

PROJECT INFORMATION DOCUMENT (PID) APPRAISAL STAGE

Report No.: PIDA3156

Project Name	Sindh Global Partnership for Education Project (P146451)
Region	SOUTH ASIA
Country	Pakistan
Sector(s)	Primary education (50%), Secondary education (25%), Public administration- Education (25%)
Theme(s)	Education for all (80%), Other public sector governance (20%)
Lending Instrument	Investment Project Financing
Project ID	P146451
Borrower(s)	Government of Pakistan
Implementing Agency	Education and Literacy Department, Government of Sindh
Environmental Category	C-Not Required
Date PID Prepared/Updated	05-Feb-2014
Date PID Approved/Disclosed	26-Feb-2014
Estimated Date of Appraisal Completion	18-Feb-2014
Estimated Date of Board Approval	30-May-2014
Decision	

I. Project Context

Country Context

Pakistan is the world's sixth most populous country with an estimated 179 million people (2012). It is a lower-income country, with a per-capita income of US\$1260 (2012). Pakistan's recent GDP growth rates (average of 3.5 percent in the last 4 years) are half its level of five decades ago and on a declining trend. Pakistan's GDP per capita is markedly diverging from its main neighbors, China and India. Pakistan's present economic slump is also the deepest in half a century. Its rebound from the global financial crisis has been slow and fragile--the weakest in South Asia--featuring a unique double-dip growth pattern--and the country faces the prospects of a second balance of payments crisis in less than five years. Disappointing growth, and the resulting marked slow-down in poverty reduction, is likely due to a confluence of factors, including worsening and more volatile macroeconomic, political, and security conditions, combined with catastrophic natural shocks. Adding to this, weak public sector management, governance, and capacity hamper service delivery performance.

Sindh is one of the four provinces in Pakistan. Its climate is hot arid to semi-arid, with agricultural activity concentrated around the Indus river and its extensive canal network, and industrial and commercial service activity centered in Karachi, the province's capital and Pakistan's largest city

and main port. Sindh has the second highest income (highest in per-capita terms) among the provinces and its population accounts for roughly a quarter of the total population in the provinces (40 million).

Over the last decade, Sindh has experienced declining economic growth, and household incomes have stagnated. Several structural problems underlie these trends, including: (1) strong features of a dual economy (urban/rural split) which undermines the province's economic potential; (2) other forms of social and economic segmentation which erode social cohesion and economic integration; (3) poor law-and-order conditions, especially in Karachi, which exact a large economic toll; (4) vested interests associated with the provision of key social and economic services which undermine the cost-effectiveness and quality of these services; and (5) binding constraints on skills and other factors that limit productivity and output. Moreover, in the recent past, Sindh has been disproportionately affected by natural disasters —unprecedented floods in 2010 and devastating rains in 2011 directly affected the education sector culminating in the total destruction of 14% of all public schools.

Sectoral and institutional Context

Overall, education outcomes in Sindh are weak, and the province will fall significantly short of the MDG of universal primary education by 2015. Sindh underperforms comparing to the national average—its primary Gross Enrollment Rate and Net Enrollment Rate are below the national average (7-8 % points and 3-4% points, respectively). Out of the estimated 4.1 million (or 40% of) children of basic schooling age of 5-16 years old that are currently out of school, nearly two-thirds never enrolled in school at all (PSLM 2011/12). Within Sindh, inequities in access to education occur between districts, between rural and urban areas, between the poor and the non-poor, and between genders. Generally, girls in rural areas as well as boys and girls from households in the lowest income quintiles are at the highest risk of being out of school. Student outcomes, as in the rest of the country, are low.

The performance of the public school system, an important factor behind poor educational outcomes, is severely hampered by systemic impediments caused by: (i) poor incentives and capacity for systematic and strategic planning and effective implementation; (ii) minimal monitoring and accountability of service delivery agents for implementation integrity and performance; and, (iii) system capture by insiders and other special interest groups that prefer the status quo. These impediments results in severe weaknesses in service delivery, including through inequitable access to schools and uneven (qualified) student-teacher ratios across the province; large numbers of non-functional schools; and - it is generally assumed - substantial numbers of ghost teachers and a high incidence of teacher absenteeism.

The GoS recognizes that systemic weaknesses need to be addressed to enable structural improvements in education outcomes, and intends to maintain its strong track record in implementing reforms to this effect. Its reform programs have received strong support from development partners, including the World Bank and European Union. The GoS has made strong efforts to strengthen governance and accountability mechanisms of the education sector through the Sindh Education Sector Reform Program (SERP), which was initiated in FY2007/08, and included reforms on merit-based recruitment of teachers and improved school-level governance through strengthened school management committees. The World Bank continues its support to the GoS reform program through the ongoing Second Sindh Education Sector Project (SEP II). The

objective of this US\$ 400 million IDA credit is to raise school participation by improving sector governance and accountability and strengthening administrative systems, and measure student achievement. In addition to building on several key reforms that were supported through earlier operations, this operation will support the implementation of additional crucial reforms including in the areas of school consolidation, school-specific budgets, and strengthening education management. The proposed Project will complement the interventions of SEP II and is expected to improve the implementation integrity of the larger share of reforms that are supported through SEP II.

Pakistan joined the Partnership for Education in 2012. Following country-level consultations, it was decided that US\$66 million of the indicative grant amount of US\$100 million made available for Pakistan was to be allocated to the Sindh based on an assessment of education outcomes and financing needs. DFID was designated as the Federal level Coordinating Agency (CA). For Sindh, the EU was designated as the CA; the World Bank was designated the Supervising Entity (SE) for the program implementation grant; and UNICEF was designated as the Managing Entity supporting the development of the Sindh Education Sector Plan (SESP). The SESP is more comprehensive than SERP and, as such, the latter is considered an integral part of the former.

The SESP was developed in a consultative manner with the newly established Sindh Local Education Group (LEG). The SESP, which was formally endorsed by the LEG in December, 2013, is a comprehensive education sector strategy covering the period 2014-2018 with the objective to improve the following: (i) governance and service delivery by improving the functioning capacity from the school –community level to district and province level; (ii) equitable access to quality ECE, primary and secondary education; (iii) the quality of learning outcomes; (iv) the quality of teachers; and (v) the equity of resource allocation and improving the fiscal sustainability and effectiveness of educational expenditure.

The proposed GPE project (SGPE) is fully aligned with the SESP and with GPE objectives. Lessons learned from previous and ongoing operations in Sindh suggest that the strengthened availability and effective use of relevant information, including through enhanced use of technology, could generate significant improvements in system performance. Currently, reform design and implementation - including monitoring - do not benefit from the availability of updated and accurate information, their effective dissemination to internal and external stakeholders, and their effective use. The SGPE supports the pre-requisites of strengthening particular governance and accountability mechanisms to ensure the effective implementation of the larger share of essential education sector reforms and activities to improve (basic) education outcomes as included in SESP.

II. Proposed Development Objectives

The Project supports the implementation of the Sindh Education Sector Support Program (SESP). The Project Development Objective is to strengthen the institutional capacity to generate, disseminate and use information to support the implementation of key reforms under SESP.

Progress towards the achievement of the PDO will be measured by the following indicators:

1. Number of districts for which monitoring data of at least 70% of schools is collected by DGME.
2. Number of districts for which monitoring data is analyzed and disseminated to ELD management and district administrators.
3. Number of Districts which submitted HRMIS reports to ELD.

III. Project Description

Component Name

Component 1: Systems Strengthening Component

Comments (optional)

This component is results based and the event and amount of project disbursements will be contingent on the satisfactory achievement of Disbursement Linked Indicators (DLIs).

Component Name

Component 2: Program Support Component

Comments (optional)

This component will fund important technical, advisory, and capacity-building support to develop, implement, and monitor the focus areas under SGPE.

IV. Financing (in USD Million)

Total Project Cost:	66.00	Total Bank Financing:	0.00
Financing Gap:	0.00		
For Loans/Credits/Others			Amount
Borrower			0.00
Education for All Supervising Entity			66.00
Total			66.00

V. Implementation

Given the complementary nature of GPE and SEP II activities, institutional and implementation arrangements for the Project will largely draw upon those under SEP II. The following description provides a summary of these arrangements, as well as of key arrangements that are new/changed, or are specific to GPE activities.

Global Partnership for Education Fund: Through the GPE, the GoS ensures coordination and harmonization of development partner involvement and financing of SESP. The CA serves as the communication link between the LEG and the GPE Secretariat, coordinating and facilitating partner engagement with the GPE.

Local Education Group: The LEG will provide external oversight on behalf of the Global Partnership. The LEG will also be responsible to harmonize other existing donor partner-financed activities with Sindh GPE activities.

Implementing agency: The Education and Literacy Department (ELD), GoS, will be the implementing entity. As under SEP II, the Reform Support Unit (RSU), under ELD, will be responsible for policy formulation, coordination, and monitoring of the HRMIS and Information and Communications initiatives under the GPE, while the newly established Director General Monitoring and Evaluation (DGME) under the ELD will be responsible for policy formulation, coordination, and monitoring of the new independent monitoring system, the Sindh School Monitoring System (SSMS). The RSU, through an appropriately qualified Program Manager, will be responsible for implementing the activities related to the Human Resources Management Information System (HRMIS).

A technical working group is to be constituted under the Sindh GPE Project with representation from ELD, Auditor General Sindh, and Project to Improve Financial Reporting and Auditing (PIFRA). The group's main objective will be to coordinate activities related to PIFRA in the education sector, including school-specific budgets and the HRMIS.

Communications unit at the Reform Support Unit: A Communications Unit will be established at the RSU as part of the Information and Communications component of SGPE. This Unit will support RSU management and staff dedicated to particular reform areas to communicate effectively with ELD officials on lower level administrative levels (including the school level), parents, development partners, media, civil society and the broader public.

VI. Safeguard Policies (including public consultation)

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01		x
Natural Habitats OP/BP 4.04		x
Forests OP/BP 4.36		x
Pest Management OP 4.09		x
Physical Cultural Resources OP/BP 4.11		x
Indigenous Peoples OP/BP 4.10		x
Involuntary Resettlement OP/BP 4.12		x
Safety of Dams OP/BP 4.37		x
Projects on International Waterways OP/BP 7.50		x
Projects in Disputed Areas OP/BP 7.60		x

Comments (optional)

VII. Contact point

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