Performance Evaluation of DFID's Punjab Education Sector Programme (PESP2)

First Interim Evaluation Report

18 November 2018

Acknowledgements

Disclaimer

This report has been prepared by the e-Pact consortium for the named client, for services specified in the Terms of Reference and contract of engagement. The information contained in this report shall not be disclosed to any other party, or used or disclosed in whole or in part without agreement from the e-Pact consortium. For reports that are formally put into the public domain, any use of the information in this report should include a citation that acknowledges the e-Pact consortium as the author of the report. This confidentiality clause applies to all pages and information included in this report. This material has been funded by UK aid from the UK government; however, the views expressed do not necessarily reflect the UK government's official policies.

In line with the terms of the GEFA contract under which OPM is providing its services, the intellectual property rights of all material produced by OPM as the supplier, such as the evaluation report, shall be the property of OPM. Under the terms of the contract OPM has granted DFID a world-wide, non-exclusive, irrevocable, royalty-free licence to use all the material. OPM will store all material related to the evaluation on a Dropbox which is only accessible by members of the Evaluation Team.

Executive summary

Overview

This report is the First Interim Evaluation Report as part of the Performance Evaluation of DFID's Punjab Education Sector Programme Phase 2 (PESP2). PESP2 runs over a period of seven years from January 2013 to March 2020. DFID has allocated £420.5 million for PESP 2 to support the Government of Punjab to reform and transform delivery of education in Punjab. The programme builds on DFID's previous support to the government of Punjab and complements the UK-supported Punjab Education Reform Roadmap. PESP 2 aims to achieve the impact of "more educated people in Punjab making a social and economic contribution" with the intended outcome to ensure that "more children are in school, staying longer and learning more."

Objectives and scope

The objectives of the Performance Evaluation are:

1. To assess what progress has been made in improving the performance of education in Punjab over the period of the PESP2 programme (with a particular focus on gender, disability, social exclusion and poverty), and what factors explain the performance observed.

2. To identify, measure (where possible) and explain, the contributions that the PESP2 programme has made to the progress achieved, including the contributions of the PESP2 components, individually and collectively.

3. To identify lessons for future programmes and for enhanced improvements in Punjab's education system performance.

4. To provide interim reports that may assist in course corrections during the remainder of programme implementation, as well as to inform the final evaluation report.

Two levels of Evaluation Questions (EQs) have been defined for the Performance Evaluation:

Level One EQs relate to understanding the performance of the education system in Punjab over the period of the PESP2 programme, and the factors that have determined this performance.

Level Two EQs relate to understanding the contribution of the PESP2 project components (individually and collectively) to the progress tracked and analysed by the Level One EQs.

This report presents Interim Findings for the Level One EQs. These Findings will be revised and developed based on additional evidence over the remainder of the Evaluation. In relation to Level Two EQs, this report focuses on providing an interim assessment of the contribution of DFID's Sector Budget Support (SBS), Technical Assistance (TA) and support to the Education Roadmap and Stocktake process. The contribution of other components of DFID support will be assessed in subsequent phases of the Performance Evaluation process.

Methodology and evidence base

The Evaluation is based on a conceptual framework derived from World Development Report 2018 which is itself based on a comprehensive review of global evidence for assessing the effectiveness and functionality of systems of education. This framework identifies four key school-level ingredients for learning: prepared learners, effective teaching, learning-focused inputs, and skilled management and governance. It incorporates accountability relationships and conditions for coherence and alignment around certain policy goals.

The core of the evidence base for this report is included in the following Background Studies:

- Education Policy and Reform Review (EPRR): The EPRR provides an overview and assessment of the education policy and reform process in Punjab over the period of PESP2. A Review of the Roadmap and Stocktake process, covering the whole of the period since the initiation of the DFID-supported Roadmap in December 2010, is included as part of the EPRR.

- Review of Education Sector Performance (RESP): The RESP draws on the findings of the Data Quality Analysis (DQA) undertaken during the Inception Phase to provide data on indicators of education sector performance over the PESP2 period, and to make an assessment of the evidence on progress achieved.

- Public Finance for Education Review (PFER): The PFER reviews trends in public spending on education in Punjab and evidence on the quality of public finance management for education.

- Three Case Studies (covering Curriculum, Teacher Training, and public examinations). The Case Studies have collected evidence on the role of the Roadmap process, SBS, and TA in supporting reforms in each policy area, and the organisational capacity of the lead organisation in each sub-sectoral area. The Case Studies have been complemented by a Review of Technical Assistance Management Arrangements, and a review of documentation on Technical Assistance Management Organisation (TAMO) results reporting.

The main limitations of the evidence available are the following:

- There is no complete and specifically designed baseline against which progress during the PESP2 period can be assessed. Available secondary sources on education performance do not consistently cover the whole of the period since the start of PESP2.

- There are some significant limitations to the survey and administrative data sources to answer the Level One evaluation questions.

- While Key Informant Interviews could be conducted with a large number of key informants and stakeholders, there are some gaps where it has not yet been possible to interview some individuals who played significant roles during the implementation of reforms.

- The extent to which the Level Two questions (specifically on SBS and TA) could be answered has been limited to some extent by weaknesses in the Monitoring and Evaluation (M&E) framework for the DFID PESP2 project, beyond reporting against indicators identified in the PESP2 logframe.

Conclusions: Punjab's education sector performance

The period since 2013 has seen significant progress in education in Punjab with evidence of increased participation and of improvement in learning outcomes. This reflects a continued high level of political commitment, as shown most clearly through the Chief Minister's close engagement in the Stocktake process. There have been significant educational investments and reform initiatives including in improving school infrastructure, increasing teacher numbers and training, and expanding the number of children in Punjab Education Foundation (PEF) schools. A decentralized structure for education management has been established, and key education sector organisations strengthened. The availability of information on the education sector has been substantially improved. Continuing challenges relate in particular to overcoming entrenched inequities in educational access and attainment that are particularly driven by household socio-economic status and gender, and ensuring that children in school are in age-appropriate grades, and that children (especially from poor and rural households) stay in and complete school.

This evaluation has identified the following areas for further action to consolidate and build on the progress achieved so far:

Policy framework for education: While there has been a strong political commitment to improving education and a focus on ensuring the achievement of targets, there has not been a comprehensive education policy framework, in particular to guide prioritization and public expenditure decisions. Priorities through the Roadmap have not necessarily been derived from a comprehensive strategic analysis, and there has been some concern that the short-term targeting may have distorted incentives.

Equity and inclusion focus: Inequities in educational access and attainment are persisting. Improvement in aggregate education performance will require addressing these inequities. Education policies and investments have to some extent addressed equity, for instance through focusing on districts with lagging performance. However, targets set for education have not specifically focused on improving equity, particularly to address inequities related to socio-economic status, and it does not appear that equity and gender considerations have been fully mainstreamed in education policy, organizational reform, and investments.

Consolidating and strengthening education information systems: Substantial progress has been made in improving the range and quality of information available on the education system. As a result, the scope for tracking changes in education system performance (including learning outcomes) is now much greater than it was before the start of PESP2. Initiatives are underway including through the Punjab Information Technology Board (PITB) to improve further real time data collection at the level of schools and individual pupils. However, there remain significant gaps in the range of indicators covered and in the extent to which available data can be used to analyse performance, particularly at a disaggregated level. In addition, not all of the administrative data collected that could be used for analytical purposes is made available, and may not to be subject to sufficient quality control processes.

Consolidating and strengthening decentralization: The system of decentralization through DEAs has now been established, though it is not clear whether the new government will continue with this reform model. The District Study in the next phase of this evaluation will provide an opportunity to examine how effectively the new system is working, and the extent to which the framework of management

Public/private roles and policy: The relationship between the public and private sectors in providing education has not been a focus of this study, though it is noted that over a third of primary school pupils are in private schools. Public policy towards private education has focused on expanding the operations of the PEF. A more comprehensive strategic framework for the education sector is likely to require more attention to the relationship between the public and private sectors.

Public finance management for education: There is a need for a renewed strategic focus on improving public finance management for school education. This strategic focus needs to encompass the building of capacity at both provincial and district level, as well as the establishment of a stronger policy framework to guide budget decisions, both annually and over the medium and longer-term. Improved budget execution rates would be an important (though not a sufficient) indicator of improved performance.

Conclusions: DFID's contribution

The summary interim assessment of DFID's contribution is that:

- The Roadmap and Stocktake process has provided the main instrument for driving and monitoring improvements in the education system, and DFID support has played a central role in facilitating this. The Roadmap has provided a clear framework of targets, a focus for highlighting the political priority that the Chief Minister has placed on education, and an effective process of monitoring with strong incentives for achieving progress. The main challenge for the future is to institutionalise the monitoring and performance management system. There are also potential concerns to address about the extent to which the Roadmap and Stocktake process has provided appropriate and effective incentives provided through the education system, particularly in the absence of a comprehensive policy framework.

- It is difficult to identify a specific additional impact from the provision of SBS. While the £70 million SBS to support the Chief Minister's 2018 Goals may have contributed to higher spending on education, public spending on education did not increase as a proportion of total government spending over the period for which data is available. The way in which SBS was delivered has not provided direct incentives to the organisations responsible for achieving targets (since they have not perceived a link between the achievement of targets and the funding they have received), and the Roadmap process appears to have been the main driver. There has been little progress in strengthening the public finance management system for education, as initiatives based on TA provided do not appear to have been sustained, though some capacity has been built in the system.

- TA provided through TAMO appears to have been largely effective but performance has been variable. It is likely that it could have been stronger if there had been more attention to institutional and organizational assessment in designing TA support, and

a stronger M&E system, particularly one that encouraged structured feedback from intended beneficiaries of TA so that any emerging concerns about TA quality could have been addressed in a timely fashion. A stronger M&E system would also have allowed more complete and convincing assessments of the results achieved to be made.

- DFID has not mainstreamed gender and equity considerations in its interventions and so has not helped to prompt such mainstreaming by the Government of Punjab, or assessed whether there may have been additional opportunities within the support provided to strengthen the focus on equity and gender.

Lessons

1. The Roadmap and Stocktake process has been an effective driver of education sector performance, at least in the specific context of Punjab and the Chief Minister's management style and strong commitment to education. Elements of the approach are however likely to be widely applicable. This includes the strong focus on clearly defined and measurable targets and programmes of action to support their attainment. However, the effectiveness of the approach has been constrained by the absence of a broader sector policy framework to guide priorities and choice of targets and the weakness of public finance management. Some concerns about the risk of inappropriate incentives remain. Ascertaining the extent and conditions under which this approach can be applied in other contexts would require consideration of a wider range of experience.

2. Sector Budget Support needs to be strongly focused on public finance management improvement and effectively aligned with the budget (both in its timing and the process for setting priorities) to have the best prospects of achieving impact.

3. The absence of effective measures to ensure to ensure the systematic consideration of gender and inclusion issues is likely to reduce policy focus on them. Although progress has been made in Punjab, explicit gender and equity targets have not in general been set through the Roadmap and Results Areas Framework (RAF) processes, and gender and equity issues have been addressed through specific targeted interventions, rather than being analysed and considered in the design of all programmes. This may have led to some lost opportunities for designing and implementing programmes in a way that could have had a greater impact.

4. The WDR 2018-derived conceptual framework has proved to be a useful analytical tool for assessing education information and classifying education reform programmes and initiatives. It is particularly useful for highlighting potentially relatively neglected aspects of reform (such as the extent to which learners are effectively prepared) or information systems. There may be scope for developing and using this more widely.

Recommendations to Government of Punjab

The Government of Punjab should:

1) Develop an improved policy framework for the education sector that is evidence-based and sets out clearly defined medium-term objectives and articulates the actions and (in

particular) public spending required to achieve these objectives. The Education Sector Plan that is currently under preparation should so far as possible contribute to this. The impetus to education reform that has been provided by the Roadmap and Stocktake process needs to be maintained under whatever future management arrangements for sector policy are envisaged.

2) Ensure a strong focus within this policy framework (and in other specific programme actions) on gender, equity and inclusion to address continuing inequalities in education access and performance. This may include additional data collection and analysis to help improve policy, including on so far relatively neglected issues such as learner preparedness (e.g. the influence of health, nutrition and home and social environment on learning prospects).

3) Continue to strengthen information on education sector performance, focused on continuing to improve the quality of information on learning, particularly to allow a more detailed understanding of the influence of poverty and social factors on learning achievements. The development of a broader information strategy framework should be considered, including seeking to ensure that all information held by government organisations is so far as feasible made available for independent analysis. The findings of the Data Quality Analysis conducted for this evaluation should be of value in identifying areas of relative weakness in current data collection that could be addressed.

4) Ensure that the quality of public finance management for education is improved, with a view in particular to improving the rate of budget execution for the non-salary and development budget, and to ensuring the policy framework to guide spending decisions is clear. The main elements of a PFM reform process should include:

   a) Development and annual update of a costed sector to provide directions to the School Education Department (SED) and other education sector organisations.

   b) Strengthening the budget process through budgeting based on strategic plans, inclusion of budget demands from lower tiers, and introduction of appropriate costing mechanisms and challenge functions at SED.

   c) SED should also consider piloting school based budgets in some districts to allow for greater transparency and better financial management.

   d) The Financial Management Cell (FMC) should be re-established in SED to continue the reforms on internal audit, production of Budget Execution Reports, and general improvements in PFM for education service delivery.

   e) To improve budget execution, decentralised tiers of the education system, such as District Education Authorities (DEAs) and school councils, should be empowered to take decisions and develop internal capacity (as required under the Punjab Local Government Act 2013) to implement development activities (such as construction).

   f) SED and the Programme Monitoring and Information Unit (PMIU) should play a stronger role in the oversight and coordination of donor-funded programmes, including reporting against a common government-led monitoring framework.

Recommendations to DFID

Focus of DFID support

1) DFID should work with the new Government of Punjab to ensure that support provided under PESP2 is effectively focused on an agreed agenda of priorities that should include (based on the recommendations to the Government set out above):

   a) Strengthening the policy and management framework for education, including continued support to the Roadmap process or its successor.

   b) Strengthening the attention paid to equity and gender in education policy, programmes and public spending.

   c) Continuing to improve information on the performance of the education system.

   d) Improving the quality of public finance management for education, including through reviewing jointly with Government the reasons for the relatively limited progress made to date.

Review of PESP2 in the context of government change

2) The components of DFID's PESP2 programme should be assessed (in the forthcoming DFID Annual Review) to ensure that they are effectively oriented towards supporting agreed priorities over the remainder of the programme. Specific issues to consider include the following:

   a) The extent to which there may be flexibility to reallocate resources to reflect any change in priorities.

   b) Reviewing and strengthening the formulation of the Theory of Change for the remainder of the PESP2 programme.

   c) Reviewing the approach to ensuring systematic attention is paid to equity, inclusion and gender issues (see recommendation 4).

Technical Assistance Management

3) DFID should work with the new Technical Assistance provider to ensure that:

   a) The planning of TA support to each organisation to which it is provided is informed by an institutional and organisational assessment that identifies the main challenges and constraints on effective organisational performance.

   b) The process of selection of consultants providing TA ensures that these consultants have the appropriate experience and technical and capacity development skills that are required by each organisation.

   c) There are clearly defined reporting processes in place to ensure systematic and timely feedback on TA provider performance. This needs to ensure that any problems or concerns with the quality or effectiveness of TA can be identified and addressed

quickly, and that information on TA performance will be available so that a rigorous assessment of the results of TA can be made.

d) Equity, inclusion and gender issues are effectively mainstreamed in the design and implementation of TA (see recommendation 4)).

Equity, Inclusion and Gender

4) DFID should ensure that equity and gender considerations are effectively addressed throughout the components of PESP2, and in particular that equity, inclusion and gender considerations are explicitly considered in the design and implementation of PESP2 components. The approach should draw on DFID guidance and best practice, but should include consideration of the following:

a) Ensuring data disaggregation by sex and in a form that allows so far as feasible the analysis of equity considerations, particularly in relation to poverty-related differentials in education access and attainment.

b) Joint programme development and review including both sector and gender and inclusion specialists to ensure gender and inclusion perspectives are fully incorporated in design and programming.

c) Ensuring that gender and equity targets/indicators are explicitly included within sector-specific goals.

d) Conducting specific gender and inclusion analysis, including examining how and why the programme components might influence the achievement of inclusion objectives.

e) The use of participatory gender and inclusion audits, including to help organisations (especially those supported through PESP2) assess the extent to which their activities are supporting/hindering gender equity.

Table of contents

List of figures

List of tables

List of abbreviations

ACR	Annual Confidential Report
ADU	Academic Development Unit
AEO	Assistant Education Officer
ASC	Annual School Census
ASI	Adam Smith International
ASER	Annual Status of Education Report
BER	Budget Execution Report
BRAC	Bangladesh Rural Advancement Committee
CIDA	Canadian International Development Agency
CDPR	Consortium for Development Policy Research
CEF	Comprehensive Evaluation Framework
CM	Chief Minister
CSO	Civil Society Organisation
DEA	District Education Authority
DFC	Divisional Field Coordinators
DFID	Department for International Development
DLI	Disbursement Linked Indicator
DQA	Data Quality Assessment
DRC	District Review Committee
DSD	Directorate of Staff Development
DTE	District Teacher Educator
ECE	Early Childhood Education
EMIS	Education Management Information System
EPRR	Education Policy Reform Review
EQ	Evaluation Question
EVS	Education Voucher Scheme
FAS	Foundation Assisted Schools

FMC	Financial Management Cell
FY	Fiscal Year
GER	Gross Enrolment Ration
GET	Ghazali Education Trust
GoPb	Government of Punjab
HOD	Head of Department
IDEAS	Institute of Development and Economic Alternatives
IER1	First Interim Evaluation Report
IER2	Second Interim Evaluation Report
IR	Inception Report
KII	Key Informant Interview
LCPS	Low Cost Private School
LND	Literacy and Numeracy Drive
LUMS	Lahore University of Management Sciences
M&E	Monitoring and Evaluation
MDGs	Millenium Development Goals
MEA	Monitoring and Evaluation Assistants
NER	Net Enrolment Ratio
NFER	National Foundation for Economic Research
NOP	National Outreach Programme
NSB	Non Salary Budget
NSP	New Schools Programme
NTS	National Testing Service
OECD	Organisation for Economic Cooperation and Development
OPM	Oxford Policy Management
PCTB	Punjab Curriculum and Textbook Board
PEC	Punjab Examination Commission
PEEF	Punjab Educational Endowment Fund

PEF	Punjab Education Foundation
PESP2	Punjab Education Sector Programme, Phase 2
PESRP	Punjab Education Sector Reforms Program
PFER	Public Finance for Education Review
PFC	Punjab Finance Commission
PFM	Public Finance Management
PIEP	Punjab Inclusive Education Programme
PITB	Punjab Information Technology Board
PLGA	Punjab Local Government Act
PMIU	Programme Monitoring and Implementation Unit
PML-N	Pakistan Muslim League (Nawaz)
PMS	Performance Management System
PSC	Primary School Council
PSLM	Pakistan Social and Living Standards Measurement Survey
PTI	Pakistan Tehreek-e-Insaf
QA	Quality Assurance
QAED	Quaid-e-Azam Academy for Educational Development
QAT	Quality Assurance Test
RAF	Results Areas Framework
RESP	Review of Education Sector Performance
SBS	Sector Budget Support
SDGs	Sustainable Development Goals
SED	School Education Department
SLOs	Student Learning Outcomes
SMU	Special Monitoring Unit
SOP	Standard Operating Procedure
SpED	Special Education Department
SPO	Strengthening Participation Organisation

TA	Technical Assistance
TAMO	Technical Assistance Management Organisation
TEACh	Teaching Effectively All Children
TNA	Training Needs Assessment
6MA	DFID Six Monthly Assessment Survey

1   Introduction

1.1   Objectives of the Evaluation

This report is the First Interim Evaluation Report (IER1) as part of the Performance Evaluation of DFID's Punjab Education Sector Programme Phase 2 (PESP2). The objectives of the Performance Evaluation are:

1. To assess what progress has been made in improving education in Punjab over the period of the PESP2 programme (with a particular focus on gender, disability, social exclusion and poverty), and what factors explain the performance observed.

2. To identify, measure (where possible) and explain, the contributions that the PESP2 programme has made to the progress achieved, including the contributions of the PESP2 components, individually and collectively.

3. To identify lessons for future programmes and for enhanced improvements in Punjab's education system performance.

4. To provide interim reports that may assist in course corrections during the remainder of programme implementation, as well as to inform the final evaluation report.

The Performance Evaluation began in August 2017. The Inception Report for the Performance Evaluation was completed in January 2018. The Second Interim Evaluation Report (IER2) is currently due to be completed by April 2019, and the Final Evaluation Report will be completed in March 2020.

1.2   Overview of PESP2

PESP2 runs over a period of seven years from January 2013 to March 2020. DFID has allocated £420.5 million (originally £350.5 million from 2013 to 2018) for PESP 2 to support the Government of Punjab to reform and transform delivery of education in Punjab. The programme builds on DFID's previous support to the government of Punjab and complements the UK-supported Punjab Education Reform Roadmap. PESP 2 aims to achieve the impact of "more educated people in Punjab making a social and economic contribution" with the intended outcome to ensure that "more children are in school, staying longer and learning more." Six programme outputs are identified in the logframe:

I. Strong leadership and accountability in education delivery;

II. High quality teaching and learning;

III. High quality school infrastructure;

IV. Improved access to school especially in priority districts through the Punjab Education Foundation (PEF); the Punjab Inclusive Education Programme (PIEP); and Scholarships;

V.   Top political leadership engaged on education reform agenda; and

VI.   High quality technical assistance to government stakeholders.

The programme consists of the following nine components:

1. **Sector Budget Support (SBS)** to provide funds to the GoPb to improve access to and quality of education in government schools (£170.2 million – this includes an additional £70 million allocated in April 2015 to support the Chief Minister's 2018 education goals.). The final disbursement is due to be made 2018.

2. **School reconstruction and rehabilitation** to build additional classrooms and provide missing facilitates in existing government schools; implemented by IMC Worldwide (£92 million).[1]

3. **Financial aid to the Punjab Education Foundation (PEF)** to improve access to and quality of Punjab's low fee private school sector, through an Education Voucher Scheme (EVS), New Schools Programme (NSP), and Foundation Assisted Schools (FAS) programme (£68.6 million).

4. **Targeted support to PEF** to tackle social exclusion and inequality by identifying and enrolling out of school children in lowest-performing eleven priority districts in Punjab (£10 million).

5. **Support to the Special Education Department (SpED)** for an inclusive education programme to provide children with mild disabilities with formal schooling opportunities in mainstream government and PEF schools (£7 million)

6. **Support to the Punjab Education Endowment Fund (PEEF)** to provide scholarships for talented female secondary school students from poor households in the 11 priority districts[2] to study at intermediate level; and for male and female students at intermediate level to study at tertiary level (£10.9 million)

7. **Support to the Lahore University of Management Sciences (LUMS)** National Outreach Programme (NOP). A scholarship programme for talented students from disadvantaged households to study at a leading university (£7.3 million)

8. A **Technical assistance component** to deliver the programme and manage key components through TAMO - comprising Adam Smith International (ASI) and McKinsey - providing support to the GoPb, the Chief Minister's Education Roadmap process and other partners in the PESP II programme and $1million through the World Bank to GoPb leverage early implementation of PESP III (£25.1 million). The ASI contract ended in March 2018, and DFID is in the process of procuring a supplier for a further phase.

9. A **performance evaluation component** (£1.5 million) implemented through a consortium of Oxford Policy Management (OPM), Institute of Development and

---

[1] This is managed separately from the rest of PESP2 as the Humqadam project which also operates in Khyber Pakhtunkhwa.
[2] The 11 priority districts are Chiniot, Bhakkar, Layyah, Vehari, Muzzafargarh, Dera Ghazi Khan, Lodhran, Rajanpur, Bahawalpur, Bahawalnagar, and Rahim Yar Khan.

Economic Alternatives (IDEAS) and Consortium for Development Policy Research (CDPR).

1.3   Scope of the First Interim Evaluation Report

Two levels of Evaluation Questions have been defined for the Performance Evaluation:

Level One EQs relate to understanding the performance of the education system in Punjab over the period of the PESP2 programme, and the factors that have determined this performance.

Level Two EQs relate to understanding the contribution of the PESP2 project components (individually and collectively) to the progress tracked and analysed by the Level One EQs.

Since this is a Performance Evaluation of DFID's PESP2 Programme (and not an evaluation of the entire sector management and reform process), evaluation judgements are made only at Level Two. Level One EQs are essentially descriptive and analytical of the wider context.

This report presents Interim Findings for the Level One EQs. These Findings will be revised and developed based on additional evidence over the remainder of the Evaluation. In relation to Level Two EQs, this report provides an interim assessment of the contribution of DFID's Sector Budget Support (SBS), Technical Assistance (TA) and support to the Education Roadmap and Stocktake process to the overall sector progress achieved.

The contribution of other components of DFID support will be assessed in subsequent phases of the Performance Evaluation process. It is currently envisaged that support to PEF, and the PEEF and LUMS/NOP scholarships will be evaluated as part of IER2, and that the School Reconstruction Component and support to Special Education will be evaluated as part of the final phase of the evaluation and reported in the Final Evaluation Report.

It is important to note that IER1 has not involved any substantive primary data collection at district or school level. A District Study including primary data collection at district, school and community level will take place as part of IER2 (aiming to be completed by April 2019).

1.4   Report structure

The remainder of this report is structured as follows. Chapter 2 sets out the conceptual framework that has been used to guide the evaluation, and summarises the main features of the methodology and the limitations of the available evidence. Chapter 3 presents the findings of the evaluation in relation to the Level One evaluation questions, assessing progress with education in Punjab during the period of PESP2 implementation. Chapter 4 presents findings on the Level Two questions, specifically on the Roadmap and Stocktake process, SBS, and TA. Chapter 5 discusses the conclusions of the evaluation, and Chapter 6 provides lessons and recommendations. Additional material is included in annexes. Annex A contains the Terms of Reference for the evaluation. Annex B presents the summary Evaluation Framework. Annex C is a summary of the TAMO support based on a documentation review. Annex D presents selected information from the April 2018 Stocktake. Annex E provides information on public expenditure on key education sector organisations during PESP2.

2 Conceptual Framework and Methodology

2.1 Conceptual Framework for the Evaluation

The Evaluation is based on a conceptual framework derived from World Development Report 2018 which is itself based on a comprehensive review of global evidence for assessing the effectiveness and functionality of systems of education. This framework identifies four key school-level ingredients for learning: prepared learners, effective teaching, learning-focused inputs, and skilled management and governance. It incorporates accountability relationships and conditions for coherence and alignment around certain policy goals. The framework is summarised in Figure 1.

Figure 1   Conceptual Framework: Ingredients of an Effective Learning System
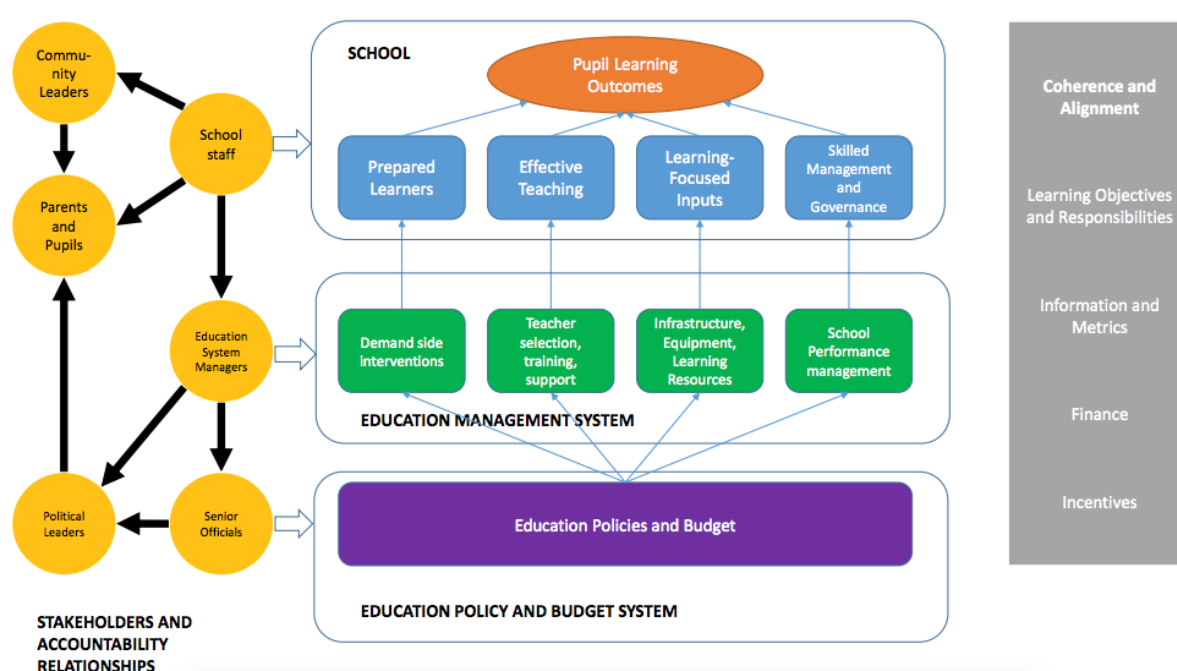
Critical to delivering the school level ingredients is the extent to which policy and governance ensures that the system is coherently aligned on learning objectives. A coherently aligned system in the context of this framework is one where:

- *Learning objectives and goals* are clearly articulated, and the *roles and responsibilities* of different system actors in achieving them are clearly defined. An absence of either of the two results in limited accountability.

- Accurate, credible *information* on key goals is available, is used for monitoring progress on goals and for evaluating interventions aimed at improving outcomes. This refers to the quality and usage of data in the system; not just what is being measured but how well it is being measured and who is using that information.

- Adequate education *financing* is a) made available, b) allocated in ways consistent with the equity principles, c) spent.

- *Incentives* of key actors strongly linked to the achievement of the policy goals and objectives. For example teachers' incentives are aligned to deliver learning, to include all students, to retain children; the district administrators incentives are designed to realize progress, to ensure coordination, to implement reforms.

This framework emphasizes the importance of policy objectives and how these relate to the objective of improving learning outcomes. Goals such as increasing enrolment or retention may be an important step towards improving learning outcomes, but may not be sufficient to ensure that learning does in fact improve. The conceptual framework has been used to structure the evaluation questions and has provided a normative basis for comparison. It is important to distinguish between evaluating the performance of an education system against the stated objectives of government, and evaluating performance against the normative framework that has been used here.

The conceptual framework has been used in the following ways in the evaluation:

- The evaluation questions have focused (particularly in assessing effectiveness) on the extent to which progress has been made in delivering the school level ingredients of an effective educational system for learning, and the extent to which the educational system is coherent and aligned on the objective of learning.

- The RESP analyses data sources according to the extent to which they provide information to cover each of the four school level ingredients, as well as educational access and attainment.

- The EPRR classifies reform initiatives in relation to likely impact on the four school level ingredients, and assesses the extent to which coherence and alignment has been achieved through education policies and programmes.

- The PFER examined the extent to which the public finance management system for education encouraged alignment and coherence. It was not judged feasible to seek to classify public expenditure according to categories identified in the conceptual framework, but the scope for doing this might be examined further in subsequent phases of the evaluation.

- The Case Studies also drew on the conceptual framework in assessing the contribution of DFID support.

2.2   Overview of methodology

The full evaluation methodology is set out in the Inception Report, and details of the approach for each of the background studies are included in the background paper reports. The evaluation approach is Theory-based in that it has involved assessing the validity of the Theories of Change underlying each component of DFID's PESP2 programme. In this first phase of the evaluation, the components reviewed have been TA and SBS. Outline Theories of Change for these components were set out in the Inception Report, and an assessment of the extent to which these Theories of Change have held during implementation has been made in answering the Level 2 Evaluation Questions where appropriate. An overall

assessment of the Theory of Change for PESP2 as a whole and of those of each of its components will be made in the final phase of the evaluation.

Three main types of data sources have been used: (i) secondary data sources particularly survey and administrative data, but including the research literature[3]; (ii) reviews of documentation; and (iii) key informant interviews (KIIs).

Annex B shows which evidence sources have been used to answer each evaluation question and provides references to the specific evidence used.

Preparation of the IER1 has drawn on studies undertaken during the Inception Phase of the Performance Evaluation – in particular detailed Data Quality Assessments (DQAs) of survey and administrative data sources, a Literature Review of research on education in Punjab, and a preliminary stakeholder mapping as well as an initial summary overview of the context and progress in education policy and delivery.

The following Background Studies have provided core of the evidence base for the IER1:

- **Education Policy and Reform Review (EPRR)**: The EPRR provides an overview and assessment of the education policy and reform process in Punjab over the period of PESP2, based on a review of documentation and Key Informant Interviews (KIIs). A Review of the Roadmap and Stocktake process, covering the whole of the period since the initiation of the DFID-supported Roadmap in December 2010, is included as part of the RESP.

- **Review of Education Sector Performance (RESP)**: The RESP draws on the findings of the Data Quality Analysis (DQA) undertaken during the Inception Phase to provide data on indicators of education sector performance over the PESP2 period, and to make an assessment of the evidence on progress achieved.

- **Public Finance for Education Review (PFER)**: The PFER reviews trends in public spending on education in Punjab, comparing the PESP2 period with the years preceding it. The PFER also examines evidence on the quality of public finance management for education. It has been based on an analysis of public finance data, review of documentation, and KIIs.

- Three **Case Studies** (covering curriculum, teacher training, and public examinations). The Case Studies have collected evidence on the role of the Roadmap process, SBS, and TA in supporting reforms in each policy area, and the organisational capacity of the lead organisation in each sub-sectoral area, respectively the Punjab Curriculum and Textbook Board (PCTB), the Directorate of Staff Development (DSD) which became the Quaid-e-Azam Academy for Educational Development (QAED), and the Punjab Examination Commission (PEC). The Case Studies have been complemented by a **Review of Technical Assistance Management Arrangements**, and a review of documentation on TAMO results reporting (Annex C).

---

[3] It was envisaged in the Inception Report that studies prepared as part of the DFID-supported RISE project might be used to inform the evaluation. This is still expected for subsequent evaluation phases, but the currently available RISE Pakistan publications do not provide evidence that can directly be used at this stage. A review of relevant research literature on education in Punjab was carried out during the Inception Phase and is included in the Inception Report.

Initial drafts of Background Studies were completed between April and June 2018, and have been revised based on Quality Assurance Review and comments received from DFID. Preliminary Findings from the IER1 were presented to a Stakeholder Workshop in Lahore on July 5th 2018. Discussion at the Stakeholder Workshop has informed preparation of this draft.

Earlier versions of the evaluation report and the background studies were reviewed by DFID, the Evaluation Advisory Group that has been established for the evaluation, DFID's EQUALS quality assurance reviewers, and other stakeholders, including from government, non-government organisations, and the TA providers. The Background Studies are available on request.

The draft report was presented and discussed with key stakeholders at a workshop in Lahore on October 11th 2018. The evaluation report has been revised to take account of comments and suggestions received.

2.3   Limitations of Evidence

The limitations of evidence in relation to each of the background studies are discussed in each background report. These may be summarised as follows:

- There is no complete and specifically designed baseline against which progress during the PESP2 period can be assessed. Available secondary sources on education performance (as discussed in the RESP and DQA report prepared for Inception) do not consistently cover the whole of the period since the start of PESP2.

- There are some significant limitations to the survey and administrative data sources to answer the Level One evaluation questions, as summarised in section 3.1 below.

- While KIIs could be conducted with a large number of key informants and stakeholders, there are some gaps where it has not yet been possible to interview some individuals who played significant roles during the implementation of reforms, particularly some former senior managers of organisations reviewed in the case studies.

- The extent to which the Level Two questions (specifically on SBS and TA) could be answered has been limited to some extent by weaknesses in the M&E framework for the DFID PESP2 project, beyond reporting against indicators identified in the PESP2 logframe. There does not appear to have been any M&E framework developed for SBS (e.g. an articulated Theory of Change, or baseline assessments or measures of variables that SBS was envisaged as affecting) when the programme was designed. M&E information was collected for TAMO and reports prepared by TAMO on the performance of TA, but as summarised in section 4.3.7 below, there were weaknesses in the TAMO M&E system.

3 Findings: Progress in Education in Punjab

3.1 How accurate and complete are the available measures of education sector performance and to what extent can valid conclusions about sector performance be drawn on the basis of these?

Over the period of PESP2, there has been a substantial improvement in the range and quality of data available on education in Punjab, particularly from survey sources, with DFID support significantly contributing to this. The main datasets with province-wide coverage are the following (with dates of the latest available data analysed):

- The **Nielsen household dataset**, covering eight waves of 37,000 households, between November 2011 and December 2015 (using the same questionnaire);

- The **Learning and Numeracy Drive (LND) data**: bi-monthly testing. A number of different tests and questionnaires have been used for this and it covers the period 2015-2017. This is a school-based data set covering only government schools.

- **DFID's six-monthly learning assessment (6MA) data**, covering the period 2014-2018, with data collected in September and March each year. This covers government, PEF, and private schools.

- **Annual Status of Education Report's (ASER)** several waves of data (2012-16). This data set collects information both from households and schools. Children are assessed on basic literacy and numeracy and household level information collected (assets, maternal education, education levels completed) and school level information gathered (teacher qualifications, enrolments etc.).

- **Pakistan Social and Living Standards Measurement (PSLM) Survey**, 2012-2016. This is an extensive household-level survey with very detailed information collected including on household incomes, expenditures, and education levels of various household members.

- **Annual School Census (ASC)/Education Management Information Systems (EMIS)** data from 2012-2016, covering government schools.

In addition data is available from some surveys with more limited coverage including in particular:

- **Teaching Effectively All Children (TEACh).** This study collected household and school-based data on rural children aged 8-12 years old from three districts in Punjab. Data are cross-sectional and available for 2016-2017 with children in schools in grades 3-5 assessed at the beginning and end of the school year. Extensive detailed information on teachers was also collected. Children in schools provided self-reported measures of wealth.

The information available is sufficient to identify key features and some broad trends in education sector performance including in relation to learning outcomes and education participation. However, there are significant limitations in the time periods

covered (in some cases with changes in survey methodology over time) and the extent to which disaggregation (particularly to identify the role of socio-economic variables in explaining differences in performance) is possible.[4] While household-based survey sources will sample from all pupils, school-based sources apart from the DFID 6MA focus on government schools.

In relation to information on the four school level ingredients of learning as identified in the Conceptual Framework:

1. **There is no good data to measure 'learner preparedness' in the Punjab**. The measured indicators are very poor proxies of this concept, which should encompass whether children entering Punjab's schools are entering well nourished, whether they are appropriately stimulated, whether they enter into suitable and good quality early years learning environments, and whether they are motivated. The only relevant data available is on pre-primary enrolment (*katchi).*[5]

2. **Large-scale data sets in Pakistan do not capture fundamental aspects of effectiveness of teaching.** The Annual Status of Education Report (ASER) and Education Management Information System (EMIS) data sets are able to provide information on measures that are not always fully able to capture teacher effectiveness. Data on the process of teaching and teachers' time on task both in the classroom and outside it is critically missing from all of the large-scale datasets. Teacher attendance rates and qualifications only provide very crude proxies of teacher characteristics that might equate to 'effectiveness'. Teacher qualifications also provide a very crude measure of effectiveness. Data has been collected on teacher competency through the TEACh study, but this covers only a small sample of teachers in three districts.[6]

3. **There is some data available on school infrastructure with coverage across all public schools, but no cross-province data on some fundamental learner-focused inputs, most notably the availability of teaching material such as textbooks**.[7]

4. **Large scale data sets do not capture good quality information on key aspects of school management and governance**. The annual school census (EMIS) collects information on some aspects, including development expenditures and frequency of school council meetings. However, the quality of the data is not clear and available indicators are very crude proxies for judging effectiveness of governance and management.[8]

3.2 To what extent has educational attainment (learning outcomes) improved in Punjab over the period of PESP2?

While there are significant limitations in the data available (in particular the lack of comprehensive baseline data), and differences between results from different sources, there is some evidence that learning outcomes have improved in recent years. For instance, the overall average test score (across English, Urdu and Mathematics) for grade 3 pupils improved

---

[4] RESP, Section 9.2
[5] RESP, Section 5.2
[6] RESP, Section 6.2
[7] RESP, Section 7.2
[8] RESP Section 8.2

from 59.2% in 2014 to 78.4% in March 2018 in the DFID-funded six monthly assessment, with improvements also in average scores for Student Learning Outcomes (SLOs).[9] Literacy and Numeracy Drive (LND) data between 2015 and 2017 also shows some improvements. The ASER data shows less improvement but covers only the period from 2012 to 2016. ASER data allows greater disaggregation including by household wealth but collects much less sophisticated learning outcomes information than the other sources. The ASER data suggests that the learning performance of rural children from poor households substantially lags that of richer children, especially for girls. The main findings as reported in the RESP are therefore:[10]

- **School level averages of learning outcomes show some improvements in aggregate learning outcomes. However the quality of evidence is insufficiently complete, representative, or disaggregated to allow firm conclusions about trends to be drawn.**

- **SLO performance reveals improvements in many areas of competency but also highlights areas of weakness (for instance in English comprehension).**

- **Children in school learn more than children who are out of school.**

- **Learning outcomes are persistently low in rural Punjab for children (most especially for girls) from poor households, with substantial numbers lacking basic reading and numeracy competency. 40% of the poorest girls in rural areas aged 5-16 could read nothing in 2016.**

3.3   To what extent have there been improvements in educational participation, including in measures of enrolment, retention and transition?

The analysis of participation is based on Pakistan Social and Living Standards Measurement Survey (PSLM), Nielsen and ASER data and covers the 2012-2016 period. It is possible on the basis of this data to calculate various indicators for access – education participation rates, gross enrolment rates and net enrolment rates and for these to be disaggregated by age groups, for male and female children, and by socio-economic status and by location, and to make some assessment of changes over time. However, there is no comprehensive data available on retention or transition, while differences in methodology between the sources (and to some extent over time) limit comparability.

The analysis of access indicators shows that school participation rates have been growing over the period and in particular that a higher proportion of children aged 5-16 years are attending school. However, the fact that Gross (GER) and Net (NER) Enrolment Rates do not appear to be increasing suggests that while more children are enrolled in school, many are not in the appropriate grade for their age band. Children in rural areas are far less likely to access education than their urban counterparts, and girls are generally less likely to participate in schooling than boys. These gaps are significantly different in statistical terms. Wealth is also a critical factor with the rich far more, and significantly, likely to be accessing schooling than the poorest in the province. The analysis of richer data, albeit from only three districts of the

---

[9] The DFD 6MA data is judged to be based on a sound learning assessment methodology and sampling approach, but how the sampling approach is implemented is not fully documented.
[10] RESP, Chapter 4

Punjab, also reveals that disability can be a deterrent to accessing schooling especially for the poor and for girls. The main findings from the RESP may be summarised as follows:[11]

- **Punjab has been successful in getting children into schools (including getting more of the poorest children into schools) but not always successful in ensuring they enter the grades appropriate for their age and that they remain in the schooling system for the duration.**

- **Lower wealth and socio-economic status (and location in rural areas) remain very strongly associated with poorer access to schooling.**

- **The non-state school sector[12] provides educational access for a large share (around 37-38%) of school age children.**

- **Disability is a deterrent for accessing schooling particularly for girls and the poor.**

3.4 How has education performance differed in relation to gender, poverty, location and other factors and to what extent has equity in education improved?

As discussed in the sections above, **there is clear evidence** (principally from the ASER) **of substantial differentials in education access and learning outcomes that are related to household economic status (in rural areas), and that these differentials are greater for girls than for boys**. **The data available is not however sufficient to draw more detailed or nuanced conclusions, or to assess whether there have been changes in equity measures** (e.g. participation rates and learning outcomes by socio-economic status**) over the period since the start of PESP2 implementation**.[13]

3.5 To what extent have the ingredients of education system performance at the school level strengthened over the period of PESP2?

3.5.1 Preparedness of learners for school

As noted above, the main potentially relevant data available relates to pre-primary enrolment. The main findings on this are:[14]

- **Pre-primary enrolment as measured by the GER has fluctuated around an average of 74% from 2012 to 2016.**

- **NER is substantially lower (around 30%) suggesting many children above the age of 4 are enrolled in pre-primary classes.**

---

[11] RESP, Chapter 3
[12] This excludes madrasas and other non-school institutions.
[13] RESP, Chapters 3, 4 and 9
[14] RESP Chapter 5

- **There has been some narrowing of the pre-primary access by wealth status and urban/rural location over the period since 2012.**

3.5.2   Effectiveness of teaching

Available province-wide data relates to teacher numbers, qualifications and attendance rates. Evidence on the quality of teaching and teacher skills is only available from smaller studies (such as the TEACh dataset covering three districts). The main findings are:[15]

- **Teacher attendance rates in Punjab (2012 to 2016) average more than 85%. There is some evidence of a slight improving trend (though with a dip in 2016), particularly in rural schools.**

- **The proportion of teachers possessing a qualification has increased (from about 71% to 81% between 2012 and 2016).**

- **TEACh data from three districts suggests teachers are not sufficiently prepared to teach challenging classrooms and are neither fully competent in the curriculum they teach nor able fully to transfer their knowledge to students.**

3.5.3   The provision of learning-focused inputs

As noted above, there is data available (through EMIS) on physical infrastructure in government schools (though not on whether it is being effectively used) and on teacher numbers, but no comprehensive data on availability of appropriate teaching materials. The main findings are:[16]

- **There have been substantial improvements in the availability of playgrounds, computer labs and laboratories in rural Punjab government schools between 2012 and 2016.**

- **Almost all government schools now have drinking water, toilets, and boundary walls.**

- **The number of government schools with access to electricity has increased from under 80% to over 90% between 2012 and 2016.**

- **The ratio of the number of children per usable toilet has fallen from 67 to 59 between 2012 and 2016.**

- **The average number of pupils per classroom has increased from 41 to 43 between 2012 and 2016.**

- **Around 10%of schools are classified as having "dangerous" buildings (approximately the same in 2016 as 2012).**

---

[15] RESP Chapter 6
[16] RESP Chapter 7

- **Pupil-teacher ratios have fluctuated but were approximately the same in 2016 as in 2012 (near to the officially prescribed ratio of 40). The ratio is substantially lower (around 35) in urban schools.**

3.5.4   Effectiveness of management and governance

Data on school management and governance is extremely limited:[17]

- **There is no systematic data available on the extent to which assessment data and other management information is being used to guide decision-making at school level.**

- **School Management Committees are functioning and meeting (on average more than eight times a year) but there is no information to assess their activities and effectiveness.**

- **Small sample surveys suggest that many primary head teachers have received no pre- or in-service training for their roles and that head teachers in government schools have less decision-making authority than those in NGO-run schools.**

- **Non-salary budget spending (controlled by schools) has increased.**

3.6   How does education sector performance compare with targets set (e.g. through the Education Roadmap)?

Figure 2   Chief Minister's 2018 Goals

Goals for 2018: Transforming the quality of education in Punjab

High quality teaching & learning in classroom	• Revise curriculum to allow optimal learning quality and pace • Develop world-class textbooks and teacher guides • Reform exams to assess student learning • Strengthen teacher training on content and pedagogy • Increase quality and frequency of teacher coaching
Strong leadership and accountability	• Increase quantity and effectiveness of school leaders • Develop capable district officials and performance manage the district administration • Strengthen collection of high quality data to track progress and drive accountability
Conducive learning environment	• Engage wider community of parents and other citizens to support reform efforts • Double effective learning hours • Provide remedial support to classes 1-3 • Provide remedial support to classes 4-8 • Expand PEF to 2.8 M out-of-school children
High quality school infrastructure	• Build classrooms and hire teachers to eliminate multi-grade and overcrowding • Provide and maintain basic facilities in all schools • Repair all dangerous buildings • Upgrade 25% of school buildings to international standards

---

[17] RESP Chapter 8

The Education Sector Plan for 2013-17 did not set a framework of quantitative targets. The Chief Minster identified a set of goals to be achieved by 2018 which were launched as "Parho Punjab, Barho Punjab" (Learn Punjab, Progress Punjab) in March 2015.

DFID committed an additional £70 million to sector budget support (SBS) specifically to support to the 2018 Goals. The 2018 Goals were streamlined as core priorities of the Roadmap team's support as shown in Figure 2.

In the second quarter of 2016, the Roadmap set a series of new target areas to further refine and focus the quality agenda. These were derived from the 2018 goals, but gave the SED greater implementation-level clarity. They were:

- Teaching quality: increase basic literacy and numeracy levels in primary schools, attaining a 75% average score on the independently administered six monthly assessment (to be tracked using the newly introduced DFID six monthly assessment);

- Enrolment and access: get every primary school aged child into school, attaining a minimum 95% participation rate for 5 to 9 year olds across the province;

- Schools and teachers: significantly improve infrastructure in Punjab schools adding 36,000 new classrooms and recruiting 46,000 new teachers; and ensure hundred percent functioning facilities and schools

- Public-private cooperation: improve access and quality through public-private cooperation, enrolling at least 2.6 million students in PEF schools by 2018.

Annex D summarises reporting against these targets from the April 2018 Stocktake, as well as performance against short-term (2018/19) targets. The reporting finds that the targets for basic literacy and numeracy have been achieved, along with the enrolment target – both as a result of substantial improvements in measured performance in the most recent period. Teacher recruitment and PEF enrolment is also reported as having achieved targets, but performance is lagging significantly below targets (even below revised and much lower targets) for new classroom construction.

3.7 What have been the main education sector policy and organisational reform initiatives over the period of PESP2? How effectively have they been implemented?

Punjab has sought to implement some ambitious and wide-ranging reforms for education. In some cases the inception of these reforms predates the PESP2 period, but much of their implementation has happened during the PESP2 period, including with support from the DFID programme.

It should be noted that Shehbaz Sharif, who had served as Chief Minister of Punjab since June 2008, and who had been the key driver of Punjab's education reforms, left office in May 2018. The previously ruling party, the Pakistan Muslim League (Nawaz) (PML-N) lost power in the provincial elections held in July 2018, to a government led by the Pakistan Tehreek-e-Insaf (PTI) party, with Sardar Usman Buzdar assuming office as Chief Minister in August 2018.

At the time of writing, the policies of the new government, including towards education and decentralisation, were still under development.

The main reform initiatives are summarised below in relation to their potential influence on school level ingredients of learning. The most far-reaching reform initiatives have related to teachers, and to the district-level planning and delivery mechanisms. Apart from the reform of district-level education there have not been significant changes to the organizational structure of education over the PESP2 period, though there have been important initiatives to strengthen the capacity of sector organisations. The School Education Department (SED) has not been restructured, but has remained the main focus for the planning and implementation of sector reforms, although some aspects of practice and monitoring have been removed from SED and have instead brought under direct control of the Chief Minister's office.[18]

Preparedness of learners for school: An Early Childhood Education (ECE) policy has been drafted, financing mechanisms to support it have been developed and implemented, while infrastructure provision has begun and finances have been committed for the policy. This has provided a basis for an enhanced approach to strengthening Preparedness of Learners. However, other elements of a comprehensive approach that the conceptual framework suggests would be important (remedial education, and coordination on nutrition and public health for education) have not been a focus of policy attention.[19]

Effectiveness of teaching: Teacher recruitment rules have been overhauled. While the impetus for this reform predates the PESP2 period, the requirement for National Testing Service (NTS) testing as a criterion for applications was implemented during this period. The process of recruitment was made transparent, merit-based and free of political interference. In doing so this reform addressed a chronic system level weakness that had plagued Punjab's education sector for decades. The teaching force was expanded substantially during this period with a view to improving teacher-student ratios particularly in primary schools. In addition, continuous professional development and school-based training programs have been designed and implemented. It is still in general too early to determine how far these initiatives have improved the effectiveness of teaching. Continuing areas of potential concern include the quality of teachers' content knowledge and pedagogical skills, their motivation, and incentives to focus on the most challenged learners.[20]

The provision of learning-focused inputs: Reforms have aimed at introducing transparency and efficiency in the procurement process for textbooks, strengthening the curriculum, and aligning textbook development, training and assessments with the curriculum as comprehensively as possible. While planned initiatives have been implemented, it remains unclear whether the interventions and reforms have been able to address the deeply rooted political economy constraints that have caused inefficiencies in the procurement processes. There has been a gradual shift towards increased use of technology for knowledge management and monitoring. Additional information technology has been introduced in schools to try and aid in the teaching and learning process. It also remains to be seen whether these interventions have been embedded deeply enough that they will be sustained, and whether they will prove to be effective in intended goals.[21]

---

[18] EPRR Chapter 3
[19] EPRR Chapter 6
[20] EPRR Chapter 5
[21] EPRR Chapter 7

Effectiveness of management and governance: The main reforms affecting management and governance have involved the combination of centralised target setting and monitoring of district education performance (through the Roadmap and Stocktake process) together with some decentralisation of implementation of finance and delivery to district and school level, particularly through the creation of District Education Authorities (DEAs), and the introduction of a direct financing mechanisms for schools – the non-salary budget (NSB) formula. The assessment of the Roadmap and Stocktake process is presented in Section 4.1. It is too early to assess the process of decentralization through DEAs which is still being implemented. While postings and transfers will eventually be moved to the DEAs, hiring and firing remains centralised at provincial level. It is also too early to assess the consequences of a potential tension between centralisation (e.g. the need for standardisation of practice through the use of lesson plans stressed by the Education Sector Plan, as well as target setting) and decentralization.[22]

3.8 To what extent has the education system in Punjab been effectively aligned on learning objectives and coherent in pursuing these objectives?

This section examines evidence[23] on the extent to which the education system in Punjab has been effectively aligned on learning objectives and coherent in pursuing them, based on an assessment of the content and role of the Education Sector Plan for 2013-17 (which set out broad priority areas) and the Road Map and Stocktake process (which was the main instrument for short-term priority setting and sector management against targets). An assessment of the contribution of the DFID-supported Road Map and Stocktake process is provided in Section 4.1 below.

3.8.1 To what extent were learning and inclusion objectives of education policy?

The policies and targets in Punjab during the PESP2 period were primarily prioritising goals of improving access and enrolments, and reducing numbers of out of school children. The approach to expansion of enrolments relied on expanding public private partnerships, some scholarship programs (not universal or large scale), and enrolment drives. The low fee private sector has continued to grow with little regulation over this period, and is absorbing increasing numbers of pupils. Punjab has not built new government schools. Resources have instead been directed towards expansion of different forms of public private partnerships: allocation to PEF has increased with a view to expanding the flagship foundation assisted schools program, and new models of partnerships with private actors adopting dysfunctional government schools have been developed and implemented.

Achieving quality – as opposed to learning - is cited as a key policy goal in policy documents. However the concept of quality was not clearly defined or operationalised. Learning outcomes did not become a tracked goal through the Road Map until 2015.

There is some evidence of thinking about inclusivity – but that is limited to access rather than learning. Stipends and scholarship programs are designed to improve access for the low income cohorts. Gender remains a policy concern and Punjab is in the process of developing

---

[22] EPRR Chapter 8
[23] EPRR Chapter 3

a disability focused inclusive education strategy. However, there has been limited explicit policy attention to equity, for instance the specific needs of children of poor families.

Early childhood education, remedial education, nutritional and public health interventions in the early years are arguably some of the most pro-poor policy instruments with the potential to radically improve the trajectory of access and learning in school for the most marginalized children. While some progress has been made during the period of PESP2, education policy has not been based on a comprehensive approach to inclusion and equity.

3.8.2 Were the goals clearly articulated? Were the various stakeholders across the board aware of their goals and their role in achieving them?

Goals are assessed (on the basis of the review of documentation and KIIs) to have been clearly articulated through the form taken in the Road Map. The process of Stocktake meetings set and renewed expectations from the district level bureaucracy. However, while the goals were clearly articulated for the top tiers of management – for example the provincial level bureaucracy and even to some extent the district level bureaucracy, stakeholders at the grassroots – teachers, head teachers, others – have not been embedded in the information and feedback loops as they were designed and implemented. They are also excluded from participation in the design of policies that impact their work environments and professional developments. While there has been decentralization of responsibility for implementation, there has been limited decentralization of goal setting or of the incorporation of local perspectives.

3.8.3 Was accurate, reliable information available in the system? Was it being used to guide policy making?

While information management systems for education had existed prior to PESP2, they were strengthened and expanded during the PESP2 period – thanks in large degree to support provided through the PESP2 programme and DFID support to the Roadmap process. The use of data for policy making and accountability has increased during this period. The Annual School Census (ASC) continues on a yearly basis, and collects information on a more elaborate set of indicators. The DSD (now QAED) has set up mechanisms for collecting information on a very large and detailed set of pedagogy and learning related variables. PEC has digitised its databases. The Punjab Information Technology Board (PITB) has piloted technology which can track individual children's progress over time.

Punjab has improved its use of data in education most markedly for the Road Map and Stocktake meetings. However, beyond this, there is a lack of policies or a culture to entrench the use of evidence in policy-making, and to ensure that the data collected is effectively used.

3.8.4 Were the incentives of actors across the system (teachers, school managers, district managers, provincial department) strongly aligned and linked to improvements in student learning? If not, what were they linked to?

Varying progress levels of progress have been made with the structuring of incentives for different stakeholders in the education system. The Road Map – which has emerged as the defining reform mechanism of the PESP2 period – has strongly influenced incentives for the

district managers and redefined them to a large degree. It linked the performance of district level bureaucrats to the targets set. To the extent that learning targets were included, their incentives were (in principle) linked to improving learning. However, mostly the focus and effort has been on increasing enrolments. This process, along with greater data collection in schools, has also impacted school managers and teachers. It is important to note however that this Stocktake process was a very high stakes one in practice (because of the threat of dismissal or reposting that officials faced, especially during the early stage of Stocktakes), and created pressures directly for district managers, and by extension for teachers, school leaders and others in the delivery chain. There are concerns that this may have led to perverse incentives, inaccurate information, or attempts to gain the system, but no hard evidence on the scale and significance of any possible effects of this type is yet available.

Pecuniary incentive mechanisms also remain weak in Punjab. Years of service and seniority remains the key criterion for career progression for most actors (teachers, heads and district managers). Salaries for teachers are usually raised across the board. A nuanced system of performance-based rewards has not developed. This is partly because this remains a complex policy issue globally as well – with very mixed evidence emerging in the area of performance based pay. There are concerns that linking tests to monetary or professional development incentives for teachers in a straight-forward way pertaining to creating of perverse incentives such as teaching to the test, or the neglect of students that are struggling the most or most at risk.

3.9 To what extent has the public finance for education supported achievement of sector goals?

The main findings can be summarised as follows:

Education Financing: The analysis of financial data shows that financing of the school education sector increased during the PESP2 period both in nominal and real terms. The increase was 15% in current and 6% per annum in constant 2007/8 prices. Budget and expenditure growth rates have slowed down for school education compared to the period immediately before PESP2. Education expenditure has also declined as a percentage of total provincial expenditure, especially in FY 2015/16 and FY 2016/17 as the Government of Punjab shifted towards more infrastructure and energy projects.[24]

Budget execution: Budget execution rates for non-salary budget and for development budgets have been variable but generally low with no clear trend of improvement, indicating weaknesses in absorptive capacity. Significant constraints on budget execution exist at both provincial and district level.[25]

Results of devolution and establishment of DEAs: The establishment of DEAs and the restructuring of financial transfers to districts through the Punjab Finance Commission (PFC) should profoundly affect district level education expenditure, since for the first time the level of spending on education by each district will be centrally determined according to a transparent formula, while DEAs should have more control over the implementation of spending. It is however too soon for the impact of these reforms to be assessed, in terms of their effect on

---

[24] PFER Chapter 3
[25] PFER Chapters 3 and 4

the overall pattern and quality of education spending. Achieving improved results will depend on the planning and financial management capacity of DEAs.[26]

Quality of PFM for education. As is reflected in the lack of progress in improving budget execution, it appears that the quality of PFM for education over the PESP2 period has not significantly improved. Significant weaknesses remain in each of the areas of strategic planning, budget preparation, budget execution, reporting and audit. This compares with a better record of implementation and sustainability of similar reforms in the Finance Department and the Health Department (Financial Management Cell), also under DFID assisted projects.[27]

The findings suggest that while progress has been made in increasing education expenditure and in implementing some key reforms (most notably devolution through DEAs and the establishment of the PFC formula) during the PESP2 period, the quality of public expenditure management remains problematic and is likely to be a constraint on the achievement of improved performance.

3.10 What factors explain the extent of progress achieved? What have been the constraints to further progress?

The reform process is influenced by the governance style of the Chief Minister of Punjab and his strong commitment to achieving education sector goals. A set of governance structures outside the traditional bureaucratic structures was created with the intent of fast tracking the reform process. In the education sector this included the Road Map structure and associated bodies including the Special Monitoring Unit (SMU) and the PMIU. This process of centralized decision-making and focus on delivery enabled Punjab to push through significant reform packages fairly quickly without encountering much resistance from potentially threatened interest groups. For instance, unions have not been a force for resistance even for policies where they have perceived a threat to their power and interests.

Perceived and real inter-provincial political competition has contributed since the 18th Amendment to the Constitution devolved responsibilities for educational policy and planning to the provinces. Where each province has been run by a different political party, the quality and performance on social service delivery has become a point for political competition. The 18th constitutional amendment was accompanied by a National Finance Commission (NFC) award that increased the proportion of total revenues received by the provinces, effectively expanding fiscal space considerably and allowing greater allocations and spending on education. Significant donor support (mainly through DFID and the World Bank) has also been provided.

During the PESP2 period the focus of attention of public discourse on education policies and reforms has strengthened, to historically unprecedented levels. This has reflected debate on constitutional commitments to education (Article 25-A) and also international commitments (SDGs, MDGs, Universal Primary Education commitments). Education policy debates and reform choices in Punjab have also been increasingly informed by consideration of international experience and practice.

---

[26] PFER Chapter 2
[27] PFER Chapters 3 and 4

The main constraints on further progress in education performance appear to have related to the following:

- Continuing weakness in public finance management for education;

- The quality of the teaching workforce and of management in education, and the extent to which effective incentives for high performance have been provided;

- The limited explicit attention on addressing equity in education;

- The relatively recent shift in emphasis to learning outcomes as the objective of education policy, and the lack of a comprehensive policy framework to achieve this goal.

It is difficult to assess how effectively the structure of incentives provided through the Roadmap and Stocktake process has led to sustainable changes in educational delivery without more data from the district and school level (which will be a focus of the next stage of the evaluation).

4 Findings: Contribution of DFID Support

This Chapter presents interim findings on three elements of the support provided by DFID under PESP2: Support to the Roadmap and Stocktake process (including a wider evaluation of the contribution of the Roadmap process); Sector Budget Support, and technical assistance provided through TAMO. The main source of evidence on the Roadmap is the EPRR and the Case Studies; on SBS: the PFER, Case Studies and an assessment of spending on key sector organisations (Annex E); and on TA, the Case Studies, the Review of TA Management Arrangements, and a review of documentation on TAMO's results (Annex C).

4.1 Roadmap and Stocktake Process[28]

4.1.1 To what extent has the Chief Minister's Roadmap provided an appropriate approach for managing improved education sector performance? Has it been based on valid assumptions?

The Roadmap and Stocktake process was largely an effective vehicle for creating and sustaining momentum for education sector reform in Punjab. It was able to ensure buy-in from the political leadership, build the capacity of government bodies, and provide strategic guidance and problem-solving support. This is reflected in the achievement of the main targets set by the Roadmap, as well as in the replication of the Roadmap process to other sectors like Health and Solid Waste Management through the establishment of the SMU. However, some key informants considered that the strongly top down nature of the target setting process meant that there was limited scope for consultative inputs from a wide range of stakeholders into the setting of priorities.

Each of the three case studies found evidence that the setting of Road Map targets and their monitoring through the Stocktake process raised the profile of the policy area, facilitated cross-departmental cooperation, ensured a focus of management attention on achieving short-term targets, and prioritized the provision of funding to reach targets. The main reform areas targeted related to:

- Driving improvements in PEC examination conduct and providing support to reduce issues of cheating and exam leakage. There was much less attention on exam design, and on the use of PEC data (though the production of a PEC Annual Report was targeted).

- A consistent focus on driving improvements in monitoring and management of teacher training infrastructure, material development for trainings, and integrating assessments to create feedback loops between student learning and teacher training. This has included driving a change in the primary support role of District Teacher Educators (DTEs) from mentoring to monitoring. The introduction of assessments and increased monitoring has driven this change. From 2015 onwards, there has been a consistent focus on teacher quality in the Roadmap. Teacher quality has been primarily assessed through student learning outcomes.

- PCTB features prominently in the Chief Minister's Education Roadmap and the Stocktake process under the quality component of the reform agenda, in particular,

---

[28] EPRR, particularly Annex C, and Case Studies

streamlining of curriculum from Grade 1 to 5, and the production, distribution of high quality textbooks adapted to local standards.

The case studies also found that direct engagement with the Stocktake process was limited to the most senior level of management of the organisations involved. This may have been efficient and contributed to a clear senior management focus, but also meant that there was some lack of understanding of, and engagement, with the Roadmap targets within each organization. There was some perception (for instance in PCTB) that the top down target setting was not aligned closely with the needs of the department, and in the area of teacher quality, that targets may be generating inappropriate incentives.

4.1.2   To what extent have gender and equity considerations been integrated into the Roadmap and Stocktake process?

Gender, equity, and wider inclusion considerations have not been explicit in the design of the Roadmap approach, and while there has been some attention to gender and equity considerations these have not been systematically mainstreamed in its implementation. In the case studies, there was no explicit focus on gender or equity in any of the targets set. The focus from the first phase of the effort in 2011 was enrolment of all children, while accurate gender disaggregated data was only effectively captured after the roll-out of the Nielsen Survey. District school participation rate heat maps were not disaggregated by sex, although later iterations of the Stocktake provided summary disaggregated enrolment data. Similarly, the 6MA and LND test data on SLOs was also tracked, recorded, and presented as an average across all children for the concerned grade level. This is likely a result of the overall target of 75% correct answers by 2018 being set in non-gender disaggregated terms.

Equity considerations were reflected in some specific interventions such as initiatives focused on bonded child labourers in brick kilns, the proposal to abolish school fees for government schools, and targeted voucher programmes under the public-private partnership component of the 2018 goals. However, systematic efforts at analysing structural constraints and improving access to public and PEF-supported private schools for children from highly marginalized backgrounds were absent from the reform design. While there was geospatial analysis carried out by the Roadmap team to determine bottlenecks in persisting K-5 enrolment gaps at the district level across rural and urban areas, it is unclear whether the findings of this analysis was subsequently used to address equity concerns.

4.1.3   How has the Roadmap contributed to improvements in education sector performance?

The Roadmap contributed to improved education sector performance principally through:

- Emphasising (through the Chief Minister's hands on involvement) the high political priority accorded to the education sector.

- Focusing management attention (through the regular and frequent Stocktakes) on the achievement of clearly formulated short- and medium-term objectives.

- Encouraging a data-driven approach to policy and focusing on strengthening education data systems and capacity to collect and analyse data (especially through the PMIU).

The areas targeted by the Roadmap in relation to the case studies had been identified as critical to improving education sector performance, through strengthening teacher quality, enhancing the integrity of the examination system (more than improving its content), and curriculum streamlining and textbook provision. The areas covered by the case studies had a strong focus on improving drivers of education performance at school level, particularly on improving the effectiveness of teaching, and on improving learning-focused inputs (textbooks around an improved curriculum).

None of the targets set in any of the three case studies directly related or made reference to equity objectives, or referred to gender, disability, poverty, or minority groups.

4.1.4 How has the Roadmap contributed to the implementation of policy and organisational reforms for education?

The first phase of the Roadmap was successful in institutionalizing key merit-based policies for the recruitment of district managers, tenure of key decision-makers in the SED and other associated stakeholders, and maintaining the merit-based recruitment of teachers institutionalized in preceding reform efforts. Respondents confirm that through the duration of the Roadmap, its stress on maintaining continuity of leadership within the SED (a minimum three-year term for key officials) was successfully implemented, except in rare circumstances – such as during the 2013 elections, or when key officers had to report for mandatory in-service training.

The Roadmap was not involved in the detail of the process of implementation of reforms within key organizations (such as PMIU, PEC, DSD/QAED, and PCTB), but identified these as high priorities and focused reform design and strategic input at higher levels of decision-making. In particular, its focus on institutional capacity, learning and teaching quality and assessments ensured that human resource, technical, or legal reforms relevant to key organizations were monitored through the Stocktake traffic lights, and, where required, often pushed through under the heading of 'key decisions for the Chief Minister.'

In the case study areas, targets focused on implementing elements of overall education strategy, including those set out in the Education Sector Plan, at the level of specific organisations. The Roadmap was the principal administrative process guiding and prioritizing implementation. In the case study areas, no targets were set relating to the production of policies, except for the enactment of legislation to enable adoption of a new textbook policy in 2012.

The Roadmap and Stocktake has played a role in taking forward major organisational reforms in all three of the case study areas, but subsequent Stocktakes did not engage with specific organizational issues once these had been implemented. For PEC, the 2013 Stocktake included developing and supporting the implementation of an improvement plan for the organization. For teacher quality, the 2016 Stocktake included a target to "Implement a new enhanced vision to transform QAED as an institution into a centre of excellence", as part of the organizational transition from DSD to QAED. The 2014 Stocktakes had a strong focus on resolving legal conflicts between PCA and PTB, and then on implementing the new PCA/PTB organization structure (PCTB).

4.1.5 How has the Roadmap contributed to alignment on learning objectives and system coherence in pursuing the objectives?

Neither the Roadmap targets as initially developed (from 2011) nor the Education Sector Plan (2013-17) were explicitly focused on learning objectives – the focus was on improving education access and quality. Learning only became an explicit overarching goal (in the Roadmap) from 2015. There is coherence at the senior policy level around this objective, but it is not clear how far this coherence carries down through the system to the classroom. There is some concern about how far incentives encourage alignment on learning objectives. Monitoring and evaluation systems have been developed to track performance against learning objectives, but as discussed in the RESP, the information available on learning outcomes has limitations for assessing how much progress has been achieved.

The Education Sector Plan has had significant limitations in providing a strategic framework for the sector. It did not set targets or fully articulate how the broad reform areas identified would contribute to achieving objectives. Nor did it provide a clear basis for prioritisation or public expenditure decisions. In this context, the Roadmap and Stocktake process has played a critical role in setting targets and following through on their implementation. The main weaknesses in coherence and alignment have resulted from the continuing weakness of the strategic framework for public finance for education, and the focus of the Roadmap and Stocktake process on a small set of short and medium term (through to 2018) goals, whose prioritisation and rationale as not fully developed. In addition, key informants have concerns about how far appropriate incentives have been provided at local level and the risk of gaming targets. However, this evaluation will not provide evidence on the extent to which this may have been a problem until the District Study is completed during the next phase of the evaluation.

To what extent were learning and inclusion objectives of education policy?

The policies and targets in Punjab over the course of the PESP2 period were primarily prioritising goals of improving access and enrolments, and reducing numbers of out of school children. The approach to expansion of enrolments relied on expanding public private partnerships, some scholarship programs (not universal or large scale), and enrolment drives. The low fee private sector has continued to grow with little regulation over this period, and is absorbing increasing numbers of pupils. Punjab has not built new government schools. Resources have instead been directed towards expansion of different forms of public private partnerships: allocation to PEF has increased with a view to expanding the flagship foundation assisted schools program, and new models of partnerships with private actors adopting dysfunctional government schools have been developed and implemented.

Achieving quality – as opposed to learning - is cited as a key policy goal in policy documents. However the concept of quality was not clearly defined or operationalised. Learning outcomes did not become a tracked goal through the Road Map until 2015.

There is some evidence of thinking about inclusivity – but that is limited to access rather than learning. Stipends and scholarship programs are designed to improve access for the low income cohorts. Gender remains a policy concern. Punjab is in the process of developing a disability focused inclusive education strategy.

Early childhood education, remedial education, nutritional and public health interventions in the early years are arguably some of the most pro-poor policy instruments with the potential

to radically improve the trajectory of access and learning in school for the most marginalized children. While some progress has been made during the period of PESP2, there has not been a comprehensive approach to inclusivity and equity.

Were the goals clearly articulated? Were the all stakeholders aware of their goals and their role in achieving them?

Goals are assessed (on the basis of the review of documentation and KIIs) to have been clearly articulated through the form taken in the Road Map. The process of Stocktake meetings set and renewed expectations from the district level bureaucracy. However, while the goals were clearly articulated for the top tiers of management – for example the provincial level bureaucracy and even to some extent the district level bureaucracy, stakeholders at the grassroots – teachers, head teachers, others – have not been embedded in the information and feedback loops as they were designed and implemented. They are also excluded from participation in the design of policies that impact their work environments and professional developments. While there has been decentralization of responsibility for implementation, there has been limited decentralization of goal setting or of the incorporation of local perspectives.

Was accurate and reliable information available in the system? Was it being used to guide policy making?

While information management systems for education had existed prior to PESP2, they were strengthened and expanded during the PESP2 period – thanks in large degree to support provided through the PESP2 programme and DFID support to the Roadmap process. The use of data for policy making and accountability has increased during this period. The Annual School Census (ASC) continues on a yearly basis, and collects information on a more elaborate set of indicators. The DSD (now QAED) has set up mechanisms for collecting information on a very large and detailed set of pedagogy and learning related variables. PEC has digitised its databases. PITB has piloted technology which can track individual children's progress over time.

Punjab has improved its use of data in education most markedly for the Road Map and the Stocktake meetings, focused on setting and measuring performance against defined targets. However, beyond this, there is a lack of policies or a culture to entrench the use of evidence in policy-making, and to ensure that the data collected is effectively used.

Were the incentives of actors across the system (teachers, school managers, district managers, provincial department) strongly aligned and linked to improvements in student learning? If not, what were they linked to?

Varying progress levels of progress have been made with the structuring of incentives for different stakeholders in the education system. The Road Map – which has emerged as the defining reform of the PESP2 period – has strongly influenced incentives for the district managers and redefined them to a large degree. It linked the performance of district level bureaucrats to the targets set. To the extent that learning targets were included, their incentives were (in principle) linked to improving learning. However, mostly the focus and effort has been on increasing enrolments. This process, along with greater data collection in schools, has also impacted school managers and teachers. It is important to note however that this Stocktake process was a very high stakes one in practice (because of the threat of dismissal or reposting that officials faced, especially during the early stage of Stocktakes), and

created pressures directly for district managers, and by extension for teachers, school leaders and others in the delivery chain. There are concerns that this may have led to perverse incentives, inaccurate information, or attempts to gain the system, but no hard evidence on the scale and significance of any possible effects of this type is yet available.

Pecuniary incentive mechanisms also remain weak in Punjab. Years of service and seniority remains the key criterion for career progression for most actors (teachers, heads and district managers). Salaries for teachers are usually raised across the board. A nuanced system of performance-based rewards has not developed. This is partly because this remains a complex policy issue globally as well – with very mixed evidence emerging in the area of performance based pay. There are concerns that linking tests to monetary or professional development incentives for teachers in a straight-forward way pertaining to creating of perverse incentives such as teaching to the test, or the neglect of students that are struggling the most or most at risk.

4.1.6 What factors (internal and external) influenced the extent to which results were achieved?

The analysis and interview accounts highlight a number of factors that contributed to the relative effectiveness of the Roadmap process. One particular one highlighted across the board by government, donor, and technical assistance providers was the reform drive of the Chief Minister himself, and the success of the Roadmap in harnessing this drive to their advantage. As one respondent put it, the desire to see quick results on part of the Chief Minister (known for his preference of 'Punjab speed') fitted well with the overall ethos of deliverology and the relentless pursuit of particular targets. Sir Michael Barber's political role in creating this synergy was identified as a key contributor in this regard.

Heightened competition on the delivery of social services between different provinces, and the rise of a potent political challenger within the political landscape of Punjab itself was also identified as a key external factor. The repeated association of the incumbent government with largescale infrastructure projects (to the detriment of social service delivery) served as a strong motivator for the political leadership. Similarly, the cultivation of a strong system of rewards and punishments helped motivate the provincial bureaucracy. Other factors include the continuity of leadership within the Roadmap team, and their ability to draw on a high quality pool of managers, as a strong internal factor influencing results. The fact that the top leadership of the Roadmap remained largely intact over its whole period of implementation is likely to have played a key role in generating institutional memory and the ability to learn and use lessons from experience.

4.1.7 How effectively was the support to the Roadmap delivered, managed and implemented?

For the results it achieved, and the scale of the activity it was managing, the Roadmap process can be deemed highly efficient. For most of its implementation, the effort was managed by a lean team, often of no more than seven full-time individuals, with continuity of leadership.

McKinsey having provided support to the Roadmap process since its inception, the TA component of PESP2 was (from 2014) provided by the Technical Assistance Management Organization (TAMO) formed as a consortium between Adam Smith International and McKinsey. Integration of Roadmap and other TA took place at two levels – the first was that

the Roadmap's budgetary and management process was subsumed under PESP 2, as a sub-contract implemented by McKinsey. The amount allocated for Roadmap implementation and management was included within a basket of £39.8 million allocated for TA, which also included TAMO and Evaluation contracts.

The second level of integration was programmatic, through the unified PESP 2 logframe, which delineated responsibilities for the Roadmap team. The 2018 goals developed by the Roadmap team were prioritised within PESP 2's overall results framework. This meant that three of the Outcome level indicators (1, 3 and 4) that dealt with participation rates, learning outcomes, and student attendance were directly relevant to the Roadmap team.

Through the course of several additions and revisions of the programme, the Roadmap team was made responsible for implementing quality and accountability-related Output indicators as well, such as those pertaining to the frequency and quality of data collected by Monitoring Evaluation Assistances (MEAs), under the PMIU (Output Indicator 1.2). The literacy and numeracy assessment initiated by the Roadmap team in late-2014 was also made part of the integration process, with the Roadmap team helping TAMO develop and contract the assessment, and being responsible for the analysis of the data (Output indicator 2.2). The Roadmap's approach for improving learning and teaching quality was encapsulated through what it called a 'quality wheel', which was a strategy centred on six determinants drawn from lessons in the earlier phases of implementation (2011-2015) as well as international best practices.

In 2016, the PESP 2 logframe was revised to include a new Output (Output 5) pertaining to the engagement of political leadership with education reforms. Responsibility for implementation of this particular Output rested with the Roadmap team. Key Informants described this phase of integration as a way of delineating clearer responsibilities in implementing the reform agenda, with the Roadmap team leveraging its extensive experience in mobilizing the Chief Minister's office, along with the SED leadership, in taking key decisions and maintaining oversight of the reform process.

The capacity building component of the Roadmap's team within PESP 2 was most visible through its support at the district-level, and the joint ownership of the Divisional Field Coordinators (DFCs) placement. By placing qualified delivery specialists at the divisional level (nine in total), the Roadmap-TAMO partnership attempted to replicate provincial oversight, accountability, and planning mechanisms at the district level. These were done through District Review Committees using monthly data-packs on progress against performance indicators to performance manage their personnel. These data-packs, developed by the SED's PMIU, tracked student and teacher attendance, availability of essential teaching and learning resources, the state of school infrastructure and facilities, and the performance of a sample of students on early grade literacy and numeracy tests, and prevalence of multi-grade teaching and overcrowded classrooms.

During 2017, the contract arrangements changed so that the McKinsey support was contractually separate from TAMO. This does not appear to have impacted adversely on the support provided.

4.1.8 Were there any unintended or negative effects from the Roadmap process?

The main potential negative consequences of the Roadmap relate to concerns about possible perverse incentives and gaming of targets at the local level, and whether the heavily top-down nature of target setting provided insufficient space for local priorities and perspectives within the context of decentralization. However, evidence on which to make an assessment of the significance of these effects is not yet available and will be collected for the next phase of the evaluation process (through the District Study).

The Roadmap and Stocktake substituted for, but did not fully address, the lack of an articulated policy framework for the sector, particularly to guide public expenditure decisions.

Lessons from the Roadmap experience promoted the expansion of the model into other sectors, including health and solid waste management, and the establishment of the SMU as the organizational mechanism to manage sectoral Roadmap processes.

4.2 Sector Budget Support[29]

4.2.1 To what extent was SBS appropriately designed and managed to achieve its objectives including through the use of the Results and Activities Framework and coordination with the World Bank?

Between 2004 and 2007, the Government of Punjab implemented the Punjab Education Sector Reform Program (PESRP), with support from the World Bank. Building on this, the World Bank, DFID and CIDA provided further support to GoPb through the Punjab Education Sector Project (PESP 1) between 2009 and 2012. DFID allocated up to £80 million for the PESP1 programme.

In 2012, the Government of Punjab requested further support for a second phase of PESRP from the World Bank, DFID and CIDA. DFID working with the World Bank and Government designed PESP II and pushed for a programme with a stronger focus on results. The World Bank allocated $350 million for three years from 2012-2015. Through the PESP2 business case, DFID allocated £100 million of SBS from 2013-2019 of which £53 million was fully aligned with the World Bank's programme from 2013 to 2015. Funding was released against the achievement of Disbursement Linked Indicators (DLIs). To support the delivery of the CM's 2018 education Roadmap goals, an additional £70 million was added to the sector budget support component through a Business Case Addendum in 2015, increasing the total SBS to £170 million. This increase in SBS also aimed to strengthen systems and build institutional capacity and further enhance the ability of DFID to engage, influence and maintain policy dialogue with GoPb.

Complementing this increase in SBS, and in order to track progress against SBS, DFID agreed a Results and Activities Framework with the GoPb in 2015.

The DLIs specified for the World Bank project that guided the initial years of DFID's SBS were primarily based on professional development of teachers, teacher recruitment and rationalization of teachers and teach performance incentives; improving the allocation and execution of non-salary budget; decentralization of resource management; decentralized

---

[29] Annex E, PFER, Case Studies.

resource management; vouchers for private schools; and stipends for secondary school girls. Later, RAF areas made these indicators more specific and targeted with the identification of education institutions responsible for areas monitored by the DLIs. The RAF also introduced PFM reforms to improve the general management of the public resources for education (since a large portion of funds were provided through SBS measures could not be put in place to safeguard the additional funds only).

The close integration of the RAF targets with the Roadmap process makes it difficult to assess the relative contribution of SBS (i.e. whether the provision of SBS provided an additional reform incentive beyond that provided by the Roadmap, and so whether it would be valid to attribute results achieved against the RAF targets to SBS). However, some features of SBS design may have militated against an effective provision of incentives. Specifically, the setting of RAF targets did not align well with the fiscal year of the Government. RAF indicators were confirmed a quarter into the Government's fiscal year, and so could not be incorporated into the budget preparation for that year.

4.2.2 To what extent was the design of SBS based on a valid Theory of Change that was appropriate to the context of implementation?

DFID did not develop a Theory of Change for SBS to clarify the causal mechanisms by which it was anticipated to achieve results. The Evaluation Inception Report noted that the OECD Comprehensive Evaluation Framework (CEF) for Budget Support provides a general framework for understanding how results may be achieved. The CEF distinguishes:

- Direct outputs of budget support (specifically improved integration of external assistance into budget and policy processes);

- Induced outputs, including positive changes in the quality of public policies, the strength of public sector institutions, the quality of public spending, and consequent improvements in public service delivery;

- Outcomes: positive effects for final beneficiaries due to improved policy management and public service delivery.

If SBS has been based on a valid Theory of Change, it should be possible to trace a clear causal link between the setting of targets in the RAF, the provision of budget support in line with the achievement of the agreed targets and expenditure in line with the budget, and the delivery of specific results. The case studies did not provide evidence that the process of target setting and financing through the RAF was providing additional incentives for implementation or that it was leading to additional resources for the organisations supported. This was because SBS funds were seen as provided to SED, were not integrated into the budget process, and with no evident link to the level of resources provided to organisations responsible for implementation:

- For staff within PEC, there appeared to be no awareness with the organization of the RAF targets, and no expectation that resources available to PEC would be dependent on the achievement of the targets.

- In relation to teacher training, SBS targets were judged to have influenced QAED to an extent where they have informed expected deliverables from the department. This has helped QAED set short term goals and provided incentives to perform against

these goals. However, there was no evidence of a direct link between money provided to QAED and achievement of RAF targets. Although QAED has been relatively dependent on donor project resources, SBS does not appear to have directly increased resources available to the organization.

- The RAF and SBS appeared to have had limited influence on the decisions taken by PCTB. However, RAF was judged useful in having provided guidance for priorities for technical assistance. The fact that PCTB is revenue-generating and largely self-funding limited the significance of potential financial transfers from government.

The provision of SBS does not appear to have contributed in general to a strengthening of the budget and public expenditure process, so this element of the CEF Theory of Change does not appear to have held. It is however possible that policy dialogue around the RAF contributed to the setting of priorities and the quality of policies and programmes. However it is in practice not possible to isolate the results from the provision of SBS from the Roadmap process, to which the process of target setting was closely linked.

4.2.3 To what extent were gender and equity issues appropriately integrated into SBS design and implementation?

There was no explicit attention to gender or equity issues in the RAF targets set in the three case study policy areas, and indeed up to 2016 none of the targets specified in the RAF made any explicit reference to equity. From 2017, targets have been set within the Results Area "Equitable Access to Education". These have been focused on supporting the implementation of new evidence based enrolment interventions in priority districts, and on PEF achieving enrolment targets. In addition, under the results area "Strong Leadership and Accountability", targets have since 2017 been set for improvements in teacher and student attendance in the five lowest performing districts.

No targets have been set at any point in the RAF that have been disaggregated by sex, or that have explicitly addressed gender equity issues.

4.2.4 To what extent and how has SBS contributed to the education sector?

Between FY 2012/13 and FY 2016/17, SBS made up on average 2% of the total school education expenditure, with SBS peaking at 4% of the total expenditure in FY 2013/14 and dropping to 1% of the total expenditure in FY 2015/16 and FY 2016/17 (see Figure 3). SBS therefore represented a small percentage of total education expenditure. However it was a much greater proportion of non-salary expenditure (Figure 4), peaking at over 25% in 2013/4, though falling to 7% in 2016/17.

While the aggregate share of expenditure represented by SBS was low, the relatively higher share of non-salary expenditure may have enabled programmes and initiatives to be implemented that would not otherwise have been. However, as noted in the PFER, rates of budget execution for non-salary expenditure have been well below 100%, so it is not clear that availability of funding has been a binding constraint on expenditure.

Figure 3   SBS in comparison to Total School Education Expenditure
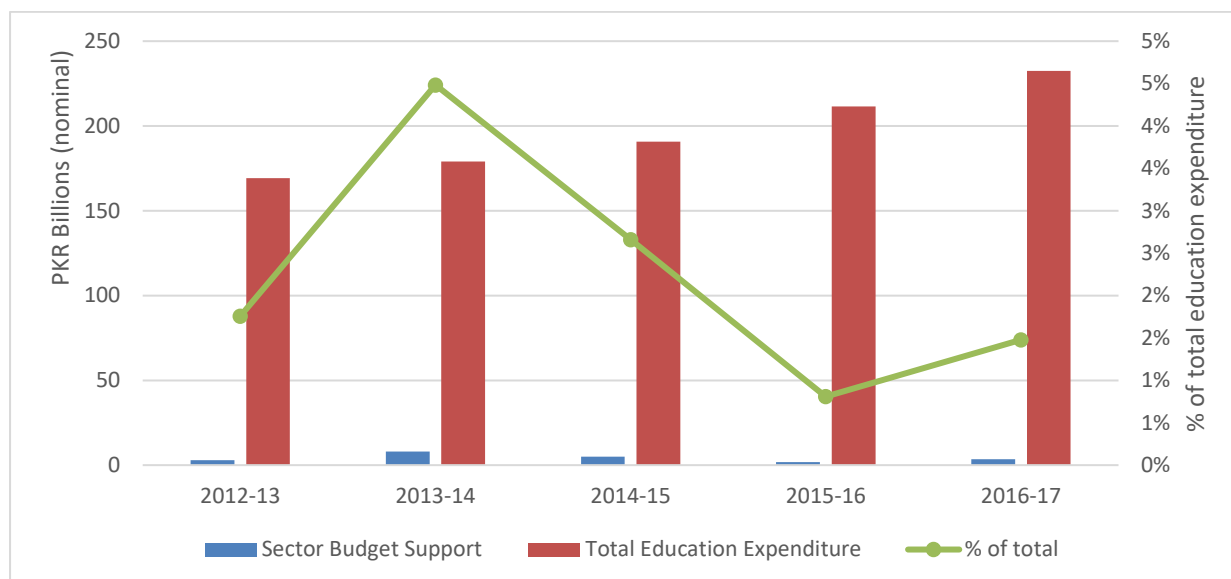
Figure 4   SBS in comparison with total non-salary expenditure
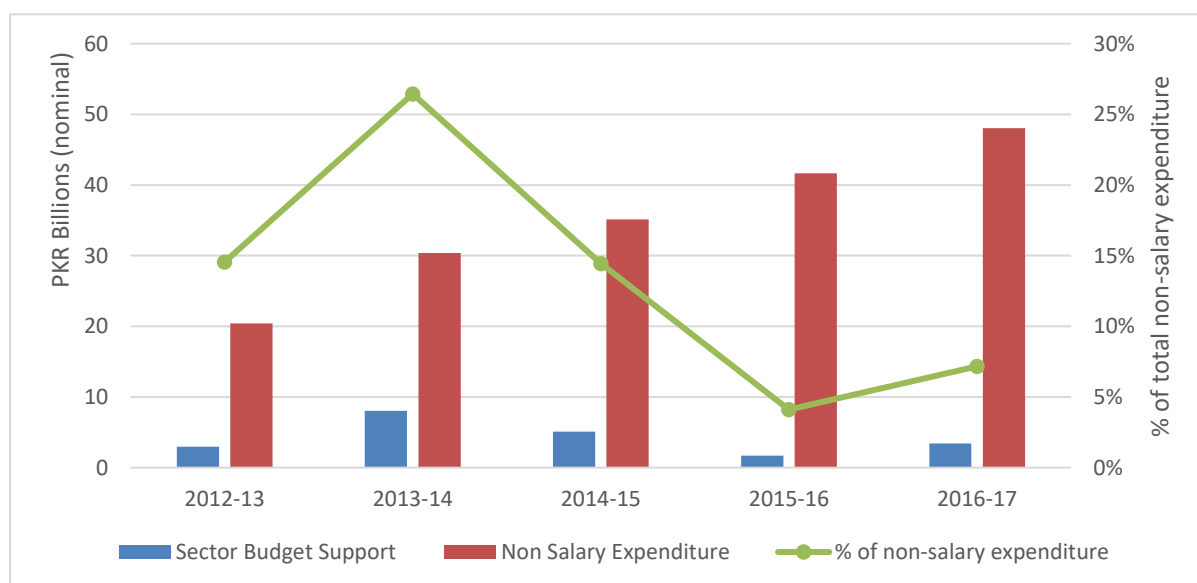
As noted above, it is difficult to isolate the effect of SBS and so draw firm conclusions about its contribution. The following points can tentatively be made:

- DFID through SBS has provided a small but potentially significant (to the extent it in fact increased resources for non-salary expenditure) share of total expenditure during a period in which education sector performance has improved.

- SBS may have had some effect on incentivising the Government of Punjab to deliver on improved learning outcomes and complementing the Roadmap process.

- Although PFM reforms have been a focus of attention in the RAF throughout the period in which SBS has been provided, there do not appear to have been significant or sustained improvements in public financial management for education.

- SBS has been strongly focused (through the choice of RAF results areas and indicators) on strengthening key drivers of education performance at school level, in particular through the focus on, for instance, DSD/QAED, PEC, PTCB, and PMIU. However it is not possible to establish clear causal link between the selection of areas and targets in the RAF and improved performance.

- Policy dialogue around the RAF may have had some effect in encouraging alignment on learning objectives and coherence in pursuing the objectives, though the Roadmap and Stocktake process has been the main mechanism for incentivizing performance within the education system. Successive Annual Reviews of PESP2 have highlighted the role of SBS in improving DFID's access to policy and programming dialogue with government.

4.2.5 To what extent were SBS funds additional or is there evidence of displacement?

The provision of SBS through the RAF has not been linked to the performance of aggregate public expenditure on education. In 2015 a condition was set in the RAF that "annual component of additional PKR 20 billion budget (approved by Chief Minister) tranche is released to ensure reform across the Punjab Government's 2018 goals." This was assessed as achieved by June 2016. The June 2016 RAF notes that "since RAF related SBS goes into the larger pool of funds transferred to the SED, which is then reallocated, the additionality of DFID funds shall be reflected as a real increase in the education budget." As shown in the PFER, while the education budget and spending has increased in real terms over the period of PESP2, the rate of increase has been slower than in the period immediately preceding PESP2, and the share of education in total provincial spending has fallen. In the following year, a RAF target was set that the "Government of Punjab ensures that PEF is financially resourced to achieve PEF expansion plan targets." The June 2017 RAF assessment judged this as achieved.

While the lack of clear targets makes it difficult to assess overall additionality of SBS, one indicator is the extent to which public spending has increased for the organisations which have been the main focus of attention in the RAF, in particular, PEF, PEEF, PMIU, PEC, and DSD/QAED. Annex E shows that in general there have been significant increases in spending on each of these organisations during the period of PESP2 implementation.

4.2.6 Was SBS disbursed in line with its planned budget and timetables?

SBS appears to have been disbursed in line with its planned budget and timetable, except to the extent that disbursements have been temporarily delayed because agreed targets have not been met. Funds were fully disbursed in 2015. In June 2016, £2 million out of £5 million was withheld under the DSD capacity development and reform area, £2 million out of £5 million for SED capacity development and reform, and £1 million out of £5 million for each of PCTB and PMIU support. In November 2016 the withheld payments were made except for £1 million

for PCTB and £0.5 million for PMIU. In July 2017, there was full disbursement of all agreed funds, except for 50% of the £3.75 million for DSD (moved to November 2017), 20% of the £3 million for SED and PMIU (moved to July 2018), and 50% for public finance management rolled over to 2018 (reflecting that this area was assessed as off track).

4.2.7 Were there any unintended or negative effects from SBS?

No unintended or negative effects from SBS have been identified.

4.3 Technical Assistance

The assessment of TA has been based on the following:

- A review of documentation on TAMO support (Annex C);

- The review of TA management arrangements (presented as a background paper) based on a documentation review and KIIs;

- Case studies that covered the provision of TA on curriculum, teacher training, and examinations[30] (presented as background papers), based on documentation reviews and KIIs;

- A review of the experience of TA aimed at strengthening public finance management for education in SED was undertaken as part of the PFER, also based on documentation review and KIIs.

This section focuses on TA provided by TAMO, from 2014 to 2018. TA focused specifically on the Roadmap (provided by McKinsey) is not covered in this section. It should be noted that the ASI contract for TAMO ended in March 2018, and a new service provider is being contracted. Subsequent phases of the evaluation should be able to compare performance under the new contract with previous experience.

4.3.1 To what extent has TA through TAMO provided an appropriate approach for building capacity? Has it been based on valid assumptions?

Each of the three case study areas found that the TA provided through TAMO was relevant in terms of providing technical support to bridge certain capacity gaps within the relevant counterpart government departments, and that these gaps were identified in close collaboration with department leadership. The TA was very relevant to the needs of the department leadership, however, relevance beyond the department leadership (management and technical staff) varied. The case studies found that:

- The support provided by PEC was very relevant to the appetite within PEC to improve the quality of the (design of the) exams. The TA provided by TAMO was

---

[30] Support to the PMIU and to District Education Delivery will be reviewed in the District Study to be conducted in the second phase of the evaluation. TA to PEF will be reviewed as part of the broader review of DFID support to PEF, also during the second phase. Support to Special Education will be reviewed during the final phase of the evaluation.

extremely relevant to building PEC staff's capacity to design exams and was critical to preparing them to do their job.

- The support provided to QAED aimed to strengthen and improve the reform DSD was undertaking or experiencing at the time. TAMO has given significant institutional support in helping QAED achieve a strategic focus through improving and setting of standards in training quality in terms of content and delivery.

- The support provided to PCTB closely reflected the needs of PCTB leadership at the time. However, some of the technical support was somewhat misaligned with the needs of PCTB's technical staff, who rather needed support in building systems and capacities.

Evidence from the case studies indicates that a comprehensive and systematic process of identifying needs before initiation of TA ensures that technical support is relevant to the needs of partner organisations. Each of the three TA case studies found that TA support areas were identified in a collaborative manner primarily between department leadership and TA partners, often with other staff members unaware of the discussions and decisions. The Chief Minister, through the Roadmap process, played a large role in driving reform agenda.

The absence of an institutional needs assessment beyond the level of department leadership has led to some gaps in terms of TA provision, at least as perceived within the supported organisations. In the case of PEC, for instance, although support has been provided to improve the technical component and process of exam design, limited support has been provided to improve the subject content of the exam papers.

A close working relationship between TA and partner organisations was found to enable an exchange of knowledge that is conducive to capacity development. TA support was more likely to building capacity of department staff when provided in close collaboration to enable course correction and learning from interactions. It was judged so when it was provided in a less collaborative way. For instance, TA provided to QAED was fully collaborative, where both parties were willing to cooperate to understand the gaps that existed, this helped constantly refine the process and outcomes of technical assistance. Whereas, some of the TA provided to PCTB, while designed to involve close engagement to build department capacity, could not be implemented in the same way, this resulted in reduced buy-in and limited capacity development of the department.

4.3.2 To what extent have gender and equity considerations been integrated into TA design and provision?

In the case study examples, there was no evidence of the explicit integration of gender and equity considerations into TA design and planning. While improving equity features prominently in PESP2's objectives and the TAMO Inception Report, this was in general addressed through specific interventions under the "Equity and Inclusive Education" area, rather than being mainstreamed into all TA design and delivery.

4.3.3 To what extent and how has TA provided through TAMO contributed to the education sector?

The main areas of support provided by TAMO are summarised in Table 1 (derived from the analysis in Annex C). The sub-sections below classify the TA support according to the main types of contribution, drawing on the more detailed findings from the Case Studies where appropriate.

Improvements in education sector performance including equity-specific results

Support to PEC has aimed to improve the quality and governance of the examination system. Support to the PMIU has helped to strengthen information.

Equity-specific interventions have focused on the Punjab Inclusive Education Programme (PIEP), and support to the development of SpED's Sector Plan and associated support to SpED.

Implementation of policy and organisational reforms

There have been aspects of support to organisational reforms in each of the main areas of support. The most wide-ranging has probably been the support to district education delivery, which will be reviewed in the next phase of the Evaluation through the District Study.

In each of the areas covered by the three Case Studies, TA has played a significant role in providing support to departments in the development and implementation of organisational reform. TAMO support that assisted the process of transformation from DSD to QAED is perhaps most significant amongst the case study areas. TA provided to PEC coincided with the restructuring of PEC, as the system of exam design was changing, and the technical assistance provided by TAMO contributed to the vision, design and implementation of this change. The improvements that have resulted from the technical assistance to PEC have strengthened the existing systems and staff capacity to the extent that these new processes have been institutionalised at PEC.

TA support in developing medium to long term organisational plans and standardised operational documents, such as job descriptions or standard operating procedures (SOPs) enabled a shift away from an individual-driven to a department-driven approach to planning and management. The implementation plan prepared for PCTB was found to be a useful tool for when there are changes in department leadership, in so far as it enabled continuity of implementation focus.

Strengthening drivers of education performance at school level?

TAMO has aimed to contribute to strengthening the quality and performance of teaching through its support to QAED and to PEF's ADU. Support to PCTB has aimed to improve the curriculum and textbooks available in schools. Support through PMIU to improve the management of Non Salary Budget transfers for school councils should have contributed to improving school level management – this will be assessed as part of the District Study.

Improving alignment of learning objectives and system coherence in pursuing the objectives

In the case study examples, TAMO support was principally focused on improving the capacity and performance of specific organisations, and so did not play a role in improving alignment and system coherence. The main contribution of TA more broadly has been in the development of information systems and capacity to implement and manage them, particularly through support to the PMIU. In addition, support to SED has aimed to strengthen governance routines and processes and new education initiatives – this has however not been reviewed in detail in this phase of the evaluation.

Table 1   Main areas of TAMO Support

Organization Function	TAMO's Support
Punjab Curriculum and Textbook Board (PCTB)	• Prioritizing curriculum following merger of curriculum and textbook boards. • Revising primary school Maths, English, Urdu textbooks and teacher guides. • Strengthening institutional support to enable to PCTB to lead the development of high quality textbooks.
Punjab Examination Commission (PEC)	• Improving the design and content of exams. • Improving the delivery and monitoring of exams. • Improving the marking and reporting of exams. • Strengthening the support functions such as communications, human resources, and finance.
Programme Monitoring and Implementation Unit (PMIU)	• Improving the efficiency of data collection, analysis and reporting. • Capacity building of District Monitoring officers (DMOs), Senior Data Processors (SDPs) and Monitoring and Evaluation Assistants (MEAs). • Supporting the introduction of new initiatives. • Supporting improvements to the management of Non-Salary Budgets (NSB) for School Councils.
Punjab Education Foundation (PEF)	• Expanding outreach of PEF by supporting its core programmes, and forging partnerships with CSOs to enrol children in lowest performing districts. • Improving the quality of education delivered by PEF schools by supporting PEF's Academic Development Unit (ADU). • Institutional strengthening of PEF by supporting monitoring and evaluation and data management functions.
Schools Education Department (SED)	• Supporting planning of education reform initiatives. • Strengthening governance routines and processes with SED. • Strengthening the introduction of new initiatives to improve access, equity and quality of education. • Strengthening SED's budgeting and financial management capacity. • Delivering communications to outreach support around SED's initiatives.
District Education Delivery	• Strengthening of district routines and performance management practices. • Capacity building of district officials. • Institutional support focused on rollout of DEAs.

Organization Function	TAMO's Support
Special Education Department (SpED)	• Designing, delivering and monitoring of Punjab Inclusive Education Programme (PIEP) and Punjab Education Foundation (PEF) schools. • Developing a SpED sector plan, institutional strengthening plan and programme planning documents. • Designing new interventions to strengthen the department, raise awareness of special education, provide co-curricular books to special institutions and strengthen delivery of vocational education.
Quaid-e-Azam Academy for Educational Development (QAED)	• Developing training content and learning resources for QAED training programmes offered for teachers, teacher trainers, and education managers. • Delivering some targeted training programmes. • Review and improvement of existing in-service training and refresher programmes at the provincial, district and sub-district level. • Support improving in-class lesson observation processes and tools for teachers.

4.3.4 To what extent did TAMO support help to build sustainable systems and processes?

There are examples of sustainability of systems and processes developed with TAMO support (in the sense of their being maintained beyond the end of support provision). For instance, the changes made to exam design with TAMO support have persisted, even after the completion of this TA to PEC. These changes have been formalised within PEC.

By contrast, when TA support to improving public finance for education was provided through TAMO, progress was made in developing system improvements but these have not been consistently sustained. For example, the FMC cell piloted in SED has not been continued beyond the end of TAMO support. Support was provided by TAMO in providing Budget Execution Reports (BERs), but these are not being produced regularly and systematically.

4.3.5 How effectively have partner organisations been able to use TA and what factors have constrained the effectiveness of use?

Evidence from case studies suggests that partner organisations have been able to use and implement TA support and output most effectively when it has been provided through close engagement and effectively elicited stakeholder feedback.

Close engagement with the partner organisations has a positive influence on the quality of TA provided and the effectiveness of use. Both physical proximity between department and TA staff (determined by TA modality: embedded or external), and accessibility of TA staff help determine the closeness of engagement between TA and government. Close engagement helps ensure that the TA provider engages in knowledge sharing, understands the needs of partners and is able to modify according to needs.

In the case of PEC, TAMO employed two modalities of support - support provided through embedded internal TA, and additional support provided through targeted external TA. This allowed a comparison of TA modality. The embedded technical assistance provided was considered to be of extremely high quality, and key PEC staff unequivocally noted the high

impact of the technical assistance on PEC's workings. The effectiveness of the TA provided through targeted external support was more ambivalent in comparison. In the case of PCTB, lack of engagement in TA support meant that PCTB staff felt marginalized and excluded from the process of reform resulting in low ownership and buy-in of TA outputs in the areas of curriculum and textbook.

Relatedly, incorporating department's feedback through constant feedback loops was crucial in ensuring effectiveness of use. In the case of QAED, most TA was effective because the process of engagement from problem identification to provision of technical assistance has been one with constant feedback loops between the two organisations.

4.3.6 What factors (internal and external) influenced the extent to which results were achieved?

The main factors identified as influencing results were the quality of TA (as described above in section 4.3.1) and the capacity of the organisation to use TA effectively. No evidence was found about external factors.

4.3.7 How effective were the management arrangements for TA provision, including engagement with stakeholders, and M&E systems in ensuring that stakeholder priorities are met?

TAMO management arrangements (including the quality of team leadership) did not consistently ensure the provision of TA of adequate quality, and M&E systems for TA were not sufficiently formalised to facilitate an effective response and lesson learning during the early part of implementation. However, in both areas, arrangements were significantly improved in the latter part of the contract period.

Adaptiveness and flexibility were crucial in ensuring that TA support was relevant to stakeholder priorities. Management changes made over the last year of TAMO implementation helped improve flexibility. However, limitations on the resources available in this final year made it difficult for TA to respond to some emerging needs of government.

Planned, formal mechanisms for eliciting feedback on TA performance were often lacking and not consistently applied across TAMO support. The lack of government documentation on TA processes and approvals indicates that government feedback was mostly obtained through non-systematic, informal means.

The review of TA management arrangements found that TAMO did not initially have an adequate monitoring and evaluation system to analyse the effectiveness of TA activities, and to derive lessons. While a monitoring and evaluation system was developed on the basis of feedback from DFID through various reviews, it could not be fully implemented due to the TA contract completion. This meant that TAMO could not fully evaluate and improve its work to assess how far what was being produced was in fact meeting stakeholder needs.

4.3.8 Were there any unintended or negative effects from the TA provided?

No examples were identified from the case studies.

5   Conclusions

5.1   Overall assessment of education progress in Punjab

5.1.1   Summary of progress achieved and continuing challenges

The period since 2013 has seen significant progress in education in Punjab with evidence of increased participation and of improvement in learning outcomes. This reflects a continued high level of political commitment, as shown most clearly through the Chief Minister's close engagement in the Stocktake process. There have been significant educational investments and reform initiatives including in improving school infrastructure, increasing teacher numbers and training, and expanding the number of children in PEF schools. A decentralized structure for education management has been established, and key education sector organisations strengthened. The availability of information on the education sector has been substantially improved. Continuing challenges relate in particular to overcoming entrenched inequities in educational access and attainment that are particularly driven by household socio-economic status and gender, and ensuring that children in school are in age-appropriate grades, and that children (especially from poor and rural households) stay in and complete school.

5.1.2   Areas for further action

This evaluation has identified the following areas for further action to consolidate and build on the progress achieved so far.

Policy framework for education

During the period reviewed, while there has been a strong political commitment to improving education and a focus on ensuring the achievement of targets, there has not been a comprehensive education policy framework, in particular to guide prioritization and public expenditure decisions. The 2013-17 Education Sector Plan identified areas for action but did not provide a framework for public expenditure, targets, or a full articulation of how proposed strategies would contribute to the intended goals. The Roadmap and Stocktake process has emphasized short-term targets and priorities and has been highly effective in ensuring that these have been met.

However, these priorities have not necessarily been derived from a comprehensive strategic analysis, and there has been some concern that the short-term targeting may have distorted incentives. The fact that public spending on education appears to have fallen as a share of total public expenditure, and that its growth rate has fallen, despite its identification as a key priority, emphasizes the need for a strengthened policy framework. This study has found that progress in the education sector has depended to a large extent on the impetus and incentives provided by the Roadmap and Stocktake process, which has itself depended on the close attention of the Chief Minister. Measures to ensure institutionalization of the benefits of the Roadmap (including through the SMU) will need to be found, particularly if DFID support ends, and if there are changes to government after the 2018 elections.

Equity and inclusion focus

The analysis of data suggests that inequities in educational access and attainment are persisting. Both improvement in aggregate education performance will require addressing

these inequities. Education policies and investments have to some extent addressed equity, for instance through focusing on districts with lagging performance. However, targets set for education have not specifically focused on improving equity, particularly to address inequities related to socio-economic status, and it does not appear that equity and gender considerations have been fully mainstreamed in education policy, organizational reform, and investments.

Consolidating and strengthening education information systems

Substantial progress has been made in improving the range and quality of information available on the education system (much of it with support from DFID and the World Bank). As a result, the scope for tracking changes in education system performance (including learning outcomes) is now much greater than it was before the start of PESP2. Initiatives are underway (through PITB) to improve further real time data collection at the level of schools and individual pupils. However, there remain significant gaps in the range of indicators covered and in the extent to which available data can be used to analyse performance, particularly at a disaggregated level. In addition, not all of the administrative data collected that could be used for analytical purposes is made available, and may not to be subject to sufficient quality control processes.

Consolidating and strengthening decentralization

The system of decentralization through DEAs has now been established although it is currently unclear whether the new government will continue the implementation process. The District Study in the next phase of this evaluation will provide an opportunity to examine how effectively the new system is working.

Public/private roles and policy beyond PEF

The relationship between the public and private sectors in providing education has not been a focus of this study, though it is noted that over a third of primary school pupils are in private schools. Public policy towards private education has focused on PEF, DFID support to which will be evaluated in the next phase of the evaluation. A more comprehensive strategic framework for the education sector is likely to require more attention to the relationship between the public and private sectors.

Public finance management for education

There is a need for a renewed strategic focus on improving public finance management for school education, perhaps based around the elements of the assessment framework that has been used for this study. This strategic focus needs to encompass the building of capacity at both provincial and district level, as well as the establishment of a stronger policy framework to guide budget decisions, both annually and over the medium and longer-term. Improved budget execution rates would be an important (though not a sufficient) indicator of improved performance.

The framework for an effective Financial Management Cell (FMC) in SED already exists and could be implemented, with the framework of a comprehensive PFM Reform Strategy for Education. This should aim to establish a system of budgets based on strategic plans, the inclusion of budget demands from lower tiers, and introduction of appropriate costing mechanisms and challenge functions at SED. SED should might also consider piloting school

based budgets in some districts to allow for greater transparency and better financial management, as well as monitoring closely the financial management performance of DEAs.

At the decentralised level, lower tiers of the education system, such as DEAs and school management councils, need to be effectively empowered to take decisions and develop internal capacity (as required under PLGA 2013) to implement development schemes themselves, including financial management capacity.

5.2 Overall assessment of DFID's contribution

This phase of the evaluation has focused on DFID's support to the Roadmap process, the provision of SBS, and the provision of TA (both through TAMO and the Roadmap). The summary interim assessment is that:

- The Roadmap and Stocktake process has provided the main instrument for driving and monitoring improvements in the education system, and DFID support has played a central role in facilitating this. The Roadmap has provided a clear framework of targets, a focus for highlighting the political priority that the Chief Minister has placed on education, and an effective process of monitoring with strong incentives for achieving progress. The main challenge for the future is to institutionalise the monitoring and performance management system. There are also potential concerns to address about the extent to which the Roadmap and Stocktake process has provided appropriate and effective incentives provided through the education system, particularly in the absence of a comprehensive policy framework.

- It is difficult to identify a specific additional impact from the provision of SBS. While the £70 million SBS to support the Chief Minister's 2018 Goals may have contributed to higher spending on education, public spending on education did not increase as a proportion of total government spending over the period for which data is available. The way in which SBS was delivered has not provided direct incentives to the organisations responsible for achieving targets (since they have not perceived a link between the achievement of targets and the funding they have received), since the Roadmap process appears to have been the main driver. There has been little progress in strengthening the public finance management system for education, as initiatives based on TA provided do not appear to have been sustained, though some capacity has been built in the system.

- TA provided through TAMO appears to have been largely effective but performance has been variable. It is likely that performance could have been stronger if there had been more attention to institutional and organisational assessment in designing TA support, and a strong M&E system, particularly one that encouraged structured feedback from intended beneficiaries of TA so that any emerging concerns about TA quality could have been addressed in a timely fashion. A stronger M&E system would also have allowed more complete and convincing assessments of the results achieved to be made.

- DFID has not mainstreamed gender and equity considerations in its interventions and so has not helped to prompt such mainstreaming by the Government of Punjab, or assessed whether there may have been additional opportunities within the support provided to strengthen the focus on equity and gender.

5.3   Implications for remainder of the Performance Evaluation

Since this phase of the evaluation has not included any substantial district or school level data collection, there are some significant issues on which it has not yet been possible to make an evaluation assessment. These include understanding how the process of decentralization is in practice affecting the operation of education service management and delivery at district and school level, and whether there are any significant issues related to incentives and possible gaming of targets at a decentralized level. The District Study to be conducted in the latter part of 2018 will focus on these issues, and in particular in obtaining perspectives from teachers, parents and communities, and district level staff on the education system and reform process (which are lacking at this stage of the evaluation).

Subsequent phases of the evaluation will, in addition to conducting evaluation studies on components of PESP2 support that have not yet been reviewed, revisit and update the analysis in the EPRR, RESP and PFER, using additional rounds of secondary data as it becomes available. There will be a particular focus on assessing how far challenges identified have been addressed. It should also be possible to assess how political changes resulting from the election of a new provincial government in July 2018 impact on the education sector reform process, and to what extent the change in TA supplier influences the effectives of TA provision.

6 Interim Lessons and Recommendations

6.1 Lessons

Lessons of potential wider relevance for the design and implementation of education reforms that can be identified so far from the evaluation process fall into four main categories:

1. The Roadmap and Stocktake process has been an effective driver of education sector performance, at least in the specific context of Punjab and the Chief Minister's management style and strong commitment to education. Elements of the approach are however likely to be widely applicable. This includes the strong focus on clearly defined and measurable targets and programmes of action to support their attainment. However, the effectiveness of the approach has been constrained by the absence of a broader sector policy framework to guide priorities and choice of targets and the weakness of public finance management. Some concerns about the risk of inappropriate incentives remain. Ascertaining the extent and conditions under which this approach can be applied in other contexts would require consideration of a wider range of experience.

2. Sector Budget Support needs to be strongly focused on PFM improvement and effectively aligned with the budget (both in its timing and the process for setting priorities) to have the best prospects of achieving impact.

3. The absence of effective measures to ensure to ensure the systematic consideration of gender and inclusion issues is likely to reduce policy focus on them. Although progress has been made in Punjab, explicit gender and equity targets have not in general been set through the Roadmap and RAF processes, and gender and equity issues have been addressed through specific targeted interventions, rather than being analysed and considered in the design of all programmes. This may have led to some lost opportunities for designing and implementing programmes in a way that could have had a greater impact.

4. The WDR 2018-derived conceptual framework has proved to be a useful analytical tool for assessing education information and classifying education reform programmes and initiatives. It is particularly useful for highlighting potentially relatively neglected aspects of reform (such as the extent to which learners are effectively prepared) or information systems. There may be scope for developing and using this more widely.

6.2 Recommendations

The recommendations below are intended to set out responses to the main areas of action identified from the study. It is anticipated that they will be refined and developed following discussion of the evaluation findings with stakeholders, including to provide more specific detail on possible implementation.

6.2.1 Recommendations to Government of Punjab

The Government of Punjab should:

1) Develop an improved policy framework for the education sector that is evidence-based and sets out clearly defined medium-term objectives and articulates the actions and (in particular) public spending required to achieve these objectives. The Education Sector Plan that is currently under preparation should so far as possible contribute to this. The impetus to education reform that has been provided by the Roadmap and Stocktake process needs to be maintained under whatever future management arrangements for sector policy are envisaged.

2) Ensure a strong focus within this policy framework (and in other specific programme actions) on gender, equity and inclusion to address continuing inequalities in education access and performance. This may include additional data collection and analysis to help improve policy, including on so far relatively neglected issues such as learner preparedness (e.g. the influence of health, nutrition and home and social environment on learning prospects).

3) An education evidence and information strategy framework should be developed. This strategy should ensure that all information held by government organisations is so far as feasible made available for independent analysis, and that a culture of using evidence systematically to inform government policy decisions is fostered. The strategy should emphasise continuing to strengthen information on education sector performance, especially the quality and coverage of information on learning, including to allow a more detailed understanding of the influence of poverty and social factors on learning achievements. The findings of the DQA conducted for this evaluation should be of value in identifying areas of relative weakness in current data collection that could be addressed.

4) Ensure that the quality of public finance management for education is improved, with a view in particular to improving the rate of budget execution for the non-salary and development budget, and to ensuring the policy framework to guide spending decisions is clear. The main elements of a PFM reform process should include:

   a) Development and annual update of a costed sector to provide directions to SED and other education sector organisations.

   b) Strengthening the budget process through budgeting based on strategic plans, inclusion of budget demands from lower tiers, and introduction of appropriate costing mechanisms and challenge functions at SED.

   c) SED should also consider piloting school based budgets in some districts to allow for greater transparency and better financial management.

   d) The Financial Management Cell (FMC) should be re-established in SED to continue the reforms on internal audit, production of Budget Execution Reports, and general improvements in PFM for education service delivery.

   e) To improve budget execution, decentralised tiers of the education system, such as DEAs and school councils, should be empowered to take decisions and develop internal capacity (as required under PLGA 2013) to implement development activities (such as construction).

f) SED and PMIU should play a stronger role in the oversight and coordination of donor-funded programmes, including reporting against a common government-led monitoring framework.

6.2.2   Recommendations to DFID

Focus of DFID support

1) DFID should work with the new Government of Punjab to ensure that support provided under PESP2 is effectively focused on an agreed agenda of priorities that should include (based on the recommendations to the Government set out above):

a) Strengthening the policy and management framework for education, including continued support to the Roadmap process or its successor.

b) Strengthening the attention paid to equity and gender in education policy, programmes and public spending.

c) Continuing to improve information on the performance of the education system.

d) Improving the quality of public finance management for education, including through reviewing jointly with Government the reasons for the relatively limited progress made to date.

Review of PESP2 in the context of government change

2) The components of DFID's PESP2 programme should be assessed (in the forthcoming DFID Annual Review) to ensure that they are effectively oriented towards supporting agreed priorities over the remainder of the programme. Specific issues to consider include the following:

a) The extent to which there may be flexibility to reallocate resources to reflect any change in priorities.

b) Reviewing and strengthening the formulation of the Theory of Change for the remainder of the PESP2 programme.

c) Reviewing the approach to ensuring systematic attention is paid to equity, inclusion and gender issues (see recommendation 4).

Technical Assistance Management

3) DFID should work with the new Technical Assistance provider to ensure that:

a) The planning of TA support to each organisation to which it is provided is informed by an institutional and organisational assessment that identifies the main challenges and constraints on effective organisational performance.

b) The process of selection of consultants providing TA ensures that these consultants have the appropriate experience and technical and capacity development skills that are required by each organisation.

c) There are clearly defined reporting processes in place to ensure systematic and timely feedback on TA provider performance. This needs to ensure that any problems or concerns with the quality or effectiveness of TA can be identified and addressed quickly, and that information on TA performance will be available so that a rigorous assessment of the results of TA can be made.

d) Equity, inclusion and gender issues are effectively mainstreamed in the design and implementation of TA (see recommendation 4)).

Equity, Inclusion and Gender

4) DFID should ensure that equity and gender considerations are effectively addressed throughout the components of PESP2, and in particular that equity, inclusion and gender considerations are explicitly considered in the design and implementation of PESP2 components. The approach should draw on DFID guidance and best practice, but should include consideration of the following:

a) Ensuring data disaggregation by sex and in a form that allows so far as feasible the analysis of equity considerations, particularly in relation to poverty-related differentials in education access and attainment.

b) Joint programme development and review including both sector and gender and inclusion specialists to ensure gender and inclusion perspectives are fully incorporated in design and programming.

c) Ensuring that gender and equity targets/indicators are explicitly included within sector-specific goals.

d) Conducting specific gender and inclusion analysis, including examining how and why the programme components might influence the achievement of inclusion objectives.

e) The use of participatory gender and inclusion audits, including to help organisations (especially those supported through PESP2) assess the extent to which their activities are supporting/hindering gender equity.

Annex A   Terms of Reference for the Performance Evaluation

A. Background: Punjab Education Sector Programme 2

1.   Punjab is Pakistan's biggest province and home to over 100 million people – around 56% of the country's population. In spite of sustained efforts to reform education over the past decade, the number of out of school children remains substantial and the quality of education delivered through the public school system is poor. As a result of its size, Punjab has the highest number of out of school children (13 million of which 6.8 million are girls) aged 6-16 years, and the highest number of children with low learning levels in Pakistan. Pakistan cannot hope to end its education emergency without a substantial sustained increase in both the access and quality of education that children receive in Punjab. There is an acute need to address the challenges arising from multiple forms of social exclusion, in all districts of Punjab. While there has been progress on gender equality in primary education, other parts of the province, girls remain markedly disadvantaged as do the poorest children and those with disabilities. The 2018 goals aim to have a major emphasis on improving the learning outcomes of children studying in Government schools while continuing to push for the remaining out-of-school children to attend. The Government has set ambitious targets and budgets to improve learning outcomes for the complex public and low-fee private system that includes 54,000 schools and 10.5 million children.

2.   Since 2009, DFID has promoted an integrated range of interventions to strengthen Government systems and build institutions. An estimated one million more students are now attending school every day and an estimated 50,000 more teachers are turning up to school to teach everyday under the supervision of District Education Officers. The overall learning environment has also improved as 94.7% schools now have four basic facilities including boundary walls, running water, toilets and electricity.

3.   In spite of recent progress, there are a number of binding constraints to transformational reform of education in Punjab. The Punjab Education Sector Programme (PESP 2) builds on the UK's previous support to the Government of Punjab (GoPb), to reform and transform delivery of education in Punjab. It will complement the UK-supported Punjab Education Reform Roadmap. The UK has allocated £420 million over six years between 2012/13 and 2018/19.

4.   In addition to working through government to ensure every child in Punjab has access to a good quality education, PESP 2 will expand low cost private schooling to increase access especially in eleven districts identified as low performing compared with the rest of the province.

5.   PESP 2 adopts a 'whole system approach' that comprises of eight components.

> I.   **Sector Budget Support** component provides funds to the GoPb to improve access to and quality of education in government schools. The government school system has the largest reach in the province. Over 10.6 million students study in 54,000 Government schools in Punjab (£170.2 million).
>
> II.   **School reconstruction and rehabilitation** component to build additional classrooms in existing government schools and provide a limited number of missing

facilities such as boundary walls, washrooms, electricity, and water and sanitation. This is managed through the Humqadam project, implemented by IMC Worldwide (£104 million).

III. **Financial aid to the Punjab Education Foundation (PEF) to improve access to and quality of Punjab's low fee private school sector**, through an Education Voucher Scheme (EVS), New Schools Programme (NSP), and Foundation Assisted Schools (FAS) programme (£68.6 million).

IV. **Targeted support to PEF to tackle social exclusion and inequality by identifying and enrolling out of school children in the lowest-performing 11 priority districts in Punjab**. (£10.8 million).

V. **Support to the Special Education Department (SpED) for an inclusive education programme** to provide children with mild disabilities with formal schooling opportunities in mainstream government and PEF schools (£7 million).

VI. **Support to the Punjab Education Endowment Fund (PEEF)** to provide scholarships for talented female secondary school students from poor households in the 11 priority districts to study at intermediate level; and for male and female students at intermediate level to study at tertiary level (£10.9 million).

VII. **Support to the Lahore University of Management Sciences (LUMS) National Outreach Programme (NOP)**. A scholarship programme for talented male and female students from poor households to study at a leading university and become role models to build aspirations among people from disadvantaged areas (£7.3 million)

VIII. **A Technical assistance component** to deliver the programme and manage key components through TAMO - comprising Adam Smith International (ASI) and McKinsey - providing support to the GoPb, the Chief Minister's Education Roadmap process and other partners in the PESP II programme(£39.7 million).

6. The programme is driven by its logical framework. The intended impact, outcomes and outputs of PESP II are:

Impact:

'More educated people in Punjab making a social and economic contribution'; which will be measured by the literacy rates of 10 – 15 year olds disaggregated by gender; primary and secondary completion rates by disaggregated by gender and education attainment of the working age population disaggregated by gender.

Outcome:

More children in school, staying longer and learning more

Outputs:

    I. Strong leadership and accountability in education delivery;

    II. High quality teaching and learning;

III.   High quality school infrastructure;

IV.   Improved access to school especially in priority districts through the Punjab Education Foundation; the Punjab Inclusive Education Programme; and Scholarships;

V.   Top political leadership engaged on education reform agenda; and

VI.   High quality technical assistance to government stakeholders.

7. The programme's original Theory of Change, as outlined in the business case, is provided below.

While this outlines to an extent the originally envisaged relationship between outputs, the outcome and the impact of the programme, the theory of change remains 'undeveloped', and aspects of the programme have changed during implementation. An Evaluability Assessment of the programme conducted in August 2016 (see Annex V) noted that the vertical and horizontal logic is sometimes unclear, with intended causal pathways and interlinkages not always defined.
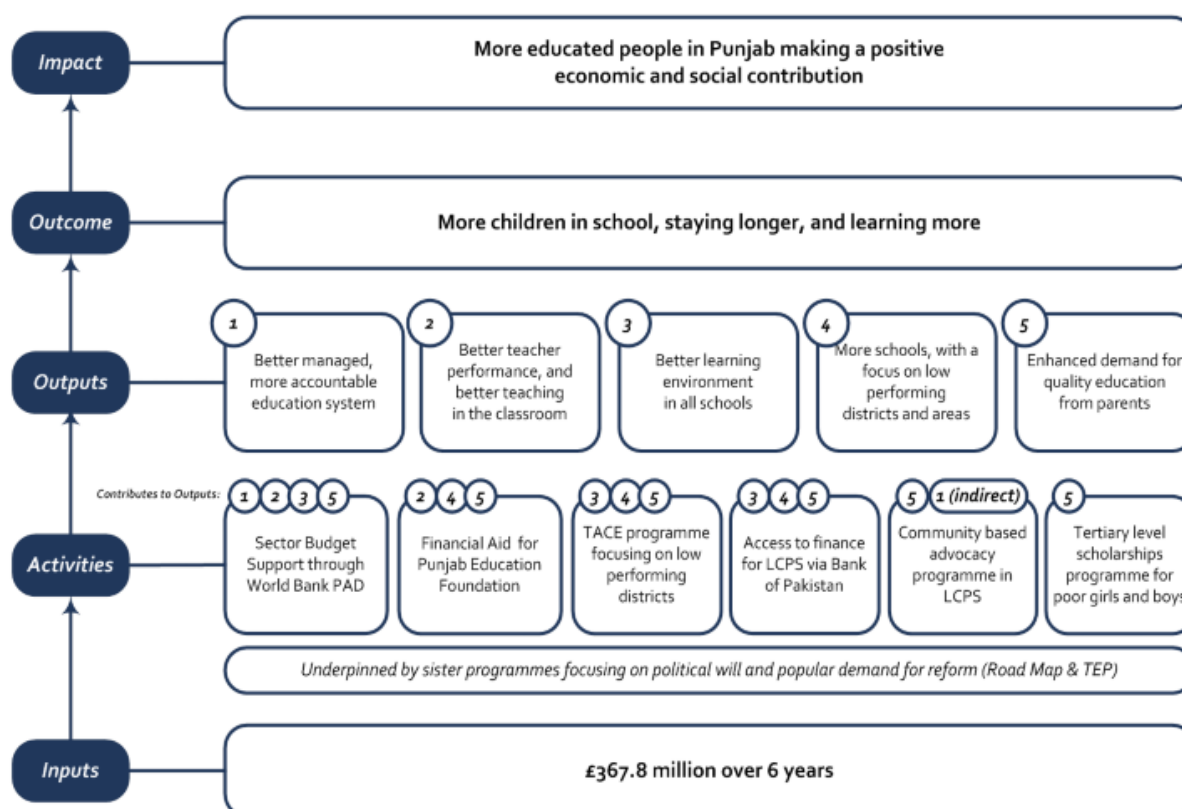
B. Purpose, Objectives and Scope:

8. PESP II is a large and complex programme. While an evaluability assessment noted that the conditions are not in place for either a full-scale impact evaluation or a quasi-experimental approach, there is scope for a performance evaluation that assesses the contribution of the programme components to outcome level results.

9. The specific **purpose** of the evaluation is to;

> I.   The purpose is to conduct a performance evaluation of PESP 2 and its contribution to the outcome as stated in the programme's logical framework (more children staying in school longer and learning more) with specific reference to the 11 districts where education access and learning outcomes for girls and boys are particularly low. The evaluation will assess the contribution of the five outputs to the outcome and consider whether there are other causal links that may need to be addressed and that have not been identified in the programme design.

> II.   Serve accountability purposes by assessing the extent to which the programme and its component parts are delivering, or are likely to deliver, intended outcomes and impact.

> III.   Provide DFID with information to make course correction decisions where possible and to inform future programme design at the end of the programme.

10. The **objectives** of the evaluation will be:

> I.   To examine key data sets for the outcome and for outputs and to present results at the interim stage and at the end of the programme against the indicators and to assess what progress has been made (or not) and what contribution DFID has made

> II.   To conduct primary research and draw on other sources (studies) to examine why and how change happened as a result of the programme; with a focus on gender, disability, social exclusion and poverty and teasing out how the components came together to affect results. It would be helpful to provide case study examples to unpack why some districts have performed better, what are the key drivers of improvement and bottlenecks for progress.

> III.   To identify key lessons for future programmes including on missing elements of the programme or outputs/components that made little difference to results.

> IV.   To usefully examine synergies between the components/outputs and how they acted together or not.

11. **Scope**: The successful evaluation supplier will design and carry out a performance evaluation of PESP II, being strongly mindful of both feasibility and utility considerations.

12. The evaluation should assess all outputs or components of the programme and determine to what extent possible they contribution to outcome level results. The evaluation should also test the theory of change, this may require a re-articulation of the theory of change, and determine whether causal links hold or whether there are potentially missing elements in the programme design. Given the underdevelopment of the programme-level theory of change, it is envisaged that the supplier will need to engage proportionately with stakeholders to articulate the intended causal linkages and assumptions within the programme in order to inform the evaluation.

13. A full theory-based evaluation may not be possible, but the evaluation should, nonetheless, focus on the programme's key causal links, as prioritised by the programme team and stakeholders. The evaluation supplier should look to:

- ***Make maximum use of existing data*** i.e. that held by DFID, GoPb, TAMO and other partners, and rely as much as possible on information generated by other studies such as RISE, Research for Equitable Access and Learning, ASER/ITA, the Harvard/World Bank sources – seeking to influence these as far as possible;

- ***Prioritise coverage against Outputs (results)*** rather than starting with components (activities), using parameters of strategic importance/spend, and adapting depth of evaluative effort for components accordingly;

- ***Adopt a comparatively straightforward methodological approach***, using systematic analysis of secondary sources, supplemented by interviews and some primary data collection with beneficiaries (including children, parents and teachers) where required (see below).

14. Due attention should be given to ethical considerations in designing and carrying out the evaluation. DFID's 2011 principles for ethical standards in evaluation and research are included in Annex I.

15. **Risks and challenges**: The supplier should draw on local linkages to mitigate some of the challenges faced in carrying out evaluation in fragile and conflict-affected environments. It should also be noted that elections are due to be held in 2018, within the time frame of the evaluation. There are risks associated with that the lessons drawn out of this evaluation could not be taken up by the relevant departments.

16. Potential challenges around data availability are outlined in Section E of these terms of reference.

C. Evaluation questions and criteria:

It is important that evaluation assesses Punjab's commitment to its own education reform agenda (e.g., through budget allocations and expenditure linked to actions (project implementation plans and standard operating procedures) in the 11 districts and Punjab as a whole). It is also important for the evaluation to ask at a high level to what extent DFID's contribution in terms of TA/finance is valued at provincial, regional, district and sub-district levels.

17. The evaluation should look to answer three overarching question, geared to the programme- wide level, rather than limited to individual programme components:

    I.   To what extent have reforms have been implemented. I.e. What (net) changes to were witnessed in the areas affected by the project?

    II.   To what extent have DFID funded activities and programmes contributed to observed changes in outcomes e.g. enrolment, attendance, completion, transitions and learning for different groups of children (boys and girls, children with disabilities, children from minority groups)? i.e. to what extent did the project make a plausible contribution to these changes?

    III.   To what extent have the reforms contributed to changes in perceptions of quality of education and learning outcomes?

18. Within these three broad areas, an initial set of sub-questions was developed by the DFID programme team. These were then refined and linked to the OECD DAC criteria for both accountability and learning needs as part of the Evaluability Assessment. The full set of potential questions is included as Annex III. Currently the questions cover Relevance, Effectiveness, Efficiency (including VfM), and Sustainability.

19. It is expected that the evaluation supplier will further refine and prioritise these questions during the design and inception phase of the evaluation, building on work to articulate the theory of change and to ensure that specific issues of concern to key stakeholders, including DFID and the Government of Punjab, are taken into account.

20. Cross-cutting issues for the evaluation to consider include: equity of access and outcomes; systems reforms (governance, management, accountability, public financial management); inter- component synergies; power relations and lessons learned. There should be a focus on gender , socio-economic and disability difference in results and in explaining any key factors that have contributed to, for example improvements (or not) in access, retention and learning at the primary, secondary and tertiary level for girls, children with disabilities, the poorest children and minority groups (and how these factors intersect); any improvements (or not) to the recruitment and retention of female teachers and leaders at different levels of the education system, and of female district education staff. Gender equity and representation of people with disabilities and from minority groups should also be considered in any improvements to the teaching and learning curriculum. In addition, attention should be placed on analysing the intersection of social exclusion on the basis of, for example of religion, caste, class, tribe, ethnicity, language, disability etc. In appraising individual components/outputs, attention should be placed on inter- component synergies. Capacity strengthening issue should be covered across all components/outputs clearly defining exactly what the support is aiming to deliver.

D. Methodology and further key considerations for evaluation design:

21. The evaluation methodology will be underpinned by the programme's broad theory of change, the individual theories of change that support individual components/outputs and the PESP logical framework as well as individual M & E frameworks developed for the 6 components/outputs where applicable. The supplier will be required to facilitate and support DFID in refining and finalizing the programme's theories of change so that they provide a firm analytical framework for the evaluation. The evaluation supplier will be expected to develop an appropriate mixed methods approach, using as far as possible the secondary data already generated; drawing on the other studies being conducted in Punjab; and triangulating/filling any gaps with primary research in targeted communities. The supplier will be expected during the design phase to assess what evidence is already available from monitoring and administrative data and what additional data they might need to collect.

22. While there is specific methodology (OECD) for evaluating Sector Budget Support, it is not expected that the evaluation adopt this detailed methodology given the technical challenges and extensive time and resources required. Instead, it is suggested that resources be oriented to maximising feasibility and utility of the evaluation as outlined above.

23. Specific methods might include, but are not limited to:

   I.   Stakeholder mapping to determine who key interlocutors and respondents are including donors, all levels of government (federal, provincial, district, sub-district), the

private sector, NGOs, Disabled Peoples' Organisations, researchers, parent and teacher organisations and children; and their level of interest in/influence over the programme;

II.   Systematic analysis of documentary data, using a structured framework;

III.   Systematic analysis of baseline data with mid-term and /or end line studies;

IV.   Analysis of quantitative data, particularly to identify trends;

V.   Budget analysis;

VI.   Focus or group discussions with groups of programme beneficiaries (including children, parents and teachers), paying particular attention to gender, disability, poverty, minority group and intersecting equity concerns;

VII.   Semi-structured interviews with key informants;

VIII.   Gender, disability, poverty, minority group and equity analysis focusing on barriers to access, retention, completion, transition and learning;

IX.   Contribution analysis;

X.   Social exclusion analysis;

XI.   Presentation of findings

XII.   Evidence-based recommendations.

24. Evaluators should ensure that at a minimum data collected be sex-disaggregated and, where possible, additional information about socio-economic characteristics should be collected e.g. ethnicity, religion, income levels, disability, especially where they are relevant to understanding how a programme rolls out (e.g. who benefits, who has access), and how impacts vary across groups (i.e. design the evaluations with sub-group analysis in mind).

25. Where possible, unit cost data for the programme inputs and outputs should be collected, or where collected by a third party, analysed, to allow for cost-benefit and cost-effectiveness analysis.

26. Target audiences will be the key stakeholders in education in Pakistan including: (i) Elected representatives from federal and provincial assemblies, (ii) Officials from Government of Punjab (GoPb) (iii) Donors including DFID, the World Bank, UN agencies, the EU, Asian Development Bank (iv) think tanks and researchers; and (v) representatives of civil society such as parent groups. The evaluation findings will also be of interest to the wider development community working in education.

E. Data Considerations:

27. PESP's programme monitoring systems are comprehensive and include a wide range of data sources, including household surveys. While these are not specifically designed with evaluation in mind, they should provide a comprehensive body of evidence to support the

evaluation. The evaluation supplier should ensure they are joined up with the different data sources and surveys that are already planned through the wider programme.

28. Following is the list of existing data sets that the evaluation supplier may wish to draw on in the design phase of this work. The first table lists sources on Punjab. Some sources are shared. These sources should be used to the maximum extent possible without affecting the rigour of the proposed studies to avoid costly duplication of data collection.

I. Programme Management and implement Unit (PMIU) monitoring data (started in 2004 till date).

II. Nielsen's eight waves of six-monthly data from 36,000 households in all 36 districts since 2011-12.

III. Pakistan Social and Living Standards Measurement (PSLM) Survey.

IV. PIFRA data

V. Pakistan Examination Commission (PEC) data.

VI. DFID's six monthly learning assessment data.

VII. PMIU monthly learning pulse data (collected by MEAs).

VIII. Directorate of Staff Development's quarterly assessment data

IX. District Teachers Educators (DTE'S) teachers monitoring data.

X. ASER's several waves of data (2010-15) and beyond if available, including gender, disability and poverty analysis.

XI. PEF's six monthly learning assessment data for partner schools.

XII. Special Education Department data on children with disabilities

XIII. REAL/IDEAS Teaching Effectively All Children (TEACh) Pakistan research project data

XIV. Any other dataset identified during literature review.

29. The Logical Framework, attached to the business case, gives the outcomes that will be tracked by the monitoring elements of the programme. Where indicators have been in place since the start of the programme, baseline data is available. Where indicators have been added at a later date as part of logframe revision, later baselines are available (ranging from 2012 up to August 2015).

30. As part of the initial design and inception phase of the evaluation, the evaluator should review data available and establish the extent to which gaps exist that might require additional data to be generated.

F. Outputs

31. The following outputs are expected from the contractor:

I.   Once the contract has been awarded (within the second quarter of 2017), a three month initial inception period will follow. At the end of three months the evaluation supplier will be expected to deliver an **inception report**, to include: detailed approach and methodology; workplan; articulated theory of change; finalised evaluation questions (following stakeholder engagement) organised by the OECD DAC criteria; a detailed evaluation framework that makes clear intended data sources, collection methods and analytical approach to answer the evaluation questions; a clear communication and dissemination (or influence and use) plan that focuses on maximising the utility of the evaluation.

II.   After initial feedback, this inception report should be finalised by the end of month four of the evaluation.

III.   At this stage there will be a **break clause in the contract**. Should the design (provided in the inception phase) fail to be of sufficient quality or the contractor feel that they are not in a position to deliver the work, then the contract will be terminated and DFID reserve the right to retender. Final budgets for the work to be carried out will be agreed at this time.

IV.   **Interim reports** on available findings in **February 2018** and **February 2019** to inform the programme and feed into thinking on future programming.

V.   A **final evaluation report**, in draft by **February 2020** to inform the annual review, and finalised in March 2020.

VI.   Both reports should contain short executive summaries (3-4 pages), pulling out headline findings and recommendations. These reports should also be accompanied by a presentation and a facilitated session with DFID and other stakeholders to feedback the results. Further summary products or presentation material may also be required – the evaluator should propose appropriate approaches in the communication and dissemination plan within the inception report.

VII.   The evaluator should transfer final data sets to DFID in a usable format – DFID will have unlimited access to the material produced by the supplier.

VIII.   DFID will have access to all material produced by the supplier under this evaluation.

32. All reports must be rigorous and thorough, and pay especially careful attention to the presentation and interpretation of data, the strength of the evidence being presented and associated claims around causality, correlation or fact. At the same time the reports should be **highly readable and accessible**, paying close attention to visualisation of data, presentation of text and overall aesthetics of the document. Jargon should be avoided and complex ideas and findings should be described using plain language.

33. The evaluator should outline in their bid their proposed internal mechanisms for quality assurance. The inception report, any baselines and the final evaluation report will go through DFID's own internal quality assurance processes – sufficient time should be allowed for this process (10 day turnaround) and incorporation of any feedback within the proposed workplan. The inception report and all other reports produced need to be signed off by the Punjab

Education Sector Programme (PESP) team at DFID and (where needed) by Government of Punjab.

G. Work plan:

34. *Activities and timeline:*

Indicative Contract Start 09th June 2017

Phase 1: Design: 3 month inception and design phase, with a fourth month for finalisation. At this point there will be a break clause in the contract where the Supplier will require formal approval from DFID prior to starting work on Phase 2: 15th September 2017. In addition to close consultation with programme designers and implementers, the design phase may also include primary data collection to inform the evaluation design.

Phase 2: Indicative Implementation: 15th September 2017 – 31st March 2020. The Contract will include options to scale down if deemed necessary by DFID.

35. *Budget*: The overall budget for this evaluation and research programme is within a framework of up to £1.5 million.

H. Skills and qualifications:

36. The evaluation team should have a sound understanding of research and evaluation designs and methods, in particular of carrying out performance evaluations of complex programmes in fragile and conflict affected states. They should understand the strengths and limitations of different approaches and how to accurately interpret and present findings to both researchers and non-researchers. The team will require a broad set of skills to be able to effectively design and conduct a complex and rigorous evaluation.

37. The evaluation team will need to be flexible in the approach to designing the evaluation to ensure that the study designs and programme designs are as closely linked as possible to allow for the most rigorous design feasible.

38. The evaluation team will need to demonstrate a strong presence in and experience of Pakistan, in particular in Punjab, providing evidence of partnership with relevant local organisations.

39. The team will have a demonstrated ability to communicate complex studies and findings in an accessible way for non-technical readers, including presentation of data in visually appealing ways, highly structured and rigorous summaries of research findings and robust and accessible synthesis of key lessons from across different studies.

40. The evaluation team will need to have a mix of skills that covers:

    I.   The education sector including but not limited to low-fee private schools, public private partnerships in education, education systems and reforms, girls education and learning, education for children with disabilities and minority groups;

    II.   Quantitative research methods

III.   Qualitative research methods, including community and participatory research methods. IV.   Proven skills in the application of mixed methods;

V.   Financial analysis, the private sector and economics;

VI.   Poverty and vulnerability assessments;

VII.   Political economy analysis;

VIII.   Presentation of reports, data visualisation, and synthesising findings;

IX.   Research and evaluation communications and uptake;

X.   Management of simultaneous research and evaluation programmes;

XI.   A good grounding in the literature of the ethnography in the Punjab;

XII.   Using contribution analysis as an approach;

XIII.   Gender, disability, poverty and minority group analysis and equity and social inclusion analysis;

XIV.   Experience in private sector development in the education sector;

XV.   Experience in application of configurational methods for case study based evaluation.

41. The evaluation supplier will need to be able to guarantee sufficient people to be able to implement and manage the evaluation within the tight timeline.

42. While the team composition should be defined by the evaluation supplier, it will need to ensure that a full programme team is available for the full duration of the programme, with key personnel based full time in Pakistan. The quality of human resources service providers include in their offers will be a key element in the evaluation process. Any attempt to change key personnel post-award will be regarded as a significant variation in terms of their tendered offers and may have commercial ramifications.

43. The evaluation supplier will need to comply with DFID's policies on fraud and anti-corruption and cooperate with checks and balances programme staff will require from them for the duration of the evaluation e.g. annual audited statements, policies on management of funds.

I. Governance, Reporting and Contracting arrangements

44. The successful bidder will report directly to DFID Pakistan to the Lead Adviser for PESP II and the Senior Responsible Owner (SRO) for the programme. There will also be close collaboration with the PESP II programme manager. If necessary, implementing agencies (e.g. the Technical Assistance Management Organisation) may be called upon to facilitate logistics and access to programme sites, beneficiaries and key stakeholders. However, it is crucial that the team implementing the research and evaluation work is independent of those delivering the programmes under study.

45. It is expected that the evaluators will work closely with DFID and other stakeholders at all stages of the evaluation particularly the design phase. The design studies will be independently quality assured and will be agreed by the PESP II Lead Adviser, Evaluation Adviser in DFID Pakistan and the Senior Education Adviser...

46. The evaluation supplier will need to maintain regular contact with DFID Pakistan, the Governments of Punjab and other key partners to ensure the outputs are delivering products that meet requirements.

47. A steering committee will be convened for the evaluation – membership to be determined. The steering committee will review evaluation products and engage in regular meetings (e.g. quarterly).

48. ***Reporting requirements:***

> I.   Quarterly progress reports on the implementation of the evaluation, which will include financial data and updated financial forecasts, and research and presentation to key stakeholders;

> II.   Annual contribution to the DFID Annual Review report of the overall programme, to be completed by the Technical Assistance Management Organisation in January 2018 and January 2019;

49. ***Performance management***: The Service Provider will be responsible for managing their and any sub-contractors' performance and tackling poor performance. They will be required to demonstrate strong commitment towards transparency, financial accountability, due diligence of partners and zero tolerance to corruption and fraud.

50. DFID will manage performance through key performance indicators. Payment will be linked to the delivery of outputs and key performance indicators identified in the inception phase and implementation phase.

51. ***Duty of Care and Security Requirements***: The appointed Service Provider will be responsible for the duty of care, safety and well-being of their Personnel and Third Parties affected by their activities under this contract, including appropriate security arrangements. They will also be responsible for the provision of suitable security arrangements for domestic and business property (see details in Annex II).

Annex I

DFID's ethical principles

I.   Researchers and evaluators are responsible for identifying the need for and securing any necessary ethics approval for the study they are undertaking. This may be from national or local ethics committees in countries in which the study will be undertaken, or other stakeholder institutions with formal ethics approval systems.

II.   Research and evaluation must be relevant and high quality with clear developmental and practical value. It must be undertaken to a sufficiently high standard that the findings can be reliably used for their intended purpose. Research should only be undertaken where there is a clear gap in knowledge. Evaluations might also be undertaken to learn lessons to improve future impact, or in order to meet DFID's requirements for accountability.

III.   Researchers and evaluators should avoid harm to participants in studies. They should ensure that the basic human rights of individuals and groups with whom they interact are protected. This is particularly important with regard to vulnerable people. The wellbeing of researchers/ evaluators working in the field should also be considered and harm minimised.

IV.   Participation in research and evaluation should be voluntary and free from external pressure. Information should not be withheld from prospective participants that might affect their willingness to participate. All participants should have a right to withdraw from research/ evaluation and withdraw any data concerning them at any point without fear of penalty.

V.   Researchers and evaluators should ensure confidentiality of information, privacy and anonymity of study participants. They should communicate clearly to prospective participants any limits to confidentiality. In cases where unexpected evidence of serious wrong-doing is uncovered (e.g. corruption or abuse) there may be a need to consider whether the normal commitment to confidentiality might be outweighed by the ethical need to prevent harm to vulnerable people. DFID's fraud policy will apply if relevant.

VI.   Researchers and evaluators should operate in accordance with international human rights conventions and covenants to which the United Kingdom is a signatory, regardless of local country standards. They should also take account of local and national laws.

VII.   DFID-funded research and evaluation should respect cultural sensitivities. This means researchers need to take account of differences in culture, local behaviour and norms, religious beliefs and practices, sexual orientation, gender roles, disability, age and ethnicity and other social differences such as class when planning studies and communicating findings. DFID should avoid imposing a burden of over-researching particular groups.

VIII.   DFID is committed to publication and communication of all evaluations and research studies.

Full methodological details and information on who has undertaken a study should be given and messages transmitted should fully and fairly reflect the findings. Where possible, and respecting confidentiality requirements, primary data should be made public to allow secondary analyses.

IX.   Research and evaluation should usually be independent of those implementing an intervention or programme under study. Independence is very important for research and evaluation; in fact evaluations in DFID can only be classified as such where they are led independently. Involvement of stakeholders may be desirable so long as the objectivity of a study is not compromised and DFID is transparent about the roles played. Any potential conflicts of interest that might jeopardise the integrity of the methodology or the outputs of research/ evaluation should be disclosed. If researchers/ evaluators or other stakeholders feel that undue pressure is being put on them by DFID officials, such that their independence has been breached, this should be reported to the Head of Profession for Evaluation who will take appropriate action.

X.   All DFID funded research/ evaluation should have particular emphasis on ensuring participation from women and socially excluded groups. Consideration should be given to how barriers to participation can be removed.

Annex II

Duty of care

The Supplier is responsible for the safety and well-being of their Personnel (as defined in Section 2 of the Contract) and Third Parties affected by their activities under this contract, including appropriate security arrangements. They will also be responsible for the provision of suitable security arrangements for their domestic and business property.

The Supplier is responsible for ensuring appropriate safety and security briefings for all of their Personnel working under this contract and ensuring that their Personnel register and receive briefing as outlined above. Travel advice is also available on the FCO website and the Supplier must ensure they (and their Personnel) are up to date with the latest position.

52. This Procurement will require the Supplier to operate in a seismically active zone and is considered at high risk of earthquakes. Minor tremors are not uncommon. Earthquakes are impossible to predict and can result in major devastation and loss of life. There are several websites focusing on earthquakes, including http://geology.about.com/library/bl/maps/blworldindex.htm. The Supplier should be comfortable working in such an environment and should be capable of deploying to any areas required within the region in order to deliver the Contract.

53. This Procurement will require the Supplier to operate in conflict-affected areas and parts of it are highly insecure. The security situation is volatile and subject to change at short notice. The Supplier should be comfortable working in such an environment and should be capable of deploying to any areas required within the region in order to deliver the Contract.

54. The Supplier is responsible for ensuring that appropriate arrangements, processes and procedures are in place for their Personnel, taking into account the environment they will be working in and the level of risk involved in delivery of the Contract (such as working in dangerous, fragile and hostile environments etc.). The Supplier must ensure their Personnel receive the required level of training.

Tenderers must develop their Tender on the basis of being fully responsible for Duty of Care in line with the details provided above and the initial risk assessment matrix developed by DFID (see Annex 1 of this ToR). They must confirm in their Tender that:

- They fully accept responsibility for Security and Duty of Care.

- They understand the potential risks and have the knowledge and experience to develop an effective risk plan.

- They have the capability to manage their Duty of Care responsibilities throughout the life of the contract.

If you are unwilling or unable to accept responsibility for Security and Duty of Care as detailed above, your Tender will be viewed as non-compliant and excluded from further evaluation. Acceptance of responsibility must be supported with evidence of capability and DFID reserves the right to clarify any aspect of this evidence. In providing evidence Tenderers should consider the following questions:

a) Have you completed an initial assessment of potential risks that demonstrates your knowledge and understanding, and are you satisfied that you understand the risk management implications (not solely relying on information provided by DFID)?

b) Have you prepared an outline plan that you consider appropriate to manage these risks at this stage (or will you do so if you are awarded the contract) and are you confident/comfortable that you can implement this effectively?

c) Have you ensured or will you ensure that your staff are appropriately trained (including specialist training where required) before they are deployed and will you ensure that on- going training is provided where necessary?

d) Have you an appropriate mechanism in place to monitor risk on a live / on-going basis (or will you put one in place if you are awarded the contract)?

e) Have you ensured or will you ensure that your staff are provided with and have access to suitable equipment and will you ensure that this is reviewed and provided on an on- going basis?

f) Have you appropriate systems in place to manage an emergency / incident if one arises?

Annex III: Indicative Evaluation Questions

Relevance	To what extent does PESP II respond to the needs of children and parents in Punjab?	Was PESP II's design (including its component activities) the best way to meet the educational needs of parents, children and the Government of Punjab? Did the design (including the seven component activities) remain relevant over time?
	To what extent is PESP II, including its project components, aligned with the policies and priorities of GoPb, DFID and other actors implementing education programmes in the province?	How well are individual components aligned with /integrated into wider PESP II design, and/or with other education programmes in the province? How well did the LUMS and PEEF components complement each other? To what extent do individual components, and the overall programme, contribute to the GoPb's Education Roadmap? To what extent has the programme been implemented in synergy with the Roadmap? Are there any areas of dissonance? Can the additionality of DFID SBS funds be assured or is there evidence of displacement?
	To what extent was the design and implementation of PESP II gender- and equity-sensitive?	Was PESP II's design based on a sound and comprehensive gender and equity analysis in its target areas? To what extent did PESP II's design, including within its individual components, integrate gender and equity issues, including those identified in the gender and equity analysis, above?

Effectiveness	To what extent were PESP II's outputs and outcomes achieved?	What results were achieved against the six Output targets? (for example: • Output 1 (Stronger leadership and accountability): To what extent has PESP II contributed to a better managed and more accountable education system in Punjab by building the capacity of and linkages between key institutions in the School Education Department? • Output 2 (Better teacher performance and better teaching): To what extent has a better quality education in terms of teaching and learning been delivered for children in Punjab, including for girls, children with disabilities and minority groups, been delivered by PESP II? • Output 3 (High-quality infrastructure): To what extent has a better learning environment been created for children, including for girls, children with disabilities and minority groups in the Punjab by PESP II in terms of facilities and infrastructure? • Output 4 (Improved access to schools, especially in priority districts): To what extent has PESP II improved access to education for children, including girls, children with disabilities and minority groups from priority districts in Punjab? • Output 5 (Top political leadership engaged on education reform agends in the Punjab): To what

		has greater demand for education in Punjab been stimulated by PESP II?
		• Output 6 (High-quality technical assistance to government stakeholders that builds sustainable systems and processes): To what extent has TA helped government to build sustainable systems and processes?
		(Influencing): To what extend did SBS help drive and incentivise the GoPb to deliver on policy priorities around improved learning outcomes?
		To what extent has PESP II improved GoPb's Public Financial Management for education?
		To what extent did the achievement of the five Outputs contribute to more children in school, staying longer, and learning more (the Outcome) in 2018, compared to 2015 (baseline)? (Was the target of supporting 90,000 additional primary school children and 60,000 secondary school children by 2018/19 with the additional tranche of £70m in SBS met?)
		Which project components, and combinations or project components, made the most significant contributions to Outcome achievement? Through which specific pathway? Which least?
		Were there any unintended or negative effects of the programme?
		Were any gender, disability, poverty, minority group- or other equity-specific results achieved? (e.g. increased female staffing at the Directorate of Staff Development and increased numbers of female District Education Officers; gender sensitive curricula/learning materials; increased data disaggregation by PMIU; increased enrolment of out-of-school children and girls) Did programme components systematically, and to the same
	Why did achievements happen?	What internal factors (e.g. programme design and management, governance structure and institutional arrangements, staffing, DFID systems, partnership and coordination arrangements, use of participatory approaches in institutional capacity building etc) caused the observed changes, and affected whether or not results were achieved?
		What external factors (those related to the external operating environment e.g. policy changes, political engagement, staff turnover, co-ordination between SED departments etc) caused the observed changes, and affected whether or not results were achieved?
		How did innovation or the lack of it influence the achievement

		and other components, and between the LUMS and PEEF components?
Efficiency/VFM	Was PESP II cost-efficient?	Was PESP II implemented in the most cost-efficient way compared to alternatives? Which programme components represent value for money in terms of effectiveness, efficiency, economy and equity? What was the value for money for the programme as a whole?
	Was PESP II implemented in a timely manner?	Did individual components take place according to the planned implementation schedule? Did the programme as a whole meet its milestone objectives?
Sustainability	To what extent did PESP II promote sustainability?	Did PESP II design and implementation incorporate sustainability measures within or across its components, such as capacity building of departments within SED, civil society organisations, school management systems and communities? To what extent has the GoPb's engagement and ownership of PESP II been fostered throughout implementation?
	To what extent is it likely that the benefits of PESP II will continue after it finishes?	Are the sustainability measures as implemented within and across components, sufficient to continue the benefits of PESP II after 2018? Are all components equally sustainable, or are there differences?

Annex IV

Project Information Summary

What support will the UK provide?

The UK will support a range of interventions that will build on previous support to the Government of Punjab, and speed up reform of the education sector in the province. In addition to working directly through government to achieve systemic reform, PESP 2 will have a particular emphasis on improving access to education, and quality of learning outcomes, in eleven districts that have been identified as low performing compared with averages for Punjab.

This focus, which will include working with the private sector and civil society organisations, in addition to government, will seek to deliver equitable access to better quality education across the province.

How much funding does the UK expect to provide?

The UK will provide up to £420M million over six years between 2012/13 to 2020.

What need are we trying to address?

Punjab is Pakistan's biggest province, comprising 56% of its total population. In spite of sustained efforts to reform education over the past decade, the number of out of school children is substantial and the quality of education delivered through the public school system remains poor. 39% of girls and 21% of boys are out of school.

There is an especially acute need to address the challenges arising from multiple forms of social exclusion, concentrated on eleven districts, chiefly located in South Punjab. While there has been good progress on gender equality in education in other parts of the province, girls remain markedly disadvantaged in these districts, as do the poorest children, those with disabilities, and those with group based disadvantages including language and caste.

At the same time, a number of binding constraints to transformative reform of public sector education remain in Punjab, in spite of recent progress. These include finding a long term solution to managing politically motivated transfers, as well as rationalisation of the way in which teachers are distributed in schools across the province, and establishment of a credible examination system.

What will we do to tackle this problem?

PESP 2 will provide a holistic approach to supporting education reform in Punjab, working through government, the private sector, and civil society.

The programme will include sector budget support to the Government of Punjab, in alignment with the World Bank Project Appraisal Document finalised in 2012. Funding will be subject to satisfactory progress made by government on a range of agreed indicators, including the tackling of binding constraints to systemic reform. Work with the Government of Punjab will be underpinned politically through the Punjab Education Reform Roadmap process, headed by the Chief Minister and DFID's Special Representative for Education in Pakistan.

In addition to working directly with government to strengthen the public school system, PESP 2 will have a strong focus on building the capacity and quality of Punjab' burgeoning low cost private sector. Work in this area will focus on transforming the capacity of the Punjab Education Foundation,

as well piloting approaches to providing soft loans to education entrepreneurs, with a particular emphasis on areas that are currently under-served by the private sector,

In order to tackle issues of social exclusion and inequity of provision, PESP 2 will work through civil society and a targeted post-graduate scholarships programme for the poorest children, to raise awareness of the importance of education in districts that currently underperform. This work will be underpinned by a school infrastructure programme that will ensure that basic facilities, often a major cause of children, and particularly girls, remaining outside education are in place in all schools in the province.

Who will be implementing this programme?

PESP 2 will be implemented by a number of actors, including the Government of Punjab through the School Education Department and its agencies, particularly the Punjab Education Foundation.

Other implementing organisations will include two technical assistance teams, one focused on school infrastructure, and the other on providing support to government as well as management, with DFID Pakistan, of a range of parallel programmes. These organisations will contract with a range of specialist suppliers as required to deliver the programme.

What will change as a result of our support?

This programme will contribute significantly to the UK's aim of ensuring that 4 million more children in Pakistan are in school, staying longer, and learning more. The Government of Punjab is targeting 1.2 million children over the next three years. PESP 2 will add another million to this total, including many of Punjab's poorest and most marginalised children, helping the province reach 98% of the Millennium Development Goal by 2017/18.

In addition, the UK's support to the Government of Punjab will have a significant impact on tackling binding constraints to reform of the sector, and to improving the quality of teaching and learning outcomes.

What outputs will we be able to attribute to UK support?

1. Stronger leadership and accountability

2. Better teacher performance and better teaching

3. High-quality infrastructure

4. Improved access to schools, especially in priority districts

5. Top political leadership engaged on education reform agenda in Punjab

6. High-quality technical assistance to government stakeholders that builds sustainable systems and processes

How will we determine whether the expected results have been achieved?

Evaluation and research for PESP 2 will serve three purposes. It will: (i) increase understanding of the dynamics of Punjab's education system, and demonstrate the impact of DFID's investment; (ii) test innovative approaches to tackling entrenched issues, and use this evidence to scale up successful interventions; and (iii) contribute to the global evidence base on education.

Annex B Summary Evaluation Framework

Evaluation Question	Evidence Source
LEVEL ONE QUESTIONS	
How accurate and complete are the available measures of education sector performance and to what extent can valid conclusions about sector performance be drawn on the basis of these?	RESP
To what extent has educational attainment (learning outcomes) improved in Punjab over the period of PESP2?	RESP
To what extent have there been improvements in educational participation, including in measures of enrolment, retention and transition?	RESP
How has education performance differed in relation to gender, poverty, location and other factors, and to what extent has equity in education improved?	RESP
To what extent have the ingredients of education system performance at school level strengthened over the period of PESP2: • **Preparedness of learners for school** • **Effectiveness of teaching** • **The provision of learning-focused inputs** • **Effectiveness of management and governance?**	RESP
How does education sector performance compare with targets set?	RESP, EPRR
What have been the main education sector policy and organisationsal reform initiatives over the period of PESP2? How effectively have they been implemented?	EPRR
To what extent has the education system in Punjab been effectively aligned on learning objectives and coherent in pursuing these objectives? • **To what extent were learning and inclusion objectives of education policy?** • **Were the goals clearly articulated? Were the various stakeholders aware of the goals and their role in achieving them?** • **Was accurate, relative information available in the system? Was it used to guide policy making?** • **Were the incentives of actors across the system strongly aligned and linked to improvements in student learning?**	EPRR, RESP

Evaluation Question	Evidence Source
To what extent has public finance for education supported achievement of sector goals?	PFER
What factors explain the extent of progress achieved? What have been the constraints to further progress?	EPRR, PFER, RESP
LEVEL TWO QUESTIONS: Roadmap and Stocktake Process	
To what extent has the Chief Minister's Roadmap provided an appropriate approach for managing improved education sector performance?	EPRR, Case Studies
To what extent have gender and equity considerations been integrated into the Roadmap and Stocktake process?	EPRR, Case Studies
Has the Roadmap contributed to improvements in education sector performance?	EPRR, Case Studies
How has the Roadmap contributed to the implementation of policy and organisational reforms for education?	EPRR, Case Studies
How has the Roadmap contributed to alignment on learning objectives and system coherence in pursuing the objectives?	EPRR
What factors influenced the extent to which results were achieved?	EPRR
How effectively was support to the Roadmap delivered, managed and implemented?	EPRR, Review of TA Management Arrangements
Were there any unintended or negative effects from the Roadmap process?	EPRR
LEVEL TWO QUESTIONS: Sector Budget Support	
To what extent was SBS appropriately designed and managed to achieve its objectives including through the use of the Results Areas Framework and coordination with the World Bank?	PFER, Case Studies
To what extent was the design of SBS based on a valid Theory of Change that was appropriate to the context of implementation?	PFER, Case Studies
To what extent was SBS's design based on a sound and comprehensive gender and equity analysis, and to what extent were gender and equity issues appropriately integrated into its design?	PFER, Case Studies
To what extent and how has SBS contributed to: • **Improvements in education sector performance, including equity-specific results?** • **Driving and incentivising the Government of Punjab to deliver on policy priorities around learning outcomes in particular in complementing the Roadmap process?**	PFER, Case Studies, EPRR

Evaluation Question	Evidence Source
• **Improvements in the Government of Punjab's public finance management for education?** • **Strengthening drivers of education performance at school level?** • **Improving alignment on learning objectives and coherence in pursuing these objectives?**	
To what extent were SBS funds additional or is there evidence of displacement?	PFER, Review of Financing of Education Organisations (Annex E)
Was SBS disbursed in line with its planned budget and timetable?	Review of RAF reporting
Were there any unintended or negative effects from SBS?	PFER
LEVEL TWO QUESTIONS: Technical Assistance	
To what extent has TA provided through TAMO provided an appropriate approach for building capacity?	TAMO Results Review Case Studies
To what extent have gender and equity considerations been integrated into TA design and provision?	Case Studies Review of TA Management Arrangements
To what extent and has TA provided through TAMO contributed to the education sector: • **Improvements in education sector performance including equity-specific results?** • **Implementation of policy and organisational reforms?** • **Strengthening drivers of education performance at school level?** • **Improving alignment of learning objectives and system coherence in pursuing the objectives?**	TAMO Results Review Case Studies
To what extent did TAMO support help to build sustainable systems and processes?	TAMO Results Review Case Studies
How effectively have partner organisations been able to use TA and what factors have constrained the effectiveness of its use?	TAMO Results Review Case Studies Review of TA Management Arrangements
What factors (internal and external) influenced the extent to which results were achieved?	TAMO Results Review Case Studies

Evaluation Question	Evidence Source
	Review of TA Management Arrangements
How effective were the management arrangements for TA provision, including engagement with stakeholders and M&E systems, in ensuring that stakeholder priorities were met?	Case Studies Review of TA Management Arrangements
Were there any unintended or negative effects from the TA provided?	Case Studies Review of TA Management Arrangements

Annex C   Summary of Main Areas of TAMO Support[31]

C.1   Introduction

This Annex provides an analysis of the documents produced by the technical assistance management organization (TAMO) for its work on the "Punjab Education Sector Programme" (PESP2) project. PESP2 aims to reform the education sector of Punjab through Sector Budget Support (SBS), support for low fee private schools, resources for school reconstruction and rehabilitation, scholarship programmes, support to increase enrolment in priority districts, technical assistance, and support for inclusive education for disabled children.[32]

The programme runs from January 2013 to March 2020; its goal is to achieve the impact of "more educated people in Punjab making a social and economic contribution" with outcomes ensuring that "more children are in school, staying longer, and learning more"[33]. The logframe for PESP2 has identified six outputs for delivery[34]:

- Strong leadership and accountability in education delivery;

- Better teacher performance and better teaching;

- High quality school infrastructure;

- Improved access to schools, especially in priority districts;

- Top political leadership engaged on education reform agenda in the Punjab; and

- High quality technical assistance to government stakeholders that builds sustainable systems and processes.

This Annex reviews documentation across the PESP2 outputs, covering the following:

- PESP2 Terms of Reference for Technical Assistance, June 2013;

- PESP2 Overview Document provided by TAMO;

- Briefs by TAMO on Technical Assistance to PCTB, PEC, PMIU, PEF, SED, District Delivery, SpED, and QAED;

- Quarterly Progress Reports by TAMO;

- Logframes; and

- Annual Reviews on TAMO for 2015, 2016, and 2017.

---

[31] This Annex was prepared by Nihan Rafique of OPM.
[32] Performance Evaluation of PESP2: Inception Report, November 2017.
[33] Ibid.
[34] Logical Framework for PESP2 from August 2017.

C.2   Strong Leadership and Accountability

TAMO was tasked with helping the School Education Department (SED), and Programme Monitoring and Implementation Unit (PMIU) to improve performance management across the board including better data collection and analysis, capacity building for Monitoring and Evaluation Assistants (MEAs), Senior Data Processors (SDPs), and District Monitoring Officers (DMOs), introducing new processes, and supporting improvements to Non-Salary Budgets (NSB) for School Councils. The PMIU is responsible for delivering new interventions, therefore, it is essential to involve it in all processes for education systems and accountability to advance.

C.2.1   Performance Management System (PMS)

The Programme Monitoring and Implementation Unit (PMIU) collects and monitors data from all schools in Punjab once a month. TAMO advised PMIU to restructure their district data-packs according to performance of district officials against the set indicators. "This facilitated performance reviews in district level pre-District Review Committee (pre-DRC) and DRC meetings within district education departments"[35]. TAMO also advised the Punjab Information Technology Board (PITB) to automate the data packs, assisted in their design and helped implement the program across 36 districts[36]. In the third quarter of 2016, automated data packs were rolled out in Punjab and TAMO helped PMIU with transitioning district staff to the new data packs.

The purpose was to improve the capability of districts in managing and using data to make decisions, and to increase the ownership of data by Education District Officers[37]. The annual review in February 2014/2015, highlighted that work done by TAMO was a soft, decentralized approach rather than a structural change and mentioned the need to more clearly define KPIs. The 2015/2016 report mentions that TAMO was able to refine the metrics, and it helped roll-out the District Education Authorities program in conjunction with DFID[38]. The following year, the review noted that TAMO needed to focus on transferring skills to district officials.[39]

C.2.2   Frequency and Reliability of Data

According to the documents provided by TAMO, it advised PMIU to improve data integrity by randomising Monitoring and Evaluation Assistant (MEA) visits to limit collusion and provided support in designing the algorithm. It implemented a three-month pilot programme, and proposed changes based on results. The final version has been implemented by PMIU in all districts of Punjab[40].

According to TAMO, it also helped introduce a Learning and Numeracy Drive (LND) in which MEAs, during routine visits, tested Grade 3 students against Grade 2 learning outcomes. It trained MEAs to use the tablet application, and asked PMIU to incorporate the scores as an indicator on district data packs. Furthermore, it helped revise the formula for calculation of student retention, so it is based on actual figures rather than estimates. TAMO provided training to MEAs so that data collection, validation and school assessment can be improved[41]. According to TAMO, as a result of its support, District Education Authorities can now lead "data-driven decision making, hold effective meetings structured to rigorously identify and prioritise weak indicators, and set out clear action plans to drive improvement[42]

---

[35] "Technical Assistance to PMIU", Brief by TAMO, October 2017.
[36] Ibid.
[37] PESP2 Annual Review, February 2015.
[38] PESP2 Annual Review, February 2016.
[39] PESP2 Annual Review, February 2017.
[40] Ibid.
[41] Ibid
[42] "Technical Assistance for District Education Delivery", Brief by TAMO, October 2017.

It is stated in the brief that TAMO provided institutional capacity development to PMIU by helping it improve data credibility, creating an in-house analytics wing, introducing research and communication departments, and reclassifying districts. It is unclear what functions these actions were supposed to provide and could be a possible avenue for exploration in the case studies.

According to the logframe, TAMO, in conjunction with Regional Programme Manager and PMIU, was set to achieve 90 percent school visitation rate every month, real time data collection through tablets, and the ability to verify data. In an effort to ensure accountability, the audit difference benchmark was set at 10 percent. In comparison to these targets, in November 2014, school visit rate was 96 percent and real-time data collection was taking place in all 36 districts. In January 2016, school visit rate and tablet usage continued on target; however, during the audit student attendance rate was a little over the 10% margin at 10.7%. All other indicators – student attendance, teacher presence, and functioning facilities – were within the margin. School visit rate milestone was also achieved for 2016 and 2017[43].

The 2015/2016 Annual Review states that TAMO was asked to check into the possibility of word spreading about MEA visits, and the issue was addressed[44]. It responded by working closely with SED to ensure a smooth transition from existing structures to DEAs, with a detailed transition plan that included timelines and responsibilities. It was expected to be implemented over the next six months[45]. According to the 2016/2017 report, TAMO audited the MEA data and found it to be 100 percent accurate.

C.2.3 Functional Primary School Councils

School Specific Non-Salary Budgets (NSB) were introduced to provide Punjab's School Councils the autonomy to spend funds according to their needs, to transform schools and to improve the learning experience for students. TAMO provided technical support to streamline and expedite disbursement of NSB funds to schools[46].

According to the brief, TAMO outsourced a study to understand the problems with allocation, distribution, utilization, tracking and impact of NSB, which was shared with PMIU and Special Secretary Education. As a result of the study, TAMO supported PMIU in the distribution and tracking of NSB funds following a new arrangement where NSB was separated from the budget process of District Education Authority[47]. TAMO is working on enabling District Monitoring Officers (DMOs) to take on and deliver the role of monitoring and reporting on NSB.

In January 2016, the milestone was to have an incremental increase of 5 percent on the baseline for both regular meetings and actualization of funds. This was met, as 66 percent of NSB (Non-Salary Budget) districts had monthly school meetings, and the weighted indicator showed fund utilization at 52 percent for non-NSB and 82 percent for NSB districts with an overall weightage of 70 percent. In 2016/17, the monthly meeting target was not met (67.2 percent compared to 70 percent) and the fund utilization was higher than the target at 63 percent compare to 42 percent. For 2017/18, utilization of funds remained low; however, 67 percent of schools had one SC meeting.

PMIU census data was used by TAMO, the School Education Department (SED), and PMIU, to measure how functional the Primary School Councils (PSCs) were. This was determined by the number of meetings held, the expenditure of grants and the level of teacher presence and

---

[43] PESP II Log Frame, August 2017.
[44] PESP2 Annual Review, February 2016.
[45] PESP2 Annual Review, 2017.
[46] PESP II Log Frame, August 2017.
[47] "Technical Assistance to PMIU", Brief by TAMO, October 2017.

improvement[48]. According to the annual review, the PMIU data showed that all three elements fell short of 50 percent in 2014, and it was recommended that TAMO provide guidance and support to councils for effective budgeting and spending. According to the 2017 annual review, TAMO's data showed 70 percent of school councils met on a monthly basis, achieving the target.

In 2015, TAMO was asked to provide assistance to school councils on school development plans as well, and TAMO had drafted a strategy by the time the 2016 review was undertaken. It was planning activities to implement the strategy, although there was concern that the activities may be duplicated.[49]

C.3   Better Teacher Performance and Teacher Training

Output 2 aims to improve teacher performance through better teaching. It is delivered by the Sector Budget Support, Punjab Education Foundation, TAMO and Roadmap team.[50]

TAMO was asked to provide technical assistance to the Punjab Curriculum and Textbook Board (PCTB), School Education Department (SED), and the Punjab Examination Commission (PEC) among other organizations to improve teacher performance and teaching capacity. Mechanisms for this process included developing new textbooks and teacher guides for primary grades, improving early grades literacy and numeracy, refining exam mechanisms to reduce cheating, leakage, and improving test designs and content as well as the quality and delivery of teacher trainings.[51]

C.3.1 New Textbooks and Teacher Guides

When the program began in 2013, the textbooks were of poor quality and did not meet the requisite standards – they were too long, with poor layout and sequencing and emphasized rote learning. The logic was that simplifying and prioritizing the curriculum and redesigning textbooks will enable learning, and scripted lesson plans and teacher guides will improve teaching. TAMO supported the Punjab Curriculum and Textbook Board (PCTB) in revising its curriculum, helped revise textbooks and teacher guides for English, Urdu, and Maths, and provided institutional support allowing development of high quality textbooks[52].

According to TAMO, it provided organizational capacity development to PCTB, in conjunction with Roadmap, to develop a prioritized version of the curriculum that centred around Student Learning Outcomes (SLOs) – core skills and knowledge required at each grade level to develop strong foundations for the next grade. These outputs were approved by the PCTB Board of Governors by mid-2017. A multi-tiered process was also followed for textbooks and teacher guides, which included a field-testing component. Moreover, TAMO worked to draft rules and regulations for PCTB, which would allow the organization to act as a regulator of textbooks and developed a scheme for internal and external review to ensure quality and maintain standards. In the brief on PCTB, TAMO mentions conducting training sessions for authors across subjects, and helping assess the strengths, weaknesses, opportunities and challenges for PCTB in the IT, HR, infrastructure, procurement and regulatory framework and providing recommendations to improve efficiency and performance.[53] It is unclear if PCTB was able to implement the said recommendations as until September 2017, the Implementation Plan had not been shared by TAMO with the organization[54]. This area can be explored further when conducting the case studies.

---

[48] PESP2 Annual Review, February 2015.
[49] PESP2 Annual Review, February 2016.
[50] PESP2 Annual Review, February 2015.
[51] PESP II Log Frame, August 2017.
[52] "Technical Assistance to PCTB", Brief by TAMO, September 2017.
[53] Ibid.
[54] Ibid.

The target set was to have textbooks printed and distributed by the Programme Monitoring and Implementation Unit (PMIU) by 2018-19 with assistance from TAMO.[55]

According to the timeline, by November 2014, three model textbooks should have been approved by the Punjab Curriculum and Textbook Board (PCTB), the criteria for developing new textbooks should have been developed, and opportunities for improvement in the procurement process should have been identified. However, this milestone was not achieved because the approach was changed - textbook design was brought in-house, and BRAC was engaged, with PCTB and School Education Department (SED) approving the plan. Instead by November, textbooks and guides were developed for English and Mathematics, and work was planned for Urdu and general studies.

By January 2016, TAMO's target was to develop textbooks for English, Urdu and Mathematics for Grade 2 and 3, with PCTB printing textbooks by November and PMIU distributing them by March 2016. A part of this target was not met as a wrong version of Urdu textbook was sent for printing. It is unclear from the documents thus far who was responsible for this error and why it occurred. Similarly, by January 2017 Grade 4 textbooks were printed and distributed, and teacher guides sent for printing. Grade 5 textbooks and guides were developed and sent for review to the PCTB and the Directorate of Staff Development (DSD) respectively. By December 2017, Grade 4 textbooks were printed and distributed, and Grade 4 and 5 teacher guides sent to PCTB for review. Approval of Grade 5 textbooks was pending as of September 2017.[56] It appears that the training, advice and changes recommended by TAMO have been incorporated by PCTB, and according to TAMO were necessary to improve the quality of the existing system.

In the 2015 assessment, it was said that TAMO had limited interaction with PCTB. In 2016, the annual review reported that TAMO had worked with PCTB to develop SLOs and embedded writers in PCTB to build capacity[57]. The 2017 report noted that TAMO was successful in revising books and teacher guides which will be used by April 2018; it was also mentioned that the technical assistance was successful in building capacity[58].

C.3.2 Improvement in Literacy and Numeracy

According to TAMO, at the start of their involvement, there was no province-wide independent assessment of student learning in Punjab. TAMO conducted a province-wide sample assessment of Grade 3 students in Mathematics, English and Urdu, that showed poor student performance across the board. The goal was to have independent, robust and reliable assessment conducted every six-months. In theory, results from these assessments can then be used to identify policies, gauge learning, and make it easier to compare school districts and students.

In November 2014, TAMO was on target - baselines for student assessment had been established. In January 2016, tests had been expanded and conducted in Punjab Education Foundation (PEF) and other private schools. As of February 2017, these assessments were conducted again, and they were on track to become a continuous process.

In the briefs, TAMO mentions helping develop capacity and providing advice, by developing a test bank and a test framework. In turn, assessments were designed, and these outputs were implemented in the Punjab Education Foundation (PEF) and other private schools. As of February

---

[55] PESP II Log Frame, August 2017.
[56] Ibid.
[57] PESP2 Annual Review, February 2016.
[58] PESP2 Annual Review, February 2017.

2017, these assessments were conducted again, and they were on track to become a continuous process[59].

The 2016 review by DFID shows that TAMO's communication with SED and their subsequent interaction with EDOs ensured smooth conduction of assessments and improved accountability; it also reviews the marking and compilation of results[60].

C.3.3 Improvement in Exam Integrity

TAMO concluded that the Punjab Examination Commission (PEC) conducted unreliable examinations with frequent instances of cheating and leaking. It was concluded that exam results were not an accurate reflection of student performance due to problems with logistics, invigilation and marking. The goal was to design exams and procedures that would incentivize transparency and reduce cheating[61].

TAMO claims to have improved the test design of existing papers by increasing the subject matter covered and by prioritizing SLOs, by introducing questions that test understanding, and revising textbooks. PEC was supported in developing a table of specifications that mapped cognitive level of questions with SLOs. They developed six versions for each test that had 50 percent multiple choice questions and 50 percent open-ended questions, to test learning in classrooms[62]. TAMO hired the National Foundation for Education Research (NFER), an international education research firm, to train PEC staff, and provided recommendations to PITB to improve software. However, until September 2017, these recommendations had not been implemented by PEC.

According to PEC Brief, TAMO undertook codification of exam conduct and invigilation processes, undertook dialogues with exam stakeholders, and revised existing exam conduct guidelines. It also produced an online registration system which is now being used by PEC. It also helped introduce multiple equivalent versions of exam papers to reduce cheating. Moreover, in collaboration with the Punjab Information Technology Board, TAMO helped develop monitoring application for the government's Monitoring and Evaluation Assistants (MEAs). The application allowed for real time management of misconduct as instances of malpractices could be reported to education managers for immediate action. The outputs produced were used in 2015 and again in 2016 and 2017[63]. TAMO's Divisional Field Coordinators were tasked with visiting sample exam centres, observing invigilators, and reporting findings to PEC that took immediate action[64]. It is unclear how frequent the process was.

Moreover, TAMO hired Price Waterhouse Coopers (PEC) for external monitoring of exam venues and hired a communication expert to design tailored messages about examination cycle which were disseminated through electronic media. It is unclear from the documents if these outputs were used by stakeholders, and the case studies could explore this in greater detail.

TAMO claims to have helped improve the marking in papers by developing new rubrics for exams including categories for acceptable and non-acceptable answers, developed new guidelines for marking papers which were used (after revision) by PEC in 2016 and 2017 exams, and helped establish internal monitoring mechanisms[65]. The brief does not mention if these methods have been employed by the stakeholder, in this case the PEC, on a regular basis.

---

[59] PESP II Log Frame, August 2017.
[60] PESP2 Annual Review, Febrauary 2016.
[61] Ibid.
[62] "Technical Assistance to PEC", Brief by TAMO, September 2017.
[63] Ibid.
[64] Ibid.
[65] Ibid.

TAMO also helped PEC analyse results from 25,000 sample exam paper and compile a report assessing the quality of marking. PEC continued this activity in 2016 and 2017, with TAMO providing input to improve report quality. Moreover, in 2017 the School Education Department (SED) and PEC asked TMAO to report on score differences between PEC schools with old and new teachers. TAMO shared the report, but it is not mentioned if any action was taken by the stakeholders as result.

Besides this, TAMO has listed amongst its activities, support for development of an institutional strengthening plan for PEC, and developing an assessment framework for Punjab, neither of which are complete at this stage. Moreover, TAMO hired relevant experts to develop communication, marking, and human resources strategies as well as new accounting and financial rules. The outputs produced by experts including reports and strategy documents have not yet been implemented by PEC[66]. It would be useful to enquire if they plan to use them.

In the February 2015 review, on the introduction of an external expert, it was recommended that TAMO "reflect on the overall strategy and approach to assessment and exams in Punjab without rushing to quick fixes". It was also mentioned that given the high risks around examination reform, TAMO needs to define how to assess PEC on content and conduct[67]. TAMO answered this concern by supporting a medium-term reform for the PEC exams[68]. The 2016 review, DFID asked TAMO to address the absence of use of some of the recommendations by PEC provided by the relevant expert. While noting that the quality of testing had improved by 2017, it was recommended that more attention needs to be paid to strengthening PEC's research and analysis wing, including providing "additional support in analysis, reporting, dissemination, and use of test results"[69].

C.4   Improved Access to Schools

Punjab Education Foundation (PEF) subsidizes low cost private schools (LCPS) in areas without government schools through the Education Voucher Scheme (EVS), Foundation Assisted Schools (FAS), and New Schools Programme (NSP). TAMO claims to have helped PEF to establish outreach though these programmes and developing partnerships with civil society organizations. One of the aims of the project was to increase access to schools, especially in priority districts by increasing the enrolment of out-of-school (OOS) children through PEF, supporting students though Education Voucher Schemes (EVS), New Schools Programme (NSP), and Foundation Assisted Schools (FAS), and enrolling and supporting children with additional needs and disabilities.

C.4.1 Enrolment of Out-of-School Children

TAMO helped develop a comprehensive reform narrative that included advocacy and outreach to increase participation and retention rates, including a 'Parho Punjab Barho Punjab' campaign. TAMO also assisted SED to develop 'The Punjab Free and Compulsory Education Rules, 2017' that describes the right of every child to education and holds parents, teachers, schools, DEAs and the government responsible to ensure that for all children up to sixteen years of age.[70]

TAMO helped PEF conduct a survey of FAS and based on the results helped incorporate changes including "a mandatory requirement for parents to sign affidavits declaring their financial needs whenever they apply for sponsorship" which would then be authenticated by FAS proprietors.[71]

---

[66] Ibid.
[67] PESP2 Annual Review, February 2015.
[68] PESP2 Annual Review, February 2016.
[69] PESP 2 Annual Review, February 2017.
[70] "Technical Assisstance to PEC", Brief by TAMO, October 2017.
[71] "Technical Assistance to PEF", Brief by TAMO, October 2017.

Under EVS, TAMO analysed reports produced by PEF on its 103 pilot evening classes. The brief does not mention what was subsequently done by stakeholders as a result of these reports. It also recommended using an E-register instead of the current e-attendance programme; however, again it is not known if the advice was implemented. Moreover, TAMO helped PEF's district field coordinators (DFCs) inspect verification of 500 school sites but the brief does not mention any outcomes associated with the project, including any further action taken by the PEC.[72]

In the documents provided, TAMO claims to have supported PEF's partnerships with civil society organizations (CSOs) to open new schools and enrol children in existing schools. According to TAMO, it helped PEF partner with BRAC, Ghazali Education trust (GET) and Strengthening Participatory Organization (SPO), where the former two helped with supply-side and the latter with demand-side matters. In January 2016, 31,772 OOS were enrolled in new schools in two priority districts – Rahim Yar Khan and Muzaffargarh – against a target of 32,000[73]. However, the following year this initiative was discontinued, and no explanation has been provided. In the 2017 review, however, it was mentioned that PEF and TAMO lacked the capacity to provide the necessary oversight and support to schools.

In 2014, it was recommended by DFID that TAMO may need to engage a short-term expert to support the work. It was also said that TAMO should analyse teacher pay, profit margins, and affordability of these schools to finalise view on minimum wage. It conducted the analysis and mentioned that per child payments would need to increase by 50 to 100 percent to meet minimum wage levels[74]. It was mentioned that TAMO should prioritise urgent work streams over innovation components[75]. There was also a lack of accurate and updated data on out-of-school children and schools[76].

C.4.2 Support for Students via PEF

Punjab Education Foundation supported those enrolled in schools by providing vouchers, building new schools and supporting schools. In the 2013/14 targets, PEF targets were different from TAMO; it appears that PEF had set its own targets outside of the PESP2 framework[77]. TAMO was only able to achieve targets for FAS. The calculations for milestones was later revised for January 2016; however, the expectations were neither met on whole nor for each gender except for FAS[78].

DFID envisaged TAMO's role as providing technical assistance to support PEF's expansion including organizational capacity, effective targeting and improvements to quality. It did note that delivery of technical assistance had faltered due to changes in the Managing Director[79].

C.4.3 Support for Students with Special Needs

This programme supports the integration of children with mild disabilities in mainstream PEF schools in priority districts. This is an innovation aspect for SpED and SED, as it is the first program of its kind in Pakistan. According to the brief,[80] TAMO helped develop a special education sector plan, an institutional strengthening plan, and programme planning documentation. TAMO, PEF and Special Education Department were tasked with increasing the number of enrolled children with disabilities. The target has not been set; it is assumed that PIEP will enrol students with severe disabilities in

---

[72] Ibid.
[73] Ibid.
[74] PESP2 Annual Review, February 2016.
[75] PESP2 Annual Review, February 2015.
[76] PESP2 Annual Review, February 2017.
[77] PESP II Log Frame, August 2017.
[78] Ibid.
[79] PESP2 Annual Review, February 2016.
[80] Technical Assistance to SpED", Brief by TAMO, October 2017.

special programs and students with mild disabilities in special schools. In November 2014, Programme Implementation Unit (PIU) was established and Punjab Inclusive Education Programme (PIEP) was piloted in Bahawalpur and Muzaffargarh. By January 2016, PEIP PIU was established and fully functional. The targets for 2016/17 included training 7751 teachers, enrolling 9448 students and improving the infrastructure of 270 pilot schools. However, they fell short with 268 teachers trained, 659 students enrolled, and only 65 schools completed with work continuing in another 45 schools. The numbers remained low in 2017/18 as well[81].

"In 2016, the pilot exceeded expected targets for teacher training and is on-track to meet targets for improving school infrastructure. However, targets for screening and enrolling children with mild disabilities in mainstream schools in Bahawalpur and Muzaffargarh districts were missed significantly"[82]. DFID subsequently decided to work with TAMO and redesign the component to increase impact. It was set to commission evaluation for pilots, and TAMO was asked to support SpED understand the best practice and evidence around education for children with disabilities[83].

C.5   Technical Assistance to Government Stakeholders

Provision of high quality technical assistance is crucial in helping the government stakeholders build sustainable systems and processes. This can be measured by looking at the quality and timeliness of technical assistance products and programme delivery, as well as observing the transition from TAMO to a new supplier. Good quality technical assistance would imply that systems can run independently, without assistance.

TAMO helped PEF improve the quality of its exams and worked to develop 1000 new test questions for the Quality Assurance Test (QAT). Moreover, it claims to have successfully designed an improvement plan for the PEF IT Department; there is no indication in any of the documents provided that the program was implemented. This area can be explored further through a case study on TAMO's involvement with PEF. TAMO referred to the expert on school assessments, Dr Thomas Christie, and helped shortlist vendors for software where PITB was finally selected.

TAMO claims to have helped strengthen the PEF M&E Unit by undertaking a diagnostic study and highlighting the need for more intensive data collection, data integration, and well-trained staff. It appears that TAMO helped achieve the third recommendation by training technical and programme staff at PEF through a Training Needs Assessment (TNA). In 2015, PEF request TAMO to develop an internal performance evaluation system for Head of Departments (HODs). TAMO developed a programme but it faced implementation challenges and is not being used by PEF. Moreover, TAMO hired a low-cost private schooling expert to help develop a PEF growth strategy; while the report has been shared there is no update in the briefs regarding implementation[84].

TAMO provided capacity development to Quaid-e-Azam Academy's (QAED) District Teacher Educators (DTEs), and when they were replaced by Assistant Education Officers (AEOs), it developed performance indicators for them and designed training programs[85]. Moreover, TAMO helped evaluate QAED assessments, develop new monthly assessments and develop a module on effective use of assessment results. The brief does not detail if the outputs produced by TAMO were actually used by QAED and what the feedback was.

TAMO was also charged with evaluating QAED trainings, sharing its findings with stakeholders, and developing a new training program for teachers. It also helped improve the Mentoring Visit Form

[81] PESP II Log Frame, August 2017.
[82] PESP2 Annual Review, Febraury 2017.
[83] Ibid.
[84] "Technical Assistance to PEF", Brief by TAMO, October 2017.
[85] "Technical Assistance to QAED", Brief by TAMO, September 2017.

(now known as the Punjab mentoring Visit Form upon collaboration with the World Bank), and the programme is being piloted in 9 districts. It also helped developed 75 training modules, with feedbacks incorporated into future modules. Pilot video content for these modules was also developed and piloted. It is unclear from the brief if the final rollout for the videos was undertaken by TAMO and QAED. TAMO's introduction of teacher peer-networking pilot is also being absorbed into the Academic Development Unit (ADU) at QAED. TAMO submitted a Teacher Motivation Report and based on findings provided some preliminary recommendations[86]. It has not been mentioned if these recommendations were incorporated by stakeholders.

TAMO helped the School Education Department (SED) measure out-of-school children patterns and enrolment across Punjab by "designing and supporting the execution of a Nielsen-led household surveys"[87]. It has not been mentioned what was eventually done as a result of the final analysis of the report. Moreover, according to the brief, TAMO provided support to SED for enrolment of children from brick kiln communities. This included data management, attendance tracking and disbursement of cash (Rs 1000).[88]

Furthermore, TAMO provided technical assistance on the PEF Inclusive Voucher scheme and the Government Inclusive pilot on design, scale-up process, development of monitoring templates, quality assurance on documents for external communication, and working as a liaison between PEF and PIU teams and analyzing financial information. It is unclear from the documents if capacity has been developed amongst stakeholders to carry this work forward independently.

In the February 2016 review, DFID mentioned that TAMO was working well with the education sector of Punjab, but mentioned that more participation needs to be undertaken with certain departments to ensure long-term success. It highlighted the early improvement in quality of education and the need to develop linkages between departments. In response to recommendations from 2014/2015, logframe was refined by TAMO and DFID, alongside holding stakeholder alignment meetings with delivery partners[89].

At the end of 2015, it was mentioned that TAMO and DFID need to ensure government needs are met and reflected in development of support mechanisms. It was noted that in the Year Three workplan for 2016, TAMO worked closely with government stakeholders and focused more clearly on institutional strengthening. The 2016/2017 review noted that on the issue of balance between generalist and technical experts, work has been delayed. While TAMO has introduced new team leadership and structure, and has hired new consultants, the focus should be on providing full-time resources to strenghten capacity for PEC to ensure inclusive education and equity.

In the 2017 review TAMO has been asked to expedite its activities and deliverables, step up TA to support various SED departments, including PEC, DSD, PCTB, as well as SpED and PEF, and develop their medium and long-run strategies, and ensure that the activities are strategically aligned and prioritized. Moreover, DFID asked TAMO to include evidence-based solutions, including regional or international good practices, and provide support in establishing linkages with leading global institutions.[90]

---

[86] Ibid.
[87] "Technical Assistance to SED", Brief by TAMO, November 2017.
[88] Ibid.
[89] PESP2 Annual Review, February 2016.
[90] PESP2 Annual Review, February 2017.

Annex D   Summary of April 2018 Stocktake

Performance of Punjab on indicators

Legend:
- Below target by less than 2pp
- On or above target
- Overall improvement
- Below target by more than 2pp but less than or equal to 4pp
- Below target by more than 4pp
- Overall deterioration

Indicators	2018-19 Target %	Feb' 17, %	Jan' 18, %	Feb' 18, %	Change from Jan' 18, pp	Change from Feb' 17, pp
Student attendance (1-12)	91.0	93.9	93.0	95.5	2.5 ↑	1.6 ↑
Teacher presence	90.0	94.2	95.2	95.1	-0.1 ↓	0.9 ↑
AEO visits[1]	90.0	N/A	98.7	99.3	0.6 ↑	N/A
Functioning of facilities	95.0	97.9	98.6	99.1	0.5 ↑	1.2 ↑
Katchi attendance	91.0	92.6	92.9	94.6	1.7 ↑	2.0 ↑
Katchi retention[2]	96.4	96.9	98.3	98.0	-0.3 ↓	1.1 ↑
Primary attendance	91.0	93.9	93.2	95.6	2.4 ↑	1.7 ↑
Primary retention[2]	93.2	95.7	97.4	97.2	-0.2 ↓	1.5 ↑
Dangerous Building[3]	2	5.2	1.6	1.2	-0.4 ↑	-4.0 ↑
Presence & usage of LitNum materials[4]	80.0	N/A	93.8	96.3	2.5 ↑	N/A
Sufficiency of toilets[4]	69.4	N/A	63.0	67.0	4.0 ↑	N/A
School Hygiene[4]	80.0	N/A	83.1	85.1	2.0 ↑	N/A
MEA inspections	90.0	77.5	96.3	62.1[5]	-34.1 ↑	N/A

1 This is a new indicator added last quarter
2 Retention is calculated on a school by school basis. At provincial level retention is 100% for katchi and primary
3 For dangerous building, performance target is reverse: an overall low value or a MoM/YoY decrease is an improvement
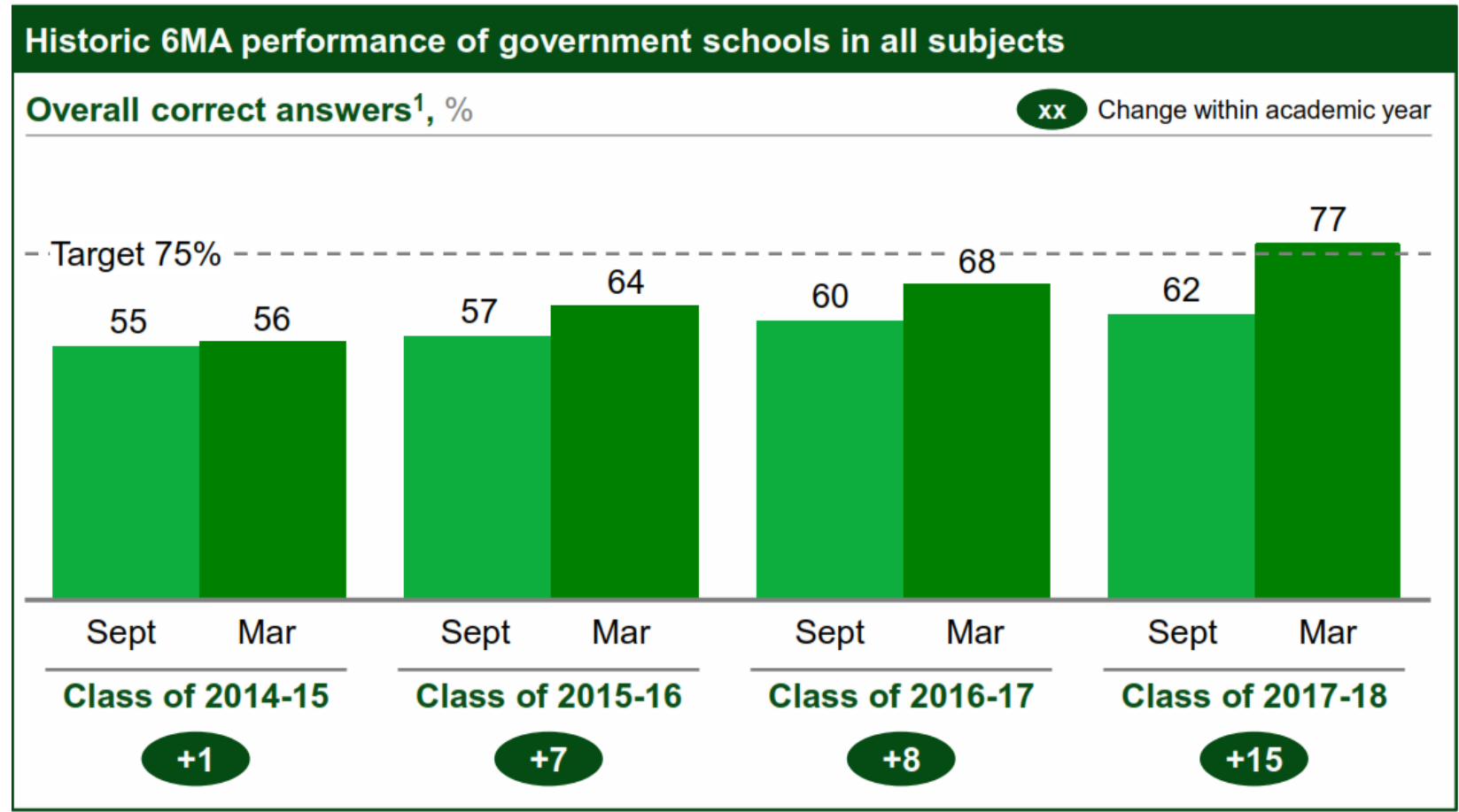4 New indicators added last quarter
5 MEA school visits in February are typically low due to monitoring duties related to the PEC exams
SOURCE: PMIU

0

The Education Reforms Roadmap goals are classified into four broad areas

Areas	Goals for 2018
Teaching quality	**Increase basic literacy and numeracy levels in primary schools**, attaining a 75% average score on the independently administered Six-Monthly Assessment (6MA)[1]
Enrolment and access	**Aspire to get every primary school aged child into school**, attaining a minimum 95% Participation Rate[2] for 5-9 year olds across Punjab
Schools and teachers	**Significantly improve infrastructure in Punjab's schools:** ▪ 36,000 new classrooms and 46,000 new teachers ▪ 100% functioning facilities in schools
Public Private cooperation	**Improve access and quality through Public Private cooperation**, enrolling at least 2.6 million students in PEF schools by 2018

This is validated by an independent Six-Monthly Assessment (6MA) which shows remarkable improvement

Historic 6MA performance of government schools in all subjects

Overall correct answers[1], %

xx Change within academic year

Target 75%

55	56	57	64	60	68	62	77

Sept | Mar | Sept | Mar | Sept | Mar | Sept | Mar

Class of 2014-15 — +1
Class of 2015-16 — +7
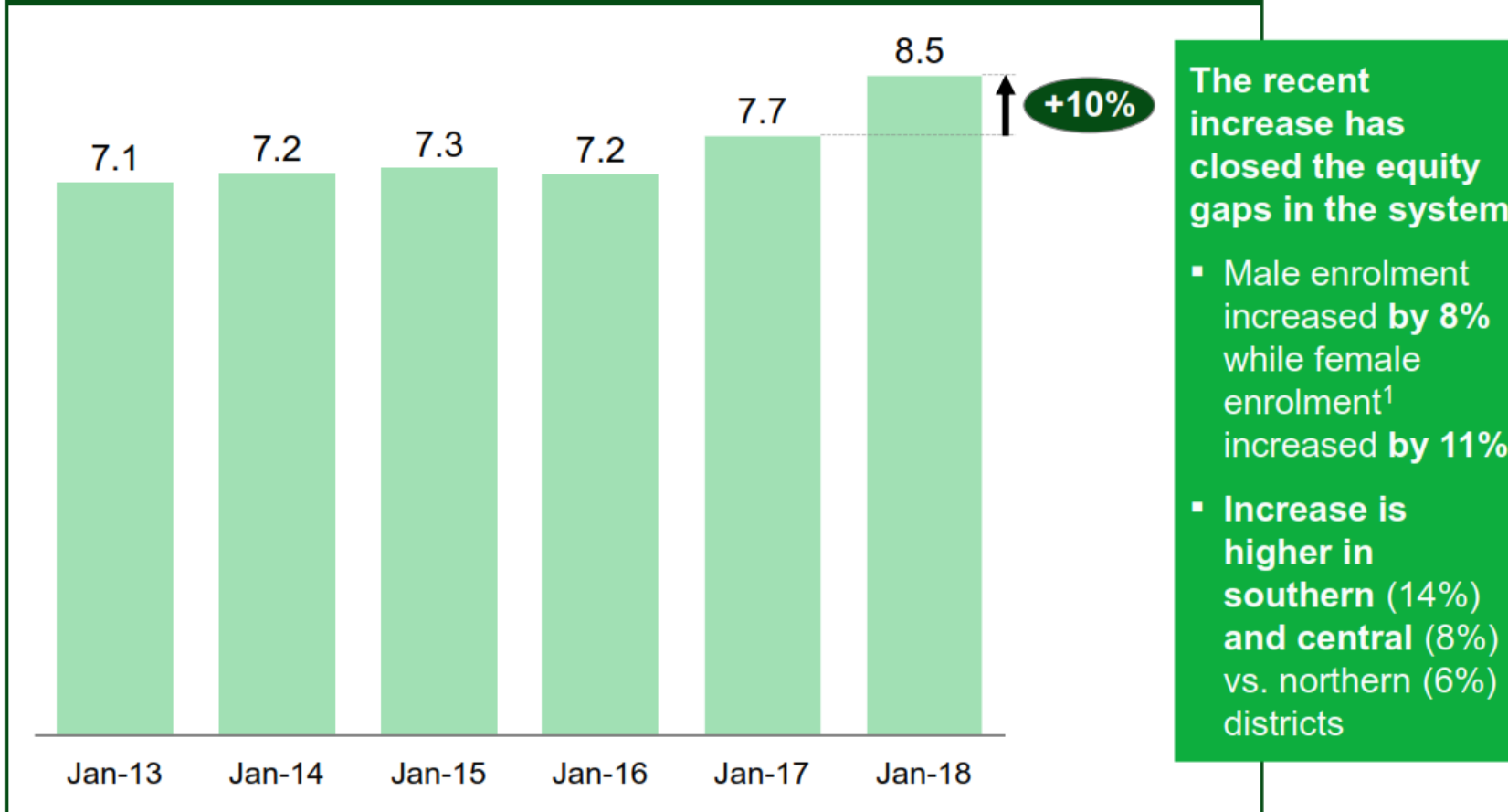**Class of 2016-17** — +8
Class of 2017-18 — +15

1 Based on same set of SLOs in all iterations in Government schools only

SOURCE: Six-Monthly Assessment results, all iterations

2

ENROLMENT AND ACCESS

After remaining flat for several years, public school enrolment has increased by ~800,000 students this year

K-5 enrolment in government schools in month of Jan - 2013 to 2018, millions of students

The recent increase has closed the equity gaps in the system

- Male enrolment increased **by 8%** while female enrolment[1] increased **by 11%**

- **Increase is higher in southern** (14%) **and central** (8%) vs. northern (6%) districts

1 Absolute female enrolment in public schools is significantly higher than male enrolment (4.6mn girls vs. 3.9 mn boys in January 2018)

SOURCE: PMIU monthly monitoring data 2012 to 2018

3

ENROLMENT AND ACCESS

Based on this participation rate today is estimated at 91-93% - to be verified once MICS 2017 results are published

2011-2018 Household Surveys on enrolment
Participation rate of 5-9 yr old children, %
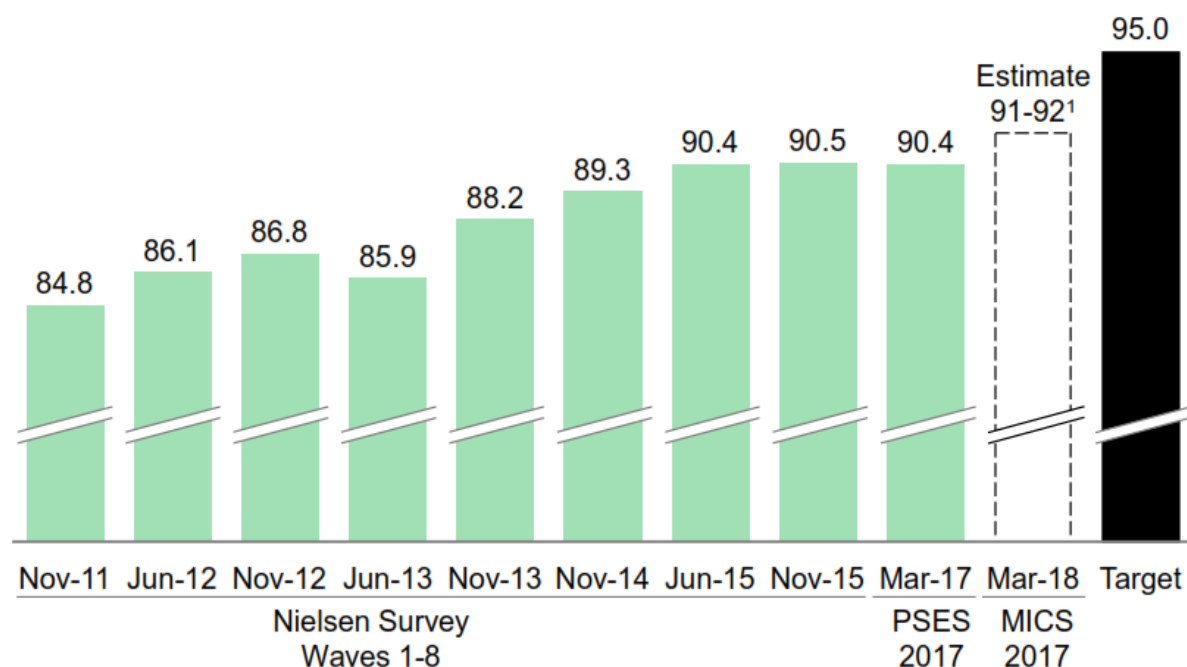
- Estimates[1] show that the ~800k increase in public primary school enrolment will result in an **increase of 1-2p.p in the participation rate**

- Results from **MICS are expected in Apr/May 2018 and will provide a final measurement** on primary participation rate in Punjab

1 Estimates based on data collected through field visits to approx. 200 schools along with student age data extracted from SIS

Note on enrolment:
The Roadmap measure for enrolment is the 5-9 year old Participation Rate
Progress was independently measured through a household survey funded by DFID and conducted by Nielson twice a year between 2011 and 2015
Since 2016, the conduct of the survey has been taken over by the P&D department and the BoS, and the survey renamed as the PSES
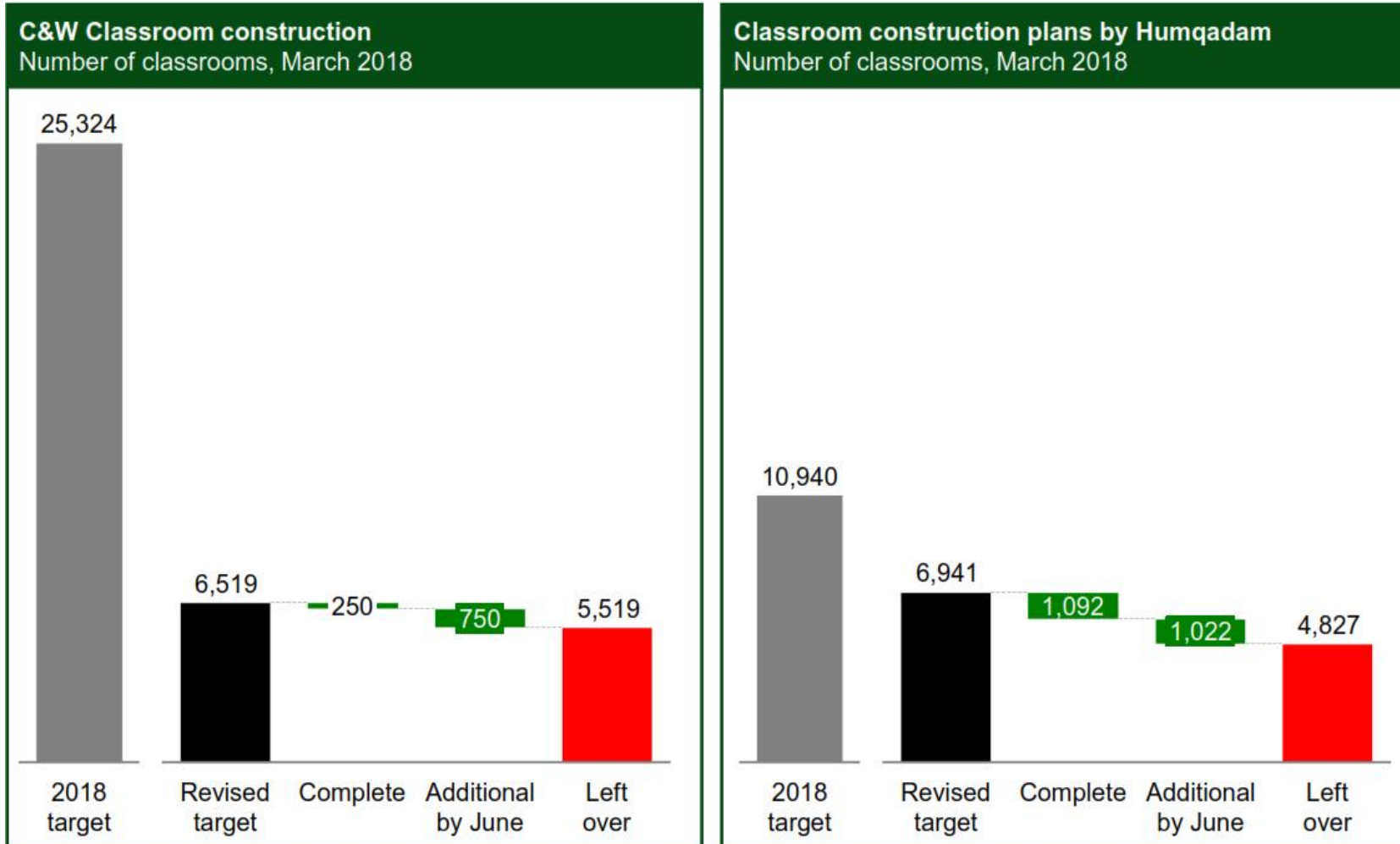The new PSES uses a different sampling methodology, hence the 2017 PSES results are not directly comparable with previous surveys and form a new baseline

SOURCE: Nielsen Household Survey – November 2011 to November 2015; Bureau of Statistics – February 2017, RM team estimates

4

SED's recent induction of 25,000 additional teachers in March, raises the net increase of teachers in government schools over AY2017-18 to ~100,000
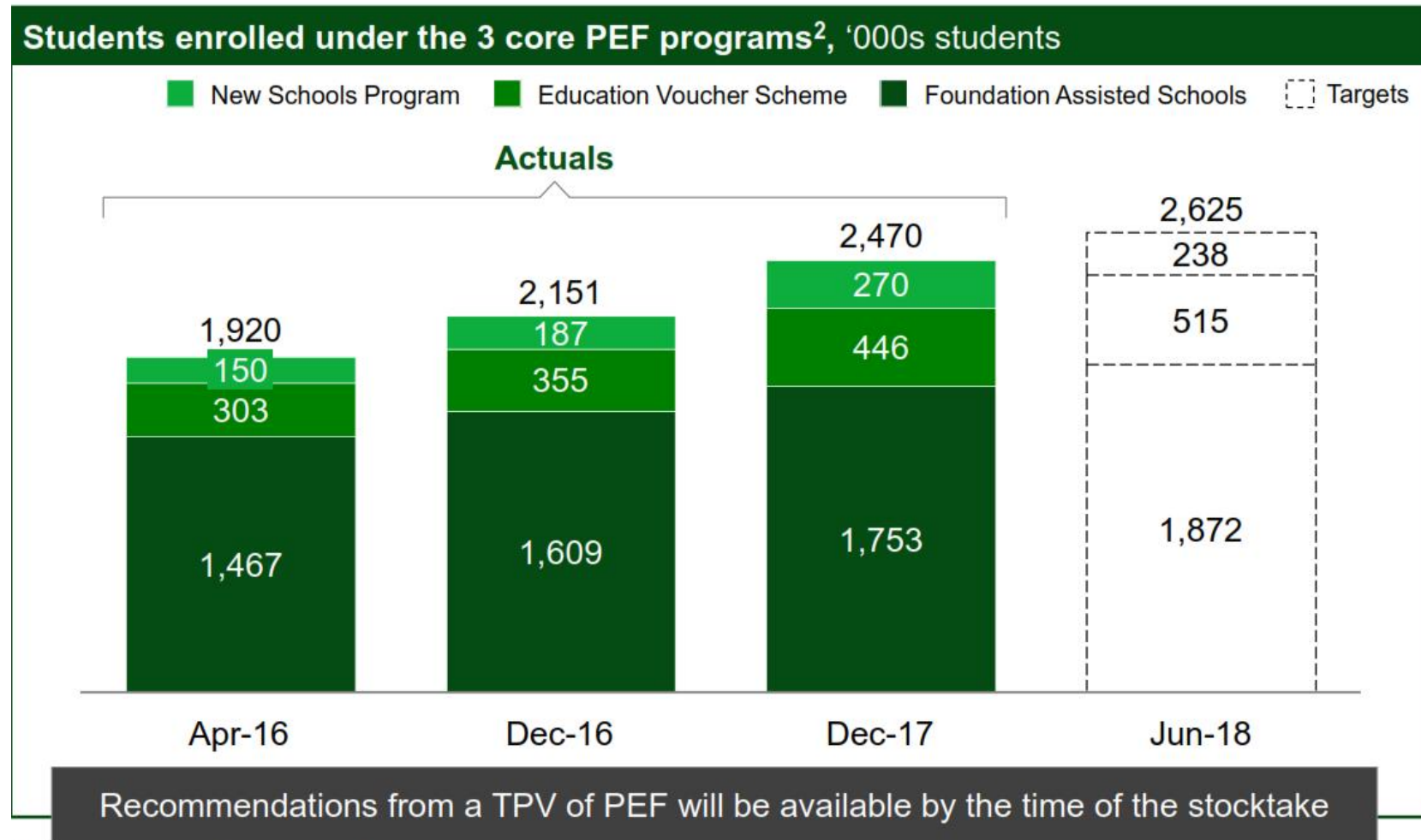
The Roadmap's infrastructure program, however, has struggled to keep up with SED's demand

SCHOOLS & TEACHERS

The Khadim-e-Punjab School Programme (KPSP) and Humqadam have fallen short of SED's need

C&W Classroom construction
Number of classrooms, March 2018

25,324

6,519 — 250 — 750 — 5,519

| 2018 target | Revised target | Complete | Additional by June | Left over |

Classroom construction plans by Humqadam
Number of classrooms, March 2018

10,940

6,941 — 1,092 — 1,022 — 4,827

| 2018 target | Revised target | Complete | Additional by June | Left over |

SOURCE: Client interviews

7

PUBLIC-PRIVATE COOPERATION

PEF is on track to meet June 2018 targets for all its programmes

Students enrolled under the 3 core PEF programs[2], '000s students

Recommendations from a TPV of PEF will be available by the time of the stocktake

1 Current status as of December 2017
2 Excluding PSSP
SOURCE: PEF

8

Annex E   Expenditure on Education Sector Organisations prioritised in the DFID Results Areas Framework

E.1   Punjab Education Foundation (PEF)

PEF has seen an increase of 87% between 2013/14 and 2016/17, as expenditure increase from Rs 9 billion to over Rs 17 billion. However, it appears that a large part of this increase was financed through DFID financing that provided over Rs 6 billion equivalent to PEF between 2013/14 and 2016/17.
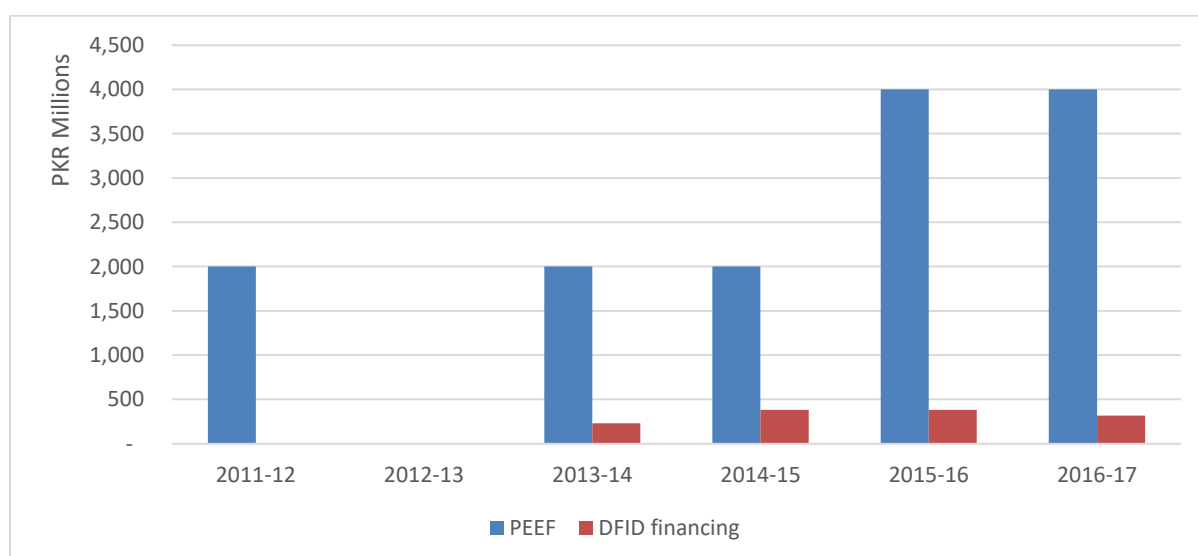
Figure 5   **DFID and total financing to Punjab Education Foundation**
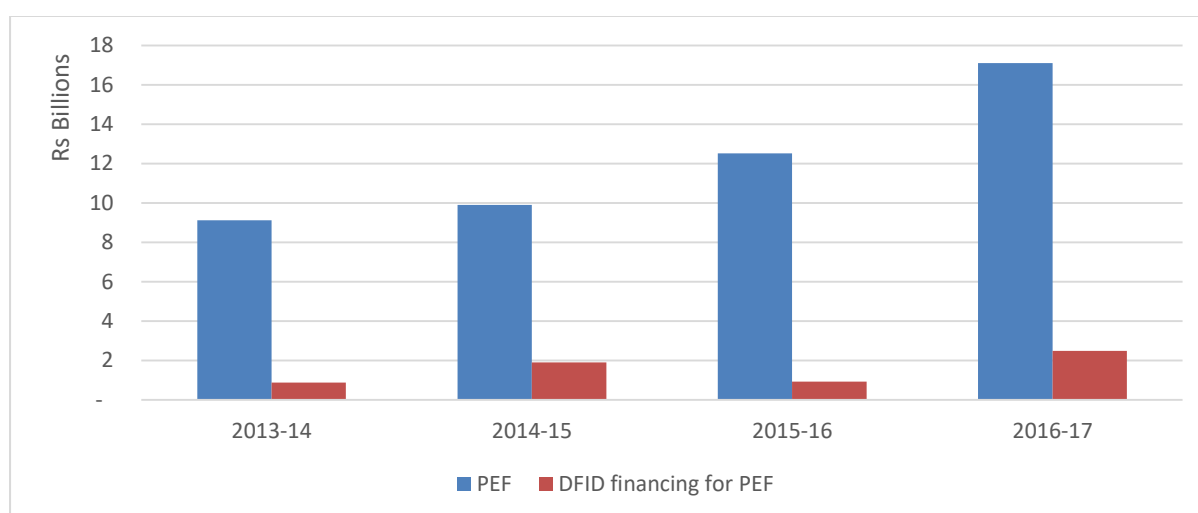
E.2   Punjab Education Endowment Fund (PEEF)

PEEF's expenditure doubled between 2012/13 and 2016/17.

Figure 6   **DFID and total financing to PEEF**

E.3 Programme Management and Implementation Unit (PMIU)

PMIU was also a part of the DFID RAF. Between 2010/11 and 2016/17, PMIU has seen an overall growth of 532% in its expenditure (based on revised estimates) and an average annual growth rate of 36% per annum. One part of the PMIU budget is provision of free textbooks which comprises on average 27% of the total expenditure of PMIU (based on revised estimates) between 2010/11 and 2016/17, despite not having any expenditure on free textbooks in 2011/12. In 2012/13 and 2013/14, free textbooks comprised 70% and 50% of the total expenditure of PMIU respectively. However, since 2014/15, expenditure on free textbooks have been falling and in 2016/17, they only comprised 14% of the total expenditure of PMIU. Nonetheless, this change in profile of PMIU budget was a result of a huge allocation by Government of the Punjab for non-salary budget which increased over the period of PESP2 implementation (as a DLI of World Bank support).

Figure 7   PMIU expenditure
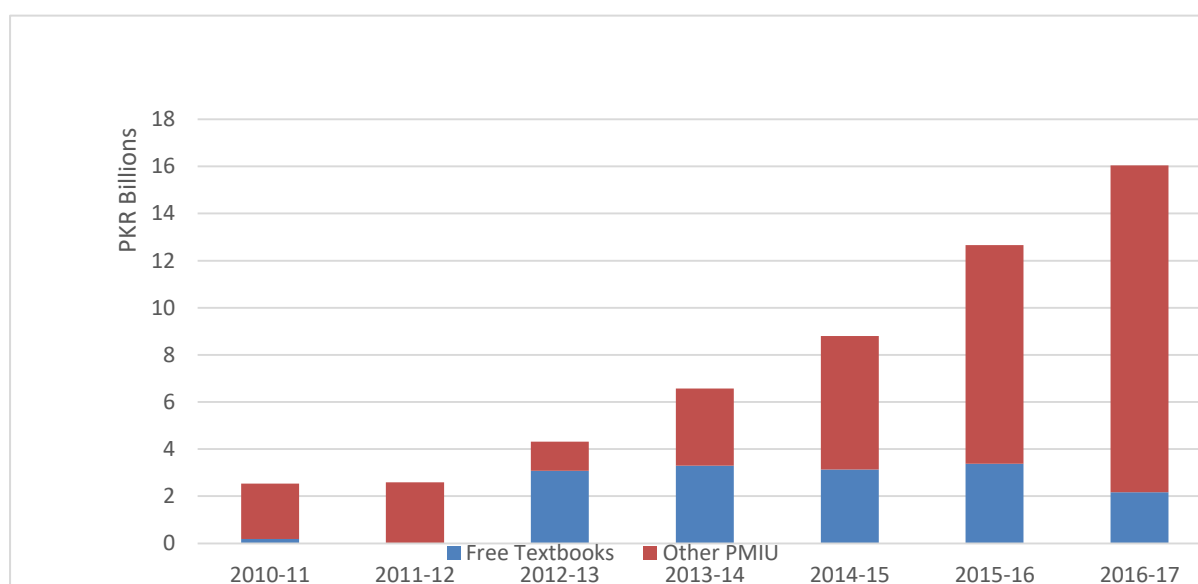
The indicators in the RAF related to textbooks related to the procurement of the services of authors as well as on developing textbooks based on approved scheme for grades 6 and 7. As per the PMIU, progress has been made on these indicators and newer textbooks against approved schemes for English, Urdu, Mathematics, History, Geography, Islamiat, and Computer Education are in the process of being developed.

E.4 Punjab Examination Commission (PEC)

PEC, another institution highlighted in the RAF, saw a large increase (half a billion rupees) in expenditure in FY 2015/16, primarily in salary expenditure that was maintained for FY 2016/17. RAF identifies several indicators for PEC, including preparation of an organization development plan, an organizational strengthening plan, a new staff plan, and revision of the Standard Operating Procedures (SOPs). Progress against these indicators has been made and the plans are awaiting approval of the SED. PEC was also required to prepare exam data in an easy accessible format for DSD, PCTB and PMIU, and work is currently on-going on the analysis and dissemination of this data.

Figure 8   **Expenditure on Punjab Examination Commission (PEC)**
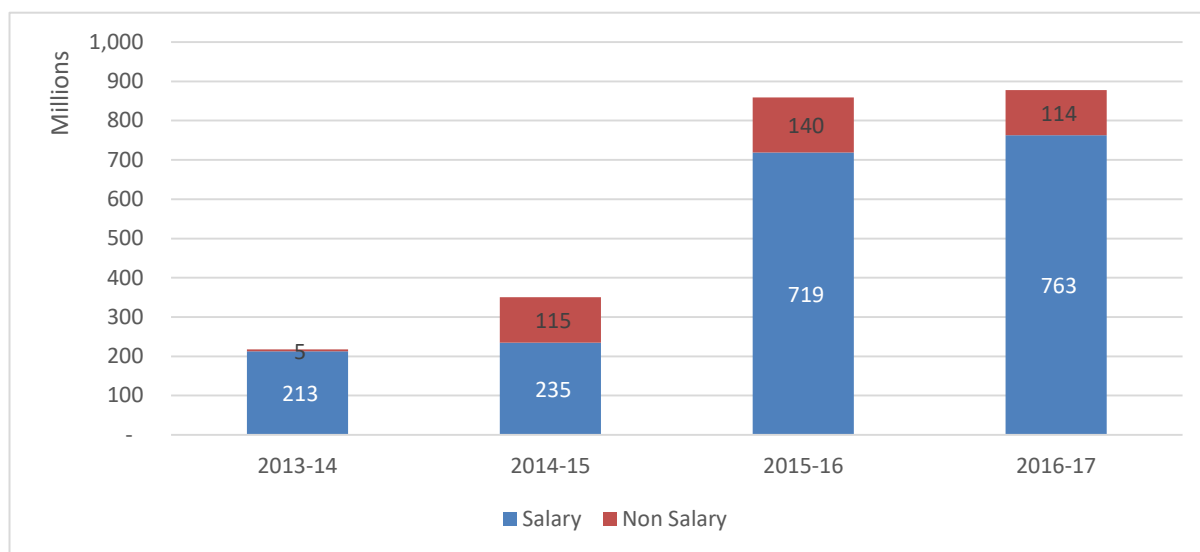
E.5   DSD/QAED

The Directorate of Staff Development (DSD – subsequently QAED), another RAF specified organisation, saw a large increase in expenditure in the same years as PEC.

Figure 9   **Expenditure on Directorate of Staff Development (DSD)**