

MYANMAR

QUALITY BASIC EDUCATION PROGRAMME

July 2012 to June 2016
Final Report, September 2016

Prepared by UNICEF Myanmar
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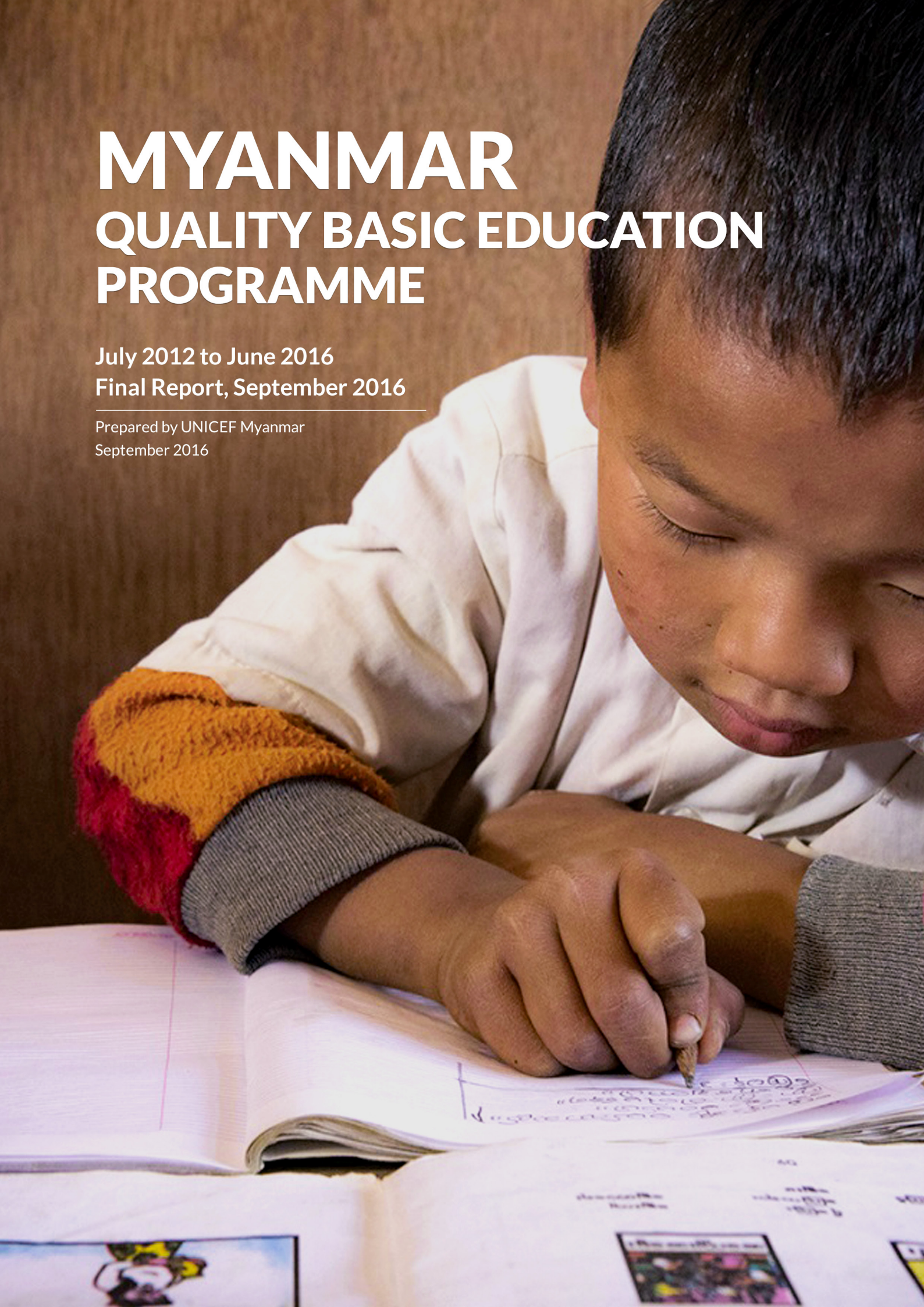


TABLE OF CONTENTS

| | |
|---|----|
| Acronyms | i |
| Executive summary | ii |
| Part 1: Introduction to the Quality Basic Education Programme (QBEP) and this report | |
| 1.1 Introduction | 1 |
| 1.2 Myanmar country profile | 2 |
| 1.3 QBEP programme overview | 6 |
| Part 2: How QBEP has contributed to its purpose and goal | 10 |
| Part 3: Contribution to outcomes | |
| 3.1 Outcome 1: Systems supporting quality basic education strengthened | 20 |
| 3.2 Outcome 2: Evidence base for advocating and delivering quality basic education improved | 28 |
| 3.3 Outcome 3: Number of children reached and learning in QBEP target areas increased | 35 |
| Part 4: Partnerships, monitoring and evaluation, and communications and constraints | |
| 4.1 Leveraging synergies and partnerships for QBEP | 46 |
| 4.2 Management of QBEP | 48 |
| 4.3 Monitoring and evaluation | 49 |
| 4.4 Communications and visibility | 50 |
| 4.5 Constraints | 51 |
| Part 5: Conclusions | 54 |
| Financial report | 57 |
| Annex A: QBEP financial summary QBEP 2012-2016 | 59 |
| Annex B: QBEP No-Cost Extension request items and Steering Committee response | 60 |
| Annex C: QBEP logical frame 2012-2016 | 61 |

ACRONYMS

| | |
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| ASEAN | Association of Southeast Asian Nations |
| ATEO | Assistant township education officer |
| CESR | Comprehensive Education Sector Review |
| CFS | Child Friendly School |
| CSC | Comprehensive School Checklist |
| DBE | Department of Basic Education |
| ECD | Early Childhood Development |
| ECCD | Early Childhood Care and Development |
| ECI | Early Childhood Intervention |
| EMIS | Education Management Information System |
| ETWG | Education Thematic Working Group |
| EXCEL | Extended and Continuous Education and Learning |
| EU | European Union |
| JESWG | Joint Education Sector Working Group |
| JPIP | Joint Performance Improvement Plan |
| LEP | Language Enrichment Programme |
| MDEF | Multi Donor Education Fund |
| MLA | Monitoring Learning Achievement |
| MNEC | Mon National Education Committee |
| MoE | Ministry of Education |
| MTR | Midterm Review |
| NESP | National Education Strategic Plan |
| NFPE | Non-Formal Primary Education |
| PBEA | Peacebuilding through Education and Advocacy |
| PFLNA | Post-Flood and Landslide Needs Assessment |
| QBEP | Quality Basic Education Programme |
| SITE | School-based In-service Teacher Education |
| TEIP | Township Education Improvement Plan |
| TEMIS | Township Education Information Management System |
| TEO | Township education officer/office |
| TLS | Temporary learning spaces |
| WASH | Water Sanitation and Hygiene |
| UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| UNICEF | United Nations Children's Fund |

EXECUTIVE SUMMARY

The 2012-2016 Myanmar Quality Basic Education Programme (QBEP) was supported by the Multi Donor Education Fund (MDEF), comprising Australia, Denmark, the European Union, Norway, the United Kingdom and UNICEF. QBEP supported the Government of Myanmar to improve access to and quality of school readiness and primary-level education for all children. The programme aimed to ensure that national education policies and plans were inclusive and informed and to support delivery of quality education services to children in 34 core disadvantaged townships throughout the country.

During a time of momentous change in Myanmar, QBEP achieved three outcomes:

- Systems supporting quality basic education strengthened.
- Evidence base for advocating and delivering quality basic education strengthened.
- Number of children reached and learning in QBEP targeted areas increased.

In achieving these outcomes, QBEP was able to contribute to its overall programme goals of improved access to and quality of education for all children in Myanmar and an inclusive and informed National Education Strategic Plan (NESP). This report presents the context at the outset of QBEP, the key QBEP strategies employed, significant changes affected by QBEP contributions, and what issues remain now that QBEP has ended.

QBEP activities included tailored combinations of interventions, such as improved teaching and learning materials, Child Friendly Schools (CFS) training, Early Childhood Care and Development (ECCD) training and material development, kindergarten materials development to support ethnic language learning, School-based In-service Teacher Education (SITE), non-formal primary education (NFPE), improved water sanitation and hygiene facilities in schools, Internally Displaced Person (IDP) camp support, and improved education planning at the local level.

What are the key results of QBEP?



More than
2.5 million children
received Essential Learning Supplies



35,000 teachers were trained
to implement secondary life-skills
programmes.



More than **48,000 children**
aged 10-14 were enrolled in
non-formal primary education.



A comprehensive **NESP** was drafted and costed and is expected to be finalized in **2016**.



A national kindergarten curriculum that is **culturally, linguistically** and developmentally appropriate has been developed.



Township Education Management Information System (TEMIS) is operating in **15 townships**, as per the target.



A national framework for **non-formal primary education** equivalency has been developed and approved.



Six of eight planned critical-evidence-generation research studies were completed.



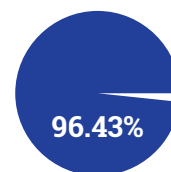
Double the final target number of QBEP-supported schools now have ECD facilities for 3-5-year-olds, from a baseline of **10 percent to 37.46 percent**.



A national **ECD** policy has been **developed** with the Department of Social Welfare, approved, costed and distributed to all levels.



38 percent of QBEP-supported teachers are applying improved child-centred teaching methods.



Critical work on alignment with UN Sustainable Development Goal 4 has been achieved through commitment to early years learning, with **10.7 million Myanmar children** now enrolled in kindergarten – a net enrolment rate of **96.43 percent***.

*100-Day Plan Project Report, MoE, 23 August 2016.



QBEP-supported townships developed first-draft Township Education Improvement Plans (TEIP) in all **34 townships** and second-draft TEIPs in 25 of 34 townships.



More than **50,000 children** aged 10-17 received Extended and Continuous Education and Learning (EXCEL) training on life-skills development.



44,000 primary teachers received face-to-face teacher training and in-service education.

Access to and quality of education improved in QBEP-supported townships.

Enrolment was used as a proxy indicator for access. Enrolment increased in the QBEP-supported townships by 3.35 percent against a national average increase per township of 1.52 percent. The National Enrolment Rate (NER) had reached 94.48 percent in 2014-2015 against a QBEP target of 89 per cent. And by the end of QBEP had reached 95.10 percent. (Male 95.53%, Female 94.66%)

Education quality was measured primarily through two QBEP measures:

- » Student learning achievement was measured in QBEP-supported schools and improvements were noted in Myanmar language and mathematics in Grade 3 and Grade 5.
- » Quality of teaching was measured: a University of York independent study found that teaching practices improved in 38 percent of teachers who had received QBEP-supported training, against a target of 35 percent.



Children at school in Myebon, Rakhine State. © UNICEF Myanmar / 2015 / Nay Win Myint

What worked well during QBEP?

- » QBEP provided coordination leadership, acting as a bridge between government and development partners at a time when such partnership engagement was only beginning. As the largest education investment of its time in Myanmar, QBEP laid the foundation of relationship building with the Ministry of Education (MoE) for subsequent donor bilateral engagement. QBEP also acted as a bridge during the transition from authoritarian rule to inauguration of a democratically elected government and civilian president.
- » QBEP developed partnerships at national and state levels with civil society organisations, faith-based organisations, ethnic minority groups and other sector actors. It has strengthened networks and built cohesion for more effective policy advocacy on quality education.
- » QBEP worked with other education programmes to support ethnic language dialogue at a vital period in the development of the peace process in Myanmar. This work is of critical importance in further development of national peace and social cohesion.

- » QBEP supported the Comprehensive Education Sector Review (CESR) throughout the process, and the development of the NESP was made possible by QBEP's action as a bridge between partners, donors and actors during formulation and review of the NESP.
- » QBEP pioneered donor investment in the Myanmar education sector in programmatic aspects, such as non-formal education through NGO partners, life-skills training, and township education information planning. QBEP reinforced initiatives launched under MDEF I, such as school grants. This laid the foundation for subsequent similar grant activities, such as the Decentralised Funding to Schools programme.

QBEP emphasised the importance of evidence for informed decision-making, ensuring that evidence generation, collection and use has been well accepted by MoE. As a result of QBEP advocacy, evidence-based policymaking and decision-making have become an increasing part of MoE practice. CESR Phase 2 sub-sector reports, for example, are well referenced and draw from relevant international, national and regional sources. QBEP facilitated MoE self-reflection through the Capacity Gap Analysis. QBEP supported this exercise, which capitalises on the increasing willingness and efforts of MoE to improve its own capacities. Further evidence of this openness is that MoE allowed QBEP-initiated micro-assessment of its processes to take place.

QBEP was flexible enough through both programme design and management mechanism, namely the Steering Committee, to capitalise on changes in context and respond accordingly.

All of the above results were supported by a relatively high expenditure implementation rate of 83 percent, with a total expenditure over the lifetime of QBEP of US\$63.57 million of the planned US\$76.6 million.

What worked less well and why?

Greater effectiveness in information transfer within MoE could have been promoted more strongly in order to improve programme implementation. Despite substantial technical support to MoE for the CESR, more consideration could have been given to supporting the management of the process and to the importance of translation for effective transfer of skill, technology and knowledge.

QBEP support of the decentralisation process could have been more closely aligned with its support of capacity development at the central level. It could have better anchored to government systems. QBEP recognised that building capacity at the state, regional and township level would be essential for effective decentralisation and so proactively shifted focus to the township level. This forward-looking strategy did not have the adequate supportive legal framework in place at the time, as there was no national education strategic plan.

Despite a relatively high expenditure implementation rate, financial utilisation faced several challenging issues, including: limited capacity of MoE to absorb QBEP funds due to restructuring and abolition of previously agreed funds channels; political uncertainties; and lack of anticipation and agreed-on mitigation strategies among QBEP partners.

QBEP partnership at times lacked cohesion as differing expectations of roles and responsibilities in decision-making caused tension among the partners in the early stages of the programme. Coordination between MoE and the development partners was not always straightforward, again partly attributable to the lack of a partnership policy or NESP. However, government leadership within QBEP grew when MoE provided two members to the QBEP Steering Committee in 2014. This improved

both MoE ownership of and leadership within QBEP.

Finally, the unique context of Myanmar made it challenging for all plans to be carried out as intended. The Montrose/Empower final report on SITE emphasised “the need for patience and understanding of this country context ... that while change and improvement is occurring in terms of teacher understandings of learner-centred approaches and teaching pedagogies, the pace of behaviour change is slow and dependent on the wider context of social and political change.”

Conclusion

In conclusion, QBEP has succeeded in achieving its objectives of improved learning, increased enrolment, innovative approaches, multi-donor and government coordination, and critical-evidence generation, against a backdrop of immense and rapid change. Through vitally needed and timely support, it has ensured critical improvement of access to and quality of education for many children, and through vitally needed, timely support to the coordination, leadership and capacity of MoE to deliver education to all children in Myanmar. Many challenges and opportunities remain.

Opportunities include the launch and implementation of the first NESP, the rollout of the kindergarten curriculum, and enhanced sector coordination as a legacy of QBEP. The continued support of the education development partners will be important to the strengthening of MoE’s leadership role, and the steps underway by MoE to develop a partnership policy will provide further coordination and strengthen its leadership.

Future challenges include the legislative environment for education. The National Education Law has yet to be approved; indeed, the commission required to endorse the law has not yet been formed. The Higher Education Law and the Technical and Vocational Education and Training Law (TVET) also cannot be approved in this current situation. There are ongoing challenges in terms of capacity and resources in the sector, and in terms of improving opportunities for service-delivery activities, such as non-formal education, SITE and TEIP.

Finally, further work is needed on disseminating and leveraging the findings, both positive and negative, produced through QBEP-initiated research. This will be vital in the post-QBEP era.



Children and teacher in Chin State. © UNICEF Myanmar / 2016 / Danièle Romeo

PART 1:

INTRODUCTION TO THE QUALITY BASIC EDUCATION PROGRAMME AND THIS REPORT

1.1 Introduction

This report uses the QBEP Theory of Change as an analytical frame to examine progress or lack thereof and successes or less successful efforts of QBEP in contributing to its programming purpose and goal. The report aims to capture key learning from the four-year QBEP programme (2012-2016). This will be leveraged into education programming in the sector. The report approach has been discussed, contributed to and validated by the MoE and QBEP development partners, through Steering Committee agreement on seven key guiding principles that it:

This is not an independently produced evaluation of QBEP. It is a final report drafted by the UNICEF education team as managing entity of QBEP, integrated with comments from MoE and all developments partners, to provide a jointly owned composite reflection of the QBEP experience. Nevertheless, in an

-
1. *Be a joint report of the QBEP partners which depicts our collective efforts for QBEP;*
 2. *Be structured using the programmatic Theory of Change (developed in 2014-2015) to document progress at the outcome and goal level;*
 3. *Document what worked well, what did not and why;*
 4. *Address sustainability;*
 5. *Highlight QBEP contributions to system strengthening, policy development and formulation;*
 6. *Be based on existing available documents and research and not involve new data collection;*
 7. *Inform further involvement in and contributions to basic education by QBEP partners after the end of QBEP.*
-



A grade 3 girl writing in Maths class. © UNICEF Myanmar / 2016 / Danièle Romeo

effort to provide as objective as possible an assessment of what worked and what did not and reasons why, the report will use an adapted contribution analysis approach.¹

Part 1 delineates the QBEP programme design structures, both original and revised, the overarching Theory of Change and programme results hierarchy, geographical coverage of QBEP, programme strategic shifts based on the Midterm Review (MTR), the Joint Performance Improvement Plan (JPIP) and the No-Cost Extension granted in June 2015. This section also provides background context.

Part 2 seeks to provide analysis at the goal level and analyses the combined contribution of the three outcomes to each other and toward the overall programme purpose and goal.

Part 3 is divided into three sub-sections, each of which presents the context specific to the outcome, strategies employed, and analysis of how QBEP contribution affected significant changes.

Part 4 analyses the partnerships mechanism and management of QBEP, constraints experienced during implementation, the extent to which synergies leveraged for QBEP contributed to the achievement of the programme purpose and goal, and the communications and visibility facet of the programme. Parts 5 and 6 draw final conclusions and provide the financial reporting analysis.

1.2 Myanmar country profile

Myanmar mid- 2016 is a very different place to the Myanmar of 2011, when QBEP was conceptualised. Today, Myanmar stands at the opening of a new democratic era, led by the first civilian government in more than 50 years. QBEP was designed in the military era, implemented in the quasi-civilian period, and is coming to an end as the new democratic government takes the reins. It straddles an extraordinary

¹ Contribution analysis by design does not prove causality but seeks plausible association by linking observed results (or lack thereof) with the programme's Theory of Change. Given the complexity and rapid evolution of the context and backdrop against which QBEP was designed, implemented and consolidated, this analytical approach seeking contribution, not attribution, at outcome and goal level is agreed to be the most appropriate reporting method to apply.

period in the history of the country, a period of unprecedented and fitful transition. Progress has been made at the political, economic and sectoral levels, but it has been uneven. Other pressing challenges, such as conflict and growing inequality, remain intractable. In this environment, QBEP:

- » strived to achieve its goals
- » took advantage of emerging opportunities
- » adapted to the evolving political landscape
- » enabled more children to enjoy their right to a quality education

Myanmar is one of the largest and most ethnically diverse nations in Southeast Asia. It is also one of the poorest and most conflict affected. At the outset of QBEP, amid profound change on the political, social and economic fronts, the status of education in Myanmar was very poor. According to evidence of the time,² education had been in long-term decline due to “underinvestment and cumulative centralisation.”³ The basic education system was described as “highly-centralised, top-down and upwardly accountable.”⁴ This eroded the technical capacity of MoE and its staff, and rendered local township education staff under-resourced and under-skilled to support local teachers and schools. Township education staff worked mainly in the realm of data gathering for MoE, and lacked the authority, resources and incentives to actively support schools.⁵

Only an estimated 54 percent of children were completing primary school in 2011, placing Myanmar in the lowest quintile among the countries in the Association of Southeast Asian Nations (ASEAN).⁶ Only 28.2 percent of children from the poorest households were able to attend secondary school, while 85.5 percent of children from the richest quintile attended.⁷ 89 percent of all children (aged 5 to 19) were literate, the third lowest percentage in the ASEAN region.⁸

The policy and legal framework supporting the education system was lacking at the outset, with no comprehensive education or poverty-reduction policy or strategy.⁹ In 2001, the government signed up to the UNESCO Education for All process and drafted a 30-year plan for education. This demonstrated commitment to education at the vision level, but did not translate to progressive education practice and reform. Legislation was outdated, although the 2008 constitution committed to free compulsory primary education.

Reforms in the education sector at the outset of QBEP were being driven by a combination of factors: desire to demonstrate the transformation of the education system — a key symbol of political stagnation and social control — and in doing so build domestic legitimacy; desire to build credibility in the international community; and a growing popular demand for improved education quality and fears that other ASEAN nations were producing an educated workforce that would compete more favourably for work within Myanmar.¹⁰

2 *Situational analysis carried out prior to QBEP design. QBEP design document, p. 3.*

3 *The Political Economy of Basic Education in Myanmar, March 2014. Pyoe Pin in collaboration with the Government of Australia, funded by the UK Department for International Development and the Government of Sweden, p. 5.*

4 *Ibid.*

5 *Situational analysis carried out prior to QBEP design. QBEP design document, p. 3.*

6 *FHI 360: 2014 National Education Profile.*

7 *2012 UNICEF Determinant Analysis.*

8 *A. Bonnerjee's presentation on 2014 Census results (internal). UNICEF Myanmar, 2016.*

9 *QBEP design document, 2012, p. 6.*

10 *The Political Economy of Basic Education in Myanmar, 2014. p. 18.*

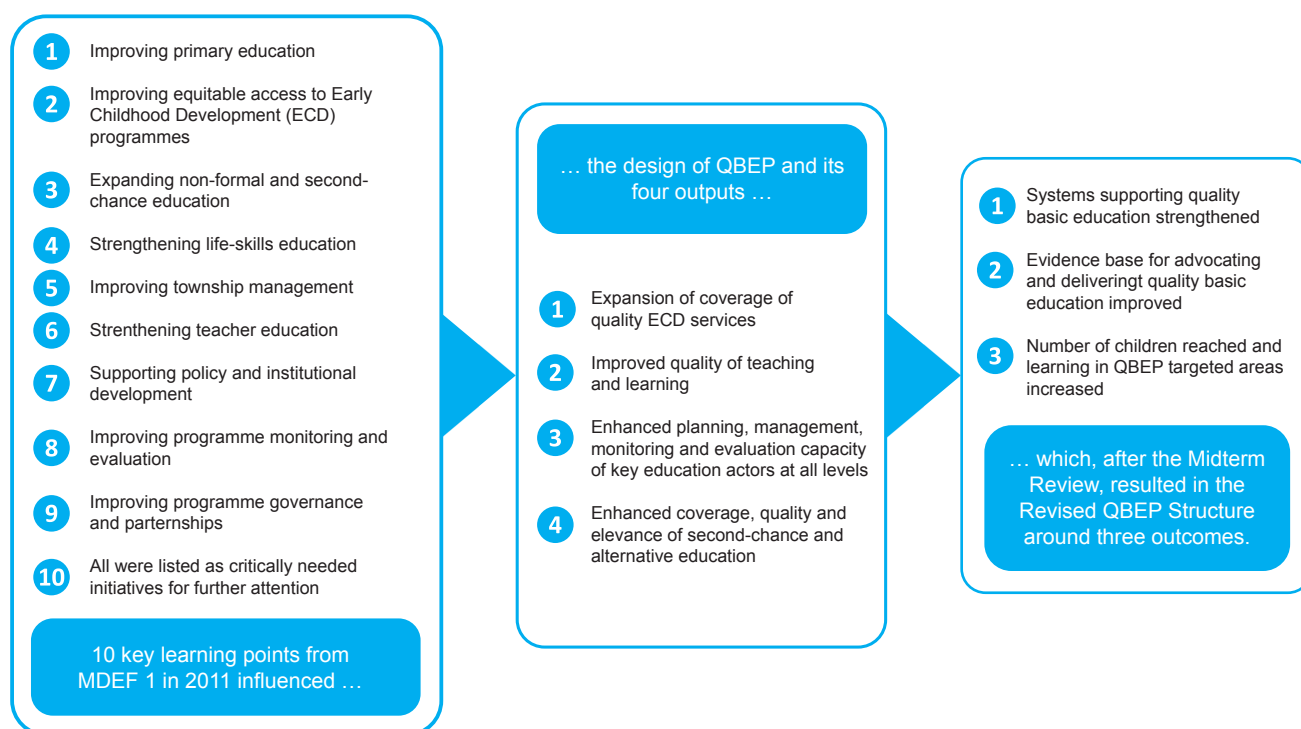


Figure 1: Evolution of the Multi Donor Education Fund and the Quality Basic Education Programme.

In late 2013, MoE was rated “the worst performing Ministry” by the Parliamentary Guarantees, Pledges and Undertakings Vetting Committee; it had failed to deliver on 220 of its commitments. At the end of the first year of QBEP implementation, government priorities included the need for rapid results and longer term strategic change.

By the time of the QBEP MTR in 2014, the political climate was evolving rapidly and pressure was mounting on government to relay positive news before facing the electorate in 2015.¹¹ Education was cited by government more than ever as the cornerstone of national development and the route to a peaceful and prosperous society.¹² Rapid changes and strides for reform offered new opportunities and challenges to the implementation and achievement of QBEP.

Public spending on education¹³ increased by 83 percent during the life of QBEP, to nearly double the spending of 2012/13 (albeit from a very low baseline).¹⁴ Investment in the education sector represented about 6.8 percent of public expenditure, or 1.8 percent of GDP, but was still the lowest education investment in the ASEAN region, which has an average education investment of around 12 percent of public expenditure, or 4 percent of GDP¹⁵.

In April 2015, MoE restructuring abolished the government’s existing QBEP focal department — the Department of Education Planning and Training — so there was no longer a designated MoE department for the implementation of QBEP activity. It took nearly six months to establish fund flow processes with

¹¹ QBEP Annual Report, 2013. p. 8.

¹² Ibid.

¹³ Most of this can be attributed to salary increases, which may not directly correlate with higher quality education service delivery although it can translate to increased incentive and teacher motivation.

¹⁴ From approximately US\$764 million in 2012/13 to US\$1,399 million in 2015/16.

¹⁵ UNESCO Institute for Statistics database.

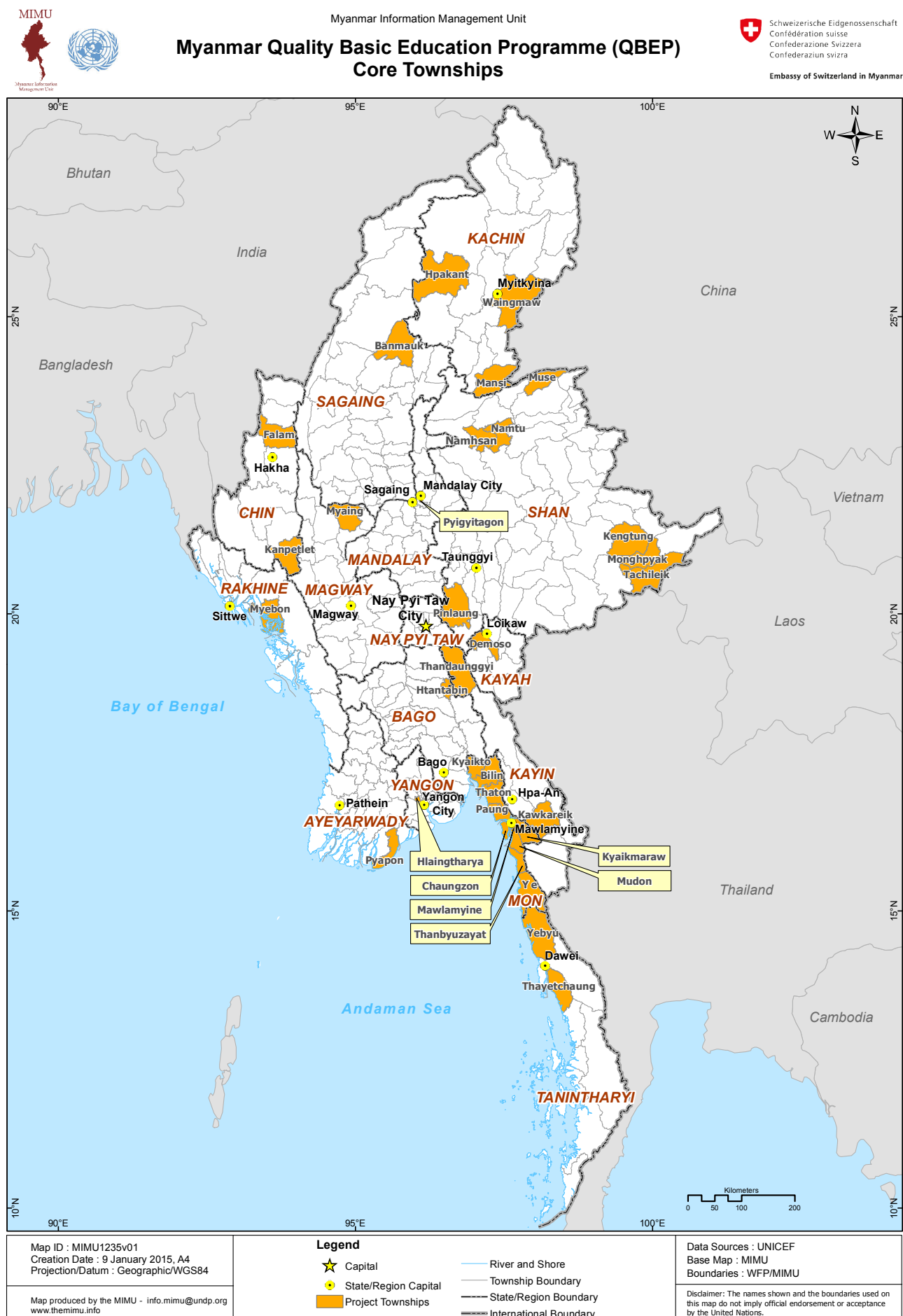


Figure 2: Map of townships in Myanmar supported by the Quality Basic Education Programme.

new departments. In May 2016, a further MoE departmental restructure was announced but this has yet to be operationalised. Institutional uncertainty was compounded by legislative uncertainty during the protracted process of amending the National Education Law. New provisions in the amended law, promulgated in June 2015, will have far-reaching implications for the sector, although by-laws have yet to be developed.

During the transition period, with no protocol precedent for a handover from one administration to another, finalisation of the NESP — the key QBEP-supported document — proved difficult for the QBEP partners. A high risk of politicisation of policies led to a risk-management decision by the broader development partner community to pause collective support. In early 2015, the previous administration was keen to finalise the NESP during its term, in time for the new school year in June 2016. However, the National League for Democracy-led government (in office since April 2016) has been reviewing the draft NESP to ensure alignment with its stated priorities.

QBEP ended in June 2016. The achievements and legacies of QBEP have inspired a new phase — Building on QBEP — developed in consultation with MoE. It is a one-year phase of support by QBEP partners Denmark, EU and UNICEF. It supports further MoE action on NESP finalisation, printing and year-one implementation, in conjunction with three other priority areas identified by MoE. The National League for Democracy government's first 100 days of reflection and priority establishment has signalled that higher quality education for all is a top priority, and this is facilitating a clarification of direction for the education sector.

1.3 QBEP programme overview

1.3.1 QBEP partners and programmatic aim

The four-year Myanmar QBEP was supported by the MDEF, comprising Australia, Denmark, the European Union, Norway, the United Kingdom and UNICEF. QBEP supported the Government of Myanmar to improve access to and quality of school readiness and primary-level education for all children. The programme aimed to ensure that national education policies and plans are inclusive and informed and to support delivery of quality education services to children in 34 core disadvantaged townships throughout the country.

1.3.2 MDEF 1

QBEP's predecessor programme, MDEF 1, was implemented from 2007-2011 under the Multi-Donor Education Fund. Grounded in Millennium Development Goal 2¹⁶, it achieved successes in four main areas: addressing access and quality issues and building capacity and partnerships.¹⁷ MDEF 1 was implemented when UNICEF and the Japan International Cooperation Agency were the only partners working directly with MoE, due to extensive sanctions that were in place.¹⁸ MDEF 1 achieved coverage of 3,955 schools, with more than 918,000 children in 25 core townships reached (including monastic schools). This represented 12 percent of all primary schools. It sought to support MoE strategies and

¹⁶ Millennium Development Goal 2: "Ensure that by 2015, children everywhere, girls and boys alike, will be able to complete a full course of primary schooling."

¹⁷ UNICEF Myanmar and Myanmar Multi-donor Education Fund (MDEF) programme design document, January 2012. p. vii.

¹⁸ Midterm Review of QBEP, August 2014, p. 9.

pilot new ways of addressing key issues in primary education.¹⁹ Critical issues from MDEF 1 were assimilated into the design of QBEP.

Therefore, QBEP started in 2012 with several positive entry points for strategic education support, including political change, steps toward decentralisation, and greater openness to external assistance. QBEP was designed to capitalise on these ongoing reforms through strengthened and expanded programming designed to address quality, access and equity issues, combine with strategic efforts to build the system, develop a supporting and enabling policy environment, and retain consistency with the education commitments of the government at that time.

1.3.3 QBEP concept

QBEP's rationale held that a combination of capacity building and supply provision activity in certain disadvantaged townships, coupled with national-level capacity development and support to policy reform, would result in improved education access and quality. QBEP was shaped by four cross-cutting strategies to respond to a range of disparities in educational access and outcomes: equity/inclusion; school learning and effectiveness; addressing multilingual/bilingual contexts; and addressing capacity, institutional and policy development. QBEP was bound by an overarching strategy on "policy, capacity and institutional development" to balance upstream policy dialogue with downstream implementation.²⁰

The logical framework in the original design document described key outcomes and output levels, but did not articulate the assumed causal logic in a formal Theory of Change narrative.²¹ The programmatic purpose/outcome was defined as: "increased number and proportion of children in QBEP targeted townships accessing and completing quality basic education." There were four outputs: expanded coverage of quality ECD services; improved quality of teaching and learning practices in targeted townships in government and monastic schools; enhanced planning, management, monitoring and evaluation, and mentoring capacity of key education actors at all levels; and enhanced coverage, quality and relevance of alternative education.

1.3.4 Geographic coverage of the Quality Basic Education Programme

Sites for QBEP intervention were identified in 2012, first on the principle of reaching the most-disadvantaged children, then by targeted education institutions such as the MoE and state/regional governments. Townships were selected as in Figure 2, using poverty and malnutrition indicators as proxies for education access. In addition, a number of townships that had received support under MDEF 1 were retained in order to sustain gains made there during that earlier round of programming.

1.3.5 Revised Theory of Change and Midterm Review of QBEP

QBEP underwent an MTR in mid-2014. The MTR aimed to evaluate the scope and effectiveness of the programme in light of the changing context and to propose changes to the programme and to donor support that would better address education needs. The MTR report noted positive findings and major contextual developments that were revealed by the review, and summarised aspects of the programme that needed improvement. It also made eight key recommendations which were subsequently addressed through development of a joint performance improvement plan.

¹⁹ UNICEF Myanmar and Myanmar Multi-donor Education Fund (MDEF) programme design document, January 2012. p. 10.

²⁰ Myanmar QBEP design document, January 2012, p. 18

²¹ Although a Theory of Change diagram was provided in Annex 2 of the programme design document.

Overall, the MTR concluded that QBEP should strengthen its upstream work toward an inclusive and informed national education strategy to improve access to and quality of primary-level education for all children in Myanmar. Emphasis was placed on consolidating existing activities and more systematic documenting lessons learned in order to strengthen the base of evidence for advocating and delivering quality education. A JPIP was devised, and the Theory of Change and results hierarchy were revised.²²

The JPIP reasserted the strategic direction of QBEP for the remainder of the funding cycle, including planned use of funds for the remainder of 2014 to end of June 2016 (per the No-Cost Extension granted in June 2015). The JPIP restated the vision and priorities of QBEP and streamlined the four original outputs into three outcomes:

1. Systems supporting quality basic education strengthened.
2. Evidence base for advocating and delivering quality basic education improved.
3. Number of children reached and learning in QBEP-targeted areas increased.

The revised Theory of Change preserved QBEP's original focus on providing key capacity-building and supply provision activities in targeted disadvantaged townships, as well as national-level capacity development and support to policy reform. It also added, crucially, a new outcome focused on strengthening the evidence base for advocating and delivering quality education. The revised Theory of Change also identifies QBEP's main objective as supporting "an inclusive and informed NESP and support structures" as a primary means to achieve the programme's vision of "improved access to and quality of basic education for all children in Myanmar."

The underlying logic of the revised QBEP Theory of Change was that:

"If QBEP successfully achieves its three objectives (lower-level outcome) of

1. Strengthening government systems supporting quality basic education;
2. Improving the evidence base for advocating for and delivering quality basic education by capturing the learning derived from its activities; and
3. Increasing the number of children reached and learning in core QBEP townships,

...then QBEP will realise its overall objectives (higher-level outcome) of developing and implementing an inclusive and informed NESP and supporting structures."

²² Myanmar QBEP, *Joint Performance Improvement Plan*, October 2014, p. 18.

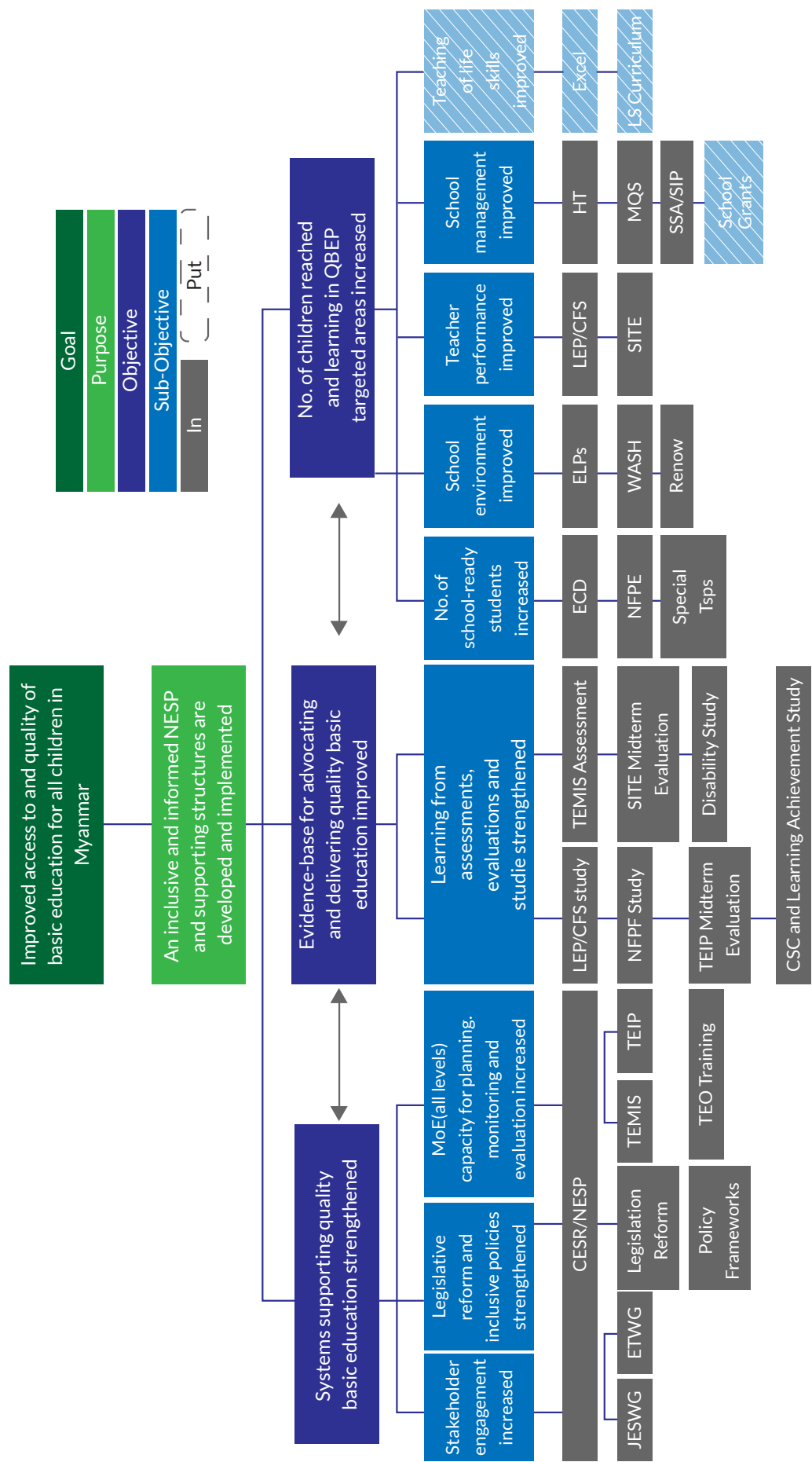


Figure 3: Quality Basic Education Programme revised Theory of Change.

The top-level (**dark green**) shows **QBEP's goal statement**, conveying the highest-level result to which QBEP will contribute

The next level (**light green**) shows **QBEP's purpose statement**, or the highest-level result QBEP can achieve on its own.

The next two levels show **objectives/renamed outcomes (dark blue)** and **sub-objectives (light blue)** expected to result from QBEP's inputs.

The final level (**dark grey**) depicts QBEP's various activities, including planned evaluations and studies.

PART 2:

HOW QBEP HAS CONTRIBUTED TO ITS PURPOSE AND GOAL

At its highest level, QBEP sought to contribute to the “improved access to and quality of basic education for all children in Myanmar.” By design, this goal was one level above the programme’s realm of direct influence. QBEP’s contribution would be necessary for achieving the goal of improved access to and quality of basic education in QBEP townships, but it would not be sufficient on its own. A multitude of factors independently and relatedly affect the goal-level statement of QBEP.²³

A second caveat is that goal-level results often take years to materialize. Considering that QBEP’s goal entails fundamental reforms to the education sector as whole, it could be years, if not decades, before results at this level materialize. That said, QBEP has contributed to the goal of improved access and quality of basic education in its four years: this progress is measurable from results recorded by the programme against its logical framework.

A key result is that enrolment increased during the life of QBEP. Enrolment was a proxy indicator identified by QBEP for access, therefore access increased by QBEP during its life span.

Access to education

It is possible to compare indicators of access and quality in QBEP-supported townships with national averages.

Chart 1 is an overview of changes in enrolment in QBEP-supported townships based on two data sources: (1) QBEP Township Profile (Tsp Pro) information collected directly from township education offices (blue dotted line); and (2) township-level enrolment figures presented by the Department of

²³ UNICEF Joint Performance Improvement Plan. Updated November 2015, Annex 4: Risk Matrix.

Basic Education (DBE) in its annual education statistical yearbook (red line).²⁴ While both data sets show an increase in overall enrolment in QBEP townships, there are disparities between the trends in 2014 and 2015.

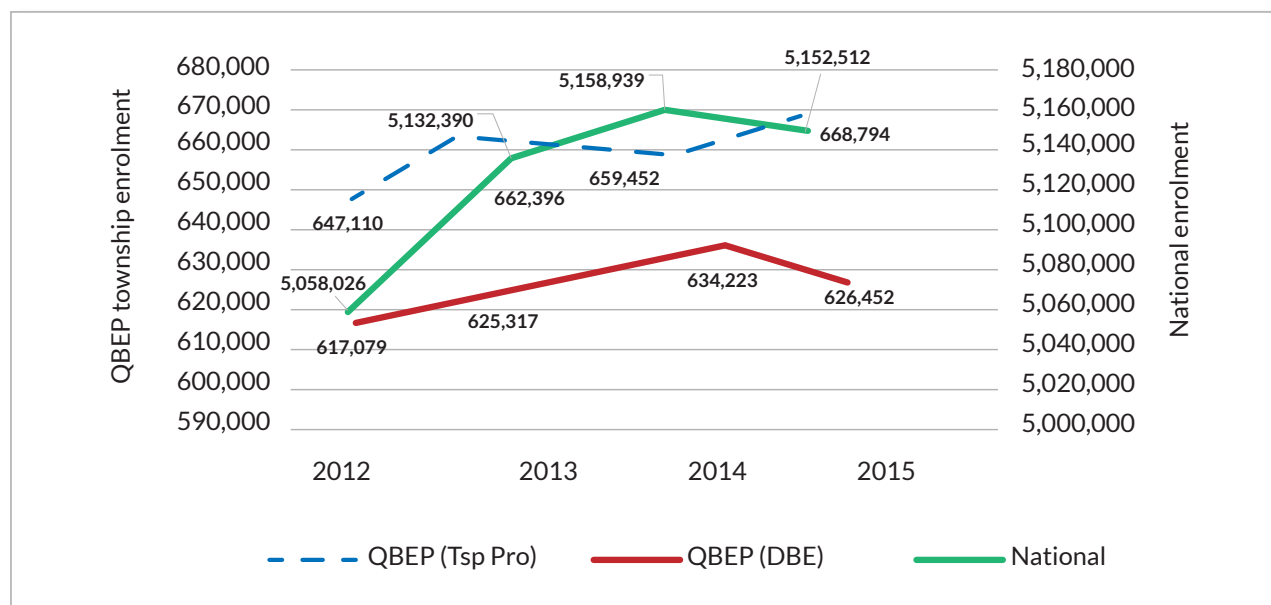


Chart 1: Change in enrolment (QBEP versus national average)

The QBEP Township Profile data notes a small decrease in enrolment in 2014 (n=2,944 students), while DBE data shows a considerable increase (n=8,906) in the same time.

Conversely, QBEP Township Profile data shows a considerable increase in enrolment (n=9,342) in 2015, while DBE data indicates a considerable decrease (n=7,771).

Looking at the life span of QBEP by comparing 2012 data against 2015 data, we note that the enrolment increased by 3.35 percent (n=21,684) according to the Township Profile and by 1.52 percent (n=9,373) nationally (green line) according to DBE data. Overall, both data sets show that enrolment, a proxy indicator identified by QBEP for access, increased during the life of QBEP. The population growth during this period is estimated at 2.57 percent²⁵, indicating, by comparison, that a larger percentage of the children in these townships are enrolling in schools, according to the Township Profile data gathered.

These numbers do not include additional students reached through QBEP-supported temporary learning spaces (TLS) in Rakhine, Kachin and other conflict- and natural disaster-affected areas.

Chart 2 compares percentage change in enrolment rates between 2013 and 2015. The blue dotted line shows data obtained through QBEP Township Profile information, the red line shows the DBE data and the green line refers to the national enrolment figures as reported by DBE. (QBEP did not independently collect national-level figures.)

The increase in the enrolment rate was most visible during the first year of QBEP intervention (2012-

²⁴ The difference between the two data sets is likely caused by a number of factors, of which the time at which the data is collected (e.g. early in the school year for QBEP Township Profile and later in the school year for DBE) is likely the most significant.

²⁵ As the 2014 census was the first in 30 years, trend analysis is not readily available, so UNDESA data was used for this calculation. World Population Prospects, 2015 revision, UN Department of Economic and Social Affairs, Population Division: <https://esa.un.org/unpd/wpp/Download/Standard/Population/>

2013). In QBEP-supported townships, the enrolment rate increased by 2.4 percent according to the Township Profile and 1.3 percent according to the DBE database, compared to 1.5 percent nationally. In the following years (2013-2014 and 2014-2015) the two township-level data sources show opposing figures of change, making it difficult to draw a single conclusion.

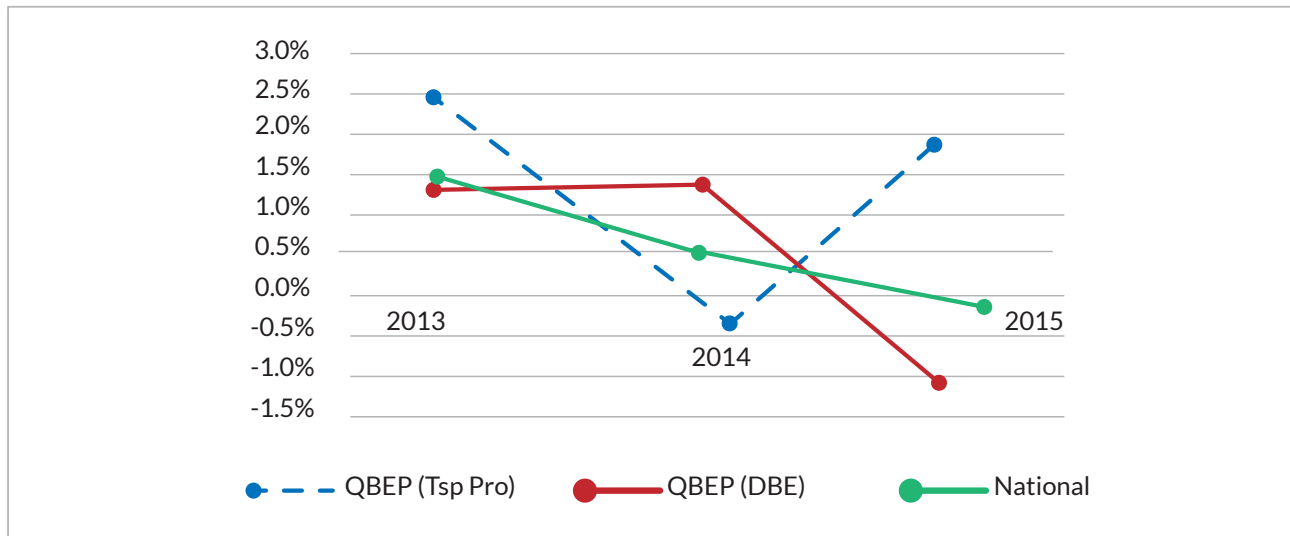


Chart 2: Percentage change in enrolment 2013-2015

Chart 3 depicts the percentage change in enrolment from 2012 and 2015, collected at the township level through QBEP programme monitoring visits to township education offices, compared to the national average. Of 34 QBEP townships, 22 had an overall increase in enrolment rate between 2012 and 2015, according to data gathered through QBEP programme monitoring.

Overall, QBEP increased access for some 9,400 to 21,600 children through formal government schools, some 12,000 through temporary learning spaces, and more than 100,000 through non-formal education.

But QBEP's goal-level influence on improved access looks to have been marginal so far, based on national trends. This was to be expected, however, as a number of factors outside the programme's control affect enrolment. And, in line with its equity focus, QBEP purposefully selected the most disadvantaged townships.

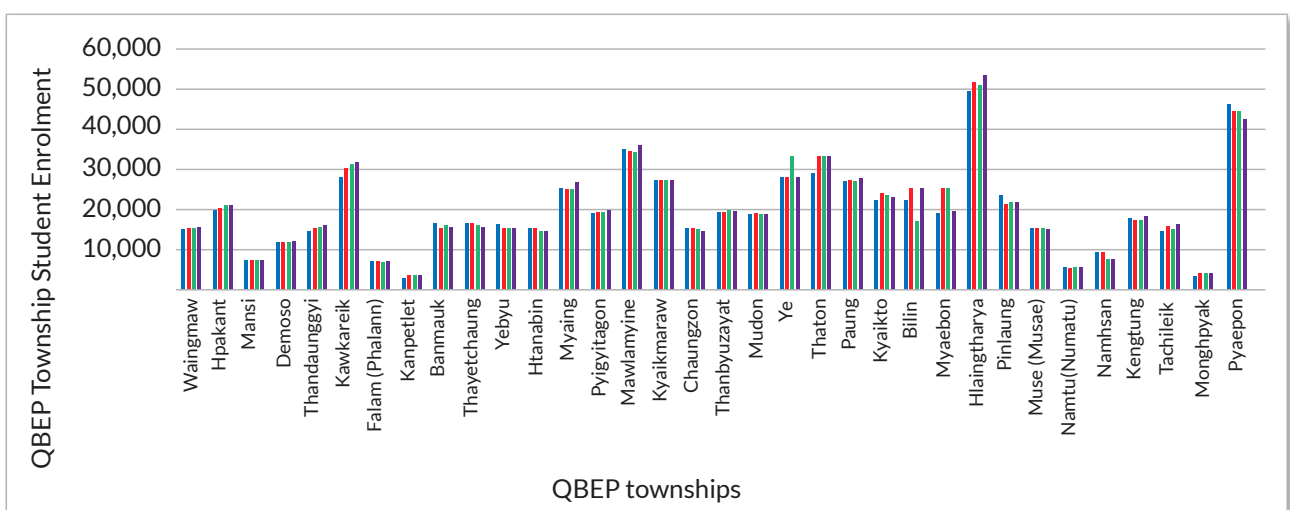


Chart 3: Change in enrolment 2012-2015 (Township profile)

Learning outcomes

QBEP made numerous significant contributions to improving the quality of education in Myanmar. It strengthened the capacity of some 44,000 primary teachers — through face-to-face CFS training and SITE — against a planned total of 27,500. Life-skills training was provided to more than 35,000 secondary teachers, compared to 30,000 planned. Alternative learning was delivered to more than 98,000 children, learning materials provided to 1 million students, 30 schools and 43 temporary learning spaces were built or renovated, and the capacity of some 2,300 education administrators was strengthened.

A single indicator cannot measure quality of education, but a series of proxy indicators can provide a clear, if more complex, picture. Improvements in student learning are the foremost proxy for quality of education. Unfortunately, QBEP did not have access to MoE standardised test results and thus cannot compare QBEP townships with national trends. However, QBEP's Monitoring Learning Achievement (MLA) study provides strong evidence of improved student learning in QBEP-supported townships.

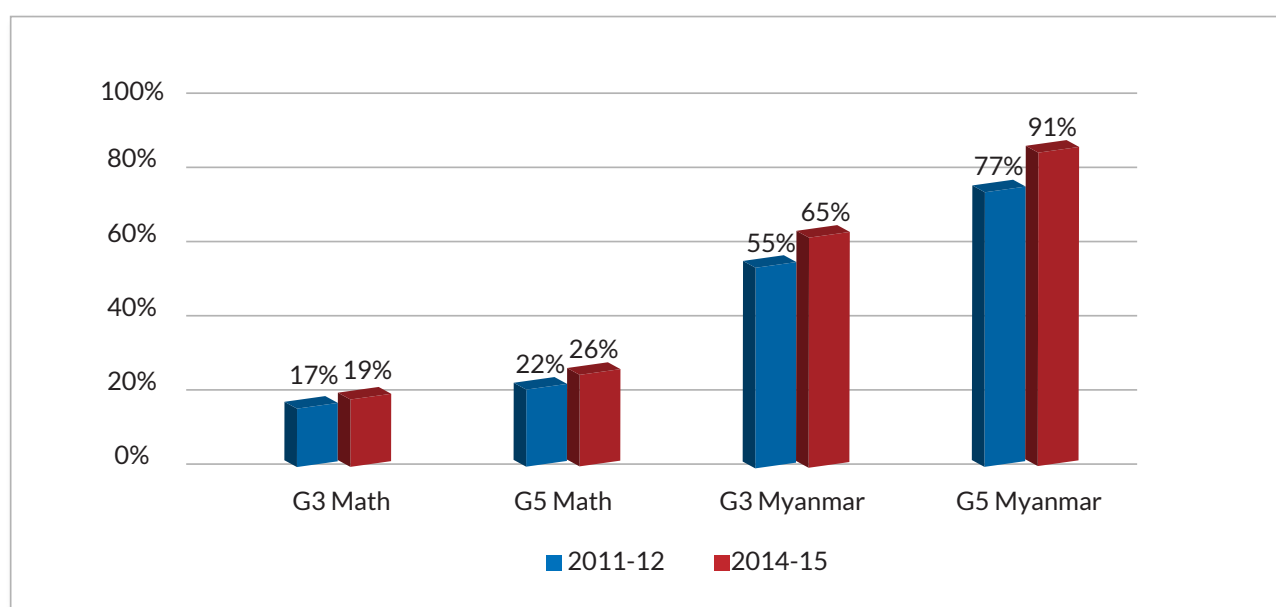


Chart 4: Student-learning exam results

The MLA test was administered to Grade 3 and Grade 5 students in 2011-2012 (baseline) and 2014-2015 (end line) for the subjects of math and Myanmar language across the QBEP core townships. The study aimed to measure change in learning outcomes, based on student competencies in the subjects of math and Myanmar language. **Chart 4** shows that the percentage of students achieving a minimum competency level of 50 percent increased by 14 percent for Grade 5 Myanmar language, 10 percent for Grade 3 Myanmar language, 4 percent for Grade 5 math, and 2 percent for Grade 3 math. The chart shows that outcomes have improved in QBEP-supported townships.

These improved student exam scores correlate with findings from the QBEP Comprehensive School Checklist (CSC) carried out annually over the life of QBEP in more than 200 schools. The CSC study was linked to the learning achievement study and conducted in the same areas. It analyzed changes in behaviour of teachers who had received training in child-centred methodologies under QBEP. It looked at the use of open-ended questions, student-led activities, and questions to stimulate higher-order thinking, with a view to examine correlations between student-centred approaches and improved learning outcomes.

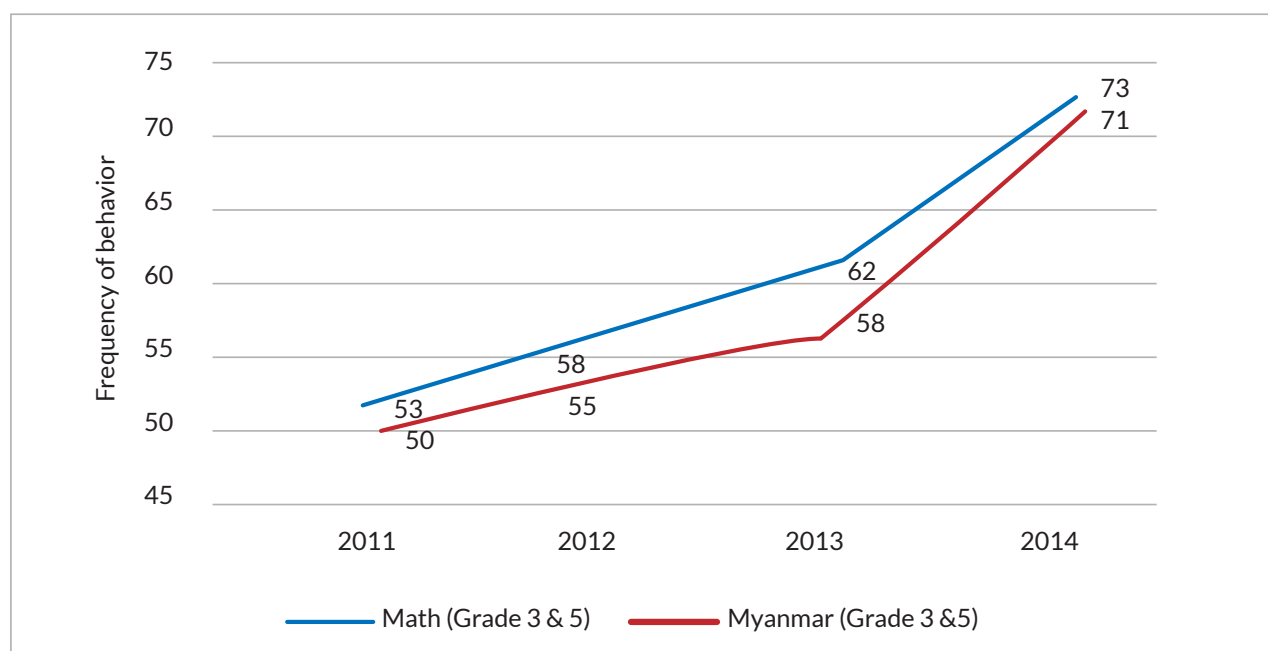


Chart 5: Frequency of observed CSC behaviour, QBEP (Township Profile)

Teaching and learning practices have a significant impact on learning outcomes: more student-centred approaches are linked to improved student outcomes.

Key indicators in teachers' behaviour were noted during 2,261 lessons observed over the life of QBEP. **Chart 5** indicates a marked improvement in teacher behaviour, according to the positive behaviour indicators identified at the outset of QBEP.

This finding was further reinforced by evidence generated through an independent study commissioned by QBEP via the University of York. While **Chart 5** depicts the *frequency* of positive teaching behaviours observed, York found that "37.8 percent of teachers observed had increased their use of the 32 teaching and learning behaviours as a result of the QBEP teacher education interventions."²⁶ The QBEP target for this indicator was 35 percent of teachers showing improved teaching methods, so the target was exceeded.

QBEP designated a further indicator to measure contribution toward its goal-level impact — namely survival rate to Grade 5. However, it became apparent that national data related to survival was very challenging to secure during QBEP. The baseline rate in 2011-2012 was 71.5 percent (70 percent male; 73.1 percent female), and while an end line target of 78 percent was projected, a survival rate nationally of 74 percent (72.3 percent male; 75.8 percent female) was attained during the lifetime of QBEP. Survival rates in the QBEP townships were not measured independently by QBEP and survival data is not available to the township level from DBE.

Contribution analysis

QBEP made a high contribution to the overall goal of the programme — improved access to and quality of basic education for all children in Myanmar — even though, as previously noted, this goal was by design one level beyond the programme's realm of direct influence. QBEP also achieved success in improving aspects of both quality and access in the townships in which it provided support.

²⁶ Institute for Effective Education, University of York. "A Trend Analysis of Comprehensive School Checklist Study." June 2016. p. 12.

How did QBEP contribute to an inclusive and informed NESP?

QBEP asserted that achievement of the three lower-level outcomes would translate to achievement of an inclusive and informed NESP. The three outcomes influenced each other and contributed to this programmatic purpose.

Influence pathway: Outcome 2 — Outcome 1

Outcome 2 — improving the evidence base to advocate for quality education — influenced the achievement of Outcome 1 through the creation of key products developed with the support of QBEP. MoE's Comprehensive Education Sector Review was launched in October 2012 and aimed to provide a systematic and evidence-based review of the status of the education sector; to identify areas for reform; to contribute to new policies and legislation; and to develop costed education sector plans.

With QBEP support and in coordination with other development partners, the CESR resulted in a strengthened evidence base, with key products including a Phase 1 rapid-assessment report; Phase 2 sub-sector reports; and development partner-supported technical annexes. In Phase 3, a key output of the CESR was the production of the draft National Education Strategic Plan.

The NESP was drafted, including costing and funding gaps, with strategic and consistent QBEP technical and logistical support. Consultations with sub-national stakeholders, development partners and education-related NGOs provided an opportunity for voices from different perspectives to be reflected in the document. A draft NESP was shared with development partners in 2015, just as the country's government was transitioning between administrations. The new government, in office in April 2016, further revised the NESP to include its own education policies.

With support from Denmark, the EU and UNICEF, the year-long Building on QBEP phase is supporting MoE in two aspects of pending work related to the NESP: finalisation of the strategic plan itself; and the first year of implementation of the finalised NESP. The NESP is to be implemented in the 2017-18 academic year.

Going forward in the post-QBEP phase, upstream work will involve further strengthening the capacity of government to coordinate donor activities. This will be supported through an education-sector coordination mechanism (currently being revised) designed to improve coordination with the focal point departments of MoE and build on the previous CESR secretariat.

Several of the research findings from QBEP-commissioned studies are already being recognised and responded to by MoE, contributing to further system strengthening and adjusted downstream implementation. For example, the finalised ECD situation analysis shaped the drafting of the holistic, inter-ministerial National ECD Policy, which was endorsed by the President and the Minister of Social Welfare, Relief and Resettlement and launched in July 2014. CESR studies are also reflected in the draft NESP and draft sub-sector reports.

Influence pathway: Outcome 1 — Outcome 3

Township education officer (TEO) training provided by QBEP under Outcome 1 directly influenced the quality of education provided at the township level under Outcome 3. In

terms of the learning environment, the York study on the CSC²⁷ found “major improvements in school infrastructure in QBEP-supported schools....The number of classrooms within each QBEP-supported school increases between 2012 and 2015. In 2012, 14.3 percent of schools reported having no classroom (excluding partitions); by 2015, no school reports this to be the case. The proportion of schools with only one classroom (excluding partitions) halved, from around 33 percent in 2012 to 15.5 percent in 2015. The proportion of schools with more than 10 classrooms (excluding partitions) doubled between 2012 and 2015 (from 4.5 percent to 10.7 percent).”

Additional factors of the time, such as increased government funding to school infrastructure, also contributed to these improvements. The York report also found there “had been a large increase in support to school-based management under QBEP. This included head teacher training and parent-teacher association training, leading to greater community involvement in schools and to stronger leadership roles for head teachers.... The vast majority of schools (more than 90 percent) reported having conducted their own assessment and developing a school-improvement plan in collaboration with the local community.”²⁸

Less positively, the report also notes evidence “that in some townships and schools, the QBEP intervention was not being delivered as intended because of the lack of staff meetings, classroom observations and external visits by assistant township education officers (ATEOs)... thereby contributing to its lack of effectiveness and impact on children’s learning, attitudes to school and classroom practices. Weakness in implementation may have also accounted for wide variations found in the CSC data in the uptake of pedagogical practices promoted under QBEP.”

Influence pathway: Outcome 3 → Outcome 1

Implementation of the Township Education Improvement Plan highlighted the importance of strategic planning at sub-national levels and enhanced interest in sub-national-level education planning at state, regional and township levels. This was a conclusion of the independent TEIP Evaluation conducted by Montrose²⁹.

TEIP was intended to be a key tool in the decentralisation of education planning and management. However, because there was a lack of clarity as to its purpose, the activity as originally envisioned overestimated the extent to which decentralisation had taken place. Once the limitations of decentralisation became clear, TEIP became more of a useful activity in capacity development of the relevant township education officers, enabling them to plan, monitor, manage and implement quality education services.

Key sustainability indicators arising from TEIP included direct effects such as the Deputy Director (Finance) of Mon State adopting planning tools and experiences from TEIP to be used in state budget planning. Another indicator was the Ayeyarwady Regional Education Office developing, of its own volition, a plan to conduct TEIP-modelled workshops for an additional 24 townships in the region after three townships attended the QBEP-supported TEIP workshop in January 2015.

²⁷ Institute for Effective Education, University of York. “A Trend Analysis of Comprehensive School Checklist Study.” June 2016. p. 12.

²⁸ Op. cit p. 24.

²⁹ Montrose, *Evaluation of QBEP’s Township Education Improvement Plan Activities: Final Report*, July 2016.

Did QBEP help ensure that the National Education Strategic Plan is inclusive and informed?

Through continuous and comprehensive support to the CESR, QBEP's upstream efforts across Outcome 1 have catalyzed fundamental shifts in the sector, resulting in the development of the NESP, the first costed strategic plan for the whole education sector in Myanmar. In a significant step forward from earlier MoE planning documents, the NESP provides a common policy and financing framework for balanced sector development. It will provide a vehicle for mobilising domestic and external resources, coordinating development partner support, and reporting on results over the coming five years.

Formulation of a strategic plan is in itself a major achievement by MoE, which was not anticipated within the original scope of QBEP. With limited human and financial capacity in the ministry, and at a time of intense political change, QBEP's sustained support for technical assistance, analytical studies, consultations and administration during all stages of the CESR played a key role in enabling MoE to complete the sector review that would culminate in development of a national strategic plan.

Inclusion for all children

The August 2016 version of the NESP retains commitments to inclusion and equity similar to previous drafts, with slight changes made by the new administration.

- » As in earlier drafts, the NESP goals are to be achieved through nine transformational shifts in each key sub-sector to support MoE efforts to achieve UN Sustainable Development Goal 4³⁰. Inclusion is clearly stated in the wording of the transformational shifts related to ECD and basic education, and affirmed in the chapter on alternative education.
- » The shift for pre-school and kindergarten education states MoE's commitment to ensure that "all children get a head start on their learning pathway through accessing quality pre-school and kindergarten education³¹." The focus is particularly on pre-school services in rural, remote and disadvantaged areas, and on the rollout of kindergarten nationwide, noting particular benefits for children with special educational needs and children from different ethno-linguistic backgrounds. QBEP's support for quality ECD, development of the kindergarten curriculum, and advocacy during NESP development has influenced the design of this component.
- » Equity and inclusion issues related to disability, ethnicity, and poor and disadvantaged students are referenced throughout the NESP chapters, notably in Chapter 6 ("Basic Education Access, Quality and Inclusion.") But analysis of gender issues could be deepened. And reference to risk is limited to monitoring through the School Quality Standards Assurance Framework, despite technical support and advocacy for a strong focus on disaster-risk reduction through QBEP.
- » Chapter 6 of the NESP notes that "The National Education Law (2014) recognises the right of all citizens to education, and in particular free, compulsory primary education." In a further reference to inclusion, the draft also mentions that the "law also allows for the learning of ethnic languages and culture, and the use of ethnic languages as a classroom language; [and] provides a definition of, as well as a commitment to, inclusive education."
- » A strategy to support inclusive education, including dropouts, is outlined.

30 "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all." NESP, p. 10.

31 Draft National Education Strategic Plan, MoE, August 2016, p. 74.

- » A focus on children out of school is maintained in the chapter on alternative education and strengthened through establishment of an new Alternative Education Department. The budget proposed for alternative education is significantly increased from the December version. QBEP support for non-formal primary education, advocacy for a supportive policy framework, and close participation in consultations on the non-formal education/alternative education chapter have all contributed to the strategic focus of this section.
- » Mainstreaming of gender in the NESP remains a challenge. A recent study³² notes that “deeply held views passed on over generations also mean that hierarchical gender relations have become internalised among both men and women, making them not only hard to see, but also very hard to question.” The same study notes that “the education system emerged as one of the most powerful socialising agents with regards to gender norms, with norms perpetuated through educational materials and teachers.”



Figure 4: Nine transformational shifts of the National Education Strategic Plan.

32 “Raising the Curtain: Cultural Norms, Social Practices and Gender Equality in Myanmar,” Gender Quality Network, 2015

Inclusiveness of the NESP development process

For MoE and the government broadly, inclusive and participatory processes were an entirely new approach pioneered through the CESR with QBEP support. While consultations could have been broader and deeper, the NESP was developed in a more inclusive way than before. From the outset, QBEP supported inclusive workshops for development of the CESR terms of reference, in which MoE, development partners and NGOs participated together — a new approach.

Leading other sectors, MoE established the Joint Education Sector Working Group (JESWG) in 2012 as a forum for policy dialogue between MoE and development partners in overseeing the CESR. QBEP played a key role in the JESWG and in shaping the strategic direction of the process through Australia's and UNICEF's shared co-lead role in the JESWG. Phase 1 of the CESR was supported by 11 development partners, including QBEP agencies, and was characterised by close collaboration. The draft NESP notes that a consultative approach has been a key principle, with “107 meetings with 3,199 stakeholders to discuss and document feedback on nine draft NESP Sub-sector Action Plans”³³ being held across the country between October 2014 and July 2015. And the draft NESP Sub-sector Action Plans were presented to more than 13,000 education stakeholders during one-day consultation meetings in 38 districts nationwide.

The extent to which the NESP is *informed* by QBEP action can be noted through:

- » All comments received by MoE from the July 2015 consultations (with stakeholders and development partners, including QBEP partners) were systematically noted and responded to in a report circulated to development partners by MoE.
- » The draft NESP lists “evidence-based” as one of the principles followed as it was being drafted, and it cites five sources: CESR Phases 1 and 2 reports; Education Working Group reports, National Education Law and amended National Education Law; nine sub-sector action plans (formerly known as Sub-Sector Reports); and reform priorities of the government. The nine draft sub-sector action plans (developed through technical assistance supported by QBEP and shared with development partners) indicate strong referencing to the CESR studies as well as JESWG reports and other national, regional and international sources to support recommendations and strategies.
- » Consistent technical support for gender and disaster-risk reduction is less visible in the current draft NESP, however. The appointment of the former secretary of the CESR as Union Minister may be an enabling factor in institutionalising the NESP in MoE planning and budget cycles. The latest draft is currently under review by the Union Minister of Education and the State Counsellor of Myanmar. Formal endorsement of the latest draft was still pending as this report was written.

³³ Draft National Education Strategic Plan, MoE, August 2016, p. 42.

PART 3:

CONTRIBUTION TO OUTCOMES

3.1 Outcome 1: Systems supporting quality basic education strengthened

Theory of Change

The Midterm Review asserted a programmatic shift to put greater emphasis on strengthening the drafting and implementation-planning of the NESP, increasing the weighting of Outcome 1:

If QBEP provides evidence-based advocacy to inform and support government and civil society efforts to undertake joint education sector reforms and help strengthen MoE capacity at all levels to better plan, monitor and evaluate education activities, and implement those reforms, then QBEP will strengthen the systems supporting quality education in Myanmar.³⁴

3.1.1 Context: Outcome 1

To affect change in the arena of system strengthening, QBEP determined three sub-objectives:

- » Stakeholder engagement increased.
- » Legislative reform and inclusive policies strengthened.
- » MoE capacity (all levels) for planning, monitoring and evaluation increased.

The context for action against these objectives was especially complex at the outset of QBEP. Development partner support was primarily for downstream service delivery. There was limited MoE capacity to plan, implement, monitor and evaluate education sector reforms. There were limited dialogue mechanisms and limited evidence to inform advocacy. An Education Thematic Working Group (ETWG) was in place, but cohesion was problematic. The system had been damaged by decades of severe underfunding.

MoE capacity for sector reform was limited, with critical gaps across human, institutional and financial layers. There was constrained capacity in sector planning, coordination and policy analysis. There

³⁴ Myanmar QBEP basic design document, 2012.

was no overarching legislation or policy framework to guide strategic planning or target investments. Structures were not conducive to inter-departmental or inter-ministerial coordination. However, there was a newly developing openness at the technical level to collaborate with development partners.

The civil society landscape at the time was fragmented and largely unregistered. In 2012, the newly formed National Network for Education Reform, politically affiliated with the National League for Democracy, was one platform set up to amplify the voices of those who had been excluded from education reform processes.

Some partnership success between MoE and development partners had been possible through QBEP's predecessor programme, MDEF I, which had provided coordination to the majority of the (few) partners working in education.

Quality evidence and recent data on which to base advocacy was limited. Education Management Information System (EMIS) data was not reliable, timely or readily accessible and systems for monitoring children's learning were inadequate.

The emergence of the CESR provided a strategic opportunity for heightened upstream engagement. Output Three of the original QBEP design focused efforts around enhanced planning, management, monitoring and evaluation, and mentoring capacity, with calls for sector review a long-standing advocacy message. As the CESR eventually gave rise to the NESP, it is critical to examine efforts made by QBEP to first support the CESR process and subsequently influence the inclusivity and informed nature of the NESP.

3.1.2 Strategies employed and significant changes affected

Stakeholder engagement increased through two key QBEP strategies:

1. Supporting coordination processes to build consultative approaches.
2. Supporting development of platforms and dialogue mechanisms through which to advocate, including the JESWG, Education Communication Working Group, development partner group, core development partner group, and ETWG and its sub-working groups.

1. Supporting coordination processes to build consultative approaches.

QBEP supported widespread consultation meetings with a range of stakeholders to develop terms of reference for the CESR and build joint ownership. The terms of reference were finalised in June 2012 in Nay Pyi Taw, with more than 200 participants — from MoE, other ministries, UN, donors and international and national NGOs — providing input. The final version was endorsed by the President in July 2012, signalling a high level mandate for sector reform.

QBEP supported MoE to gain confidence in engaging with NGOs and civil society through intensive collaboration in developing structured agendas and participatory activities to gain feedback; in preparation and organisation of ETWG meetings at each stage of the CESR; and in support for stakeholder consultations at sub-national level. These actions helped foster growing acceptance for the value of consultative, inclusive approaches, and resulted in enhanced working relationships, building trust and increasing MoE confidence in its own capacity to lead. This all contributed directly to the outcome. An example of this enhanced leadership as a result of QBEP support was the MoE decision to establish a ministry-led JESWG upon return from a QBEP-supported study tour to Cambodia.



Girls write during class in Tedim Township, Chin State. © UNICEF Myanmar / 2016 / Danièle Romeo

QBEP had a positive direct impact on the strategic direction of sector reforms, with QBEP activities such as kindergarten, TEMIS, NFPE and SITE all explicitly recognised by the CESR for institutionalisation and potential scale up. With QBEP support, the CESR team's regular consultations with Director Generals and senior Nay Pyi Taw-based technical staff helped build ownership, and a series of technical review meetings with development partners strengthened the quality of the sub-sector NESP chapters.

However, while QBEP had advocated consistently for inclusive stakeholder consultations, MoE switched strategy, holding one-day public meetings nationwide in June 2015 to present revised NESP draft chapters and three draft sub-sector laws. Meetings were held in July 2015 in 38 districts nationwide, reaching 12,993 education stakeholders. As reported by MoE to the JESWG in September 2015, 4,587 written submissions were collected from 2,052 participants, with strong endorsement of proposed NESP programmes. In an indication of growing transparency, MoE shared with development partners a report documenting all the comments and how these had been incorporated into the NESP.

The updated draft of the NESP shared with development partners in August 2016, revised following the transition to the new administration in April 2016, remains largely the same as the draft shared with development partners by MoE in December 2015. The goal, the nine transformational shifts, the strategies and programme components are largely unchanged. The explicit link to achievement of UN Sustainable Development Goal 4 for education is retained. Names of the departments are revised to reflect restructuring following the merger of MoE and Ministry of Science and Technology in May 2016.

2. Supporting development of platforms and dialogue mechanisms for advocacy

At the outset of QBEP, the only platform bringing education stakeholders together was the ETWG, co-chaired by UNICEF and Save the Children, a legacy of the Education in Emergency Cluster deactivated following Cyclone Nargis in 2008³⁵. An inclusive forum for technical discussion on policy-related matters, it has more than 400 members from government, development partner agencies, NGOs and

³⁵ UNICEF and Save are Global Cluster co-leads for Education in Emergencies.

civil society, and eight sub-working groups in ECD, Education in Emergencies, Disaster Preparedness and Response to Emergency, and non-formal education (NFE). QBEP directly supported the expansion of the sub-working groups into new thematic areas, including teacher education, school construction, education and disability, and education and language. The first CESR consultation on the draft Phase 1 Rapid Assessment Report was organised through the ETWG. Participants from a range of local NGOs and civil society organisations, invited to the CESR office by MoE, were impressed at the data sharing and the self-critical analysis openly shared by MoE.

QBEP supported the First Myanmar Development Cooperation Forum, held in February 2013. This established 17 sector working groups under the Foreign External Relations Department of the Ministry of National Planning and Economic Development to support implementation of the Comprehensive Development Plan and Nay Pyi Taw Accord (for effective development). Accordingly, the JESWG adapted its terms of reference to align with the generic ones produced by the Foreign External Relations Department. While the JESWG still has some way to go to reach maturity, informal extended development partner and core development partner groups have promoted self-disciplined approaches to coordinated messaging. Co-chaired by key QBEP partners UNICEF and Australia, the dual roles are mutually reinforcing, leveraging QBEP influence in the sector.

Legislative reform and inclusive policies strengthened as a result of QBEP action

Direct and indirect QBEP support to legislative reforms contributed to the enabling environment for an inclusive and informed NESP. QBEP supported reviews of relevant legislation directly, such as promulgation of the National Education Law in 2014 and its amendment in 2015, a direct outcome of recommendations of the CESR Phase 1 Rapid Assessment Report, drawing on a UNESCO-supported study on policy, legislation and management³⁶. However, the NEL sparked widespread dissent and violent crackdowns on student protests. The process of its amendment in 2015 also presented political risks to QBEP partners if perceived to be affiliated with one group over another, resulting in a collective pause in support. While not a product of QBEP, the Basic Education Law contains elements of QBEP advocacy — including greater emphasis on education for children with disabilities, increased financing for education and participation of stakeholders in education processes — and has been revised in line with new government priorities.

QBEP's technical and coordination support to MoE for development of the Basic Education Law resulted in a third draft that highlighted key equity issues, including disability, ethnicity/language, poverty, and education provision in remote areas. It was submitted to Parliament for review in July 2015, the final session of that legislature. Deliberation on the draft was not concluded during the session. A revised draft was re-submitted to the new legislature in May 2016, but is not yet tabled for discussion. Some of the gaps in inclusivity of the new legislation may be addressed by a new Law on the Rights of People with Disabilities and its bylaws, a process in which UNICEF is providing technical support.

QBEP has realised strategic support to five key policy frameworks, including the School Quality Assessment Framework, the Inclusive Education Framework, In-service Teacher Accreditation, Non-Formal Accreditation, and Language Frameworks. The introduction of a new primary curriculum framework, extension of the basic education cycle to 12 years with a kindergarten year at age 5, and the establishment a number of new governance bodies (not yet operationalised) have led to

³⁶ These two documents establish the framework for far-reaching reform in the sector, including decentralisation of the management of basic education to the sub-national level.

achievements by QBEP. Kindergarten curriculum reform and the Early Childhood Intervention (ECI) system development process are two major system strengthening achievements carried out by MoE and Ministry of Social Welfare, Relief and Resettlement, respectively, as a result of the ECCD Policy development through QBEP support.

MoE capacity (at all levels) for planning, monitoring and evaluation increased

At the national level ...

To build MoE capacity at the national level, QBEP provided technical assistance by engaging long-term international and national advisors in the CESR office in planning, costing, coordination and basic education, with short-term inputs in specialist areas. Throughout the CESR process, QBEP support for the positions of Chief Technical Advisor and CESR Coordinator leveraged influence on the strategic direction, advocacy and technical aspects of the review. Technical assistance provided by QBEP stressed the importance of a capacity development (rather than capacity substitution) approach to working under the CESR. The Chief Technical Advisor and the International Coordinator provided on-the-job mentoring to build the capacity of the Task Manager and National Coordinator to manage the CESR process, and to lead sector coordination through the JESWG. However, there were six Chief Technical Advisors during this process, translating to a lack of continuity.

UNICEF education specialists provided ongoing technical assistance to the CESR in UNICEF's core areas of comparative advantage, particularly ECD, quality primary education, non-formal education and teacher education. For example, UNICEF took the lead in providing assistance to MoE for completion of CESR components in ECD and basic education, as well as in teacher education.

South-South Cooperation was employed to build capacity through exposure of the CESR team to relevant regional models, including a high-level study tour to Cambodia in May 2012 (focusing on aid effectiveness, sector-wide approaches, and sector coordination mechanisms); a technical-level study tour to Nepal in August 2014 (focusing on joint financing arrangements and sector planning and monitoring); a knowledge-sharing visit in August 2015 by a delegation of Malaysian education officials from the Education Performance and Delivery Unit, which supports Malaysia's "Education Blueprint."

Consultants contracted to support specific studies ensured involvement of CESR team members in the study process to build analytical capacity and national ownership. QBEP support for office functioning and administrative systems included renovation of the building, provision of office and computer equipment, furniture, electricity, internet facilities and website, and other logistical support. This served to enhance administrative capacity.

At the sub-national level ...

QBEP supported the TEIP project to build participatory and strategic-planning skills of township-level education officers and cluster heads. TEIP was designed to support the NESP through strengthening capacity of sub-national officers and head teachers who are part of a township education planning committee in order to better plan, monitor and evaluate their primary education activities and respond to ongoing education reforms. TEIP was launched in May 2013, covering the 34 core QBEP townships — 10 townships under the Whole-State Approach in Mon State and 24 townships in other states and regions.

The TEIP evaluation, concluded in June 2016, found that “MoE, as implementer, and UNICEF, as a supporting agency for technical and financial assistance via QBEP, accomplished the development of first draft TEIPs in all 34 townships and second-draft TEIPs in 25 out of 34 target townships.” However, the evaluation also noted that TEIP was built on misplaced assumptions that mismatched the intervention and actual needs: (1) that training was matched to the needs level and current skills of TEOs; (2) that decentralisation was sufficiently robust for township-level offices to actually act on and implement their plans; and (3) that funding would be available for plans to be actioned.³⁷

The TEIP evaluation found that links between school self-assessment programmes, school-improvement plans and TEIP activities were not identifiable and the opportunity to integrate data and learn from findings was not exploited, despite other QBEP projects also being focused on building capacity in education planning.

However, although initially slow to take off, School Improvement Plans were reported by MoE by the end of QBEP to be operational in 73 percent of the target QBEP townships, against a target of 22 percent. This demonstrates a very positive dividend from the QBEP interventions on supporting SIP.

Overall, however, the TEIP evaluation found that TEIP helped strengthen the sub-national level education system. This capacity development was notable through achievements such as the, “production of a pool of capable and committed TEIP workshop facilitators and TEIP committee members who could continue to facilitate future iterations of TEIP; strong participation of women in the role of workshop facilitators contributing to improved gender balances in MoE; initiation of the practice of undertaking needs assessments and planning by a group of first line and second line leaders at the township level; and attitudinal change of MoE staff in recognising the importance of collecting valid data and utilising proper data analysis for planning at school and township levels.”

The TEIP evaluation concluded that the government buy-in at sub-national levels is a significant indicator of impact made and probable sustainability.

Education of children is improved because of QBEP: A Township Education Officer's view



Deputy township education officer U R. Phon Sar in Ta Nai Township, Kachin State. © UNICEF Myanmar / 2016 / Thet Naing

37 Montrose, *Evaluation of QBEP's Township Education Improvement Plan Activities: Final Report*, p. 18.

“Now that we phase out of QBEP, teachers should continue to use those teaching techniques in the classrooms.... If it is well sustained with effective implementation, the education of the children within the township will be better forever.”

– U R. Phon Sar, deputy township education officer

U R. Phon Sar, is currently working as a deputy township education officer in Ta Nai Township, Kachin State. He previously worked as an assistant township education officer in Pharkant Township, which was a QBEP township in Kachin State from 2007. As one who was deeply involved in the implementation of QBEP activities in that township, U R Phon Sar recalls with ease all aspects of QBEP implementation that he had the opportunity to explore from 2007 to 2015, through MDEF 1 and QBEP — planning, implementing, analyzing, monitoring and evaluating throughout almost 8 years. He explains that historically in Pharkant Township, primary teachers had been using only traditional teaching methods in their teaching/learning activities before QBEP.

“During the time of QBEP,” he recounts, “a lot of activities were implemented, such as conducting teachers’ capacity-building training, providing students and schools with supplies, promoting school-based ECD programmes, strengthening PTA members’ capacities and contributions by parents and local communities in school self-assessment and school-improvement planning. “Those many activities were smoothly arranged by a well-functioning Township Management Committee, which was led by the TEO. The project was implemented from 2007 to 2015 in two phases. I am very pleased because our township is one of the first QBEP-supported education townships in Kachin State. “Teachers received good technical knowledge and most teachers have been applying those methodologies in the classrooms. Now as we phase out of QBEP, teachers should continue to use those teaching techniques in the classrooms.... If it is well-sustained with effective implementation, the education of the children within the township will be better forever.”

The strengthening of Myanmar’s EMIS was identified originally as a priority action area through the CESR process. At the state and regional levels, QBEP actions initiated a review and revision of the TEMIS to build capacity in the specific facets of planning and monitoring. Myanmar’s primarily paper and Excel-based system of recording and compiling education data meant that, despite the substantial amount of data collected, there was limited scope for data analysis, verification and validation. It has a limited role in supporting education management and planning. However, TEMIS underestimated local township capacity and, although it worked with MoE to pilot indicators, the paper-based system relied on newly recruited computer operators at the township level who were tasked with manual input of data from 19 different forms. The task was too burdensome as a result and data finalisation was very problematic.

QBEP supported a new strategy on EMIS to make data summarisation possible and to upscale the process nationally. This web-based system was developed in 2015. The new approach changes the EMIS system architecture and the workload at township education offices. However, it has not yet started to show results. New data collection forms were revised in line with approved Department of Human Resources and Education Planning indicators.

QBEP's end line target aimed to have TEMIS operational in 15 townships, and this was achieved. It was intended that the situational analysis provided by collection of township-level EMIS data could provide localised, relevant evidence for the creation of an effective and efficient TEIP. Unfortunately, this link has not worked in practice as TEMIS cannot yet carry out this function to support development of TEIP. The Department of Basic Education will pilot the new system in three states in the 2016-17 school year. This technical assistance from QBEP over the past two-and-a-half years, followed by support from UNESCO for 18 months, has enabled MoE to develop the EMIS Strategic Plan, a five-year sector-wide blueprint for EMIS development in Myanmar, "followed by its EMIS Operational Plan and Budget for financial year 2016/17, a plan that details concrete implementation steps for EMIS."³⁸

3.1.3 Lessons learned, outstanding issues and sustainability

Contribution analysis conclusion:

Based on the above analysis, this report concludes that QBEP provided a high contribution to achievement of Outcome 1.

Lessons learned:

QBEP's role in the CESR's strategic direction, technical content and coordination process catalysed reforms, promoted coordination, and had "a major influence on direction on policy discussions."³⁹ Through persistent advocacy on NFE, QBEP secured a discreet sub-sector report within the NESP. The NFPE independent evaluation carried out by Montrose in 2015/2016 found that the inclusion of this sub-sector report in the NESP "aligns directly to QBEP's support to date."⁴⁰

TEIP was found to have strengthened the sub-national education system, but it was, in fact, not well designed and it assumed mistakenly that funding would be allocated to implement the plans developed. The development of a national strategic plan to guide development of the education sector is a major breakthrough achievement for MoE, and indeed, for QBEP.

Outstanding issues:

NESP is expected to be finalised in 2016. QBEP action facilitated some inclusion of cross-cutting issues into consultations on the NESP, such as gender, disability and disaster-risk reduction. However, sharpening the strategic focus and sequencing of activities within it remain to be done. Political imperatives also led to suspension of the finalisation of the NESP pending the transition to a new government in April 2016. MoE reviewed the draft NESP to ensure that the documents align with its policy priorities and to incorporate the recent (second) restructure of MoE in May 2016.

Inter-ministerial coordination with other ministries responsible for education has been challenging in an institutional structure that does not readily support inter-ministerial coordination. Stronger links with the Ministry of National Planning and Economic Development, Ministry of Finance and other relevant ministries will be important going forward, particularly to further ensure alignment with national planning and budgeting processes.

³⁸ <http://www.unescobkk.org/news/article/unesco-supports-moe-for-implementation-of-national-emis-programme/>

³⁹ *Midterm Review of QBEP Report*, August 2014, p. 5.

⁴⁰ *Montrose, Non-Formal Primary Equivalency Programme, programme review*, 16 May 2016, p. 8.

Sustainability:

Enhanced sustainability for non-formal education: MoE's commitment to NFE has seen further progress toward a sustainable approach with the creation of a Department of Alternative Education, and increased budget allocation for alternative education in the August 2016 draft of the NESP.

Enhanced funding envelope: the sustainability of the reform agenda has been enhanced through QBEP-sustained advocacy (and that of other development partners) resulting in a quadrupling of the budget to education since 2011-12 — albeit from a very low baseline — as advocated in CESR Phase 1 Rapid Assessment. QBEP has maintained a strong position to emphasise that a number of key priorities identified in the national planning process are already being supported with significant funding. Going forward, ensuring close links between national and sector planning processes will be a key priority.

Sustainable sector collaboration: The CESR process, supported by QBEP, has been a catalyst for fundamentally changing the way MoE and development partners work together, forming a more collaborative partnership, joint commitment to results, and enhanced MoE confidence in leadership.

A sustainable approach to the use of evidence for decision-making: As a result of QBEP coordination and advocacy, a draft NESP is in place that provides a common framework for guiding investments — domestic and external — in the sector, although more work remains to be done on policy articulation, prioritisation and sequencing.

3.2 Outcome 2: Evidence base for advocating and delivering quality basic education improved

Theory of Change

If QBEP undertakes greater effort to more systematically capture and document evidence of what works well and what does not, *then* QBEP will be better informed and positioned to use this new learning to support the implementation of activities in QBEP core townships as well as to produce more convincing and informed evidence-based advocacy for strengthening the national systems and sector plans supporting quality basic education.

3.2.1 Context: Outcome 2

Due to insufficient understanding of the critical quality and equity issues for education within the sector, the 2012 QBEP programme design document stated that programme monitoring data would be combined with qualitative studies and research identified during the course of implementation “in order to illuminate main findings and causes of patterns or trends.”⁴¹

Several pieces of vital evidence-generation work were undertaken during the first half of QBEP (2012-mid 2014). These included a 2012 baseline study on “Child-Centred Approaches and Teaching and Learning Practices in Selected Primary Schools in Child-Friendly School Focused Townships in Myanmar”; a 2013 “Equivalency Program for Non-Formal Primary Education in Myanmar: Conceptual Framework and Operational Guidelines for National Expansion”; a 2012 baseline ECCD study on quality aspects of delivery; and a 2014 Mon State situational analysis.

Subsequently, the studies have been mined to guide various initiatives. Information from the 2012

⁴¹ QBEP design document, 2012, p. 36.

baseline report on “Child-Centred Approaches ...” was used for comparison data against data collected in 2015 and analysed in the 2016 MLA report produced by the University of York. Findings from the 2013 NFPE study was used for advocacy on the importance of developing an equivalency framework. Follow-up on the 2013 recommendations has comprised a major part of the 2016 NFPE study. Finally, findings from the ECCD study were used for advocacy action while the Mon situational analysis was used to inform the development of the Mon Whole-State Approach.

Learning from assessments, evaluations and studies strengthened

3.2.2 Strategies employed and significant changes affected

In CESR Phase 1, the Rapid Assessment phase, QBEP supported four analytical studies, three of which had already been anticipated in the project design, but were directly relevant to the CESR terms of reference. They leveraged not only QBEP results but also CESR outputs. The studies shed light on key issues relating to textbook policy, supply and distribution, teacher education policy framework, ECD situation analysis, and an overview of basic education policy. The finalised ECD situation analysis shaped the drafting of the holistic, inter-ministerial National ECD Policy, which was endorsed by the President and the Minister of Social Welfare, Relief and Resettlement, and launched in July 2014.

Other studies, also developed in collaboration with CESR team members and other MoE officials, were used by MoE to inform drafting of the Rapid Assessment technical papers and a summary report in relevant focal areas in Myanmar language. The QBEP-supported baseline survey of teacher education colleges and draft Teacher Education Strategy Framework also supported a more comprehensive analysis of teacher education colleges in CESR Phase 2. QBEP was also flexible enough to support a study on basic education policy. The rights-based and equity-focused recommendations pointed to the need for development of a holistic inclusive education policy, highlighted as a recommendation in the Ministry’s Rapid Assessment Summary Report in March 2013.

During the In-Depth Analysis Phase of CESR, QBEP supported four analytical studies: Institutionalizing the National Strategy Framework for NFPE Equivalency Programme; KG/ECD Costing and Financing Study; Assessment of Education Colleges; Primary Education Quality and Management Study. As in Phase 1, the first three of these had already been anticipated as knowledge gaps under QBEP, and so they supported the achievement of both QBEP and CESR results, while the fourth directly supported the CESR terms of reference. However, information generated by these studies could have been more adequately disseminated.

The Midterm Review gave renewed impetus to the systematic capture and leverage of learning from QBEP implementation. One of the MTR’s 10 recommendations referred explicitly to monitoring, evaluation and knowledge management.⁴² On the back of this recommendation, with considerable support and encouragement from the MDEF partners, UNICEF took immediate action⁴³ to respond to this weakness and developed a robust Assessment and Evaluation Plan in 2014 that aligned with the revised programme priorities. This plan was designed to assess activities in all of QBEP’s activity areas classified into two distinct themes: a) research on teachers and administration and b) research on students. The plan comprised three research studies, two evaluations and one independent review.

⁴² “QBEP should review its monitoring and evaluation and knowledge management strategy. The evaluation of activities, including the multitude of pilots using “new” approaches needs to be more independent and rigorous. Greater thought is needed on generating, using and disseminating learning in accessible formats for a variety of audiences.” QBEP Midterm Review, October 2014, p. 33, point 6.

⁴³ QBEP Annual Report, 2014, p. 20.

Planning for this comprehensive research set involved creation of reference groups for all studies in close collaboration with MoE. The reference groups performed four functions: a) they would provide a key constituency for inclusive consultations; b) they would provide a forum for key stakeholders to convene and discuss progress of the studies; c) they would provide a channel through which MoE ownership of the evidence produced could be cultivated; and d) they would disseminate findings.

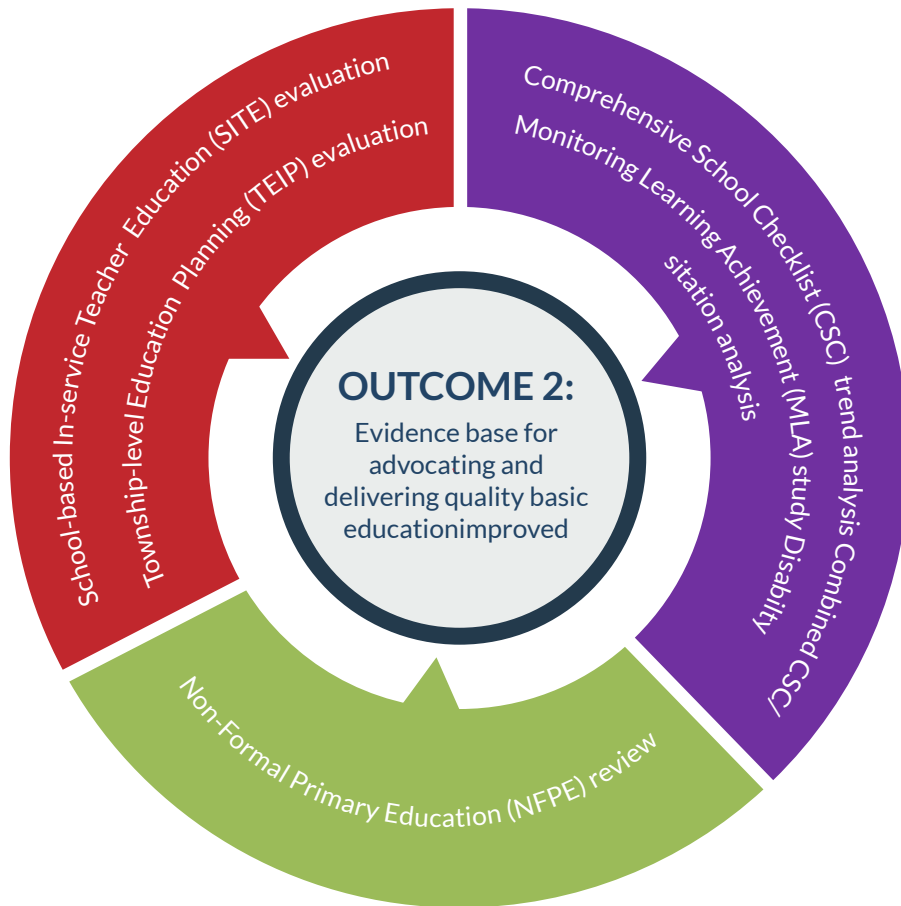


Figure 5: Quality Basic Education Programme research agenda.

Evaluations:

In August 2015, QBEP commissioned two independent research and evaluation firms, Montrose and Empower Myanmar, to conduct an objective evaluation of TEIP. The evaluation was designed to examine the relevance, effectiveness, efficiency and likely sustainability of TEIP activities to date, identify lessons learned, and formulate recommendations for future programmes. A reference group of six DBE staff was established to support the management and governance of the overall evaluation. The reference group met on three occasions: (1) on September 9, 2015, to introduce the evaluation and discuss its design; (2) on November 30, 2015, to discuss preliminary findings from fieldwork, and (3) on January 29, 2016, to discuss and validate preliminary findings, conclusions and recommendations from the draft report.

The evaluation report was completed in July 2016 and the team has already taken steps to implement its recommendation. Terms of reference to revise TEIP have been developed, circulated to potential bidders, and a winning firm was established to implement the recommendations of the report. In fact, Empower was selected as the winning firm and many of the evaluation team members will be those charged with improving TEIP, ensuring that recommendations from the report are fully implemented.

In September 2015, QBEP commissioned a separate independent final evaluation of SITE. The evaluation aimed to achieve three objectives: (1) provide an objective assessment of the relevance, efficiency, effectiveness and likely sustainability of the SITE pilot activities to date; (2) assess what results were achieved by SITE, as well as to assess what, if any, elements of SITE should be replicated in the future; and (3) offer a comparison of the SITE model against other national and regional in-service teacher training modules that, where possible, target teachers who are both trained and untrained, and who are from state, monastic and non-state schools.

A reference group was established comprising seven MoE staff: three from DBE and four from the Department of Teacher Education and Training. The reference group met on three occasions: on October 30, 2015, to inform the design and sampling of the evaluation; on December 7, 2015, to discuss preliminary findings from fieldwork; and on January 28, 2016, to discuss, validate and clarify findings, conclusions and recommendations from the report. In addition to these meetings and discussions with MoE, draft findings, conclusions and recommendations were shared with a group of approximately 30 representatives of the Teacher Education Sub-Working Group in February 2016. A larger evidence sharing summit is planned for the second half of 2016 to share findings from the evaluation with a broader audience. (See section 3.3 for findings and conclusions of the SITE evaluation).

Research studies:

In January 2015, the University of York was contracted to conduct two independent studies: (1) a trend analysis of annual CSC data; and (2) a MLA study.

The CSC study was designed to provide descriptive statistical study on teaching behaviour in a sample of 200 QBEP schools. The study relied on a classroom observation protocol designed to capture the frequency of 32 teacher and student behaviours drawn from international effective-teacher research. It emphasised high-quality classroom talk to enhance understanding, accelerated learning and raised learning outcomes.

The MLA study was designed to complement the CSC's focus on teaching behaviour by analysing baseline and end line data on student learning. The study used a stratified sample of 865 schools in 31 QBEP-supported and three control townships across Myanmar covering both urban and rural locations. Data was derived from examinations given to Grade 3 and Grade 5 math and Myanmar language classes in 2012 and 2015 using the Structure of Observed Learning Outcomes Taxonomy, consisting of five levels of understanding. This allowed for an Item Response Analysis of the math and Myanmar language examinations to be conducted, where marks for each answer were allocated according to different levels of understanding being demonstrated.

Unfortunately, a number of delays on the part of the contractor in analysing data and producing a draft and final report limited the use of findings during QBEP. A revised draft CSC report was received by UNICEF in April 2016. Findings from this report have been used as a basis for capturing outcome level changes in teaching behaviour (see sections 2 and 3.3) and updating the QBEP log frame. Initial findings from the MLA report were presented to the QBEP Steering Committee in April 2015 and have been used to describe outcome-level changes highlighted in section 2. Going forward, data from the CSC and MLA studies are expected to be used to inform the upcoming CFS and Language Enrichment Programme (LEP) study.

Independent reviews:

In November 2015, QBEP commissioned an independent review of the process, effectiveness and causes for drop-out from NFPE activities. The review was intended to provide a clear understanding of the key constraints and to inform an ongoing strategy to deliver a primary level equivalency programme. The study was comprised of two parts. The first was intended to provide an assessment of the follow-up on the recommendation of the 2013 QBEP NFPE study. The second part was designed to produce an evidence-base to inform future decisions and the potential opportunities of outsourcing implementation to third-party organisations.

The focus of the fieldwork was on NFPE centres where QBEP funded operating costs with five townships sampled from the 17 QBEP core townships delivering NFPE. However, the scope of the study was not limited only to those centres which QBEP directly funded, as QBEP also funded the programmatic costs of all 94 townships. As with the two QBEP evaluations, a reference group was formed, comprised of MoE officials from the DBE, Department of Myanmar Education Research and Myanmar Literacy Resource Centre. The final evaluation report in June 2016 confirmed the alignment of QBEP's programmatic goal of improved access to and quality of basic education for all children in Myanmar and MoE's intention to provide education for all. The report also showed that non-formal education is regarded as one of the critical components of the education system.

Terms of reference for a second independent review, this one of QBEP's CFS/LEP activities, are currently under development and will be supported under QBEP. The study aims to ascertain how MoE perceives the CFS/LEP training (at central and school levels), any systemic issues facilitating or hindering actual rollout, use of training materials, and potential options for institutionalising this training with its own resources going forward. The primary audiences for the study are MoE's DBE and Department of Teacher Education and Training, as well as post-QBEP partners (Denmark, EU and UNICEF). The study will: 1) assess the alignment of the CFS/LEP training against current similar in-service trainings (such as CCA, SITE and MoE volunteer training); 2) define competencies; and 3) offer a comparative assessment on their delivery modes. Completion of the study is expected by the end of 2016.

Capacity gap analysis:

A critical link between the efforts toward system strengthening of QBEP Outcome 1 and evidence-generation and use under Outcome 2 was the initiation of the Capacity Gap Analysis in 2015. Consultancy firm FHI 360 was commissioned to undertake a multi-level MoE Capacity Gap Assessment and Initial Targeted Capacity Building analysis. A Rapid Needs Assessment was completed from January to March 2016 and reported on by the end May 2016. Through a combination of desk review and key informant interviews, this Rapid Assessment aimed to identify: prior and current experience, knowledge, skill levels and motivation of MoE staff in a variety of category levels; to determine the causes of performance impediment and establish a training baseline; and to identify both organisational and individual strengths, gaps and factors informing follow-up training for staff "to provide effective governance, leadership and management in assuming their respective responsibilities for implementation of the core functions of MoE as well as specific education reforms."⁴⁴

The Rapid Needs Assessment found limited ownership by ministry personnel of their own vision and of MoE mission statements, because they had not been developed in a participatory manner, nor disseminated adequately by MoE internally. Most staff interviewed for the Rapid Needs Assessment

⁴⁴ *Rapid Training Needs Assessment, May 2016. FHI 360, submitted to UNICEF on 23 May 2016, p. 3.*

indicated that they believe they do not have skills, knowledge and experience for strategic planning, and those who have had some training report shallow knowledge and understanding.

Positively, the assessment found that the majority of staff charged with financial management do, in fact, have adequate financial management skills and knowledge, although many do not have the academic grounding in finance or budgeting. Only two of the 12 finance staff members had the capacity to use software in their work. The assessment found that on-the-job training is employed as an effective mitigation strategy.

A major critical finding in relation to systems and procedures was the different views on financial management as opposed to budgeting. The budget exercise undertaken by MoE staff takes an “incremental budget” approach, in that new budget proposals are calculated on current budget levels, with a certain percent of increments added per certain activities. This contrasts strongly with the more universally accepted Planning Programming and Budgeting System⁴⁵, which ensures close alignment between planning and budgeting. This translates to weak links from budgeting to programming planning. This finding in itself has identified a major gap in day-to-day implementation of core MoE functions and will require follow-up to further strengthen MoE systems.

Disability study:



A Situation Analysis of Children with Disabilities in Myanmar, commissioned to establish the evidence base for advocacy for action on inclusive education for children with disabilities — led by the Department of Social Welfare and jointly funded by QBEP and UNICEF (Social Policy section) — is in the final stage, with publication expected in September 2016. The tentative findings show that 67 percent of children with disabilities surveyed were out of school, compared to 19 percent of children without disabilities, an already high figure. More than half of parents of 5-9-year-old children with disabilities reported that their children had received no education at all, a figure which rises to 97 percent for pre-school-aged children with disabilities (2-4 years old). 46 cases were reported where children had been denied access to school on the basis of perceived disability. Only 36 percent of the children with disabilities surveyed were able to read and/or write.

Attitudinal barriers were also highlighted, with 32 percent of children with disabilities reportedly experiencing being mocked or bullied at school by both classmates and teachers, compared to only 11 percent of children without disabilities. Anxieties about not fitting in with classmates or being able to make friends, teachers not being supportive, and not being able to keep up with the lessons were cited as discouraging children with disabilities from attending school.

⁴⁵ *Rapid Training Needs Assessment, May 2016. FHI 360, submitted to UNICEF on 23 May 2016, p. 3.*

The intersectional disparities between gender and disability were less clear, though on the whole the study indicated that boys and girls with disabilities both face equally significant barriers in accessing their rights to education. The study also found that education professionals and parents of children without disabilities tended to view children with disabilities as being better off in “special” schools rather than alongside their peers in mainstream schools. This is in direct contravention of the Convention on the Rights of Persons with Disabilities, to which Myanmar is signatory. The QBEP-supported disability study will be used post-QBEP to continue QBEP’s advocacy on equity and inclusion in education, in line with NESP directions.

3.2.3 Lessons learned, outstanding issues and sustainability

Contribution analysis conclusion:

Evidence generation through QBEP has been enhanced through development of a robust evaluation and assessment approach. This report concludes that QBEP provided a high contribution to the achievement of this outcome.

Lessons learned:

The lack of a programmatic baseline resulted in significant challenges to overall monitoring evaluation and this was identified by the Midterm Review. As a result, an evaluation and assessment strategy was produced and a monitoring and evaluation coordinator was recruited to manage this critical aspect of QBEP. The generation of research under QBEP took a large stride forward in the second half of QBEP implementation, where evidence initiated, managed and produced evaluated QBEP’s interventions. Most importantly, the utility and value of this research set was bolstered critically by the creation of MoE reference groups that were involved in all aspects of the terms of reference development and endorsement, the review of methodology approaches, and the discussion of drafts and of preliminary findings. Further leveraging of the findings from all six completed studies, researches and evaluations will be vital.

The QBEP-initiated Capacity Gap Analysis found that there is a strong contrast within MoE relating to financial management versus budgeting. As detailed above, the annual MoE budget exercise takes an incremental approach to calculate forthcoming budgets on current budget levels plus increments; this is out of step with the universal Planning Programming and Budgeting System. This translates to weak links from budgeting to programming planning and is a major gap in a core MoE function which will require follow-up to further strengthen MoE systems to enable effective implementation of the NESP.

Outstanding issues:

Overall, both the SITE and TEIP independent evaluations found that while there were positive indicators in all evaluation criteria used — relevance, efficiency, effectiveness and sustainability — there were also improvements needed in both activity approaches. The evaluations undertaken have therefore already impacted the understanding of the utility of these interventions and have catalysed remediation steps to improve both.

Further dissemination and leverage of the findings, both positive and negative, produced through QBEP-initiated research will be vital in the post-QBEP era. The dissemination strategy for this learning needs to be updated and agreed among QBEP development partners in conjunction with MoE to maximise impact as supporting evidence.

Sustainability:

A key sustainability dimension was developed during creation of the reference groups for the QBEP-commissioned research. The work of the reference groups has increased MoE ownership and its capacity to manage similar bodies of work in the future — vital to leveraging evidence in education planning. The final NFPE report in June 2016 will be used as evidence for future programming under the newly established MoE Department of Alternative Education.

3.3 Outcome 3: Number of children reached and learning in QBEP target areas increased

Theory of Change

If QBEP supports activities reaching both those within and outside of school (pre-primary and non-formal) and supports the improvement of physical infrastructure and materials in school, teaching will be delivered by teachers and oversight and management provided by head teachers and PTAs, then QBEP will be able to increase both the number of children reached as well as help improve the quality of learning of children within its targeted areas.

3.3.1 Context: Outcome 3

At the outset of QBEP, the gross primary enrolment rate stood at 89.9 percent, the net primary enrolment rate was at 84.1 percent, and the survival rate was just 74 percent, according to data supplied by MoE for 2010/2011. Myanmar Multiple Indicator Cluster Survey data from the same time shed more light on the situation, showing only 22.9 percent of children attending some form of organised Early Childhood Education programme. In short, there was a significant problem of dropout. There was also a clear problem with a lack of national monitoring of learning outcomes.

3.3.2 Strategies employed and significant changes affected

Has the number of children reached and learning in QBEP targeted areas increased?

QBEP was designed to provide a holistic package of five types of interventions to strengthen teaching and learning and to increase the number of children learning in supported townships. QBEP activities included provision of supplies for students, grants to improve the school environment and service delivery, and capacity-building training for primary teachers, head teachers and education officers in townships. These packages were rolled out in different combinations in different townships in accordance with the needs of targeted groups. QBEP employed five strategies to do so.

QBEP supported school readiness through NFPE and ECD

NFPE is an accelerated alternative to formal primary school, providing a second-chance route to quality education for children who have dropped out of or never enrolled in the formal education system. QBEP supported the central programme costs of NFPE, such as delivering training, producing and distributing materials and some operating costs, contributing to 573 centres in 94 townships, as well as the day-to-day costs of 42 townships.⁴⁶ In total, QBEP supported 48,199 (43 percent female) students to learn through NFPE, some 7,000 more than planned.

⁴⁶ Montrose, *Non-Formal Primary Equivalency Programme review*, 16 May 2016, p. 15.

To assess the quality and sustainability of the NFPE model, QBEP commissioned an independent review of its NFPE activities in 2015. The review was carried out in five townships sampled using maximum variation criteria, including rurality, ethnicity, and religion, natural disaster-affected and conflict-affected areas. The review included field visits and interviews with NFPE and out-of-school children, NFPE teachers, TEOs and communities. A reference group — comprising senior MoE staff from the DBE (then the focal department for NFPE), Department of Myanmar Education Research, Myanmar Literacy Resource Centre, and QBEP partners — was formed to guide the review.

Overall, the review found that NFPE is a “much-needed initiative” providing “a second chance for some of Myanmar’s 10-14-year-old children who were unable to access formal school,” and that access to the formal education system following the completion of NFPE was “sufficiently simple and was proactively supported by the Township Education Officer, Township Monitor and Head Teacher.”⁴⁷ It also concluded that the “overall re-entry rate from L1 to G6 is around 20 percent. Transition rates from L2 to G6 have seen an improvement over the period of NFPE, from the low 20s to the high 30s, suggesting that the programme has been increasingly successful in facilitating re-entry to the formal system.”⁴⁸ The review also found that NFPE aligns directly with MoE’s intention to provide “education for all.”

The review highlighted challenges and operational constraints hindering performance and NFPE’s potential expansion, including 1) that NFPE is not yet flexible enough to access the hardest-to-reach children; 2) that the current model does not adequately address the opportunity cost of attendance; 3) that there is no effective mechanism to identify and map “invisible” children; and 4) that the short time frames of the NFPE centres in each community pose a challenge in engendering effective community ownership.

The preliminary findings of the NFPE study were used by UNICEF to informally advocate for continued support to NFE, and NFPE has been identified by MoE as a priority area during the Building on QBEP phase.

Non-formal primary education: Second-chance education produces first-class results!



⁴⁷ Montrose, *NFPE independent review*, June 2016. p. 5.

⁴⁸ *Ibid.* p. 6.

Kyaw Zaw Moe straightens his shirt and dips his head respectfully at the bottom step before he makes his way humbly but purposefully onto the stage at the Learning Hub in Yangon University of Education. He is greeted by rapturous applause expressing congratulations for a remarkable achievement. In the audience: a teacher who supported Kyaw Zaw Moe in his Sittwe school, teachers from across the NFPE network, and high-ranking MoE officials.

Having earlier dropped out of school, at 17 he was given a second chance at education when he joined a non-formal primary education model funded by QBEP through UNICEF.

Kyaw Zaw Moe has succeeded where none of his family or classmates have before him: he attended two years of the NFPE programme, gained his equivalency certification, re-entered the formal school system and passed the matriculation exam at his first attempt in this academic year — the first NFPE student to do so.

It is light years from his situation in 2008, when he was beginning his primary school life. His father is a carpenter and his mother a dependent, and poverty was a persistent presence in their household. Kyaw Zaw Moe's parents had to make the difficult decision to tell him that they could no longer afford to send him to school.

"My brother was in Grade 11 when I was in Grade 1 and my mother asked me to drop out as she couldn't support all of us," says Kyaw Zaw Moe. His elder brother was chosen to stay in school. Kyaw Zaw Moe has three siblings: Tun Ther Sein (22), Zaw Khine Moe (19) and Aye Mi Soe (14).

However, a teacher at No. 9 Basic Education Middle School in Sittwe, spotted the Kyaw Zaw Moe's absence and was concerned. "I encouraged his parents and him to join the NFPE class as a second-chance education," says Daw Yi Yi Naing. Soon afterward, Kyaw Zaw Moe started in NFPE Level 1, which was supported by QBEP.

Daw Yi Yi Naing herself has gone through a transition, from shy newly qualified teacher to established NFPE advocate.

"When I first joined NFPE classes and met those children from disadvantaged families," she says, "I didn't even know how to make them comfortable in class. I noticed that they were shy and had a feeling of losing hope." However, the situation gradually changed. "The more I taught and engaged with them, the better I understood their life and their circumstance, and I was able to facilitate and engage with them to learn the lessons effectively."

For Kyaw Zaw Moe, the NFPE centre offered a way to learn-and-earn where no option existed before. The flexible learning method allowed him to study from 6 to 8:30 in the evening "after I have helped my mother out with the chores and jobs."

And he was able to save some money toward his dream of re-entering school again, after persevering with his NFPE studies. Kyaw Zaw Moe continued his middle- and high school-level education at Basic Education High School in Sittwe. Through hard work and determination, he earned the top spot in his class.

"I also learned to admire my teachers," he says. "I look up to them now as role models. I know now that teaching is a very noble profession."

Daw Yi Yi is equally proud. Kyaw Zaw Moe is the first NFPE student to pass the matriculation exam on the first attempt in Myanmar, “which means the NFPE programme has shown its quality assurance,” she says. “I feel much happier now than the time I passed my own matriculation, because my students had to overcome many challenges, unlike me as I got full support from my family.”

QBEP supported Early Childhood Care and Development

Support to ECCD has been one of the key achievements of QBEP. The development of the National ECD policy has contributed to system strengthening (Outcome 1). With significant QBEP support and advocacy, the Union of Myanmar Policy of ECCD was published in 2014, signifying the beginning of a multi-sectorial effort in the development of early childhood services. QBEP planned for 89,000 0-5-year-olds in targeted townships to be able to access facility based ECD services, but by the end of QBEP had succeeded in ensuring more than 103,000 were accessing facility-based ECD services. By the end of QBEP, the proportion of schools in target townships with ECD facilities for 3-5 year olds reached 37.5 percent, almost doubling the 20 percent target, with over 61 percent of school-based ECD facilities meeting minimum quality standards in the target townships.



Children sleep while trained caregivers supervise at Khaikam ECD Centre in Hakha Township, Chin State. © UNICEF Myanmar / 2016 / Danièle Romeo

In the QBEP-supported National ECCD policy, Strategy 3 refers to Early Childhood Intervention, an essential element of any national programme in reducing social inequality and poverty and promoting economic development. “Early childhood intervention services for children with at-risk situations, developmental delays, disabilities and atypical behaviours are an essential dimension for achieving good ECCD from preconception to age eight. ECI services empower parents to develop their children in the natural environment of the child, and they strive to ensure a good transition to inclusive educational and social services,” the policy states.

As a result of the ECCD policy development and its strategic prioritisation of ECI, a system is now being designed for developmental screening and surveillance/monitoring, pre- and continuous in-service training, personnel structure, regulations for professionals and trained well-supervised para-professionals, and a decentralised supervisory system. Finally, to ensure full accountability, a national monitoring, evaluation and follow-up system with indicators and a child-tracking system is also being developed.

QBEP supported improved teacher performance

Improving teaching and learning involves important system and behaviour changes that evolve over the longer term, but QBEP has demonstrated some encouraging early results. An MLA exam developed and administered by QBEP in 2012 (baseline) and 2015 (end line) showed that student learning had improved in QBEP supported townships. The exam was administered to more than 54,000 students in some 880 schools across 31 townships. The results showed that while learning gains were modest in math (2 percent and 4 percent for Grade 3 and Grade 5 respectively), results were much more dramatic for Myanmar language (10 percent and 14 percent improvement for Grade 3 and Grade 5 respectively). However, the University of York report commissioned by QBEP cautioned that while these results were encouraging overall, a more in-depth analysis “shows a great deal of variation between the intervention townships and schools within the townships. Such variation suggests that in some townships and schools the QBEP intervention may not have been well implemented, thereby contributing to the lack of impact on children’s learning.”⁴⁹



Child Friendly School teacher training in Pauktaw Township, Rakhine State. © UNICEF Myanmar / 2016 / Nay Win Myint

In addition to the student exam results, the York report also analysed data from more than 28,000 qualitative interviews and information from the Comprehensive School Checklist, QBEP’s annual teacher and classroom observation protocol. In terms of improved teaching, data from the annual CSC showed that 38 percent of teachers observed demonstrated improved teaching behaviour. The report concluded that “analysis of the CSC systematic observation data suggests there were significant differences between teachers in intervention and control schools, suggesting teachers who had received the QBEP training were using a wider repertoire of active learning and participatory approaches.”

Such shifts in pedagogical practices suggest that QBEP-supported teacher education interventions are having a positive impact on classroom processes. Similarly, head teacher and teacher surveys show an increasing focus on school-based training with a greater emphasis on teachers meeting to

⁴⁹ Institute for Effective Education. “An Analysis and Report of Student Learning Achievement and Comprehensive School Checklist Data from the Quality Basic Education Programme.” University of York. June 2016. p. 8.

discuss pedagogical issues and carrying out classroom observations to provide coaching and feedback. However, many teachers were still under-using paired/group work, and a greater variety of follow-up moves, such as probing, expanding and re-voicing pupil answers. Teachers' use of assessment for learning and inclusion of children with special educational needs were also underused.⁵⁰

SITE teacher cluster meeting at a QBEP-supported school in Myebon, 2016.

SITE was originally implemented in townships in Magway, Mandalay Region, Sagaing and Shan. However, the programme's cost-effectiveness and its regular continuous professional development drew the attention of several higher level MoE officers and it was expanded to all Mon townships in 2014 and to all Kayah townships in 2015.



CFS teacher training in Myebon, Rakhine State. © UNICEF Myanmar / 2016 / Nay Win Myint

SITE was one of two QBEP pilot activities expected to improve teacher and head teacher performance by helping teachers move from theoretical to more practical learner-centred approaches in order to increase the number of children reached and learning in QBEP targeted areas. Through its Department of Basic Education, MoE is responsible for the implementation of SITE in schools. The Department of Teacher Education and Training is responsible for technical training of teachers. QBEP's support to SITE was to assist MoE counterparts in planning and organising activities, providing technical assistance, monitoring activities and targeting advocacy at central-level MoE departments, sub-national level education offices, and education colleges and universities of education.

An external, independent evaluation of SITE was commissioned by QBEP in September 2015. The evaluation found that SITE as an activity benefited more than 14,000 primary teachers, including newly recruited daily-wage teachers, teachers from monastic schools, and Mon National Education Committee (MNEC) schools. The evaluation identified positive aspects of SITE that are well suited to the current education climate in Myanmar.

⁵⁰ *Ibid.* p. 9.

This is particularly important in the context of quickly and effectively upgrading a large cohort of under-qualified teachers. The report states, “What makes the SITE model particularly suited to this challenge is the in-school distance approach and, as evidenced by the evaluation results, the enthusiasm of classroom teachers for the SITE content and approach. Also beneficial is the high level of ownership by MoE and willingness to continue with SITE.”⁵¹

The specific indicator of SITE success under QBEP was for 4,000 teachers to have completed SITE training by QBEP completion in 2015/16. At time of the SITE evaluation, a total of 14,420 trainees were reported to have enrolled in SITE, of whom 43.4 percent had completed the training by passing the written test. These findings show that SITE has met and exceeded the 2015/16 target substantially.

The strength of the peer-to-peer assessment and cluster group meetings, the relative ease with which SITE can be introduced and taken up by teachers, the observed frequent use of SITE training manuals, which were found present in schools and accessible to teachers, the role of teachers as facilitators of social cohesion in Myanmar (a conclusion largely based on the principles of discussion, dialogue and non-violence promoted by QBEP teacher trainings) were all identified as key areas of effectiveness.

SITE was also compared to other teacher-training initiatives in the Myanmar education sector.⁵² The SITE final evaluation concluded that SITE activities are in line with the overall needs of Myanmar’s teachers and classrooms, although this was unintentional alignment, as the SITE planning was broadly a top-down process. It also found that the SITE programme could have been more effective if there had been better buy-in from TEOs and district and state officers to encourage more effective monitoring of SITE activities at school and cluster levels. In terms of equity and inclusivity, SITE activities were noted as appearing to have promoted some improvements within the classroom, particularly in terms of teachers’ behaviours in calling on both girls and boys. However, training on addressing gender norms was identified as a necessary next step in any SITE training revision.

QBEP supported improved school and learning space environments

In addition to the Essential Learning Supplies given to more than 1 million children nationally through QBEP, QBEP provided basic education through school supplies and teacher training to crisis-affected children living in Internally Displaced Persons camps and to host communities in three townships in northern Rakhine State. In 2013, this “Special Townships” concept was added to QBEP Outcome 3 to support emergency response in the wake of the inter-communal violence of 2012. Initially supporting the townships of Sittwe and Pauktaw in Rakhine, the scope of activities under Special Townships was expanded further in 2015 to allow QBEP to support flood response in 2015 — reaching flood-affected regions and states of Rakhine, Chin, Bago, Magway and Sagaing.

Support in Rakhine was provided through access to temporary learning spaces, school renovations, training for volunteer teachers and adolescent facilitators, and support to parent-teacher associations. According to partner reports to UNICEF, PTAs established under QBEP support continue to be actively engaged in TLS management. However, most significantly in terms of change affected by QBEP action,

⁵¹ *Ibid.*

⁵² UNICEF Myanmar QBEP Research & Evaluation School-based In-service Teacher Education (SITE), *Enhanced Desk Review*, p. 8. SITE was compared to programmes by the Myanmar Education Consortium (MEC), Monastic Education Development Group (MEDG), INGOs, NGOs and CBOs. Examples included MoE’s four-year nationwide child-centred approach teacher training project (from 2012/2013 to 2015/2016); MEC’s complementary education project “Support to strengthening monastic education in Myanmar” (2013-2015); and the Adventist Development Relief Association (ADRA) Myanmar’s “Support for education in post-conflict southern Myanmar” (2013).

the focus of TLS support is now shifting from purely development partners-led humanitarian support for temporary learning spaces to a broader government-led education development response to IDP camps and nearby communities. This governmental recognition of and response to emergency-related education provision is an indicator of sustainability of these approaches. Students learning in QBEP-supported temporary learning spaces follow a full curriculum and the majority (partner reports state 95 percent) were able to participate in the exam supported by state government and sector partners in 2015.



Essential Learning Supplies in use in a Grade 5 class in BEMS-Falam, Chin State. © UNICEF Myanmar / 2013 / U Kap Za Lyan

In July 2015, QBEP partners swiftly reallocated US\$2 million of QBEP funding to respond to floods and landslides that hit Myanmar, damaging and destroying education institutions. A comprehensive cross-sectoral, Post-Flood and Landslide Needs Assessment (PFLNA) was conducted by MoE in Rakhine. In the PFLNA process, UNICEF/QBEP played a key role, together with the Japan International Cooperation Agency and other partners. The School Construction sub-working group of the ETWG co-led by Swiss Development Cooperation and World Vision and supported by QBEP, assisted the government's review of improved school design, development of national guidance on safe school construction, and a review of school construction practices. Notably, the PFLNA report recognised that QBEP action has made significant difference to overall flood response.⁵³

QBEP supported a mapping survey of 200 schools (coverage of 75,000 students) in 14 townships. The assessment highlighted extreme discrepancies between government-controlled/central areas and remote outreaches, especially where minority groups are settled. Post-QBEP funding will support construction and repair in 140 schools with MoE committing to undertake repair and reconstruction in the remaining 60 schools, in an indication of sustainability.

QBEP supported improvement of Water Sanitation and Hygiene (WASH) in school facilities across the four years of implementation at both downstream levels — through access to improved WASH environments in schools, formation of school WASH clubs to promote good hygiene practices, and teacher training on hygiene practice promotion through the 3-Star Thant Shin Approach⁵⁴ — and at upstream policy level, through development of National WASH in Schools Standards and Guidebooks.

⁵³ MoE Post-Flood and Landslide Needs Assessment 2015, p. 116.

⁵⁴ The Three Star Thant Shin Approach ensures that healthy habits are taught, practiced and integrated into daily school routines. Schools are encouraged to take simple, inexpensive steps which are designed to ensure that all students create these habits at school every day through Thant Shin (literally meaning Mr./Mrs. Clean).

QBEP supported improved school management

The revised CFS and LEP was the final QBEP component on teacher-training focused on strengthening child-friendly pedagogy and increasing student learning. The CFS approach addresses the five dimensions of an effective school: (1) inclusiveness (2) gender responsiveness (3) effectiveness (4) healthy, safe and protective school environment, and (5) community participation. The CFS approach supports improved physical facilities, trained teachers, appropriate teaching/learning materials, basic school supplies including WASH in school initiatives, and collaborative support by parent-teacher associations and communities. QBEP directly trained more than 31,300 teachers in some 4,000 schools in 25 targeted townships on CFS principles and practices.

In promotion of equitable learning opportunities for ethnic minority children, the Language Enrichment Programme dimension of the training is an intensive Myanmar language programme, supplementing the current Myanmar language textbooks and designed to increase students' competency in the four macro-skills of language: speaking, listening, reading and writing. LEP is designed to address the needs of students whose home language is not Myanmar, but it is also expected to have a positive impact on the competencies of all students.

QBEP supported the teaching of life skills

Through partner NGOs, QBEP has also supported NFPE in some 81 townships and EXCEL in 37 townships. These state- and national-level partnerships with civil society organisations, faith-based organisations, ethnic minority groups and other actors have strengthened networks and built cohesion for more effective policy advocacy with government on ECD and NFE. This activity was phased out after the QBEP Midterm Review.



"I think our view of the importance of education for our own children is changing, because of QBEP."

– U Tun Tun, parent and PTA member, Waingmaw Township.

U Tun Tun is a father of four children, a mechanic and an active member of the PTA of Naung Hee BEPS No. 3 in Waingmaw Township, Kachin State, where Daw Htay Htay Lwin is head teacher.

He is 45 years old. As a member of the PTA, U Tun Tun does not just attend meetings. He also helps out with the needs of the school infrastructure, such as fencing, repairing the water line for the latrine and any other needs for the school as much as possible.

He sees the QBEP impact first and foremost on how his children communicate. "My children are now improving day by day in communicating with others, with ideas, with personal hygiene and also in following school discipline and instruction of the teachers," he says.

U Tun Tun also sees development in the teaching provided at the school. "Teachers are also improving in their teaching ability and classroom management and the head teacher is also improving her management skill and coordination with parents. She can work well now with the community."

He also believes that QBEP has improved parents' involvement in the school, in that parents, including himself, are participating more in school activities as well as the care of their children. "I think our view of the importance of education for our own children is changing," he says, adding that all parents, including him, are very important role models for their own children and must help to create a safe and happy learning environment for them.

3.3.3 Lessons learned, outstanding Issues and sustainability

Contribution analysis: QBEP provided a high contribution to the achievement of Outcome 3.

Lessons learned:

The TEIP evaluation captured the existence of alternative mechanisms and established whether these were more relevant to the need TEIP aimed to address. Findings show that a number of alternative current systems are in place, such as the school self-assessment programme, school-improvement plans, school grants programme funded by the World Bank and Department of Foreign Affairs and Trade, Australia, and TEMIS, which is also funded by QBEP. The evaluation found by comparison that all systems identified were found to be relevant in identifying township education and school needs. Notably, however, alternative systems were not found to be more relevant than TEIP as they each covered slightly different elements of planning and TEIP still covered a broader and longer remit.

The findings of the NFPE study indicated a need for two policy level initiatives: 1) a NFE-wide Quality

Assurance System and 2) a nationwide mechanism to identify where Myanmar's "invisible" out-of-school children are. The NFPE study also provided practical, programmatic recommendations which are valuable pointers in the next steps for NFPE, including: modification of the current NFPE delivery model to meet the needs of more out-of-school children; offering facilitators opportunities for further professional development; providing incentive for them to stay for the duration of a centre's lifespan; strengthening the quality of NFPE delivery; and providing financial support for children to transition into middle school (the cost to transition to G6 is a crippling obstacle).

A critical success of NFPE is that the learning outcomes are recognised as equivalent, that it constitutes an effective learning mode as evidenced through pass rates, and that it is a replicable model. However, low attendance rates and restricted coverage hinder its replication potential. A nationwide Out of School Children Study by MoE (supported by UNICEF) was launched in May 2016.

Outstanding issues:

Mainstreaming of gender equality remains an outstanding issue with downstream implementation. Throughout QBEP, continued efforts were made to ensure gender disaggregation in needs assessments, encourage female application in teaching and PTAs, conduct extensive outreach targeting religious leaders, camp and village committee members, women's committees in camps/communities and volunteer teachers to reduce barriers to girls' education, and stress the importance of encouraging women's participation in decision-making processes. Gender mainstreaming still requires long-term efforts to bring about long-term changes.

Sustainability:

A lack of future funding impacts sustainability of all Outcome 3 activities. It could be argued that sustainable funding for the activities under this outcome has been challenging precisely due to their diverse composition and the fact that this set of quality education inputs were altered/added to (by collective decision of the QBEP development partners) as QBEP evolved without clarity on their interconnectedness.

As managing partner of QBEP, UNICEF took practical steps toward securing sustainability of the QBEP interventions implemented. Field Offices incorporated QBEP-phase out planning and handover with all TEOs and ATEOs within their geographic catchment areas. For example, Mandalay Field office have produced handover briefing books for the phase out of the four QBEP townships in their responsibility: Pyigyitagon, Myaing, Htantapin and Thandaung. Additionally, UNICEF Education Field Officers organised a systematic QBEP handover with township education staff, including cluster head teachers and CFS/LEP township trainer teachers, for discussion and agreement on follow-up actions to be taken.

In terms of sustainability of teacher education approaches under QBEP, the evaluation of SITE concluded that if issues identified were adequately addressed, SITE could be an effective model for in-service delivery, albeit one that does not appear to have had any objective monitoring and evaluation assessment of progress toward planned results for the current SITE activities. Results indicate that SITE could be sustained after QBEP in terms of ground support and buy-in from teachers. However, significant threats to sustainability that would need to be addressed are: staff transfers out of SITE schools; teacher uncertainty on the SITE certification process and rewards; and school targeting.⁵⁵

55 Final Performance Evaluation of QBEP's School-Based In-Service Teacher Education Pilot Programme, June 2016, p. 10.

PART 4:

PARTNERSHIPS, MONITORING AND EVALUATION, AND COMMUNICATIONS AND CONSTRAINTS

4.1 Leveraging synergies and partnerships for QBEP

At the outset, QBEP articulated three cross-cutting themes for programme cohesion and envisioned synergies across activity implementations. The programme set out a number of wider stakeholders who could benefit from or contribute to the programme, including the Government of Myanmar, states and divisions, local authorities, township education officers, monastic education committees and education colleges, school management, head teachers, teachers and parent teacher associations (PTAs).⁵⁶ The ETWG and its sub-working groups was noted as a key constituency for coordination, collaboration and communication.

Partnership with the Government of Myanmar

The most pivotal partnership of the programme was with MoE. As the anchor partner for all programme aspects, from upstream to downstream, the cultivation of a relationship of trust was key to the work and success of QBEP. The MTR noted positively that the relationships built by UNICEF, as managing partner, at a multiplicity of levels resulted in QBEP activities receiving official acceptance and support.⁵⁷ It found that “much of the progress that QBEP has made, including the potentially pivotal involvement in policy and the CESR, has been due to the facilitating effect of UNICEF’s unique relationship with the MoE, but noted that with evolving circumstances, there was a challenge to ensure that the MDEF partners can share involvement in policy dialogue with government and bring with them a broader set of perspectives and expertise.”⁵⁸ Partnership with Department of Social Welfare was also critical in developing the national ECD policy.

⁵⁶ QBEP basic design document, 2012, p. 30.

⁵⁷ QBEP Steering Committee Minutes, 1 June 2016.

⁵⁸ QBEP Midterm Review document, August 2014, p. 32.

Partnership with local partners

QBEP strengthened a range of strategic partnerships to support the programme. Priority was given to partnerships with local NGOs working in ethnic-minority and remote areas where access to ECD and NFE services were limited. This coordination in remote townships enabled some 20,000 children to access ECD in the first year alone. Coordination with these partners strengthened collaborative advocacy efforts for greater investment in ECD at national and state/region levels.⁵⁹



A Grade 4 boy listens in class. © UNICEF Myanmar / Nay Win Myint

Support to children affected by emergencies and/or conflict, was a core facet of QBEP work. As managing partner, UNICEF formed strategic partnerships with organisations working directly with schools and communities outside the government systems, such as with the Kachin Baptist Convention and with the Mon National Education Committee. This work with non-traditional partners meant QBEP explored innovative ways to address inclusion and equity, especially for children experiencing multiple vulnerabilities.⁶⁰

Another example of effective work with non-traditional partners involved MNEC head teachers being invited to participate in QBEP head teacher training in 2015, and Mon State government officially agreeing in 2015 to provide Myanmar language textbooks to MNEC schools. The State Minister for Mon Affairs has recently requested that MNEC join a task force to develop a Mon language curriculum and learning materials for use in government schools, to be taught for 30 minutes a day during regular school hours.

According to an evaluation of the UNICEF Peacebuilding through Education and Advocacy (PBEA) programme by the University of Amsterdam, this breakthrough is a direct result of QBEP's support of inclusive training, bringing national government staff and MNEC staff together.

Synergy with complementary UNICEF education programmes to maximise gains

The QBEP design document projected leveraging regional knowledge partnerships, such as the United

⁵⁹ QBEP Annual Report, 2012, p. 16.

⁶⁰ QBEP Annual Report, 2012, p. 38.

Nations Girls' Education Initiative and the Asia Pacific Network for Early Childhood, but did not project such synergies within the UNICEF education programme. Unanticipated synergies helped amplify the effects of QBEP.

QBEP leveraged the three-year UNICEF PBEA programme to work at ensuring development of a conflict-sensitive multilingual education policy, and it did so through a participatory process to promote inclusion and effective learning.⁶¹ Conflict-sensitivity and peacebuilding components were integrated into QBEP-supported Child-Friendly-Schools teacher training, deepening the relevance and utility of the training for teachers and pupils in conflict-affected townships. PBEA allowed more visibility of the work being done under QBEP in Myebon, facilitating expansion to eastern and southern townships as well as northern Rakhine. The conflict sensitive lens provided by PBEA also shaped the strategic shift under QBEP to expand IDP camp support in Rakhine to include host villages and communities.

The Whole State Approach

QBEP's flexibility allowed UNICEF to combine QBEP activities into a comprehensive suite for service delivery in Mon State in 2013. This became known as the Whole State Approach, a holistic approach to capacity development and evidence-based programming at the state and township levels.

It includes state and non-state actors and strengthens links between all governance levels. Based on the TEIP and TEMIS baseline needs assessments carried out in Mon, the QBEP approach transitioned in 2013 from a focus on teacher training and quality support to developing the capacity of township education officers to identify township priorities and plan and budget accordingly. Important non-state actors, such as the Mon National Education Committee, became critical partners to complement state actors.⁶² This was facilitated by QBEP's support of MNEC schools through school grants activity and teacher training managed by the state actors. The whole-state approach was engaging at the state level, but could have endeavoured to engage at the same intensity at the township level.

4.2 Management of QBEP

The design of QBEP saw programme governance as the joint responsibility of all MDEF partners, in cooperation with MoE and other government departments. A steering committee was formed to oversee QBEP governance and to act as the overall decision-making body regarding the strategic direction of the programme.⁶³ UNICEF was appointed as secretariat to the Steering Committee and terms of reference were developed to guide its work. Due to a lack of clarity over roles and protocols within MDEF, a statement of cooperation was drafted by the Steering Committee. However, in early 2014, the Steering Committee members agreed that the draft statement of cooperation, while serving a purpose in the drafting process, was no longer necessary and need not be signed. Changeover in focal point officers of almost all the MDEF member organisations in 2014 eroded QBEP institutional memory. A signed statement of cooperation may have provided a valuable reference point to guide decision-making in this climate.

The design document stated, "Whilst UNICEF, with the support of the MDEF development partners, will provide overall leadership on programme monitoring and review, every effort will be made to support a culture of joint monitoring and wider participation that can help pave the way toward a single-sector monitoring framework in the future."⁶⁴ Strengthened support to the Education Thematic

⁶¹ QBEP Annual Report, 2013, p. 42.

⁶² QBEP Annual Report, 2013, p. 5.

⁶³ QBEP basic design document, 2012, p. 42.

⁶⁴ QBEP basic design document, 2012, p. 43.

Working Group was identified as a key way to foster collaboration with MoE, while a communications and visibility strategy was seen as a necessary tool for effective communications.

Management and oversight of the strategic direction of QBEP was primarily governed through the Steering Committee mechanism, supplemented by technical committee meetings. While the relationship between UNICEF and donors was viewed as a partnership, practice at times reflected more of a client-contractor model. There was a tendency to describe UNICEF as the implementer rather than the manager of the programme supporting MoE implementation. An opportunity to sharpen the definition of respective roles of the Steering Committee members was lost in the creation of the JPIP.

4.3 Monitoring and evaluation

UNICEF developed a monitoring, assessment and evaluation plan to adopt a more rigorous, reflective and critical organisational approach and strengthen the monitoring of QBEP activities. The QBEP team added two separate sessions to each UNICEF Education Field Team meeting to cover various aspects of monitoring, evaluation and reporting specifically related to QBEP.

The team implemented two separate activities aimed at strengthening the quality of QBEP monitoring. First, UNICEF developed a specific protocol to independently monitor and verify activity-level results reported by its implementing partners, as part of the UN Harmonized Approach to Cash Transfers. The protocol featured a structured observation checklist, a series of questions focused on quantitative reporting, and qualitative questions aimed at identifying key barriers and bottlenecks in implementing activities.

Second, UNICEF conducted a workshop with its Rakhine office to review current monitoring practices and develop new monitoring tools to move away from activity-level reporting and focus more on output/outcome-level reporting.

To strengthen the assessment and evaluation of its activities, a participatory approach characterised the process of studies and evaluations:

- » QBEP developed and implemented a revised assessment and evaluation plan, overseen by an evaluation specialist, which featured eight studies, assessments and evaluations covering all four objectives of the revised QBEP results hierarchy. Six were completed by the time of writing of this report. UNICEF's evaluation specialist reviewed all terms of reference to ensure they were feasible, methodologically sound, and likely to produce evidenced-based findings.
- » QBEP improved the credibility of each of its evaluation activities through the participation of external individuals or institutions, with the team leader position always filled by an external individual to help ensure objectivity. This was in line with UNICEF's own evaluation policy that the oversight and management of each activity be handled by someone external to the UNICEF technical team or service provider implementing the activity.

To strengthen the knowledge management, communication and documenting of lessons learned, QBEP:

- » Provided more regular updates on ongoing performance to MDEF partners.
- » Ensured that each final report from the evaluation activities was shared and discussed with the MDEF partners. Where appropriate, final reports will also be made available for public dissemination to increase transparency and share the learning being generated.

- » Ensured that reference groups for each study discussed a dissemination strategy and the best ways of engaging different audiences. Each study also included a separate budget to cover communications and dissemination events. Ensuring resources are available for sharing the outcomes, through the CESR/NESP website, print materials or the media will also strengthen communication of findings.

4.4 Communications and visibility

The need for a strategic approach to QBEP communications was noted at outset. It was proposed that a communications and visibility strategy be developed jointly by MDEF partners. This would elaborate on strategies for building a common vision of QBEP and shared commitments to its objectives; for raising awareness and understanding at school level and community level of QBEP's goals and activities; for broader communications and dissemination of learning within and beyond Myanmar; and to identify how UNICEF would acknowledge MDEF-partner contributions in official reports, briefings and newsletters.

Little was carried out in terms of communications and visibility in the first year of QBEP and national recognition remained limited.⁶⁵ Some progress was made in establishing communication practices in 2013, through the recruitment of a communications consultant to UNICEF to support QBEP and through encouragement of greater information sharing with MoE and the general public.⁶⁶

MoE capacity and confidence was built to leverage media to publicise interventions and to disseminate learning. The QBEP Co-Chair, Australia, recruited a communication volunteer who worked for part of 2013 within the CESR offices to support communications there.

Communications and visibility grew as a donor priority over the course of QBEP. However, no indicators were developed to measure the impact of communications efforts. A QBEP Communications Plan was prepared by UNICEF, shared with development partners and agreed on in November 2014 to guide QBEP documentation, knowledge sharing, reporting and communications. Coordination as a facet of communication was fostered with the invitation to MoE to join the Steering Committee formally in 2015.

A wide range of communications products were produced between September 2014 and June 2016. These enhanced internal and external communications for QBEP. They include updated content on the UNICEF and Myanmar Information Management Unit websites; human-interest stories profiling QBEP supported work in the field; editorials including a joint statement from QBEP development partners on the occasion of the 25th anniversary of the Convention on the Rights of the Child; and news articles on the disabilities study in the Myanmar Times.

Other communications products, such as dissemination of minutes, briefs, calendar, notebooks and folders, were produced, and news flashes were released at intervals across the programme. However, gathering data and generating stories from staff who were working mainly on implementation with limited internet access and demanding workloads was a consistent challenge.

In the run-up to the elections, visibility was reduced through development partner agreement. Communications updates were provided at all Steering Committee meetings from the end of 2014, enabling donors to contribute to the content, style and tone of the communications strategies employed.

⁶⁵ QBEP Annual Report, 2012, p. 6.

⁶⁶ QBEP Annual Report, 2013, p. 35.

However, amplification of communications and visibility by donors was not common. Regular digital updates were rarely shared by the QBEP donors, and a digital scan of donors' online presence related to QBEP found that two donors had historical references to QBEP via static content on their organisational websites, while two others had no online mention at all of their involvement in or support to QBEP. Only one had generated any communications content related to QBEP in the previous six months.

In its final six months, QBEP has benefited from weekly digital posts on activity implementation, fortnightly blogs on the UNICEF Myanmar site, and further print communications linked to international days. In the remaining weeks of QBEP and in communicating the conclusions and key findings of this final report, it was agreed by partners to shift the focus to the overall programme results in summary support of QBEP's achievements.

4.5 Constraints

Many constraints and challenges encountered by the programme also afforded learning opportunities for innovation programme adaptation. For example, implementation amid constraints led QBEP to form a risk-management strategy based on 14 pre-identified risks. This enabled the creation of mitigation responses which were drawn upon as required.

Security, emergency and political constraints

Security and emergency situations brought significant challenges across the first year of implementation, with continuing conflict in Kachin and Rakhine disrupting children's education and hampering QBEP implementation in several target townships.⁶⁷ The UNICEF Sittwe office was temporarily closed as a result of violent rioting. Implementation and monitoring were hindered due to security risks and resulting delays in processing travel authorisations, which were sometimes denied. In 2013, disagreement on whether QBEP should support a segregated education system in Rakhine (which kept Muslim and Buddhist children separated) resulted in no support for IDP camp education from late 2012 through June 2013. IDP support had not been envisioned by QBEP originally, but the conflict and resulting emergency situation required a response, which QBEP provided.

QBEP continued implementation despite a highly charged political environment in 2015. Dissent surrounding the National Education Law underlined the importance of broad-based consultations with key stakeholders in drafting the NESP. Legislative uncertainty, departmental restructuring, insufficient human resources — these produced a climate of risk that some QBEP activities would become politicised. This resulted in a joint decision of the QBEP partners to suspend support to the NESP and other QBEP planned activities, at the end of 2015. As a risk-management strategy, further QBEP support for finalisation of the NESP was suspended after the election, pending clarity. (At the time of writing, post-QBEP partners have agreed with MoE on support to finalise the NESP).

Capacity constraints

Systemic weaknesses were cited as major constraints in the 2012 QBEP Annual Report and highlighted in a situational analysis of QBEP. In 2013, annual data collection, ongoing monitoring and spot visits were effective in raising awareness among government officials and development partners on learning outcomes and factors affecting those outcomes.⁶⁸ This was in the broader context of the introduction of the UN Harmonized Approach to Cash Transfers and the lifting of sanctions by development partners.

⁶⁷ QBEP Annual Report, 2012, p. 42.

⁶⁸ QBEP Annual Report, 2013, p. 6.

It meant QBEP could better use MoE systems.

The appointment of a new Union Minister of Education in 2014 and the restructuring of MoE from nine departments to eight in April 2015 caused operational disruption for QBEP. With the abolition of the Department of Education Planning and Training, the core MoE partner for QBEP, there was no longer a designated focal department to deal with necessary fund flows between UNICEF and MoE. This caused significant programme delays and confusion.

QBEP therefore adjusted its approach to advocate that more than one MoE department collaborate on QBEP activity management, to ensure continuation of ongoing and planned activities and through micro-assessments, identified and assured appropriate fund management focal points in the respective departments. The flexibility of QBEP allowed it to respond to the constraint and to meet the challenge presented. However, this process took almost six months.

Overall, financial disbursement of funds on the scale of QBEP was unprecedented by MoE and expending funds as planned programmatically was challenging for the lifetime of QBEP, due to the overestimation by QBEP partners of the capacity of the relevant ministry departments. Also, the QBEP fund was governed by UNICEF financial and procurement policy and procedures, as per requirements of QBEP donors, which was not always compatible with government systems.

Language issues impeded information transfer due to documents being developed in English with an overestimation of translation capacity within MoE. In addition, the fact that CESR team sat in Yangon, while MoE is based in Nay Pyi Taw, remained a consistent challenge for institutional capacity development.

After identifying several interrelated constraints around procurement, tendering and recruitment, UNICEF made QBEP partners aware of the unexpected length of time that it can take to recruit consultants. UNICEF and the MDEF partners agreed to develop an institutional contract for an outside research and evaluation firm to implement each of the research activities. This resulted in more streamlined recruitment and management for each activity. It also freed the UNICEF management team to focus on strategic management, rather than process-level issues of recruitment.

Geographic constraints

Township selection for QBEP was equity focused, based on rigorous criteria, agreed as scientifically sound and converging with MoE priorities. It also provided significant logistical challenges. Some QBEP programmatic sites faced the dual constraint of being remote and of having a very limited number of implementing partners. For instance, competent local NGOs that could implement NFPE were not sufficient despite a large number of out-of-school children aged 5-16. Difficult access to remote locations and disaster-affected target programme areas presented continual challenges in systematic monitoring, often disrupted by floods and security issues. On the other hand, selection of this geographic spread of townships reflected MoE choice at the outset, was agreed with by donors in the programme design process,⁶⁹ and was compatible with the equity and inclusion principles guiding all UNICEF programming.

Gender perspective

QBEP's original log frame did not include sex-disaggregated indicators. While not identified as an explicit cross-cutting issue, gender was listed as one of a set of key dimensions of disparities in education that

⁶⁹ QBEP basic design document, 2012.

would be addressed through QBEP.

However, the gender reference was superficial, stating, “Girls and boys will benefit from being in schools that have an awareness of gender issues and seek to promote equal opportunities. There will be increased understanding of gendered patterns of education participation and outcomes, particularly at the sub-regional levels.”⁷⁰

In the Myanmar context, where gender inequalities are deeply embedded within cultural norms and social practices as to be invisible, responding to gender issues remained a persistent constraint to QBEP implementation, but it was responded to consistently. Recognising that there was a programmatic gap in terms of gender, efforts were made to ensure gender disaggregation in needs assessments, to encourage female applicants for teaching posts and PTAs, and to conduct extensive outreach in Rakhine, where mainstreaming of gender equality is a particular challenge.

Gender mainstreaming at the policy level also remained a challenge during QBEP. MoE initially indicated to UNICEF that it did not see a need for additional technical assistance for gender mainstreaming within the Technical Advisory team supporting NESP development. The lack of a gender dimension in the chapter drafts indicated a need for further capacity development in the drafting team. UNICEF advocated for a short-term international advisor to be engaged from May to December 2015, to support MoE in strengthening the mainstreaming of gender throughout the NESP drafts. This built awareness of gender issues and strengthened skills for gender analysis for revisions of draft NESP chapters.

Positively, the latest draft NESP yields many gender references, absent in earlier drafts, such as the need to mainstream gender in both pre- and in-service teacher education, to promote a gender-responsive institutional culture; and the need for further data. Continued advocacy is needed to strengthen capacity for gender analysis beyond disaggregation of data, and build an institutional culture of gender equality throughout MoE to support the targets of Sustainable Development Goal 4.



Girl in grade 2, Chin State. © UNICEF Myanmar / 2016 / Danièle Romeo

⁷⁰ QBEP basic design document, 2012, p. 32.

PART 5: CONCLUSIONS

QBEP donors Australia, Denmark, EU, Norway, the UK and UNICEF, with MoE as lead implementer, succeeded in achieving, in the main, the objectives of the QBEP programme.

Through QBEP action, a NESP has been drafted and is now ready to be finalised and operationalised. A national kindergarten curriculum has been drafted, which is linguistically, ethnically and developmentally appropriate and was developed through capacity development of the MoE curriculum team. Access to and quality of education in the QBEP-supported townships has been improved. More than one million children received learning supplies; almost 100,000 children accessed alternative education; and more than 100,000 3-5-year-olds can now access facility-based ECD services. Almost 45,000 primary teachers have received training on progressive teaching and learning processes, with 38 percent of those trained demonstrating improved teaching practices in their classrooms. MoE must be commended for achieving these objectives against a backdrop of immense and rapid change.

Going forward, opportunities include the launch and implementation of Myanmar's first NESP, the rollout of the kindergarten curriculum, and enhanced sector coordination. The continued support of the education development partners will be important to MoE in its leadership role, and the steps underway by MoE to develop a partnership policy will further improve coordination and strengthen its leadership.

Future challenges include the current legislative environment for education. The NEL has yet to be approved, and indeed the commission required to endorse the law has not yet been formed. The Higher Education Law and the Technical Vocational Education and Training law also cannot be approved in this current situation. There are ongoing challenges in terms of both capacity and resources within the sector, as well as improvement opportunities for service-delivery activities such as non-formal education, teacher training and state-, regional- and township-level education planning.

Upstream:

- » As a result of QBEP coordination and advocacy, a draft NESP is in place that provides a comprehensive common framework for guiding development of and investment in the Myanmar education sector, though more work remains to be done to finalise, launch and operationalise the strategy.

- » Stronger links with the Ministry of National Planning and Economic Development, Ministry of Finance and other relevant ministries will be important going forward, particularly to further ensure alignment with national planning and budgeting processes.
- » Sector coordination needs continued work and the support of all development partners to avoid duplication of efforts. The JESWG established by MoE under QBEP was progressive when first initiated, but did not maintain momentum due to personnel change within the ministry and resulting loss of institutional memory on the role and purpose of the JESWG. The in-development education partnership policy will provide much-needed and well-timed coordination guidelines on this point.
- » Mainstreaming of gender equality remains an outstanding issue at both downstream implementation and upstream policy level. Gender mainstreaming still requires long-term efforts to bring about long-term changes, including in the NESP, where gender was very visible in the December 2015 draft but less so in the August 2016 version. Further advocacy will be required for gender mainstreaming on a number of fronts.

Downstream:

- » Further adaptation of some QBEP-supported activities, such as TEIP, is needed. TEIP intervention was well-intentioned and well-received in many townships, but was misaligned with actual needs and as a result was poorly structured to provide the projected skills and subsequent action by TEO staff. Clearer messaging that the aim of the TEIP activities was to build capacity for local-level planning (rather than actual plan development to be implemented linked to government planning and budgeting cycles) would have helped avoid this misalignment.
- » Planned links between TEMIS and TEIP did not materialize. It was intended that the situational analysis supported by township-level EMIS data could provide localised, relevant evidence for the creation of an effective and efficient TEIP. Unfortunately, this link has not worked in practice as TEMIS cannot yet carry out this function to support development of TEIP and further TEMIS links with UNESCO-supported EMISs is key.
- » Overall, both the SITE and TEIP independent evaluations found that while there were positive indicators in all evaluation criteria used — relevance, efficiency, effectiveness and sustainability — there were also improvements needed in both approaches. The evaluations undertaken have therefore already impacted the understanding of the utility of these interventions and have catalysed remediation steps to improve both.
- » While the Whole State Approach aims to combine a suite of activities at the state level to meet the specific education needs within that state, the shift in focus of efforts to the state level must not leave efforts at township-level administration behind.
- » Sustainability of teacher education needs to be addressed to achieve and maintain quality standards in teaching processes. Results indicate that SITE could be sustained after QBEP in terms of ground support and buy-in from teachers. However, significant threats to sustainability that would need to be addressed are: staff transfers out of SITE schools; teacher uncertainty on the SITE certification process and rewards; and school targeting.

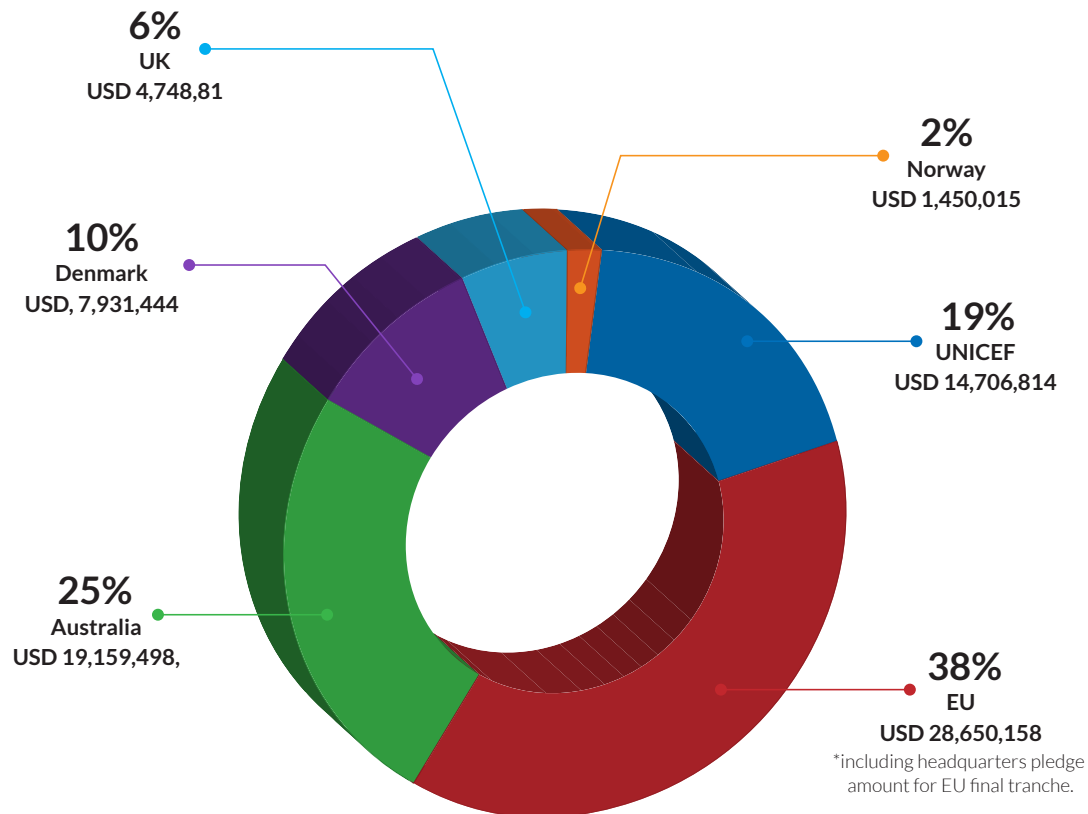


Chart 6: QBEP contribution as of 30th June 2016

Evidence generation and leverage:

- » The upstream-downstream-evidence approach, as set out by QBEP, was verified to be critical. As evidence generated (especially throughout the latter part of QBEP) demonstrates, the experience of implementing QBEP activities in core townships helped increase the evidence base of what works and what does not in delivering quality education. This in turn helped QBEP strengthen systems supporting quality basic education through evidence-based advocacy and more informed and targeted capacity building support. The MTR identified differing donor expectations regarding reporting. The result was that donors expected monitoring and evaluation reporting with increased frequency: mid-year and annual reports were agreed as the appropriate format and frequency. Compilation of data against the QBEP log frame was challenging for the duration of QBEP, due to delays in availability and quality of data at the national and sub-national levels. QBEP-generated evidence on the quality and outcomes of interventions was possible through the body of research undertaken, but this was in the latter part of the programme.
- » Further dissemination and leverage of the findings, both positive and negative, produced through QBEP-initiated research will be vital in the post-QBEP era. The dissemination strategy for this learning needs to be updated and agreed among QBEP development partners in conjunction with MoE to maximise its impact as supporting evidence.

After many years of stalled progress within the education sector, QBEP made strong contributions to development of improved quality education, not least supporting MoE capacity development, leadership and action to deliver on its commitment to enable all children to enjoy their right to a quality education. However, opportunities and challenges remain and will require further concerted

efforts by government, partners, actors and stakeholders across the education sector.

Financial report

The total planned budget for QBEP was US\$76.6 million over the four years of implementation. With 83 percent utilisation, this left an underspent amount of approximately US\$12 million by the QBEP completion date of June 30, 2016.

Chart 7 shows that utilisation of QBEP funds increased year over year from 2012-2014, with a decrease in 2015. The decrease in 2015 can be attributed to two main factors: (1) the decision by QBEP to suspend support to the NESP and kindergarten curriculum rollout as a risk-management strategy (see part 3.1 of this report); and (2) the restructure of MoE, abolishing the focal point department for funds flows from QBEP to MoE, which took almost six months to re-establish appropriately.

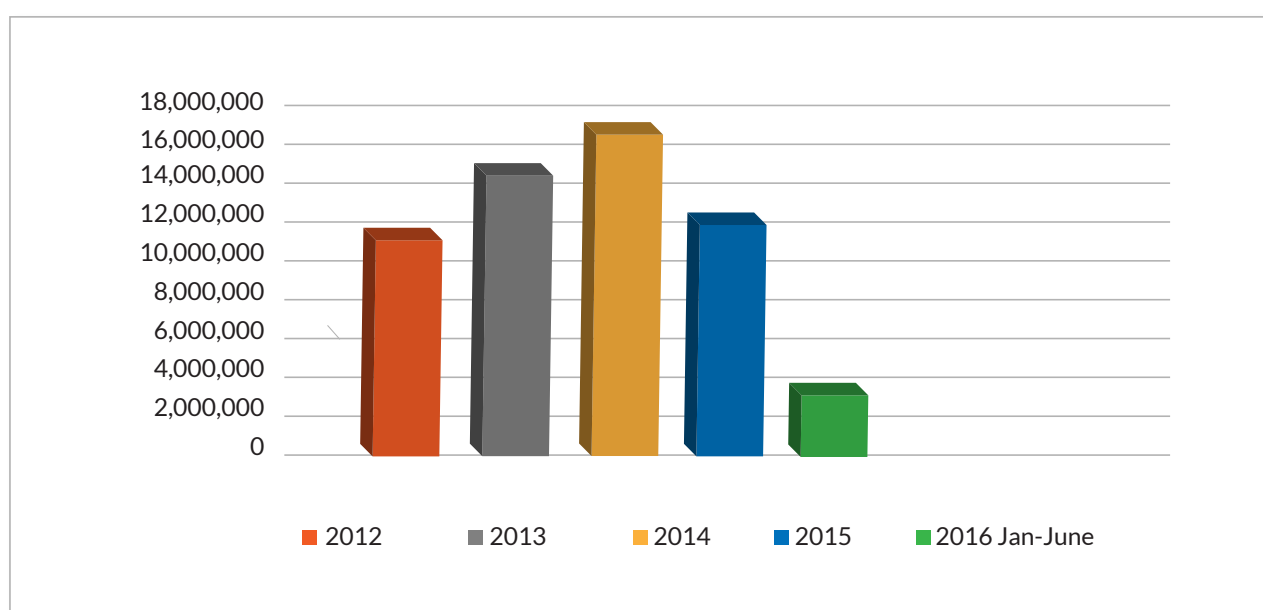


Chart 7: Utilisation for QBEP 2012-2016 (US\$)

Chart 8 depicts QBEP expenditure by nine outputs under each of the three overall objectives. The largest proportion of programmatic costs were planned for and spent on Output Five (improving school readiness, including ECD and NFE) and on Output Six (improving school environments). The largest gap between planned and actual expenditure proportionally occurred on Output Two (legislative reform support) with a 31 percent utilisation. There are several interrelated explanations for this low level of expenditure, including the relatively slow pace of legislative change in Myanmar during QBEP implementation. However, as a key activity to support an enabling policy environment for quality education, this should have been higher. In the meantime, four of the nine outputs across QBEP expended 90 percent or more of their planned budgets: 90 percent on output 4 (assessment and evaluations), 99 percent on output 7 (teacher performance), 100 percent for Output 8 (school management) and 100 percent on output 9 (life skills).

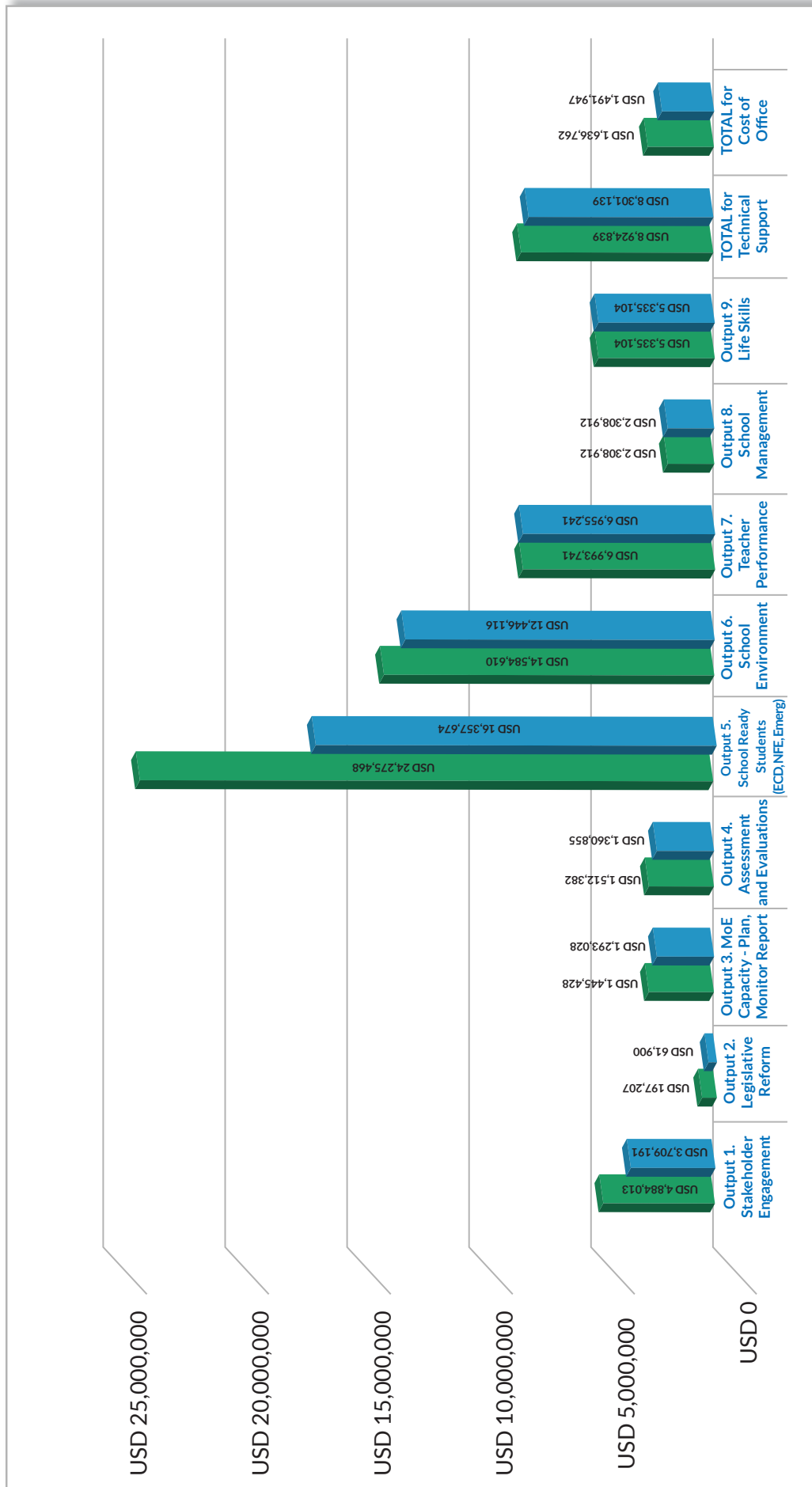


Chart 8: QBEP planned and utilization by outputs

Annex A:

QBEP financial summary QBEP 2012-2016

In US\$

| Outputs | Planned Budget | | | Utilisation | | |
|--|----------------|------------|-------------|-------------|------------|-------------|
| | MDEF | UNICEF | Grand Total | MDEF | UNICEF | Grand Total |
| 1. Stakeholder engagement | 4,387,221 | 496,792 | 4,884,013 | 3,212,399 | 496,792 | 3,709,191 |
| 2. Legislative reform | 197,207 | - | 197,207 | 61,900 | - | 61,900 |
| 3. MoE capacity: Plan, monitor, report | 1,341,274 | 104,154 | 1,445,428 | 1,188,874 | 104,154 | 1,293,028 |
| 4. Assessment and evaluations | 1,300,241 | 212,141 | 1,512,382 | 1,148,714 | 212,141 | 1,360,855 |
| 5. School-ready students (ECD, NFE, Emergencies) | 22,680,440 | 1,595,028 | 24,275,468 | 14,842,646 | 1,515,028 | 16,357,674 |
| 6. School environment | 9,654,932 | 4,929,677 | 14,584,610 | 8,868,050 | 3,578,066 | 12,446,116 |
| 7. Teacher performance | 5,043,401 | 1,950,339 | 6,993,741 | 5,018,901 | 1,936,339 | 6,955,241 |
| 8. School management | 1,909,299 | 399,614 | 2,308,912 | 1,909,299 | 399,614 | 2,308,912 |
| 9. Life skills | 3,439,592 | 1,895,512 | 5,335,104 | 3,439,592 | 1,895,512 | 5,335,104 |
| TOTAL for technical support | 6,528,667 | 2,396,172 | 8,924,839 | 6,091,013 | 2,210,126 | 8,301,139 |
| TOTAL for cost of office | 1,375,680 | 261,082 | 1,636,762 | 1,286,157 | 205,790 | 1,491,947 |
| TOTAL programme cost | 57,857,955 | 14,240,512 | 72,098,466 | 47,067,545 | 12,553,563 | 59,621,108 |
| Recovery cost | 4,050,057 | 466,302 | 4,516,359 | 3,320,690 | 364,403 | 3,685,093 |
| GRAND TOTAL of categories 1-9, including indirect costs | 61,908,011 | 14,706,814 | 76,614,825 | 50,388,235 | 12,917,966 | 63,306,201 |

Annex B:

QBEP No-Cost Extension request items and Steering Committee response

| Sub-objective/ Output | Activity | Finished by December 2015 | Needs No-Cost Extension | Steering Committee response |
|---|--|---------------------------|-------------------------|-----------------------------|
| 1) Stakeholder engagement increased | CESR/NESP management | July 2015 | | |
| | CESR/NESP consultations | July 2015 | | |
| | NESP readiness (added) | | June 2016 | Not approved |
| | ETWG and JESWG | Dec 2015 | | |
| | Communication for NESP (added) | Dec 2015 | | Approved for US\$300,000 |
| 2) Legislative reform and inclusive policies strengthened | Legislation reform | Oct 2015 | | |
| | Policy frameworks | | June 2016 | Approved |
| 3) MoE capacity for planning, monitoring and evaluation increased | TEMIS | Oct 2015 | | |
| | Township-level planning | | June 2016 | Approved |
| | TEO support | | May 2016 | Approved |
| | Organisational development of new MoE departments (added) | | June 2016 | Approved for US\$350,000 |
| 4) Learning from assessments, evaluations and ad hoc studies strengthened | Research on teachers and administration with dissemination | | June 2016 | Approved |
| | Research on students with dissemination | | June 2016 | Approved |
| 5) Number of school-ready students increased | ECD | | June 2016 | Approved |
| | Kindergarten rollout (added) | | June 2016 | Approved for US\$5,900,000 |
| | NFPE | | June 2016 | Approved |
| | Special townships | | May 2016 | Approved |
| 6) School environment improved | Essential Learning Supplies and LS materials | 2014 | | |
| | WASH, renovations and school construction | Dec 2015 | | |
| 7) Teacher performance improved | SITE | | June 2016 | Approved |
| | LEP/CFS | June 2015 | | |
| 8) School management improved | Head teacher training | June 2015 | | |
| | School Quality Assurance Framework tools and checklist | | May 2016 | Approved |
| | School grants | 2014 | | |
| 9) Teaching of life skills improved | EXCEL | Nov 2015 | | |
| | School-based life skills | May 2015 | | |

Annex C: Quality Basic Education Programme (QBEP) logical frame 2012-2016

| GOAL/ IMPACT | Indicator | Baseline: 2011-12 | Milestone 1: 2012-13 | | Milestone 2: 2013-14 | | Milestone 3: 2014-15 | | Final milestone: 2015-2016 | | Assumptions |
|--|---|--|-------------------------|----------------------------|-------------------------|----------------------------|-------------------------|----------------------------|----------------------------|----------------------------------|---|
| Increased number and proportion of children in Myanmar accessing and completing quality basic education | Net Primary enrolment rate (NER) nationally, by sex | NER: 84.6% M: N/A F: N/A | Target | Actual | Target | Actual | Target | Actual | Target | Actual | · Capacity in MoE exists to manage the complex QBEP activities and to monitor and assess the impact and results, especially in so many far-flung townships · Politics or social unrest will not disrupt development programmes, or make MoE more difficult to engage with and programmes difficult to monitor · Economic situation does not deteriorate drastically |
| | | | 87% M: N/A F: N/A | 86.37% M: N/A F: N/A | 88% M: N/A F: N/A | 86.38% M: N/A F: N/A | 89% M: N/A F: N/A | 94.48% M: N/A F: N/A | 90% M: N/A F: N/A | 95.10% M: 95.53% F: 94.66% | |
| | Survival rate to Grade 5 nationally, by sex | Baseline: 2011-12 | Milestone 1: 2012-13 | | Milestone 2: 2013-14 | | Milestone 3: 2014-15 | | Final Milestone: 2015-2016 | | |
| | | | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| | | 71.5% M: 70.0% F: 73.1% | 75.0% 72.0% 77.0% | 73.5% 71.7% 74.7% | 76.0% 75.0% 77.0% | 74.0% 73.1% 74.9% | 77.0% 77.0% 77.0% | 72.6% 70.5% 74.7% | 78.0% 78.0% 78.0% | 74.0% 72.3% 75.8% | |
| | | Source: MoE EMIS data, Programme monitoring and evaluation | | | | | | | | | |
| Outcome | Indicator | Baseline: 2011-12 | Milestone 1: 2012-13 | | Milestone 2: 2013-14 | | Milestone 3: 2014-15 | | Final Milestone: 2015-2016 | | Assumptions |
| Increased likelihood that an inclusive, informed and actionable NESP and supporting structures are developed and implemented | Inclusive, informed and actionable NESP is developed and implemented 0 (not established), 1 (draft exists), 2 (draft plan is costed), 3 (plan is endorsed by Government); 4 (plan is operational) | 0 | N/A | N/A | 0 | N/A | 1 | 1 | 3 | 4 | |
| | | | | | | | | | | | |
| | | Source: MoE information, Programme monitoring and evaluation | | | | | | | | | |

| OUTPUT 1 | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | Assumptions |
|---|--|---------------------------------|---|---|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|--|
| Systems supporting quality basic education strengthened | Proportion of schools with operationalised SSAs/SIPs in targeted townships | 0% | Target | Actual | Target | Actual | Target | Actual | Target | Actual | · MoE agrees to the Comprehensive Education Sector Review and commits to implement the identified milestones · High turnover of head teachers |
| | | | Not est. | 0% | 20% | 9.5% | 25% | 22% | 35% | 73% | |
| | | Source: UNICEF field monitoring | | | | | | | | | |
| | Indicator | Baseline: 2011-2012 | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| | Number of master trainers, head teachers and TEOs/ATEOs trained on instructional leadership and management | 0 MT | 50 MT | 30 MT | 50 MT | 79 MT (109 cumulative) | 30 MT | 0 MT (109 cumulative) | 140 MT (cumulative) | 109 MT (cumulative) | |
| | | 0 TEO/ATEO | 32 TEO/ATEO | 0 TEO/ATEO | 60 TEO/ATEO (92 cumulative) | 43 TEO/ATEO + 20 state/district | 28 TEO/ATEO (120 cumulative) | 30 TEO/ATEO (93 cumulative) | 124 TEO/ATEO (cumulative) | 93 TEO/ATEO (cumulative) | |
| | | 0 HT | 500 HT | 2,700 HT | 1,843 HT | 1,528 HT | 1,108 HT (2,951 cumulative) | 4,900 HT (cumulative) | 2,203 HT (5,154 cumulative) | | |
| | Indicator | Baseline: 2011-2012 | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| | Number of townships with Township Education Plans according to agreed standards | 0 township | Strategy for development of township planning developed | 0 - delay in finding international consultant | 13 townships | 7 townships (7 cumulative) | 21 townships (old target) | 8 townships (15 cumulative) | 19 townships (34 cumulative) | 34 townships completed | |
| | | | Township planning manual developed | 0 - delayed to include Mon | Township planning manual developed | Township planning manual developed | Township planning manual developed | Township planning manual developed | Township planning manual developed | Township planning manual developed | |
| Source: UNICEF field monitoring; commissioned studies | | | | | | | | | | | |

| | | | | | | | | | | | |
|--|---|--|--|---|---|---|---|---|---|--------|---|
| | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | |
| | Number of townships with Township Education Information Management System (TEMIS) fully operational | TEMIS partially operational in 3 townships | Target | Actual | Target | Actual | Target | Actual | Target | Actual | TEMIS operational in 15 townships |
| | | | TEMIS partially operational in 5 townships | TEMIS partially operational with data from 918 schools in 5 townships | TEMIS partially operational in 15 townships | TEMIS partially operational in 15 townships | TEMIS fully operational in 15 townships | TEMIS partially operational in 15 townships | TEMIS fully operational in 15 townships | | |
| | | | Source: TEMIS review, regular monitoring reports | | | | | | | | |
| INPUTS (US\$) | TOTAL (US\$) | | UNICEF (US\$) | UNICEF Share (%) | MDEF (US\$) | MDEF Share (%) | | | | | |
| OUTPUT 2 | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | Assumptions |
| Evidence base for advocating and delivering quality basic education improved | At least two studies on in-service teacher education completed | 0 | Target | N/A | Target | N/A | Target | N/A | Target | Actual | · MoE agrees to allow studies · Procurement proceeds without unexpected delays |
| | Indicator | Baseline: 2011-2012 | Target | N/A | Target | N/A | Target | N/A | Target | Actual | |
| | An independent review of non-formal education activities completed. | 0 | Target | N/A | Target | N/A | Target | N/A | Target | Actual | |
| | Indicator | Baseline: 2011-2012 | Target | N/A | Target | N/A | Target | N/A | Target | Actual | |
| | Combined teacher-observation and student-learning assessment completed | 0 | Target | N/A | Target | N/A | Target | N/A | Target | Actual | |
| | Source: QBEP reports | | | | | | | | | | |

| OUTPUT 3 | Indicator | Baseline: 2011-2012 | Milestone 1: 2012-13 | | Milestone 2: 2013-14 | | Milestone 3: 2014-15 | | Final Milestone: 2015-2016 | | Assumptions |
|--|--|---|----------------------|--------------------------------|----------------------|-------------------------------------|----------------------|-------------------------------------|----------------------------|-------------------------------------|--|
| Number of children reached and learning in QBEP targeted areas increased | Net primary enrolment rate in targeted townships, by sex | Note: 2012-2013 is baseline Change in total enrolment provided as substitute | N/A | 592,797 (302,398 B; 290,399 G) | 1% above baseline | 2.7% 608,755 (310,758 B; 297,997 G) | 1.5% above baseline | 2.4% 606,819 (310,698 B; 296,121 G) | 2% above baseline | 3.6% 614,280 (316,715 B; 297,565 G) | The economic situation does not deteriorate drastically · No severe external shocks |
| | | | | | | | | | | | |
| | Survival rate to Grade 3, by sex, in targeted townships | | 84% | 81.02% | 85% | 83.82% | 86% | 88.26% | 3% above baseline | 82.52% | |
| | Survival rate to Grade 5, by sex, in targeted townships | | 73% | 70.75% | 74% | 73.25% | 75% | 74.95% | 3% above baseline | 70.98% | |
| Source: MoE EMIS data; programme surveys | | | | | | | | | | | |
| | Indicator | Baseline: 2011-2012 | Milestone 1: 2012-13 | | Milestone 2: 2013-14 | | Milestone 3: 2014-15 | | Final Milestone: 2015-2016 | | |
| Proportion of Grade 3 and Grade 5 students, by sex, achieving the minimum (50%) competency in standardised math and Myanmar language tests | | 55% (Myanmar G3) | N/A | N/A | N/A | N/A | N/A | N/A | 50% Myanmar language | 65% (Myanmar G3) | |
| | | 77% (Myanmar G5) | N/A | N/A | N/A | N/A | N/A | N/A | | 91% (Myanmar G5) | |
| | | 17% (Math G3) | N/A | N/A | N/A | N/A | N/A | N/A | 30% Math | 19% (Math G3) | |
| | | 22% (Math G5) | N/A | N/A | N/A | N/A | N/A | N/A | | 26% (Math G5) | |
| Source: Standardised tests administered at baseline and end of programme | | | | | | | | | | | |
| Note: Data collected only at baseline and end line | | | | | | | | | | | |

| Indicator | Baseline: 2011-2012 | Milestone 1: 2012-13 | | Milestone 2: 2013-14 | | Milestone 3: 2014-15 | | Final Milestone: 2015-2016 | |
|--|---|----------------------|--------------|----------------------|----------------------------|----------------------|---------------|--|---|
| Proportion of new entrants in Grade 1 with prior ECD experience in targeted QBEP townships | . Note: Baseline not collected due to delayed start up. | Target | Actual | Target | Actual | Target | Actual | Target | Actual |
| | | Not established | 34% | 2% above baseline | 37.3 % | 4% above baseline | 40.10% | 6% above baseline | Total: 37.3% 36.9% boys (2,693 of 7,291) |
| | | Not established | M: 34% | 2% above baseline | M: 36.9% (2,693 of 7,291) | 4% above baseline | - | | 37.7% girls (2,572 of 6,830) |
| | | Not established | F: 34% | 2% above baseline | F: 37.7% (2,572 of 6,830) | 4% above baseline | - | | |
| | | Not established | Rural: 24.5% | Not established | Not yet avail | Not established | Not yet avail | No specific target for rural/urban set other than 6% combined increase | Not yet avail |
| | | Not established | M: 24% | Not established | - | Not established | - | | |
| | | Not established | F: 25% | Not established | - | Not established | - | | |
| | | Not established | Urban: 45% | Not established | Not yet avail | Not established | Not yet avail | | |
| | | Not established | M: 45% | Not established | - | Not established | - | | |
| | | Not established | F: 45% | Not established | - | Not established | - | | |
| Source: UNICEF monitoring and CSC survey data | | | | | | | | | |

| Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | Assumptions |
|---|---------------------|-----------------------|-------------------------------|-------------------------------|-------------------------------|------------------------|--|----------------------------|---|--|
| | | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| Number of 0-5-year-old children in targeted townships accessing facility-based ECD services | 8,300 | 20,000 | 20,416 | 22,000 (42,000 cumulative) | 30,728 (51,144 cumulative) | 74,000 (cumulative) | 50,432 F: 25,645 M: 24,787 (101,576 cumulative) | 89,000 (cumulative) | 1,904 F: 1,083 M: 821 (103,480 cumulative) | <ul style="list-style-type: none"> Policy climate favourable for proposed changes Government approves policy development process If multi-sector plan agreed, system for targeting mapping and provision of integrated ECD services by concerned ministries to be developed by 2015 Minimum standards finalised by government in timely manner |
| Source: Partners' data & UNICEF monitoring reports; MoE data | | | | | | | | | | |
| Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | |
| | | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| Proportion of schools in targeted townships with ECD facilities for 3-5-year-olds (annual percentage) | 10% | 12% | 17% (427 of 2,576 schools) | 15% | 17% | 18% | 37.46% | 20% | 37.5% | |
| Proportion of school-based ECD facilities that meet minimum quality standards in targeted townships (annual percentage) | 2% | Not set | 226 schools assessed | 10% | 4.4% | Not set. | 52.2% | 20% | 61.1% | |
| Source: TEMIS; UNICEF; partner monitoring reports; MoE ECD survey | | | | | | | | | | |

| | | | | | | | | | | | |
|---|--|---------------------|-----------------------|------------|-----------------------|------------|-----------------------|------------|----------------------------|--|--|
| | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | |
| | Multi-sector ECD national action plan/policy in place with implementation framework. Scale: 0 (not established), 1 (draft plan exists), 2 (draft plan is costed), 3 (plan is endorsed by government); 4 (plan is operational) | 0 | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| | | | 1 | 1 | 2 | 2 | 3 | 3 | 4 | 3 Plan distributed to all levels of MoE, SED, township education officers and stakeholders | |
| Source: Government plans; UNICEF reports | | | | | | | | | | | |
| | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | Assumptions |
| | Percentage of primary teachers applying improved teaching methods, as defined by classroom observation criteria | 2% (2012 AR) | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| | | | 10% | Not avail. | 15% | Not avail. | 25% | Not avail. | 35% of sampled teachers | 37.80% (end line data from 2014-2015) | · Technical and human resource capacities of implementing partners meet the scope of the programme |
| Source: UNICEF Comprehensive School Checklist observation (CSC) | | | | | | | | | | | |

| | | | | | | | | | | |
|--|---|--------------------------------|------------------------------|---|--|--|-----------------------------------|---|--|--|
| | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | |
| | | | Target | Actual | Target | Actual | Target | Actual | Target | Actual |
| | Pre-service teacher education framework developed and operationalised in targeted Teacher Colleges. Scale: 0 (no framework in place), 1 (draft framework developed), 2 (framework utilised) | 0 | 1 | 0 | Comprehensive assessment report of 2 ECs | EC assessment report completed | 2 | Reforms institutionalised in Hpa-an, Mawlamyine, Pakkoku and Yankin Education Colleges (UNESCO programme) | 2 | EC assessment report completed, framework development continued under UNESCO programme |
| Source: Government and UNICEF reports | | | | | | | | | | |
| | Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | |
| | | | Target | Actual | Target | Actual | Target | Actual | Target | Actual |
| | Number of primary teachers receiving face-to-face and distance learning in-service training (SITE) | Face-to-face: 0 SITE: 0 | Face-to-face: 8,250 teachers | 8178 CFS 1,125 LEP in northern Rakhine State | Face-to-face: 15,250 teachers (cumulative) | Face-to-face: 10,933 teachers | 10,210 teachers | Face-to-face: 9,648; 24,989 (cumulative) | Face-to-face: 23,500 teachers (cumulative) | 6,383 (31,372 cumulative) |
| | | | SITE: 1,000 teachers | SITE: 910 completed | SITE: 1,000 teachers (2,000 cumulative) | SITE: 867 teachers completed (1,777 cumulative) | SITE: 3,000 teachers (cumulative) | 5,739 teachers completed (7,516 cumulative) | SITE: 4,000 teachers (cumulative) | 7,664 (15,180 cumulative) |
| | Number of students in targeted township provided with essential supplies and textbooks, including humanitarian support to border areas | 0 | 620,000 | 654,120 | 830,000 | 758,054 (120,000 Grade 1) (1,412,174 cumulative) | 645,000 | 904,298 (198,642 Grade 1) (2,316,472 cumulative) | 658,000 (1,300,000 cumulative) | 188,000 (2,504,472 cumulative) |
| Source: UNICEF monitoring and evaluation reports | | | | | | | | | | |

| Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | |
|--|-------------------------------|-----------------------|---|-----------------------|---|-----------------------|--|------------------------------|---|
| | | Target | Actual | Target | Actual | Target | Actual | Target | Actual |
| Number of teachers trained to implement Secondary Life Skills curriculum | 3,900 teachers | 10,800 teachers | 10,329 (14,229 cumulative, including baseline) | 11,200 teachers | 11,279 teachers (including 209 monastic and 14 health officers) (25,508 cumulative) | 8,000 | 9500 (35,008 cumulative) | 30,000 teachers (cumulative) | 35,685 (cumulative) (677 teachers (only in Rakhine and 1 township in Chin) |
| Proportion of children aged 10-15 years in school demonstrating correct information and skills to reduce risk, including prevention of HIV/AIDS, in targeted townships | 6% (HIV prevention knowledge) | Not established | 3.9% on reproductive health; 5.3% on nutrition. | Not established | 74% on environment and sanitation; 16% on reproductive health | Not established | Data collected for DBE-2; currently being analyzed | 25% answer correctly | 26.79 (1.80) Mean percentage (SD) pre-knowledge achievements on HIV/AIDS 52.03 (1.79) Mean percentage (SD) post-knowledge achievements on HIV/AIDS |
| Source: Baseline and end-of-programme surveys; UNICEF monitoring reports; MoE data | | | | | | | | | |

| Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | Assumptions |
|---|--|-----------------------|---|-----------------------|----------------------------|-----------------------|---|----------------------------|---|---|
| | | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| Number of out-of-school children aged 10-14 years, by sex, enrolled in NFPE programme in targeted townships | 7,823 | 6,000 | 9,754 (17,577 cumulative with carry-over from baseline) | 10,000 | 9,200 (26,777 cumulative) | 10,000 | 11,000 (43% female, as of Nov 14) (37,777 cumulative) | 5,000 (42,000 cumulative) | 10,422 (43% female) (48,199 cumulative) | <ul style="list-style-type: none"> Policy on reintegration and equivalence is clarified Government allows more NGO partners to implement NFPE Human resource capacity of MoE increased |
| Source: MoE reports, NFPE data, UNICEF monitoring and evaluation reports. | | | | | | | | | | |
| Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | |
| | | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| Number of out-of-school adolescents aged 10-17 years reached by EXCEL in targeted townships | 11,000 | 14,000 | 13,357 (24,357 cumulative) | 14,000 | 10,800 (35,157 cumulative) | 11,000 | 9,260 (55% female) (44,417 cumulative) | 50,000 (cumulative) | 5,655 (53% female) (50,072 cumulative) | |
| Proportion of reached out-of-school adolescents completing EXCEL in targeted townships | 70% of total reached learners complete full course | 85% | 97.1% | 85% | 96.2% | 90.0% | 94.50% | 85% | 96% | |
| Source: QBEP EXCEL data; NGO reports | | | | | | | | | | |

| Indicator | Baseline: 2011-2012 | Milestone 1: Dec 2012 | | Milestone 2: Dec 2013 | | Milestone 3: Dec 2014 | | Final Milestone: 2015-2016 | | |
|--|---------------------|-----------------------|--------|-----------------------|--------|-----------------------|--------|----------------------------|--------|--|
| | | Target | Actual | Target | Actual | Target | Actual | Target | Actual | |
| National framework for primary non-formal education equivalency and certification developed. Scale: 0 (no framework), 1 (draft framework), 2 (framework approved), 3 (framework with implementation plan) | 0 | 1 | 1 | 2 | 2 | 3 | 2 | 3 | 2 | |



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