the subordinate staff. A tenure of service should be fixed so that their own programmes and plans are effectively implemented.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

4.1.1 General perspective

The mission considers that the EU-funded BES project, which has been conceived as a multi-purpose support to the ambitious and wide-scope objectives of BESP, has achieved at mid-term a great part of its objectives and purposes; first in the area of *Governance*, and to a more limited extent in spite of some notable achievements, in the area of *Quality*. These achievements are essentially to the credit of the UNICEF-assisted components.

The WB-assisted component has not started yet at the time of the present mission and the mission did not obtain from the interviewed stakeholders (WB, SED) reasons for the more than 4-months delay between the date of approval of the PC1 (May 2018) and the issuance of a funding request from WB to EUD in order to kick-off its component; nevertheless WB, has been “paving the road” to prepare the implementation of the *Access* component, through its involvement in the Balochistan Education Project (BEP) funded by GPE.

The mission could assess a close cooperation at provincial, district and educational institution levels between UNICEF, JICA and GEP/WB in particular in the areas of *Governance* and *Quality*. Nevertheless, this cooperation was achieved more at the initiative of the donor agencies than at the request of the concerned Departments; Education (with UNICEF & GEP partnership) and Social Welfare (with JICA partnership).

4.1.2 Governance Perspective

The development and effective roll out of an Education Management Information System (EMIS), to which BES-assisted schools Headmasters, District Monitoring Coordinators (DMC) and District Education Officers (DEO) are fully linked and committed, is a concrete achievement.

Nevertheless, the mission noted that this achievement has been performed in parallel and without any systematically organized coordination with the Balochistan EMIS (BEMIS), created 35 years ago and working with less upgraded staff and almost no up-graded ICT resources; EMIS and BEMIS work in the Education Department, EMIS under the Secretary of Secondary Education and BEMIS under the Directorate (Schools).

Although quite visible in the assisted schools through the operations of EMIS cells, with well trained staff, BES-supported EMIS has not yet begun to produce a periodical publication (such as the publication of annual provincial Education Statistics, or Statistical profile as BEMIS produces) for the information of the Civil Society (parents, community leaders, labour market, etc.), in complement of other information media.

The team noted with satisfaction that the Secretary of Secondary Education took, during the mission visit to Balochistan, the decision to merge BEMIS within EMIS thus creating a potentially powerful instrument of support to the decision makers and planners at provincial level, i.e. Secretary of Secondary Education and Director of Education (Schools) and its partner stakeholders of the State and the Civil Society, but also at Federal level by feeding its consolidated statistics into the National EMIS (NEMIS) managed by the Academy for Education Planning and Management (AEPAM) of the MFEPT.

Another impressive achievement assessed by the evaluation team is the mobilization of community and parents in the BES-assisted schools; this mobilization has been triggered, consolidated and sustained through the setting-up of the Parents Teachers School Management Committees (PTSMC); they contribute indeed not only to funding basic classroom and school infrastructure or sports and extracurricular materials, but also assist in day-to-day issues of the school, including teaching/learning issues. It should be noted nevertheless (and the evaluation team considers it as a very positive factor for the achievement of BESP and follow-up plans objectives) that a similar “mobilization spirit” was observed by the evaluation team in non-assisted schools (although the community and parents had more limited resources at its disposal).

Launching and implementing a Real Time Monitoring System (RTSM) is a noticeable achievement of BES project so far; not only in the 11 BES-assisted Districts but now disseminated to almost all of the (approximately) 13,800 schools in the 34 districts of Balochistan; this has been made possible thanks to a steady cooperation between UNICEF and BES/GPE in support to BESP. This instrument has proved so far a powerful tool to monitor the life of the schools and in particular the presence and absenteeism of the teachers and students and to stimulate the cooperation of the community (through the PTSMC) in the improvement of the schools infrastructures and daily life of the students.

The evaluation team could observe in the BES-assisted schools it visited, the commitment of the teaching and non-teaching staff of the schools for preparing and implementing School Development Plans (SDP) as a planning instrument for the annual development of the schools; thus setting concrete bases for an effective decentralization of the school management in its programming and budgeting dimensions. From what they could observe in this limited sample, the evaluation experts believe that the same achievement has taken place in more than 850 BES-assisted schools so far, thus benefitting more than 140,000 learners; besides some head teachers have taken the initiative of preparing academic calendars to monitor the execution of the SDP.

4.1.3 Quality Perspective

Although the team could not conduct visit to more than 5 (five) BES-assisted schools, the quasi general demand and complaint of the teachers met in those schools has been either for a first participation in a Continuous Professional Development (CPD) intervention or for a follow-up training after participating (sometimes more than 2 years before) to an initial in-service training. What seems to be lacking indeed (or maybe not enough explored) is a conceptual and operational plan, a Capacity Development Plan (CDP) to implement CPD to a certain number of teachers in the 11 BES-assisted districts.

Finally the evaluation team observed that efforts made by BES for building the Institutional capacity of key institutions of Balochistan Education Department (PITE, TRC, BEAC in particular) might not be sufficient to increase the efficiency, effectiveness and impact of

BESP. The modalities of UNICEF TA staff presence in those institutions (e.g. PITE) or of the training provided (e.g. to BEAC) do not seem to totally respond to the know-how transfer needs of these institutions, knowing that time is a key factor for such systemic reforms.

4.1.4 Access Perspective

In spite of the absence of implementation of this component already mentioned above, a favourable factor is that WB is already heavily engaged in the prerequisite operations (layouts, engineering, etc.) through its implementation (in coordination with UNICEF) of GPE BES school construction programme. Nevertheless, the accelerated implementation of this component should not prevent BES to carefully respecting the standards set up by the Balochistan Education Department, first in the selection of the school sites for additional classrooms, then in the design of these classrooms.

At this respect, the evaluation team observed during visit to non-assisted primary schools discrepancies between the number of enrolled students and the number of teachers, proving evidence of a lack of school mapping exercises. On another aspect linked at the same time to the Access and Governance components, the evaluation observed in BES-assisted secondary schools, heads of cluster that their cluster did not have any feeding schools. Beyond the fact that this indicates that the choice of both the clusters and their “territory” did not respond to rational school mapping criteria, it means that the head of the cluster cannot play the role of assistance to the members of its network; that reduces considerably the qualitative effects (technical and pedagogical networking) and quantitative effects (economies of scale achieved through the sharing of didactic and human resources between the members of the cluster).

4.1.5 Overall educational management perspective (involving the three components in a systemic way)

The Out of School Children (OOSC) issue is quite well highlighted in BESP; including a target of reducing the proportion of out of school children by 30% over the period of 2013-2017. Nevertheless, this target is far from being reached and the situation of Balochistan is getting worse. But the scale of needs is such that only a systemic cooperation between all concerned Balochistan State agencies (Education, Social Welfare, etc.) and private and non-public education organizations could open the road to a sizable solution, certainly not yet in the framework of BES (2nd half) but, eventually, in the framework of the next EU-funded support to Balochistan education.

The Public Private Partnership (PPP) issue which underlies the above conclusion has not been practiced as a systematic policy in the implementation of BES activities. On the contrary, the mission has observed a dispersion of efforts in particular for reinsertion of drop outs and OOS children since programmes such as UNICEF-supported ALPs coordinated by the Education Department, are conducted most of the time without any coordination with other public agencies such as the Department of Social Welfare, CSOs such as the Balochistan Education Foundation (BEF), the Balochistan Rural Support Programme (BRSP) or religious schools (madrassahs/madares). In spite of coordination efforts through the Local Education Groups (LEG) and/or District Education Groups (DEG) to coordinate the support of partner donors (EU, UNICEF, JICA, GIZ, etc.), no PPP “critical mass” has been achieved so far.

4.2 Recommendations

On the basis of its above formulated conclusions, the evaluation team has reached to the following recommendations. They deal not only with the second phase of BES project but also with EU interventions envisaged in the next Annual Action Plan 2019, in particular the design of a new BES for the period 2021-2024. They are organized according to 4 issues: Access, Quality, Governance and overall management of Balochistan education (this last set of recommendation concerning more the next EU BES II project).

4.2.1 Access

R1.1: Assist the Education Department and in particular its PPIU and PMC in a *school mapping exercise* in order to rationalize the choice of schools to be upgraded (additional classrooms and upgrade to middle schools). This exercise might be the opportunity for building capacity on this domain in the Department of Education, the Secretariat of Secondary Education and the Directorate of Education (schools). Besides it might provide useful data for next EU-funded BES project.

R1.2: Ensure that in the preparation of schools upgrading layouts and plans, WB will follow the design standards of Balochistan Department of Education.

R1.3: Take advantage of these Access interventions to implement in the concerned schools the Governance tools (EMIS cells and RTSM coordination) which are being installed in the BES-assisted schools

4.2.2 Quality

R2.1: Prepare and design in UNICEF BBEP interventions a *Capacity Development Plan (CDP)* covering the 11 BES-assisted Districts and programming the CPD interventions over the next 2 years of the 2nd half of BES life cycle. Such a Plan should be based on a full TNA exercise covering all the schools covered by implemented BBEP, using to this effect the available and trained human resources at provincial (PITE and TRC), district and school cluster levels (Learning coordinators, EMIS cells, RTSM coordinators, etc.)

R2.2: Prepare a capacity upgrading programmes for the key quality-related institutions in the Education Department (PITE, TRC, BEAC, BoC) in order to assist them to fully appropriate the knowledge and know-how in curriculum development and SLO assessment techniques made available by BES TA agencies (UNICEF, WB, EU)

4.2.3 Governance

R3.1: Take advantage of the recommended school mapping exercise (Recommendation R1.1) to rationalise the number and location of teachers appointments in order to avoid the present situation of overstaffed schools with some others in the nearby areas grossly understaffed. Such a situation indeed considerably reduces the benefits of interventions.

R3.2: The different sectors' efforts and inputs should be focused initially in selected districts, and these can be made as model districts. The visible change in the district will let indeed other districts aspire for having similar inputs, which will be, together with their relevant outputs clearly visible to the residents. Such a measure should avoid that the short-lasting effects of the current piecemeal efforts and inputs in one district and the other.

R3.3: Take advantage of the on-going merging of Education Department BEMIS and BES-assisted EMIS to organize their synergy and enhance their joint networking capacities; in order to create a technology-upgraded BEMIS, covering the 34 Balochistan districts and able to meet all the needs of educational access, quality and governance decision makers in the Education Department.

4.2.4 Overall management of Balochistan education system

R4.1: Set up and organize a provincial campaign of fight against the OOSC growing scourge. Such a campaign could be led by a coordination mechanism led by the Education department and EU, involving all development partners (EU, UNICEF, WB, JICA, USAID, etc.) and other public private partners within and outside of in support of the Education Department (Madrassah Reforms & Private Schools Registration, Social Welfare, BRSP, BEF, etc.).

R4.2: Streamlining Madrassah education in order to coordinate a mutually benefitting cooperation between the public formal education system and private and religious formal and non-formal education modalities. This initiative could start by a systematic harmonization of all ALP programmes (e.g. for the benefit of the fight against OOSC scourge) implemented by the Education Department and other public and private stakeholders. This will target to a greater extent reduce the size of OOSC without spending on infrastructure and facilities.

R4.3: Support the Education Department in establishing a close coordination among Education, Rural Development, Social Welfare and TVET Departments in order to better streamline education and training contents according to local needs of the labour market.

R4.4: Launch a feasibility study for supporting a “re-engineering” of the Education Department and its different units, councils, committees, groups and any other relevant organs (PITE, TRC, BEAC, etc.); with the objective to increase its efficiency and effectiveness in performing its functions and also to take better advantage of the funding, TA, technology and know-how transfers brought by BES project and its envisaged follow-up and more generally its financial and technical partner donors,

4.3 Lessons learnt

The lessons learnt by the evaluation experts on the basis of their assessment and findings apply to both stakeholders of BES project, the Balochistan Education Department and the EU-led aid agencies (UNICEF & WB) which support the Department in the implementation of BES. They concern also both the 2nd half of the BES project and the new project of support to the Balochistan education system, envisaged by EU in the framework of its next programming cycle.

As far as the Education Department is concerned, the team has found that the Secretary of Secondary Education had some difficulties in taking the leadership of the reforms assisted by BES project and was not always at the initiative of the interventions programmed by the Technical Assistance of UNICEF in this case. This is in part due to the fact that TA was dispersed, for operational relevance reasons, between different institutions of the Department (PITE, TRC, BEAC, PPIU, LEC, DEO, etc.) which experienced difficulties in establishing, during the first half of the project, the necessary coordination between each other. The result found was that coordination was established in a somehow “artificial” way by UNICEF TA, which tried to keep informed, as much as possible, the Education Department and in particular the Director of Education (Schools). But this was not an easy task, due to so

frequent political transfers in the Education Department. In order to mitigate, if not eliminate, the potential risks of low efficiency and effectiveness, the Secretary of Secondary Education might want to launch a feasibility study for a “re-engineering” of the Department which would streamline the operational decisions to be taken in the framework of an educational reform. A good example of such rationalizing measures is the decision taken in October 2018 to merge BEMIS and EMIS under the Secretary of Secondary Education. Such a reengineering would certainly represent an asset, if not a necessary condition, for the optimal roll out of EU future cooperation with the Education Department. It is probably a bit late to take such measures during the 2nd part of BES project (although many elements already existed in the various plans³² prepared before the design and launch of BES and BBEP in particular) but the next support to Balochistan education envisaged by EU could take this challenge into account.

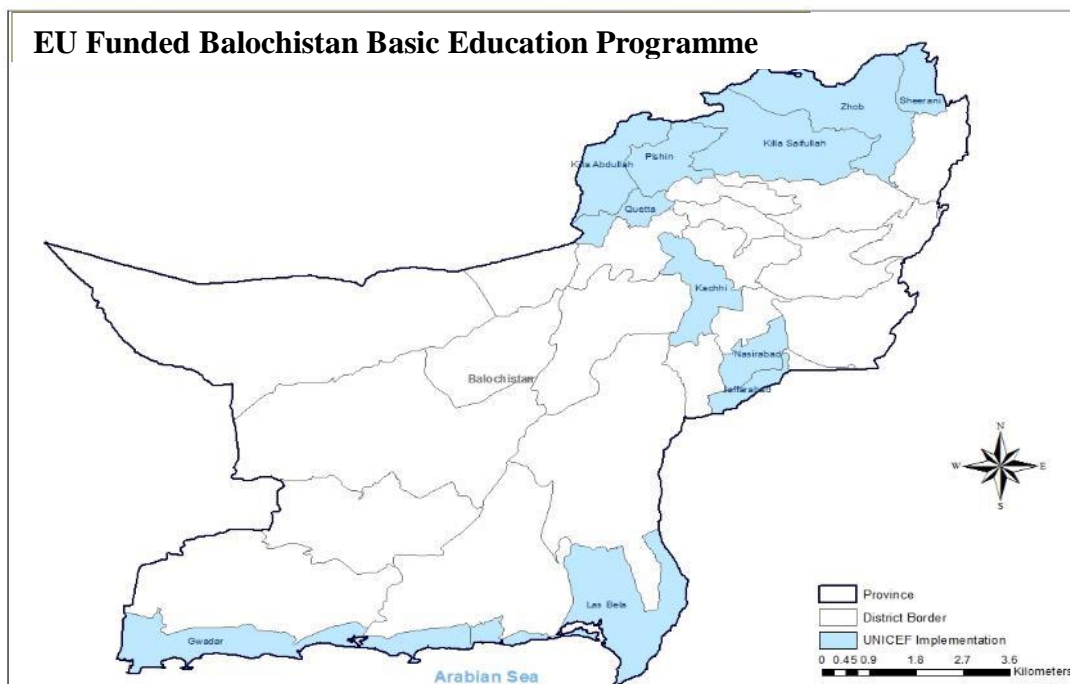
As far as UNICEF which is in charge of Quality & Governance components of BES, the mission team found that, for the optimal completion of the BES activities under way, some more efforts should be dedicated by UNICEF, to the qualitative improvement of the education services delivered to the target beneficiaries, i.e. not only children and youths enrolled in formal pre-university education but also out-of-school children and youths (OOSC). For improving the quality of the formal education, It seems indeed that the most cost-effective solution is to dedicate more inputs and resources to the professional development of the in-service teachers in the BES-assisted schools; and, in order to ensure a higher and more sustainable impact, to do so in the framework of a comprehensive capacity development plan, extended over the next 2 or 3 years at least, in order to fill the gap between the actual BES, due to finish in 2018, and its next follow-up plan. At the same time, it seems urgent to develop in parallel a reinsertion programme for the OOSC (either to the formal system for the youngest ones or in tailored vocational streams for the youngsters) in order to stop at short or medium term the worrisome growth of their number. The lesson learnt from the assessment of BES implementation and the impact of the half term BES is indeed that both issues must be addressed at the same time and through parallel and coordinated solutions. To maximise the impact of this systemic governance approach, it seems important to the evaluation team that the Education department establish strong coordination and cooperation mechanism with its public and private partners (other Ministries, non-public, private and religious educational institutions) involved in the fight against OOSC scourge, which has been steadily growing in Balochistan reaching unequalled summits among all Provinces of Pakistan. At this respect, streamlining the educational services offered by the Madrassahs and coordinate them with those offered by other public non-formal education solutions to respond to the OOSC needs, would be a sensible initiative to be taken by the Education Department and would certainly deserve support by the EU and its donor partners.

³² Plans in Continuous professional development of teachers (included recommendations for restructuring PITE), EMIS, Teacher Deployment, Textbook distribution, Examination and Assessment

5. APPENDICES

Appendix A. Terms of Reference

Appendix D. Map of Balochistan




Appendix F. Documents consulted

- Balochistan Secondary Education Department/Policy Planning & Implementation Unit (PPIU), 2013, Balochistan Education Sector Plan 2013-2018 Balochistan Education Sector Plan;
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- BEAC, 2017, Report on learning achievements in grade 8;
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- EU, 2014, Identification fiche of BES;
- EU, 2014, Action Document BES;
- EU, 2016, Revised AD dated 31.08.2016.doc;
- Signed Amendment No.1 to BES FA.pdf;
- EU, 2014, BES_Logframe_050914.doc;
- EU, 2014, DRAFT TAPs_050914.doc;
- EU, 2016, Logframe matrix for Balochistan Education Support.doc;
- Balochistan Global Partnership for Education (GPE), 2018, Concept Note-051018.docx.

Appendix G. Slide show for the Reference Group and Final Seminar




The slide features a blue background with a faint map of Europe and the EU flag. At the top left is the EU flag logo. In the center, the text reads: 'RfS 2018/399014 – V01 Evaluation of the Financing Agreement between the European Union and the Islamic Republic of Pakistan – Balochistan Education Support (BES)'. To the right is the PROMAN logo. Below the logo is the text: 'A project implemented by PROMAN Consortium'. A yellow banner at the bottom of the top section contains the text: 'FWC Services for the implementation of external aid (SIEA) 2018 - EuropeAid/138778/DH/SER/Multi Lot 4: Human Development and Safety Net'. The main body of the slide is dark blue with white text centered: 'Final Seminar 28/11/2018 Boy Scout Association, Provincial Headquarters Quetta'.



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Final Seminar
28/11/2018

Boy Scout Association, Provincial Headquarters
Quetta



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Proposed Agenda

- 10:30 – 11:30** **Presentation of the mission findings, conclusions and recommendations by the evaluation team**
- 11:30 – 12:00** **Tea and Coffee break**
- 12:00 – 13:00** **Group discussions on the mission findings by the participants**
- 13:00 – 13:30** **Presentation of the group discussion results by the group rapporteurs**
- 13:30 – 13:45** **Synthesis of the seminar works by the evaluation team**
- 13:45 – 14:00** **Closing Ceremony by the Belochistan Education Department**
- 14:00** **Lunch and informal discussions**



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Evaluation mission activities

The mission took place in Pakistan from October 15 to November 10, 2018 with the following activities

- Consultation of documents
- Interviews with all stakeholders in Islamabad
- Meetings in Quetta with the Balochistan Education Department, Department of Social Welfare, local officers of development partners
- Meetings with non-public educational institutions
- Visits of 5 EU project-assisted schools and 5 non assisted schools in Quetta, Kachchi and Pishin Districts

13:000 - 10:30



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Evaluation Questions (1)

Purpose of the Evaluation

- Mid-term evaluation of the Balochistan Education Support project (BES) in terms of *Access, Quality & Governance*
- BES is implemented by UNICEF and WB

Evaluation criteria and instruments

- *Relevance, Effectiveness, Efficiency, Impact, Sustainability, Mutual reinforcement*
- Instruments were developed based on 15 Evaluation questions



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Evaluation Questions (2)

Relevance

- EQ1: To what extent the intervention logic, implementation strategy and inputs of BES are supportive of BES implementation
- EQ2: How far the BES components (strategy, activities, inputs) are flexible and adaptable to respond to changes of contexts, circumstances, needs of the target communities and population, changing needs in institutional development and capacity building of the stakeholder

Effectiveness

- EQ3: To what extent the planned targets have been achieved regarding the target population (boys & girls) and in particular the most vulnerable population
- EQ4: How far the key beneficiary organizations (PITE, BEAC, Elementary Colleges for Teachers Education) have changed their behavioural patterns and produced the planned improvements
- EQ5: What major challenges were faced during implementation and how well the stakeholders (UNICEF, WB and Education Department) resolved the resulting issues



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Evaluation Questions (3)

- EQ6: Were specific job descriptions available for the staff of Balochistan Department of Education who were responsible for the implementation of BES activities for its key components (teachers training, curriculum development, etc.)
- EQ7: To what extent the cross-cutting issues (gender, poverty, environment) have impacted the implementation of BES programmed activities and expected results

Efficiency

- EQ8 : How efficient is the day-to-day management of the BES activities? Has it impacted, positively or negatively, on the standard structure, functions and capacity of the Secretariat of Secondary Education and/or any other beneficiary institutions
- EQ9 : How far the deadlines are met in the implementation of the different components of the project? If not what efforts have been initiated by the partner stakeholders to improve it
- EQ10 : Has the country partner institution contributed in staff and services as planned in the Financing Agreement



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Evaluation Questions (4)

Impact

- EQ11 : To what extent a trend towards the achievement of the objective and targets of the programme can be detected and some preliminary impact on the target groups observed

Sustainability

- EQ12 : Is the involvement and resulting ownership of the beneficiary institutions observable at mid-term and to what extent through measurable indicators
- EQ13: To what extent the concerned individual and institutional partners in Balochistan province have acquired the capacity to take over and continue to pursue at longer term the objectives of the programme?
- EQ14 : Does the Provincial Education Department and related sectors have an “exit strategy” enabling them to mobilize the necessary financial & technological resources to ensure sustainability and continuation of the project if funding ceases

Mutual reinforcement (coherence)

- EQ15 : To what extent the programme is in accordance with Balochistan Government’s policies and to what extent the project components reinforce other donors’s projects/programmes



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Instruments

- Key informal interview questions
- FGD questions
- Secondary data
- Personal observations during visits
- Analysis



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Overall Assessment

Progress:

- **Governance, EMIS, RTMS, SDP**
- **Quality, CPD (PITE, TRC, BEAC)**
- **Access, ---- yet to start**



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CONCLUSIONS (1)

The experts conclude:

In general

- **Overall performance of the project in *Governance and Quality* was satisfactory**
- **The *Access* component should cover the time lost and start ASAP**



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CONCLUSIONS (2)

For the Overall education policy perspective:

- Addressing OOSC issues
- Streamlining Madrassah education
- Restructuring and reorganization of The Education Department



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RECOMMENDATIONS (1)

Access:

- **Plan and implement a School mapping exercise with PPIU and PMC for the 2nd half of BES,**
- **Follow design standards of the Education Department for school up-grading,**
- **Set up EMIS cells and RTSM coordination in the 1100 up-graded schools**



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RECOMMENDATIONS (2)

Quality:

- **Prepare a *Capacity Development Plan (CDP)* based on a *Training Needs Assessment (TNA)* for all teachers and headteachers**
- **Prepare a *Capacity Upgrading Plan* for the key provincial institutions involved in the Quality perspective**

Governance:

- **Streamlining the appointment of teachers in the cluster and feeding school**
- **Extending the merged EMIS+BEMIS to the 34 districts**



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RECOMMENDATIONS (3)

Overall Balochistan Education policy

- **Organizing inter-departmental PPP-based campaign for reduction of OOSC**
- **Streamlining Madrassah's education in coordination with all stakeholders**
- **Closer cooperation is needed among Education, Rural Development, Social Welfare and TVET Departments to achieve the desired results**
- **Steps should be taken to reorganize/restructure the Education Dept**



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Introduction to the Group discussions

Appendix J. Report of the Final Seminar



Acronyms

BES	Balochistan Education Support
EU	European Union
GPE-BEP	Global Partnership for Education – Balochistan Education Program
WB	World Bank
UNICEF	United Nations Children Fund
PTSMC	Parent Teacher School Management Committee
PPP	Public Private Partnership
BEMIS	Balochistan Education Management Information System
EMIS	Education Management Information System
RTSM	Real Time School Monitoring
SDP	School Development Plan
CPD	Continuous Professional Development
PITE	Provincial Institute for Teacher Education
TRC	Training Research Center
BEAC	Balochistan Education Assessment Commission
OOSC	Out of School Children
CDP	Capacity Development Plan
TVET	Technical and Vocational Education and Training

Pictorial



Evaluation of the Financing Agreement between the EU and the Islamic Republic of Pakistan - BES
Draft Final Report





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