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Improved Access to Quality Education in Tribal Districts of Khyber Pakhtunkhwa



United Nations Pakistan

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List of Acronyms and Abbreviations

AA	Administrative Agency
ADP	Annual Development Plan
AEC	Annual Education Census
CAD	Canadian Dollar
DOP	Directorate of Projects
EMIS	Educational Management Information System
FATA	Federally Administered Tribal Area
GER	Gross Enrolment Rate
IP	Implementing Partner
KP	Khyber Pakhtunkhwa
KPMD	Khyber Pakhtunkhwa merged districts
MD	Merged districts
MPTF	Multi-partner Trust Fund
NER	Net Enrolment Rate
NGO	Non-governmental Organization
NOC	No Objection Certificate
OOSC	Out of school children
PM	Prime Minister
PTC	Parent Teacher Committee
SAFRON	(Ministry of) State and Frontier Regions
SRRS	Sustainable Returns and Rehabilitation Strategy
TDP	Temporarily Displaced Persons/People
TIJ	Taleemi Islahi Jirga
TPM	Third-party Monitoring
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund

Project Summary

Title of Proposal	Improved Access to Quality Education in Tribal Districts of Khyber Pakhtunkhwa
Country	Pakistan
Planned Duration	April 2019 – July 2022 (including 4-month inception period)
Project Outcome	Increased equitable access to safe, secure, quality, inclusive education and learning by girls and adolescent girls in fragile settings
Project Outputs	<p>1: Increased capacity of government and non-state actors to reduce social, cultural and physical barriers to girls participating in education</p> <p>2: Increased knowledge and skills of stakeholders (government, non-government and community) to promote girls' access to inclusive and quality education in fragile settings</p> <p>3: Increased capacity of girls and adolescent girls to claim their right to education and make their voices heard in decision making processes that affect them</p> <p>4: Enhanced capacity of education stakeholders to provide quality gender-sensitive teacher training and safe inclusive learning spaces for girls</p>
Geographic Focus	Newly merged districts of Khyber Pakhtunkhwa (2 districts to be identified during assessment in inception phase)
Focus Population	<ul style="list-style-type: none"> • 13,925 girls and boys supported with a focus on girls (65 per cent or 9,125 girls), particularly very young and adolescent girls to access education opportunities (7,925 girls in formal education 1,200 girls in pre-primary). • 310 teachers, including 50% female teachers • 155 communities and community structures such as Parent-Teacher Associations and mother's groups • 155 formal schools (mixed with focus on girls as much as possible), 100 ECE classes (mixed with focus on girls as much as possible) <p>While the principal beneficiaries of this project are girls, it is expected that boys in attendance at the same schools as girls will also benefit. Similarly, while the project focusses on empowering</p>

	<p>female teachers, male teachers teaching in pre-, primary, secondary and ALP will also benefit. The reality of the region does not allow for a sole focus on girls in education as it is common for girls and boys to study together at pre- and primary level. An incremental approach is recommended to address the very poor education indicators for girls sustainably.</p> <p>Schools and communities will be selected in joint assessment during inception phase.</p>
Partners	<p>United Nations Development Programme (UNDP) and United Nations Children’s Fund (UNICEF) under One UN Programme,</p> <p>Directorate of Projects, KP</p> <p>Department of Elementary and Secondary Education, KP</p> <p>NGOs, local communities</p>
Budget	CAD 7 million
Date submitted	May 2019
Contacts	<p>Ignacio Artaza, Resident Representative, UNDP Pakistan</p> <p>Aida Girma, Representative, UNICEF Pakistan</p>

1. Introduction

The proposed programme aims at reducing barriers preventing access to quality education for girls in the newly merged districts (MD) of Khyber Pakhtunkhwa (KP) province. The project is a part of the overall United Nations’ programme for improving the education indicators in Pakistan and particularly in the newly merged districts of KP, which have faced massive displacement as an aftermath of militancy in the region. This displacement has disproportionately affected girls and women, as even in times of peace these groups have significantly lower access to resources and decision-making as well as reduced mobility, than their male peers. These disparities have been further exacerbated by displacement. The project contributes to the Government of Pakistan’s FATA Sustainable Return and Rehabilitation Strategy, launched by the Governor Khyber Pakhtunkhwa and FATA on 7th July 2015.

The project will improve access to quality education for 9,125 girls and 4,800 boys across 155 formal schools, 100 ECE classes and 55 Second Chance/ ALP centres in the target districts in the

newly merged districts¹. Careful attention will be paid to ensure outcomes address key cross-cutting issues of gender mainstreaming, conflict sensitivity, disaster risk reduction, climate change adaptation and capacity development while being mindful of protection issues.

The project is designed for a 36 months implementation period plus a four months inception phase, with a budget of CAD 7 million. The project will be implemented jointly by UNDP and UNICEF under the One UN umbrella in collaboration with government counterparts, civil society partners and local communities (including with women's organisations operating in the merged districts). These stakeholders will be involved in the identification, prioritization, implementation and oversight of the project, to ensure the relevance, ownership and sustainability of the intervention. In particular, UNDP and UNICEF will closely coordinate with the Department of Elementary and Secondary Education and FATA Directorate of Projects which reports to the KP Department of Planning and Development.

UNDP and UNICEF are well placed to implement the proposed project as the two organisations bring significant capacity and a proven track record of collaboration in gender-responsive Education programming in the merged districts of KP. UNDP and UNICEF are supported by well-developed networks and relationships on the ground, excellent technical knowledge and contextual understanding, particularly in regard to the bottlenecks and barriers which restrict girls from attending school. The proposed project will build on the results and lessons learnt from a range of education projects implemented in erstwhile FATA over the last decade. The proposed project will support the FATA five-years Education Sector Plan and will be aligned with the 2019 Education Sector Plan for KP currently under development and will also take into consideration the prioritized areas in the 10-year socio-economic development plan for FATA. It is incumbent on UNDP and UNICEF to ensure positive action measures are put in place to consult women and girls themselves as the project is planned, implemented and monitored.

¹ According to the FATA Directorate of Education's notification no. 17/015 dated April 14, 2015; students (boys and girls) are allowed open choice of admission in early grades of primary schools. This policy was adopted due to shortage of educational facilities in most of the small settlements of erstwhile FATA. In practice, it is common for girls to study in boys schools at primary level, hence although the principal beneficiaries for this project are girls, it is expected that boys in attendance in the same schools as girls will also benefit. At secondary level, families are reluctant for their adolescent daughters to study alongside boys.

2. Background and Situation Analysis

2.1. Situation Overview

The history of the erstwhile Federally Administered Tribal Areas (FATA) of Pakistan is well documented, not least in the various reform plans developed over the past 15 years². This remote area, bordering Afghanistan and the Pakistani Provinces of Khyber Pakhtunkhwa (KP) and Balochistan, with its population of over 5 million³, has been negatively affected by decades of poverty, conflict, neglect and under-development. Its unique constitutional history⁴, conflict and an enduring lack of interest in development of successive governments have contributed, over time, to a worsening of human and economic development status relative to the rest of the country, particularly in regard to indicators relating to gender equality. The scarcity and reliability of data to objectively describe the development situation makes an ambiguous baseline for further development investment choices challenging to achieve.

FATA's human and economic development indicators in 2016 are generally poor and lag almost all areas in Pakistan. Some basic statistical measures of FATA from a range of sources are presented below:

Annual Growth Rate

FATA in Figures, 2015,
FATA Secretariat



2.19%

This figure has been consistent since at least the 1998 Census

Adult Literacy Rate

FATA Development Indicators
Household Survey (FDIHS)
2013-14



33.3%

58% for Pakistan inclusive of males and females.

National Multi-Dimensional Poverty Index

Ministry of Planning, 2016



19.7%

Data for FATA is incomplete, but the MDPI report states, on P. 16, FATA is experiencing high levels of multi-dimensional poverty in terms of the MPI and incidence, although it is not statistically different from Baluchistan, (the poorest province on this measure).

Head Count Poverty Rate

ADS for FATA, 2016



52.3%

The number of people living on < \$1.25 a day at 2005 international prices.

² Reference the FATA Sustainable Development Plan 2005 – 2015; Report of the FATA Reforms Committee, 2016; Accelerated Development Strategy for FATA, 2016, etc.

³ This estimate is based on the preliminary results of Pakistan's National Census of 2017.

⁴ Articles 246-7 of the Pakistan Constitution extends the executive, but not the legal, power of the State across FATA and provides for special arrangements for governance that do not exist elsewhere in the country.

FATA has experienced conflict and chronic instability throughout its history. Since independence this was largely a result of inter- and intra-tribal conflicts over resources, accompanied and often exacerbated by significant gender disparities. Since 2001, the situation greatly worsened by the emergence of militant organizations seeking to destabilize Afghanistan and Pakistan. Militancy spilled over from the conflict in Afghanistan in part due to foreign military pressure on extremist groups there and in part due to lack of effective and non-gender-responsive governance.

2.2 FATA merger with KP province and its implications:

As part of improving the overall security situation in the country, a FATA reform was included in the National Action Plan against terrorism formulated to address militancy. In a historical ruling, on May 31, 2018, a bill was signed to complete the constitutional process for merger of FATA with KP province while both national and provincial assemblies passed the 31st amendment which merged FATA with KP. Although post-merger, the nomenclature has been changed; in practice the functions have remained the same. The development plans for FATA have still not been finalized and lack of clarity prevails particularly about the funding for the newly merged districts. A ten-year socio-economic plan is under preparation, however, it will take time for the government to operationalize new funding mechanism as support and consensus from the other provinces is yet to be agreed upon. Due to lack of clarity in the mechanism post-merger, and the lack to date of specific commitments on working for gender equality, the need for investment in education- particularly girls' education- remains a challenge as well as priority area in the newly merged districts.

2.3 FATA Displacement and Returns and its impact on education

Temporary displacement of families within erstwhile FATA or to adjacent districts of Khyber Pakhtunkhwa due to militancy and successive military operations strained the already limited public services (including education) leading to depriving children of access to quality education. Hundreds of thousands of children had been displaced and deprived of education. Conversely, education provided to girls (as well as boys) in camps has increased demand for girls' education on return to their original homes. This increased demand for girls' education is an opportunity this project aims to maximise. The Education Cluster estimated that by December 2018, 51,083 children aged between three to eighteen years (of which 50% are girls) remain in displacement⁵. Since 2010, 1.4 million TDP affected children (819,111 male and 627,985 female) have returned to their hometowns.

Though the return process is almost complete, children, particularly girls, still suffer due to lack of access to quality education. In the return areas, most functional educational facilities in FATA are understaffed and/or under resourced and less accessible by girls. Prior to the crisis, 4,344 schools out of 5,957 schools in FATA were functional (40% girl schools). According to EMIS census report

5

2013-14 approximately an additional 1,145 schools in FATA became non-functional. More than 1,000 schools were damaged to the extent that they required extensive rehabilitation. According to the Annual Education Census of Government Education Institutions in FATA (2016-17), the net enrolment rate (NER) for children aged between 5 to 9 stands at 53.46% (59.58% boys and 46.84% girls), while for children aged 10-14, overall NER is alarmingly low at 9.42% (13.79% boys and 4.3% girls). The latter figure for girls is particularly significant as girls' transition to secondary school is a game-changer in terms of opening up opportunities and strengthening levels of empowerment later in life, which is good for girls as individuals in their own right, as well as for any children they may go on to have. Among 1.5 million school aged children in FATA, 53% (61% girls and 39% boys) are out of school. Further, the gender disparity for access to education is highly skewed with 0.79 at primary level and 0.32 at secondary level. Gender gaps of this size are simply unacceptable in 2019- anywhere in the world.

At the school level, the causes behind high dropout rates and out of school children, especially girls, are related to access (including damaged infrastructure, link roads, families' control over adolescent girls' mobility), quality (overcrowded classrooms, teacher absenteeism, inadequate learning materials which are not gender-responsive, lack of trained teachers (particularly female; in districts where families insist on a female teacher to teach their adolescent daughters), missing facilities particularly for girls, corporal punishment and governance (school management, conflict, instability) which tends to be by men, in male interests. At individual/personal level, poverty and health issues also escalate the factor as children must support the family. Boys are encouraged to take up low-paid jobs outside the home, whereas girls are asked to take on tasks within the home on an unpaid basis. Further, the fragile security situation is a major concern where families tend to restrict their daughters' mobility even further, limiting girls' access to school and increasing the prevalence of child marriage for girls, as a measure to protect both the girl concerned and the family's honour.

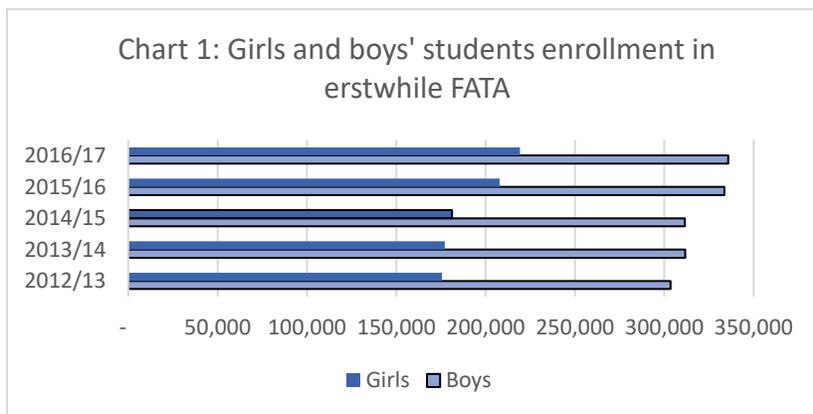
2.4 The challenges of girls' education in the merged districts of KP

Gender inequality is a particularly important issue in the newly merged districts of KP where girls and women have significantly low levels of achievement against most social, economic and participation indicators. The area has traditionally been operated as a patriarchy, unquestioned by both men and women and already severe restrictions of girls and women's basic rights have been further aggravated during the period of militancy. The displacement of 3 million FATA residents to neighbouring KP after the 2002 military operation further interrupted girls' and women's access to healthcare, education, self-development and income-earning opportunities. With the area now mostly cleared of militancy, the process of return to the newly merged districts is 95 per cent complete. The on-going government efforts to rebuild and align the newly merged districts with the rest of the country hold a historic opportunity to ensure all policy and programming is gender-responsive, with girls' education prioritised as one of the most – if not the most important-vehicles to empower girls and women to participate more equally in society. However, the merged

districts do not yet have gender-responsive school environments and systems (including legislative, physical and social) and the region has a very long way to go to achieve girls' and women's equality and safety.

Evidence suggests girls and women in the newly merged districts of KP are largely confined to their homes throughout their lives; most married women give birth to 6-10 children by the age 40 and girls and women have limited access to education and economic opportunities and are dependent on male in-laws for access to almost all resources needed for life.⁶ They remain extremely vulnerable to discrimination and isolation both by their families and strong social norms. This socially and gendered assigned role of girls and women in society is clearly reflected in the appallingly low indicators for girls' education, as we have seen above, with further detail below. .

Globally, evidence shows that young and adolescent girls are almost 2.5 times more likely to be out-of-school if they live in conflict-affected countries, and young women are nearly 90% more likely to be out-of-secondary-school than their counterparts in conflict-free countries (UNESCO, 2015c). The 2017 Annual Education Census data shows that only 37 percent of girls are enrolled in primary education in the newly merged districts. The enrolment further decreases at secondary level with only 5 percent of girls accessing education. While there has been some improvement in girls' enrolment since 2012, an unacceptably wide gender gap between girls' and boys' enrolment prevails, as illustrated in below table.



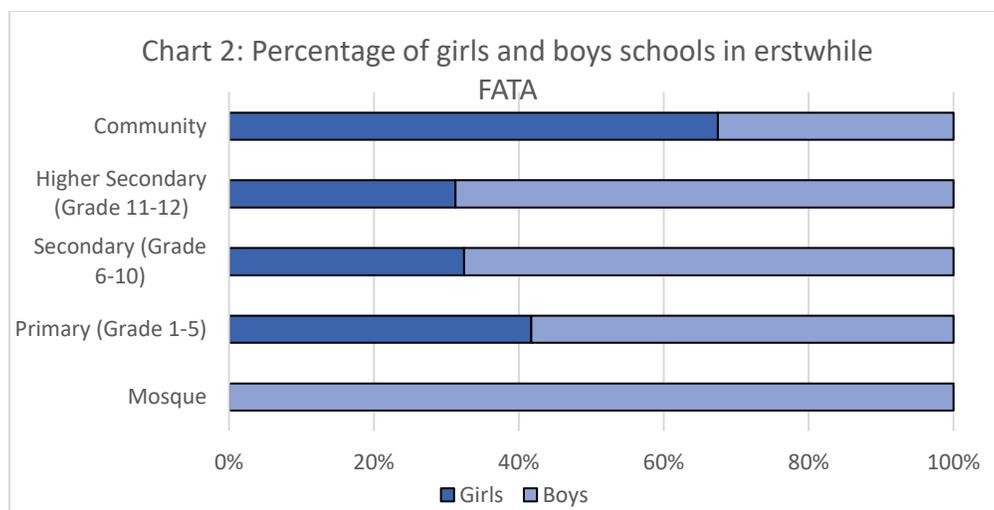
Source: Annual Education Census of Government Education Institutions in FATA (2016-17)

2.5 Key barriers preventing Girls from accessing quality Education

Missing facilities and poor school infrastructure:

The Annual Education Census (AEC) 2016-17 shows that there are more schools for boys than girls. Out of 5,957 government institutes, 5,101 are functional and of these, only 2,074 (40%) are girls' schools. It is pertinent to mention that as per government policy, schools in erstwhile FATA have been established with a 60:40 ratio, in favour of boys.

⁶ Naveed, S. (2018): The importance of education girls in the Newly merged districts of KP, Pakistan; Brookings



Source: Annual Education Census of Government Education Institutions in FATA (2016-17)

The government allows girls students at primary level to study in boys' primary schools but in most cases, these girls study till grade 3 and then drop out as the parents do not want their daughters to study with boys as their daughters get anywhere near adolescence. In many cases, families see being taught by male teachers, as a strong risk to their daughters' and the family's honour. At the same time, the WASH facilities in such schools are also not gender-segregated which makes it difficult for girls' students to stay in a co-ed school system. Missing facilities such as washrooms, boundary walls and drinking water facilities also stop girls- particularly adolescents- from attending school. Non-functional washrooms result in student absenteeism particularly during their menstruating cycle for a few days every month. Due to consistent absenteeism, these students lag behind in their studies and in the end, have a heightened risk of dropping out of the education system entirely. Similarly, parents are not willing to send their adolescent daughters to schools with no boundary walls and poor school infrastructure due to the rigid 'pardah' culture and would prefer their daughters to stay home than being exposed and/or ogled by non-family males. There is a further risk of harassment of girls by boys and men as they make their way to school, which families are not prepared to accept. In addition to missing facilities, many school infrastructures were damaged during the militant insurgency where particularly female schools were targeted and destroyed (check the link for pictorial evidence)⁷. Girls' education was seen as a Government, rather than a local priority, which led to heightened attacks by non-state actors targeting Government institutions.

As per government policy, primary schools have two classrooms in which education is imparted to students of grade 1 – 6. In many cases, students of the higher grades are allocated a classroom

⁷ <https://www.aljazeera.com/indepth/inpictures/2014/05/pictures-bombed-schools-pakista-201451612222401436.html>

inside while the younger grades (1-2) are forced sit outside. During harsh weather and rainy seasons, most of the latter students remain absent.

Shortage of qualified female staff: Due to low female literacy rates in erstwhile FATA, there is a significant dearth of qualified local female teachers. As a result, the Directorate of Education has to hire female teachers from outside erstwhile FATA, which has added further complicating factors. Due to the unavailability of appropriate accommodation in their respective villages, for instance, many female teachers remain absent or else have to stay in the local Malik's houses, which is not considered culturally appropriate. In some cases, these teachers hire proxy local teachers who are not qualified to teach the students, thus, resulting in low quality education and demotivation, absenteeism and dropout among girls' students in a downward spiralling circle

Cultural norms which exacerbate gender inequalities: Historically, there are fewer girls' schools than boys' schools in the newly merged districts/erstwhile FATA and Chart 2 further shows that there are not enough secondary schools to accommodate girls graduating from primary schools (only 1 girls' secondary school available to every 4 primary schools). Consequently, girls tend to drop out after primary school as parents are not willing to send their daughters to distant schools. The reasons for parents' unwillingness are multifaceted as more than 50% of the FATA population is living under the poverty line⁸ and when given a choice, parents in erstwhile FATA, with limited financial resources prefer to send their sons for a better return on investment to their family. Secondly, due to highly gendered cultural and social norms and strict '**pardah**'⁹ culture, restricting girls' mobility, parents want schools to be situated nearby. Making the situation even more complex, local rivalries and scattered populations in districts such as South Waziristan and Orakzai make it unsafe for girls to travel alone, even during the day. The decade long militancy in the region also exacerbates parents' unwillingness to send the daughters outside because of the security threat.

2.6 UN's contribution to the Education Sector in Pakistan and KPMD

The UN emphasises that education- particularly girls' education- is essential for the stability and gender-responsive development of erstwhile FATA, and for the success and sustainability of programmes. UNDP and UNICEF have built alliances with their partners, be it local, provincial or federal government, civil society/communities, national/international stakeholders, partner-UN agencies and donor community.

⁸<http://www.pk.undp.org/content/dam/pakistan/docs/CPRU/FATA%20Transition%20&%20Recovery%20Programme/FTRP%20Result%20Report%202016-17.pdf>

⁹ A religious and social practice of female seclusion prevalent among Muslim communities particularly in South Asia

This project will benefit from the UN's heavy footprints in FATA, lessons learned from field experiences and is directly aligned with and feeding into the FATA Education Sector Plan, thus, ensuring buy-in from both the Directorate of Education and the Government of KP.

The project will take an interactive context-flexible and above all gender-responsive approach. The UN's neutrality, leadership, partnerships and capacities will be effectively leveraged to support the national/provincial authorities, and to champion solutions to the issues related to provision of quality education and increased youth engagement in FATA (with a particular focus on girls), providing technical support to the government in strategic planning and catalysing implementation. There is an existing Education Steering Committee which will continue to be the focal platform for project coordination with the Government of KP, with a higher proportion of female committee members- a minimum of 33%. While implementing the project, the UN will ensure that the project activities complement the proposed erstwhile FATA 10-years development plan where girls' education is set as a strategic priority by the Government.

The UN has an extensive track record of implementation in FATA, starting from its first operation back in 2009. This experience has enabled the development of close and supportive relationships with the FATA Secretariat, FATA Development Authority, the KP authorities and a wide array of implementing partners. The UN also has a significant track record of gender-responsive programming in KP and the merged districts, in areas such as WASH and child protection, in addition to education.

The project proposes to provide a comprehensive response to FATA's complex education related challenges with a focus on promoting gender equality, complementing the FATA Education Sector Plan 2015/16 to 2019/20, recommendations of the FATA Reforms Committee 2017 and the Sustainable Return and Rehabilitation Strategy (SRRS) 2015. This project is based on the lessons learnt through UN's previous and ongoing multi-donor support to FATA and is informed by principles of global commitments set out by the implementing agencies, such as UNICEF's Gender Action Plan.

Under the FTRP, UNDP through funding from the USAID, European Union and CERF, has rehabilitated 850 schools benefiting 94,533 students (40% girl students), trained 1,000 teachers, provided over 350 schools with required furniture and strengthened the capacity of 750 Taleemi Islahi Jirgas (TIJs). These interventions have resulted in an increase of approximately 8,320 students (34% girls) as compared to the baseline conducted in the start of the project.

UNICEF has a long-standing partnership with FATA and KP and has been supporting the Directorates of Education to improve access and quality of education particularly for girls. UNICEF has been engaged with the FATA education directorate and with other development partners to develop gender-responsive Education sector plans, the FATA transition plan and related policy work to ensure that girls' and boys' rights to education are realized at various levels. As cluster

lead for education, UNICEF has been supporting the Education directorate in tribal districts to plan and implement Education in emergency, recovery and rehabilitation projects. During the last three years UNICEF supported the enrolment and retention of 262,000 children (39 percent girls) through EU and other donor funded programs. In addition, UNICEF supported training of 4,700 (1,833 female) teachers, 167 education managers and over 2,600 school councils. UNICEF also provided pre-fab schools in tribal districts (53 completed, 25 in progress and 25 in the plan) to ensure education of over 10,000 children (40% girls). Despite the continuous efforts by the Government of Pakistan, military, international and national non-governmental organisations, donors and other stakeholders to bring erstwhile FATA at par with other areas of Pakistan, a lot of work still needs to be done. Approximately 2,200 public schools require rehabilitation and over 2,000 schools lack essential facilities¹⁰.

3. The Proposed Programme

3.1. UN's Approach to girls' education in emergency and development situations

The proposed project aims to address and strengthen gender-responsive community resilience in the TDP hosting and return areas of KP by reducing barriers preventing access to quality education for girls. In order to achieve this overall aim, the project will address key issues related to access, quality and oversight of schools, including pre-primary, primary and secondary schools with the aim of targeting girls while adopting rights based and gender responsive approaches. To promote the goal of equitable education for girls in the merged areas of KP it is critical to restore access to education, to explore innovative approaches, beyond the formal schooling options, and to support school readiness of girls at an early age in order to reach the most disadvantaged and unreached girls. The UN intends to seek CAD 7 million financial support from Government of Canada for a 36 months project (plus four months inception phase) to expand access to education opportunities for girls. The proposed interventions are closely in line with the Charlevoix Declaration on quality education for girls, adolescent girls and women in developing countries, as well as UNICEF's Gender Action Plan (2018-2021). The proposed project also builds on the dividends gained in the investments made by the UN in education and contributes to SDG 4 "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all". The project will contribute to three pillars of the FATA Sustainable Return and Rehabilitation Strategy (FSRRS) with an overall major contribution to Pillar I – Rehabilitating physical infrastructure and Pillar III – Expanding government service delivery. The programme will also align with UNDP's flagship FATA Economic Revitalization Programme (FERP) in the newly merged

¹⁰ Ibid

districts of KP, which aims to provide sustainable livelihood and income opportunities to returning Temporarily Dislocated Persons (TDPs), leading to long-term economic growth and contributing to resilience and economic revitalization of erstwhile FATA. The project aims to link beneficiaries of Alternative Learning Programs (ALP) with FERP wherever possible, so that adolescent girls and women will get a chance to work and earn money, in the absence of pursuing higher education. This may further prevent adolescent girls from early marriages as fragile contexts, alongside a lack of employment opportunities are factors linked with early marriages¹¹.

3.2. Description of the Action

The proposed action contributes to the strategic objective of the Canadian G7 commitment to improve learning outcomes for women and girls in crisis, conflict and fragile situations aligned with the Charlevoix Declaration on quality education for girls, adolescent girls and women in developing countries. Focussing on pillar one of the Global Affairs Canada logic model, the proposed action aims at reducing barriers preventing access to quality education for girls and it supports two **intermediate GAC outcome 1100 Increased equitable access to safe, secure, quality, inclusive education and learning by girls and adolescent girls in fragile situations; 1200 Improved equitable and coordinated provision of safe, quality and gender responsive formal and non-formal education, from early childhood to end of secondary for girls and adolescent girls..** The project aims to continue supporting the government to increase girls' enrolment and retention in education by increasing access to equitable and gender-responsive educational services in line with SDG 4 and Article 25A of the constitution on free and compulsory education and 37 (b) on Life Long Learning.

The project is designed for 36 months with an additional inception period of 4 months, to allow girls enrolled in alternative learning pathways to complete a full cycle of education, to allow young girls to enrol in early learning opportunities and make the transition to primary school; and to allow adequate time for girls to increase their confidence and capacity to articulate their rights.

3.3 Scope of the project

The project will be implemented in the newly merged districts of KP. During the 4 months inception phase, the UNDP and UNICEF will conduct a joint selection exercise with the Education departments to identify girls' schools in priority districts. Given the complex context of the merged districts, school level verification and assessments are required to identify schools for inclusion. The verification will be done on two levels – provincial and district level. At provincial level, the schools will be verified by the Planning and Development (P&D) Section of the Education Department, to ensure that the school is not planned under annual development budget (ADB) for any type of development work including rehabilitation or reconstruction. At district level, the district administration will verify and endorse that the proposed interventions are not already

¹¹ Naveed, S. (2018): The importance of education girls in the Newly merged districts of KP, Pakistan; Brookings

being implemented or planned in the selected schools. UNDP and UNICEF will jointly prioritize the schools through a comprehensive assessment and selection process in coordination with the Education Authorities. A provisional list of schools will be notified by the Education Directorate in consultation with the district authorities. UNDP and UNICEF will conduct technical assessment to verify the needs. Afterwards Bill of Quantities for rehabilitation purposes will be developed. The project will adapt a flexible approach in prioritisation of school level depending on the needs.

With regards to the target population, the project proposes to target 13,925 children and adolescents (65% girls, aged 5-18) who have or at risk of dropping out of school or who have never attended school due to poverty, marginalisation and/or crisis. The project focusses on reducing the barriers of access to education for girls in the KP merged districts. The reality of the context however does not allow for a sole focus on girls in education as it is common for girls and boys to study together at pre- and primary level. While the principal beneficiaries of this project are girls, it is expected that boys in attendance at the same schools as girls will also benefit. Similarly, while the project focusses on empowering female teachers, male teachers teaching in pre-, primary, secondary and ALP will also benefit. The project strives to achieve a 60:40 ratio overall in favour of girls and female teachers (plus a girl only focus for ALP classes, which brings project target to 65% of target beneficiaries), which is a high set target provided the reality on the ground and very low education indicators for girls and female teachers. It is important to take an incremental approach aligned with support to government- and community -led initiatives for fostering cultural and institutional change towards a more gender-responsive environment and belief system.

The project will specifically target

- 13,925 girls and boys supported with a focus on girls (65 per cent or 9,125 girls), particularly very young and adolescent girls to access education opportunities (7,925 girls in formal education 1,200 girls in pre-primary).
- 310 teachers, including 50% female teachers
155 communities and community structures such as Parent-Teacher Associations and mother's groups
- 155 formal schools (mixed with focus on girls as much as possible), 100 ECE classes (mixed with focus on girls as much as possible)

It is expected the project will focus implementation in two of the newly merged districts, also aligning interventions with on-going investments into education by other development partners who are entering erstwhile FATA since the merger. The districts and detailed project locations will be selected as outlined above in the inception phase.

3.4 Project Logic

The project logic is based on the following theory of change

Reducing barriers preventing access for girls to safe and quality education, investing in coordinated and innovative gender responsive education systems, and supporting gender

responsive skills development will lead to improved learning outcomes for girls and adolescent women in crisis situations.

The project logframe (Annex-1) illustrates all the interventions that UNDP and UNICEF will implement under this project. The activities are interlinked and work together rather than in a purely linear fashion and contribute to the Theory of Change.

3.5 Project Results

This theory of change contributes towards the achievement of the following specific outputs (immediate outcomes as per GAC Logic model)

Immediate Outcome 1120:

Increased capacity of government and non-state actors to reduce social, cultural and physical barriers to girls participating in education

1.1. Technical support provided to Ministry of Education to conduct a joint gender-based analysis in merged districts of KP identifying barriers and bottlenecks for equal access to education

A full and joint gender-based analysis will be completed analysing the root causes of gender inequalities impacting girls' and boys' differential and shared experiences in accessing education in the merged districts of KP. The analysis will consider gender bottlenecks and barriers within families, communities and broader society (social norms and harmful practices) to girls' access to education opportunities as well as within schools themselves and in Government and related educational institutions; as well as how to overcome such bottlenecks. It will also evaluate discriminatory practices within the education system and at school-level and other intersecting factors such as poverty, location will be considered. Led by the Education Team and the Gender Specialist, the GBA will be completed through services of specialized consultants. The findings of this study will inform and develop solutions to be used in the present project as well as broader policy and strategic proceedings and programs. Specific attention will be paid into an assessment into the situation of children with disabilities, especially girls, in the target area. This may be achieved through a separate assessment.

1.2. Damaged and destroyed schools rehabilitated to increase the availability of gender-sensitive school infrastructure

In erstwhile FATA, the overall literacy rate is low, but it is of grave concern among girls and the situation further deteriorates at secondary level. Inadequacy of learning spaces and associated facilities is a pervasive factor for keeping children out of school. Due to lack of proper WASH facilities, girls, particularly adolescent girls are unable to attend schools during their menstrual cycle. With a strict 'purdah' culture, lack of boundary walls in schools also has consequence in terms of girls' access to education.

Militancy in the area has further damaged infrastructure, in particular girls' schools. Poor infrastructure, and missing facilities such as boundary walls, appropriate gender segregated latrines, and water facilities are quoted as the important factors leading girls to drop out from school. These missing facilities discourage parents to sending their girls children to schools.

As part of the of project strategy, the project will improve access to education by improving the infrastructure of the girl schools damaged due to the militancy and subsequent military operations. Girl schools with major or minor repairs required will be selected in a joint selection process between UNDP, UNICEF and relevant government and community counterparts. The improved infrastructure will also include basic missing facilities as well as residential quarters for female teachers. These residential quarters will help to ensure female teachers' regular attendance and schools will be functional.

A key rehabilitation intervention for schools is the construction of additional class rooms to accommodate all enrolled students. The government's guideline for students per classroom is 40, however in many instances there aren't enough rooms to meet this requirement. Other common interventions are construction of boundary walls, functional WASH facilities, solarization of schools, construction of residential quarters for school teacher etc. All these interventions are aligned with the government standards and are prioritized by the Government itself. While all interventions are implemented in already existing schools, UNDP has developed checklists to adhere to environmental standards for the rehabilitation work.

The services of an experienced engineering firm will be hired to undertake a detailed assessment of the damaged schools in priority TDP hosting/return areas, validate the schools to be rehabilitated and prepare cost estimates for the rehabilitation of the damaged schools. This will be closely implemented with the Education Directorate, local communities /PTCs and other stakeholders to maximise the efficiency and effectiveness of the contribution. The appraisal and due diligence process will eliminate the non-functional/ghost schools or any premises that are used as private property.

1.3. Essential supplies provided for teachers and students (furniture, stationary, school bags)

As a result of the displacement in erstwhile FATA, schools were dysfunctional. Most schools lack access to essential school supplies, such as furniture. The project will provide school supplies including school bags, stationery, school in a box and furniture to students and teachers in 100 target schools in order to support a more girl-friendly and conducive learning environment. An estimated 10,000 children will be supported with a focus on 6000 girls¹².

¹² See footnote 1: According to the FATA Directorate of Education's notification no. 17/015 dated April 14, 2015; students (boys and girls) are allowed open choice of admission in early grades of primary schools. This policy was adopted due to shortage of

1.4. Awareness sessions for health & hygiene and menstrual hygiene conducted and dignity kits distributed in 155 schools

11, 925 children and adolescents in 155 schools will be provided with sensitization session on health & hygiene, group hand washing with soap, MHM for adolescent girls, along with distribution of student hygiene kits and MHM kits in a culturally sensitive manner. Dissemination of MHM Kits and orientation/training on MHM Kits will be after formal approval by newly merged district authorities. Hygiene activities will be linked with the environmental sanitation to support drives related to WASH and Polio. Boys cannot be excluded from activities relating to puberty, as challenges tend to be shared between girls and boys. Boys need to participate in awareness- raising activities

Immediate Outcome 1110:

Increased knowledge and skills of stakeholders (government, non-government and community) to promote girls' access to inclusive and quality

2.1. Enrolment and retention campaigns conducted with a focus on raising awareness on the importance and value of girls' education

This project will support the completion of 6 equity-focused enrollment campaigns, ensuring tailored messaging and initiatives of promotion girls education, enrollment and retention in school. The mobilization and mass awareness campaigns for enrolment, conducted twice a year, and supported by UNICEF for the last 5 years, under 'Every Child in School' Program, have produced encouraging results to enrol children in schools and reflect the government's commitment to education at the highest level. An elaborate programme is designed from District to lowest tiers to ensure that no child is left out of school. The print and media campaigns have proved to be effective in disseminating messages on the importance of education. The collaboration between the Education authorities and UNICEF supported Polio workers in the distribution of leaflets from door to door in KP Tribal Districts remained a unique feature of the campaign last year.

2.2. Training provided to Parents-Teacher Associations and Mothers groups to promote and monitor girls' access to education and engage in the prevention of harmful practices adversely affecting girls

educational facilities in most of the small settlements of erstwhile FATA. In practice, it is common for girls to study in boys schools at primary level?, hence although the principal beneficiaries for this project are girls, it is expected that boys in attendance in the same schools as girls will also benefit. At secondary level, families are reluctant for their adolescent daughters to study alongside boys.

To take active role in school management and community-led mobilisation to enrol and retain girls in school, the project will organize 155 PTCs for the selected schools in consultation/meetings with communities and ensure notification of the membership with the Agency Education Office., with a minimum female participation of 33%, and a focus on mothers and grandmothers. The PTCs will be organized as per the government guidelines. The members will attend training workshops, which will focus on their roles and responsibilities, building effective linkages for school improvement, ensuring enrolment retention and a decrease in the drop out of girls, etc. The schools will be encouraged to become agents of change in challenging harmful gender norms and in reshaping them with the community to advance gender equality. Once trained, PTC will be engaged in the preparation of School Improvement Plans (SIPs) with the participation/consent of the communities that will reflect the pressing needs of schools, particularly girls, which will be addressed in the infrastructure component of the Programme. Further, girls' club will also be established in targeted schools to discuss mechanisms for continuity of girls' education.

UNICEF will continue to support its policy-level initiative aimed at providing financial mandate to the School-Management Committees. This will ensure the community participation (33% women) in school affairs, improve the school environment, and thus attract out of school children to schools

Intermediate Outcome 1130:

Increased capacity of girls and adolescent girls to claim their right to education and make their voices heard in decision making processes that affect them

3.1. Information and Life Skills development provided to Adolescent girls to be agents of change for themselves and their communities

UNICEF since 2017 has supported the implementation of community-based interventions in four districts within Punjab and Sindh provinces targeted at empowering adolescents and especially girls in knowing their rights. Life skills interventions that build the capacities of these adolescent girls to participate in decisions that promote their wellbeing including their right to education and choice of delaying marriage before the age of 18 years is also provided. Since then, more than 3,000 adolescents who were out of school (almost 60% being girls) have enrolled in ALPs. A tool kit for facilitating life skill sessions with these adolescents has been developed. Thus, under this project, this successful approach will be replicated in the merged districts of KP. Specific activities to be implemented will include the formation of adolescent girls' groups including in school and out of school adolescents, training for members of these groups as peer leaders and support implementation of their action plans that enable them to reach more girls and boys in their communities with information and skills acquired. The need to include boys in this intervention is that, it provides opportunity for boys to understand the issues that confront girls and provide support. Evidence also shows that including boys in programs that seek to promote gender

equality has sustainable results in girls' education and protection in the future when they have their own families. Also, in Khyber and North Waziristan tribal districts, the Government implements a Child Protection Van service with support from UNICEF. This initiative has been upscaled to four Merged districts namely; Kurrum, Oragzai, South Waziristan and Khyber. The mobile facility moves within communities with information and activities that focused on enhancing the personal safety of children from abuse and physical harm including mines and unexploded ordinance. Communication materials tailored to promote girls' education would be enhanced and used in the six selected districts using the mobile vans

3.2 Families, communities and decision makers supported to respect the rights of girls to education and support their protection from any form of abuse

To ensure families and communities respect and support rights of girls to education and their protection, activities will be implemented to engage them in dialogue, reflection moments and actions. Some of these activities include identifying Key Community Influencers (KCIs) including religious and tribal leaders, Lady Health Workers (LHW), teachers, notable influential elders etc. These identified would be trained with a tailored toolkit that includes sessions on adolescent and girls' rights particularly, their right to education, protection, participation and freedom of expression among other topics. After completing the training, key community influencers would conduct sessions in their communities mobilizing other community members on adolescents' rights and wellbeing. KCIs in these community sessions discuss the importance of girls' education and keeping them in school, the demerits of child marriage and teenage pregnancies among others. Some KCIs in Punjab and Sindh provinces have played an important role in their communities to influence parents to keep their girls in school and in some cases provided arguments from the religious point of view and the legislation to motivate families to postpone the marriage of their daughters till they have completed schooling.

3.3 Capacities of public authorities and services provides built to uphold girls' rights to education and protection

To ensure sustainability of any interventions in the newly merged districts, activities would need to be implemented with public authorities and services providers. Hence, capacities of partners including officers of the social welfare department, the ombudsman, the youth and sports department and Law Enforcement Agencies will be enhanced to provide quality and timely services for adolescents particularly girls when required. Capacity building activities will include training of female and male officers on the girls' rights to education, ensuring services provided conform to international standards to enable them to provide quality services when cases are referred to them from families and communities. They will also be supported to facilitate dialogue

with women and men in communities on available opportunities for young people in order to ensure these young people make informed choices. Monitoring of interventions implemented with adolescents and key community influencers in the selected districts by public authorities would be supported. This would not only ensure the quality of activities being implemented but would also help to secure Government ownership and possibly replication of the program in other districts and communities.

Immediate Outcome 1220

Enhanced capacity of education stakeholders to provide quality gender-sensitive teacher training and safe inclusive learning spaces for girls

4.1. Technical assistance provided to Ministry of Education to reduce teacher absenteeism, and professional development training supported for teachers to improve student-centered and gender-responsive teaching practices

Teacher absenteeism has a strong impact on student performance both in terms of learning outcomes and enrolment. Due to lack of local female teachers there is a tendency to hire female teachers from outside the newly merged districts, mostly from the neighbouring KP districts of Peshawar and Charsadda. This practice has resulted in frequent teacher absenteeism, because these outside teachers travel long distances, face several security checks, and have increasingly hired proxy teachers to cover their absences. These proxy teachers often are local women who are not qualified for the job. These issues have contributed to low quality education and demotivated students, which have led to girls' dropout and low enrolment¹³.

The project will support the extension of the work of the Independent Monitoring Unit (IMU) in KP, a government body designed to monitor the delivery of government services and feedback to various Ministry Departments and the Chief Minister. Through strengthened and regular IMU reporting teacher's absenteeism will be closely monitored and reported to education departments. The IMU has started working in the tribal districts to monitor attendances of teachers and has initiated collection of data on gaps in staffing, infrastructure and missing facilities in schools. Additionally, the KP Elementary and Secondary Education Departments have initiated the process of recruiting additional 2,500 teachers for vacant posts in the merged districts. This project will lobby to ensure recruitment of female teachers and support the KP TD Directorate to

¹³ Naveed, S. (2018): The importance of education girls in the Newly merged districts of KP, Pakistan; Brookings

initiate and run a gender-responsive Induction Program for newly recruited teachers. The project will also focus on professional development of local teachers, with a focus on female teachers, that will be provided capacity building support to improve skills for child-centered teaching, interactive learning techniques and gender responsive teaching practices.

4.2. Continuous Education provided to girls who previously did not have access to education or and are now enrolled in middle school

Historically, there are fewer girls' schools than boys' schools in the newly merged districts/erstwhile FATA especially after primary school there are not enough secondary schools to accommodate girls graduating from primary schools (only 1 girls' secondary school available to every 4 primary schools). Consequently, girls tend to drop out after primary school as parents are not willing to send their daughters to distant schools or to schools shared with boys. Due to highly gendered cultural and social norms and strict '**pardah**'¹⁴ culture, restricting girls' mobility, parents want schools to be situated nearby. Making the situation even more complex, local rivalries and scattered populations in districts such as South Waziristan and Orakzai make it unsafe for girls to travel alone, even during the day. The decade long militancy in the region also exacerbates parents' unwillingness to send the daughters outside because of the security threat. Middle schools are normally too distant for girls to travel as located in larger villages with different feeder villages. As girls reach the end of primary education they then drop out of school. Within the proposed program framework UNICEF will provide continuous support to 55 middle schools set up in smaller satellite villages to allow 1,925 girls to continue their education in their original villages.

4.3. Early childhood education supported for girls to ensure school readiness and on-time enrolment of girls in school

Children's experiences in their early years build the foundation for future learning, behaviour, and health and the strength of early foundations affects the formation of skills that determine outcomes later in life. In FATA districts 66%¹⁵ 3-5 years girls and boys are out of school and the vast majority of these children who do enrol cannot complete primary school and drop out in the first year or two, and many more repeat. Children enrolled in katchi are typically part of a multi-grade teaching arrangement and/or tutored informally without proper supplies or curriculum

¹⁴ A religious and social practice of female seclusion prevalent among Muslim communities particularly in South Asia

¹⁵ ASER 2012

before enrolling formally in Grade 1. Transitioning girls and boys into primary school for a successful Grade 1 is of the utmost importance.

UNICEF, as the lead agency on coordination on ECE under the notified Technical Working Group for ECE Policy formulation in KP, is providing technical assistance to the KP education authorities to promote and foster policy debate on including pre-primary as formal part of basic education, review of entry-age in schooling, and advocate for making the early grades of primary, especially grade 1, more child-friendly to ease the transition to primary school. Policy advocacy for increased funding allocations will also be pursued, including through UNICEF's support to and engagement in the development of the next set of provincial Education Sector Plan, but also through advocacy with the Ministries of Finance, and Planning and Development. Finally, UNICEF will also participate in or lead coordination on ECE, e.g. technical working group in KP.

Within the proposed project scope, the project will support the delivery of ECE and associated services (materials, training, etc.) in 100 centres with a focus on girls (60%), supporting the uptake of ECE KP merged districts and building on current work. During the first-year implementation this project will support the authorities to prepare for the roll-out putting systems in place, implementation at school-level will be initiated during year 2. Cross-sectoral coordination to link ECE to other services for young children at de-centralized levels will be pursued.

UNICEF in collaboration with KP Elementary and Education Department (KPESE), KP TD Directorate, Provincial Institute of Teacher Education (PITE) and Directorate of Curriculum and Teacher Education (DCTE) is providing technical assistance for developing early learning standards for the ECE which will be used for teaching and learning and students' assessment at the early year's stage.

4. Cross-Cutting Issues

The programme will be implemented with cross-cutting lenses applied to the determination of specific project activities / investments:

Gender and youth – The programme will utilize a gender analysis to determine how the programme can enhance gender equality as well as how women and girls might participate in and share the benefits of projects, while experiencing no harm. Expanding women and girls' opportunities for their participation in educational activities is a priority. Through this project, the UN will ensure that interventions do not further entrench inequality between men and women and that young people are not further disengaged. The project will further be guided and informed by UNICEF's two Gender Action Plans (2014 to 2017 and 2018 to 2021) which commit UNICEF and its partners to work in three critical areas: strengthening the enabling environment to support girls' education at all levels; increasing and improving primary and secondary level

educational opportunities for the most vulnerable girls; and creating demand for girls' education at community, provincial and federal levels. The project will also use the learnings of UNDP's youth programme "Kamyab Jawan"¹⁶ which uses three levers for change – education, empowerment and engagement. By using these three levers of change, the proposed interventions aim at supporting the transformative potential for girl's education in former FATA.

Environment – The UN applies environment sensitive policies to all its interventions and ensures that consequences of the interventions on population is measured and evaluated while planning and designing rehabilitation and reconstruction work. Technical assessment¹⁷ aims to identify needs, potential hazards, optimal land-use practice, building construction practices, opportunities for economic development, infrastructure resilience and environmental protection and recovery. Community will also be taken onboard in addressing the community needs as well as make them understand the impact of proposed solutions and identifying alternatives.

UNDP ensures social and environmental screening for all its projects, and has also adopted a corporate checklist for this purpose.

Disaster risk reduction (DRR) and climate change adaptation – A green growth model is recommended that incorporates a gender-responsive DRR and climate sensitive approach. This may unlock additional investment finance from climate funds. The programme will adopt a risk and climate vulnerability informed approach to the design of livelihood investments to enhance sustainability and impact, using tools established and tested in other UN Pakistan DRR and climate adaptation programmes.

Conflict-sensitivity – For sustainable human development, the UN applies a conflict sensitive-lens to ensure that all interventions abide by the "do no harm principle". Community projects seek to actively reduce conflict by influencing the root causes and the drivers of conflict, including gender inequality. Integrating conflict-analysis into the cross-cutting assessment that will precede action in all agencies will ensure that mitigation of any potential development related conflicts. Mitigation may be achieved through additional investments in neighbouring communities to achieve equitable benefits. It will also involve an effective public information component to ensure that everyone understands the selection criteria, investments, implementation modalities, intended beneficiaries and their potential benefits.

Capacity development – In erstwhile FATA, it is recognized that many institutions and individuals may lack capacity for peaceful development. UN's approach is based upon gender-responsive capacity assessments that answer two fundamental questions: Whose capacity? Capacity for what? The UN addresses capacity needs at the level of female and male individuals, institutions and the enabling environment. All areas of investment and partnerships will include a capacity assessment and investment in the appropriate areas.

¹⁶ Means "successful youth"

¹⁷ Attached as Annexure 2

Sustainability - In keeping with the proposed developmental approach the UN aims to ensure sustainability of the expected outcomes. This will be achieved through the identification of the requirements for sustainability of each outcome and the engagement of the requisite stakeholders needed to deliver. Each outcome requires different investments, partnerships and implementation modalities to achieve sustainability. Implementation of established principles for risk-informed development, building back better (including on more equal gender relations) and capacity development will support sustainable outcomes. Linking programme activities to the relevant public institution and its financing mechanisms will be the basis of the proposed approach. This will be enhanced, at the community level, by mobilization of beneficiary communities to create commitment.

5. Management Approach

5.1 Management and Coordination

Strategic oversight and guidance for this project will be provided by the Project Review Board which is co-chaired by the Additional Chief Secretary, Khyber Pakhtunkhwa and the UNDP Resident Representative. The includes all relevant government stakeholders from KP Secretariat, including representatives of the Canadian High Commission and all participating UN agencies. The board meets on an annual basis or more frequently if required. Through its chair and membership, the board will ensure coordination and information sharing and minimize overlaps and duplication with other ongoing and complementary programmes related to merged districts' recovery, rehabilitation and long-term development. UNDP and UNICEF will make concerted efforts to get 50% women participation in the board.

At the operational level, a technical working group(TWG) will be established represented by the relevant technical experts from UNICEF and UNDP (including Gender Specialists) and the Canadian High Commission to jointly discuss and develop implementation strategies, while ensuring programmatic coherence, create synergies and minimize overlaps, and monitor the programme results. The TWG will meet approx. once a month. The TWG will organize regular meetings with the Education Directorate

5.2 Funds Management Arrangements

The programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the programme through the AA. Each participating UN organization receiving funds through the pass-through would have to sign a standardized Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant to the Administrative Arrangement. This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;
- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Programme Document.

The Participating UN Organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organization will deduct 7% as overhead costs of the total allocation received for the agency.

The MPTF Office will charge administrative agent fee of one per cent (1%) of the total contributions made to the Joint Programme.

The Convening Agency will consolidate narrative reports provided by the Participating United Nations Organizations. As per the MoU:

- Annual narrative progress report and the final narrative report, to be provided no later than three months (31 March) after the end of the calendar year.

The MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the Convening Agency and the financial statements/ reports submitted by each of the Participating UN Organizations in accordance with the timetable established in the MoU;
- Provide those consolidated reports to each donor that has contributed to the Joint Programme Account, as well as the Steering Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Steering Committee and Participating Organizations with:
 - Certified annual financial statement (“Source and Use of Funds” as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
 - Certified final financial statement (“Source and Use of Funds”) to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

Budget Preparation - The Convening Agency will prepare an aggregated/consolidated budget, showing the budget components of each participating UN organization.

Accounting - Each UN organization will account for the income received to fund its programme components in accordance with its financial regulations and rules.

Admin Fees and Indirect Costs

- **Administrative Agent:** The AA (UNDP) shall be entitled to allocate one percent (1%) of the amount contributed by the donor, for its costs of performing the AA’s functions.
- **Participating UN Organizations:** Each UN organization participating in the joint programme will recover indirect costs in accordance with its financial regulations and rules and as documented in the Memorandum of Understanding signed with the AA.

5.3 Joint Database

The partners will develop and maintain a joint database of communities/villages, schemes and beneficiary households which will be updated on a real time basis. It will include the findings of the initial joint assessment by the partners. During implementation, the database will be used to input the relevant details that will be used for monitoring and validation as well as reporting and

evaluation purposes. The joint database will help the partners to strategically plan and monitor the targeting of support packages and distribution of support across villages and communities.

UN management structure and approach are based on a review of gender-responsive lessons learned and independent evaluations to date from implementation in FATA. Most of the UN management team will remain based in Peshawar to have ready access to erstwhile FATA. The team will continue to utilize UN's Results Based Management approach for planning, management of implementation and monitoring.

The UN enjoys an excellent working relationship with civilian authorities for newly merged districts in Peshawar. The personnel, infrastructure and working practices for civil-military liaison will be strengthened to better manage the access challenges that affect the UN and its partners. The UN will increase the frequency and level of their interactions with the military in Peshawar and in the Agencies, and will call on gender expertise where necessary.

The proposed programme will work with a range of government and non-government partners to deliver the results. It is well known that there is limited capacity for implementation on the ground in newly merged districts. The UN will seek to open potentially new partnerships and to improve the quality of those partnerships with non-governmental partners:

1. Build upon the pre-qualified pool of NGO and other IPs using an open call for proposals.
2. Integrate capacity development into contracts for IPs as part of the expected outcomes. Our goal is to increase the supply of well-qualified and well-supported IP staff from FATA for programme implementation.

Gender-responsive Programme planning will be conducted in close collaboration with implementing partners and community networks in the newly merged districts.

The UN has a comprehensive end-to-end financial management process. Development partners have an access window to monitor disbursement, should they wish to. The team are constantly learning and, when needed, implementing changes to reduce risk. In erstwhile FATA, any issues and problems identified internally and through external evaluation have been addressed through partner and staff capacity development. The UN has appointed third party monitors and external auditors to examine transactions and systems adequacy. A fraud hotline is in place to enable reporting of any concerns that may arise.

5.4 Monitoring and Reporting

The project will follow UN's standard gender-responsive monitoring and evaluation guidelines, as outlined in the different tools designed for planning, monitoring and evaluating for results. Regular monitoring of the progress towards expected gender-disaggregated results and the implementation of programme activities will be carried out in accordance with the programme management arrangements.

To ensure maximum transparency and buy-in, monitoring of the project will be carried out on all levels. First, the project team will put in place gender-disaggregated data management, reporting and internal monitoring systems to ensure timely and effective decision making and tracking of project activities and results. The UN will use the services of third-party monitoring firms for both programmatic monitoring and construction monitoring. An independent third firm will be engaged to monitor different processes in field to inform the project management team on quality of work and delivery. The third-party engagement will help the project in better risk management and quality assurance.

Second, UNDPs and UNICEF's respective Country Offices based at Islamabad, and the Peshawar-based field team will carry out gender-sensitive project monitoring, oversight and quality assurance on a regular basis. The systematically collected data will be used to monitor changes in various educational indicators for the target schools/areas such as enrolment rates, drop-out and retention rates, quality of teaching and learning as well as the level of parent (mothers, fathers) and community engagement (including grandmothers).

Third, the project will invite and receive monitoring missions from the donor and the government counterparts (Government of KPK) on a regular basis to obtain feedback and inputs on project strategy and implementation. The FATA Sustainable Return and Rehabilitation Steering Committee, co-chaired by Additional Chief Secretary KP and Resident/Country Representative, comprising senior representatives from FATA Secretariat, the federal government (Economic Affairs Division), and development partners will provide strategic guidance and oversight of the project under the overall FATA Transition & Recovery Program.

The project will establish a gender-sensitive monitoring and reporting plan in coordination with the implementing partners to ensure quality assurance, tracking of project results and activities, identification of issues that require course correction, risk management and documentation of best practices that can be replicated or scaled up.

UN project staff, including monitoring field staff, travel to the field on a regular basis in order to monitor and supervise the work being carried out at the field level. Their effectiveness will be enhanced by the increasing UN presence on the ground, as security allows. Staff from UN – both at Islamabad and Peshawar will continue to visit the field regularly to carry out spot-checks and quality assurance on the project activities.

Annual progress reports detailing both financial and substantive progress will be shared with the donor. Every report shall provide an accurate account of implementation of the action, difficulties encountered and overcome, lessons learnt, and changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding gender-responsive indicators. The report shall be designed to allow monitoring of the means envisaged and employed as well as the budget details for the action. Financial reporting will be aligned with

the agencies internal reporting systems and will be reported cumulatively. The final report, narrative and financial, will cover the entire period of the project.

5.5 Risk Management

The implementation context in newly merged districts present some challenges and risks, particularly for regular access to implementation sites and the reliance on implementing partners with less than perfect capacity. The organization has identified areas of financial, operational, legal and reputational risk. It has adapted systems and policies to mitigate many of the risks faced. The level of risk and their mitigation measures are given in the table below.

Schools selected under the project will be vetted by the concerned Education departments to ensure that these schools are not included in KP government’s Annual Development Plan (ADP). The project will also take into consideration that the activities are not replicated in the selected schools.

IDENTIFIED RISKS	RISK	MITIGATION MEASURES
Overarching Risks and Mitigation Measures		
Militancy and insecurity limit access and slow implementation of activities.	H	Activities will take place in the areas de-notified by the army. Militancy might still occur in the project areas. UN will assess local dynamics and balance implementation needs and risk. Partner security procedures will apply to protect their staff. Programme planning and implementation will be performed in coordination with communities and local authorities (including both civilian and military stakeholders). Flexibility and adaptability of the programme to the changing situation will also apply. It might be necessary to change areas of intervention depending on the evolving security context. Presently, most areas in Khyber and South Waziristan Agencies are de-notified and security cleared.
Access to the target areas is limited by the Armed Forces.	H	Although it is common in erstwhile FATA for access to be restricted for short periods of time, existing coordination on the ground between the partners and the army is based on confidence built over time during other interventions. Close coordination with respective departments for obtaining NOCs will be pursued. Gradual extension of UN staffing into the agencies will help to counter-balance periodic challenges related to NOCs.
Political will to implement gender-equal change in	H	UN will continue to support, facilitate and advocate for transition and expansion of provincial laws in newly merged districts of KP. This effort will include regular interaction and work with the FATA Secretariat and the FATA Reforms Committee, SAFRON and the PM’s Office, parliamentarians from FATA and other Members of

IDENTIFIED RISKS	RISK	MITIGATION MEASURES
erstwhile FATA is not maintained.		Parliament, coupled with Security Agencies and the Army to maintain progress and dialogue on expansion of essential reform legislation in erstwhile FATA. Progress on access to education for girls is expected to create positive momentum for wider reform.
Project interventions cause conflicts in local communities.	L	UN and partners will follow a consultative and participatory approach (including a minimum of 33% of women) in setting the criteria and identifying schemes and beneficiaries under various activities. The cross-cutting analysis framework used by the programme to assess investment choices includes a conflict sensitivity lens. The "do no harm" principles will be applied to decision-making throughout project implementation. An effective accountability mechanism will ensure that programme benefits are distributed in a transparent and fair manner.
Resistance to women's participation in activities.	M	In many cases the road to women's participation and empowerment lies through engagement with men. Interventions will be designed to maximise women's engagement while respecting the local culture. Females will be included in various activities conducted under the project within their communities. The programme public information strategy will cater for this dimension and will communicate messages promoting women's participation. Female staff will be recruited. Inclusivity and social cohesion are important element of programme design and analysis.
Rising hostility from local population fuelled by militants and/or different political spoilers.	M	Frequent monitoring of the field activities and the solicitation of beneficiary feedback will be carried out to monitor and assess interest of the local population and buy-in at the community level. Involvement of community organisations with the capacity to launch awareness campaigns will improve the positive perception in the communities. An effective accountability mechanism will ensure that programme implementation is responsive to community priorities.
Businesses supported do not perform well or finances are misused.	M	Detailed initial analysis of partner businesses and entrepreneurs will mitigate this risk. Continued monitoring of programme activities and support provided to individuals establishing businesses will be applied. It should be noted that there is a risk of business failure in any context. This will happen in FATA and should not be a failure if we assume that a) lessons are learned

IDENTIFIED RISKS	RISK	MITIGATION MEASURES
		and that b) failures are kept within a reasonable range relative to business failure in Pakistan as a whole.
Unexpected adverse impact of natural disaster on programme interventions.	M	All project interventions will be planned on a gender-responsive, risk-informed basis and mitigation measures will be built in.
Data collection, research and surveying the targeted areas and beneficiaries is prohibited by the authorities.	M	The programme aims to conduct a gender analysis and survey for out of school children (OOSC) in the merged districts. It will only be possible to measure progress and impact if UN is allowed to collect the relevant data. Up until now the authorities have made such collection of gender-disaggregated data difficult. UN has attempted to mitigate this risk by the selection of appropriate, collectable data and it will continue to advocate for better access and permission to undertake action research for gender-responsive monitoring and evaluation. At the same time, it will review its M&E capacity and approach to identify potential innovations to overcome this risk more effectively.
Frequent staff turnover - Transfer of government counterparts in the federal ministries and FATA secretariat may create information gaps on project scope and implantation	M	The impact can be mitigated through multi-level engagement, close monitoring of the transfer process, and a proactive approach to engaging with new officials. Most importantly, the project must remain flexible at the activity-level to realign with changes in bureaucratic support.
Duplication of activities - with government or other development partners	M	<p>Coordination with relevant government line departments through the Project steering committee to include all line departments and other development partners with programmes in FATA.</p> <p>Regular coordination through FATA Transition Task Force on ongoing early recovery activities.</p>
Technical expertise of third-party monitoring firms - Lack of	M	1. Support provided to third party monitors by UN engineers

IDENTIFIED RISKS	RISK	MITIGATION MEASURES
expertise in context of FATA, especially in case of infrastructure monitoring.		2. Specific technical reporting guidelines provided to the firm to ensure all aspects of monitoring are covered

5.6 Accountability and Public Information

The UN considers accountability to female and male rights-holders (beneficiaries), host government and donors a very high priority. As discussed above, strong systems of upward accountability to donors and host government are established.

The proposed programme will benefit from grievance redressal mechanism (GRM) established by the FATA Secretariat which will provide a single point of contact for complaints and feedback on all development activities in erstwhile FATA. The UN will make sure that contact details for the GRM are publicised in all its implementation sites and materials. This should ensure that it is easy for beneficiaries and others to hold the programme to account. The UN is aiming to respond to all complaints or pieces of feedback quickly so that beneficiaries feel they are listened to.

Effective downward accountability depends on good two-way communication between the implementers and beneficiaries of programmes. The UN will ensure that programme plans, intended outcomes, beneficiaries, rights-holders and entitlements are clearly communicated to beneficiaries and the wider communities through public information activities. This will include gender-responsive dissemination through the internet, on paper, through media, official channels and through regular community level meetings with and through organizations created by the programme. This system may also be helpful for promoting positive messages and approaches, for example around strong female participation, and soliciting community feedback on the progress of development activities and the overall reform process.

6. Communication and Outreach

The overall communication objective of the project is to promote activities in the action, which are designed to complement ongoing government efforts to rehabilitate basic services and conditions conducive to sustainable return and recovery in FATA.

Nature of Activities	Communication tools chosen	Measure for communication tool chosen	Provision for feedback
Outreach campaign in print media	Print media (articles and success stories in non-website)	Number of News articles/success stories published Number of women and men reached	Contact details of communication focal person Online submission of feedback form at project website and social media web pages Telephonic submission of feedback In person submission of feedback form at project office
Publicizing best practices in the project	Case study uploaded on website	Case study disseminated	Contact details of communication focal person Online submission of feedback form at project website and social media web pages Telephonic submission of feedback In person submission of feedback form at project office
Distribution of IEC material at local community level	Specifically, designed Pamphlets and brochures for the project	Number of Pamphlets and brochures distributed Number of women and men within households reached	Contact details of communication focal person Online submission of feedback form at project website and social media web pages Telephonic submission of feedback In person submission of feedback form at project office
Regular Programming and Promos in Electronic media	Electronic media (Radio shows) involving government officials,	Event reports Number of talk shows conducted	Contact details of communication focal person Online submission of feedback form at project website and social media web pages Telephonic submission of feedback

	project partners, journalists, Community elders, tribal leaders and social workers	Number of women and men reached	In person submission of feedback form at project office
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Annexure

Annex 1: Logframe and Budget

Annexure 2: UNDP Social and Environmental Screening Template