

Contract Section 3

PUNJAB EDUCATION SUPPORT PROGRAMME (PESP) II Support to Punjab Education Reform Roadmap Terms of Reference

1. Introduction

1.1 Punjab is Pakistan's biggest province and home to over 100 million people (around 56% of the country's population). As a result of its size, Punjab has the highest number of out of school children (13 million of which 6.8 million are girls¹) aged 6-16 years, and the highest number of children with low learning levels in Pakistan. Pakistan cannot hope to end its education emergency without a substantial sustained increase in both the access and quality of education that children receive in Punjab.

1.2 DFID's Punjab Education Support Programme (PESP) II aims to deliver equitable access to better quality education across the whole province through a range of innovative interventions with the Government of Punjab (GoPb), the private sector and civil society organisations (CSOs). It consists of seven components and the total value is £420.5 million.

- A sector budget support (SBS) component provides funds to GoPb to improve access to education and quality in Government schools. (£170 million).
- A school infrastructure component upgrades facilities in existing public schools to ensure they are fit for purpose. This is managed through technical assistance provided by IMC. (£104 million).
- Support to the Punjab Education Foundation (PEF) to build the capacity and quality of Punjab's growing low cost private sector which is concentrated in urban areas. (£68.6 million).
- Given PEF's capacity constraints, a credit guarantee scheme will be piloted through an access to finance component, focusing on expanding the low-cost private sector in rural areas. (£9 million). This component is on hold.
- Tackling social exclusion and inequality by providing targeted support through civil society in eleven priority districts. (£10.8 million).
- A scholarship programme for university level study and girls' higher secondary education enables the poorest to enter higher education and creates role models. (£18.2 million).
- Technical assistance to underpin delivery of the other six components. (£39.7 million).

1.2.1 PESP II is complemented by the Roadmap process which drives change and unblocks political barriers to reform. DFID will allocate up to £5 million for this component of PESP II. This may increase to include costs incurred by the Special Representative. This will be confirmed at a later date.

1.3 PESP II is complemented by the Roadmap process which drives change and unblocks political barriers to reform. The Chief Minister, Shahbaz Sharif, with the support of the UK Special Representative for Education in Pakistan, Sir Michael Barber, conduct stocktakes every two or three months to assess progress. This has driven the ambition and pace of change and deepened political commitment to education reform.

1.4 The 'Roadmap' approach was established by Sir Michael Barber in 2010 using high quality technical assistance to deliver the Pakistan Education Taskforce at the Federal level. Following this, the Chief Minister of Punjab launched the Education Reform Roadmap in April 2011 which aimed to ensure education for all and 96% enrolment for all school going aged children. The Chief Minister gave his personal political commitment to achieve this target and

¹ Alif Ailaan 25 million broken promises report (An estimate for children in primary to high secondary (grade 12)).

requested support from DFID to engage a consultancy team to develop and implement an Education Reform Roadmap to provide technical and strategic level support to the Department of Education in Punjab; and to the Chief Minister's team responsible for delivery of the Roadmap. The 2012 ICAI report on 'Bilateral Aid to Pakistan' cites the Punjab Education Roadmap as an "innovative monitoring tool which has proved to be a very good platform for policy dialogue and . . . is a very strong tool for promoting accountability". The Chief Minister of Punjab has also described the work as "the best development assistance that Punjab has ever received". Its success has attracted the attention of other provinces in Pakistan and other DFID Country Offices.

1.5 The Punjab Education Reform Roadmap has completed its first five years of implementation. There has been an increase in the range and complexity of key indicators, including student attendance, teacher attendance, basic facilities, student enrolment and retention, and district administration effectiveness, all of which are making a real difference for millions of children in Punjab. The goal is to make processes and routines, and the results which they produce, irreversible. Once parents see improvements, they will demand that standards are maintained. With strong support from the Chief Minister, active management of the education system is taking root. However, it will take at least another four years to establish a fully functioning system. The ambition is set high and progress to date against targets has been impressive.

1.6 In March 2015 the Chief Minister launched the new 2018 goals programme which emphasises improving quality and increasing learning outcomes. This has effectively become the Education Sector Plan for Punjab which both PESP II and the Roadmap need to address and support. The programme under the 2018 goals is now referred to as "Parho Punjab, Barho Punjab" instead of "Punjab Education Reform Roadmap" and is focused around:

- high quality teaching and learning in the classroom;
- strong leadership and accountability;
- a conducive learning environment; and
- high quality school infrastructure.

At the November 2014 stocktake, when the Chief Minister first committed to these goals, he announced the release of an additional Rs. 20 billion for 4 years (£12 million) to the quality education agenda.

1.8 The Roadmap team will be responsible for shaping and articulating the GoPb education reform agenda; and will serve as the primary interface with the top political leadership in Punjab including the Chief Minister, Chief Secretary and Chairman of Planning and Development. Their work will complement the PESP II Technical Assistance and Management Organisation (TAMO) which provides broader implementation support, especially at the district and sub district level, on the priorities identified in the PESP II business case. If the Roadmap Team and TAMO are successful in assisting the Punjab Government meet its 2018 goals, a sustainable education system will be in place by 2018/19 and the Roadmap will have become an internal Government process.

2. Objectives

The primary objectives of this assistance are:

2.1 To support the GoPb to improve access to and the quality of basic education in Pakistan through providing policy and implementation support to the Government in updating and delivering the Education Reform Roadmap under the GoPb 2018 goals approved in January.

2.2 To engage with both senior politicians and civil servants in the GoPb to ensure commitment to education,

2.3 To work collaboratively with the DFID Special Representative for Education in Pakistan.

2.3 To directly contribute to key DFID education results for Punjab including increased enrolment, retention and improved learning outcomes.

2.4 To address the eventual 'irreversibility' of the Roadmap process through: (a) building the capacity of Government agencies within the education system to deliver the key analytical and communication tasks needed to prepare for the Roadmap stocktakes; (b) building capacity of the permanent special monitoring unit in the Chief Minister's office to communicate roadmap findings at every stocktake; and (c) addressing structural governance and institutional effectiveness through Roadmap targets and processes².

2.5 To ensure complementarity with the PESP II supported TAMO which provides broader implementation support, especially at the district and sub-district level, on the priorities identified in the PESP II business case.

3. Recipients

3.1 The primary recipient of the assistance is the GoPb, specifically the Provincial Department of education and its associated bodies (PMIU, DSD, PEC, PCTB, PEF).

3.2 The secondary recipients will be the children, parents, teachers, policy makers, opinion leaders and development partners.

4. Expected Outputs

4.1 A yearly work plan agreed with DFID in consultation with the GoPb and DFID Special Representative for Education in Pakistan. The work plan will be updated in detail on a quarterly basis and agreed with DFID.

4.2 Preparing for and managing arrangements for up to 4-5 visits (each year) to Pakistan by the Special Representative. This will include supporting the DFID Special Representative for Education in Pakistan's work leading a stock take of the Education Reform Roadmap with the Punjab Chief Minister, on each visit. The supplier's responsibilities will include preparing the traffic light report, heat maps and meeting minutes for each stocktake and supporting the GoPb to do this as responsibility is transferred. The supplier will share all presentations for the Chief Minister's stocktakes with DFID and the Education Minister and Secretary to ensure ownership of what is planned, in advance for comment. The supplier will refresh the Education Reform Roadmap after every stock take meeting including data and analysis on the implications for the Roadmap and progression of education in Punjab.

4.3 Prepare for and manage any pre-stocktake meetings with the Secretary Schools and Minister of Education and related agencies and also further preparations/discussions with the Special Representative, relevant education departments, DFID PESP II Team, World Bank and TAMO on overall programme priorities, progress, alignment and validation of results.

4.4 Quarterly progress reports (including financial progress) responding to all points in the scope of work to DFID. These will confirm the extent to which Education Reform Roadmap targets have been achieved and explain the extent of progress against activities. This will include risks and mitigation strategies; lessons and challenges; and progress on embedding 'irreversibility'.

4.5 A detailed final report to DFID summarising work undertaken (including supporting data), outlining key results achieved and other work streams attributable to the supplier's inputs. Lessons learnt will be captured in an Annex to the report. The supplier will summarise any outstanding actions that DFID will need to take forward at the end of the contractual agreement.

² These include making EDOs and Head Teachers deliver on improving enrolments and learning outcomes in their respective Districts and schools.

4.6 Weekly DFID/Roadmap team consultations (Conference Call) to update the Special Representative on progress on the Punjab Roadmap. A representative of DFID's Punjab team will join the weekly conference call and join the supplier as appropriate for preparation and delivery of stocktake meetings.

5. Scope

5.1 The Roadmap is a powerful vehicle for driving delivery and harnessing political will to implement education reform and the results needed for a step change in Pakistan's progress towards the MDGs. The original Roadmap approach deliberately sought to focus on short-term, sequenced and prioritised actions. However, through the Chief Minister's 2018 goals this has evolved to a more holistic approach and the complexity is likely to have an impact on the pace of reform. The Roadmap must open the space for policy debate to address longer term governance and institutional reform and help influence relevant reform to achieve this, including through the Roadmap targets and stock takes. The DFID PESP II team, the DFID Special Representative for Education, and the two technical teams (TAMO and the Roadmap team) will work collaboratively with the Government of Punjab to achieve this.

5.2 The success of the supplier will be judged against: (a) the achievement of Roadmap targets as agreed with the GoPb (including access and quality targets as well as process indicators); and (b) developing an 'irreversible' Roadmap routine and process by handing over management and oversight of the Roadmap to Government officials. This will include encouraging and supporting Government officials to manage Roadmap related work and working towards a model that will enable the Chief Minister's Special Monitoring Unit to manage appropriate results reporting to the Chief Minister.

6. Key Working Principles

6.1 The supplier will support and work under the direction of the DFID Special Representative for Education in Pakistan to shape the strategy driving the Punjab Education Reform Roadmap and develop policies and actions to implement it.

6.2 A One Team Approach will be required to ensure that the supplier, DFID Special Representative for Education in Pakistan, DFID PESP Team and TAMO work closely together at every stage of implementation, including through regular reviews of the Roadmap. Open communication and close coordination with other donors (notably the World Bank) will also be key. The Roadmap will be reviewed alongside the Punjab Education Support Programme (PESP II) through standard DFID programme management procedures including Annual Reviews, Project Completion Report and evaluation.

6.3 A Quarterly Rolling Work Plan will be discussed in team meetings to ensure that DFID and the supplier are aligned programmatically and deliver coherent messages to GoPb.

6.4 The supplier will not release data to the GoPb or other parties before it has been quality controlled by DFID.

6.5 Capacity development: Over the lifetime of the technical assistance, DFID and the supplier will handover management and oversight of the Roadmap process to Government officials. This will include encouraging and supporting the GoPb through the Schools Education Department, the Project Management and Implementation Unit (PMIU) and Special Monitoring Unit to develop their skills for preparing data packs, present at the Education Roadmap stocktake, increase transparency, and develop capacity to manage broader Roadmap related work.

6.6 Irreversibility: DFID and the supplier will agree a process to build routines and capability in the Government Provincial system to protect and sustain progress made to date on the Roadmap through: (a) building the capacity of Government agencies within the Education system to deliver the key analytical and communication tasks needed to prepare for the

Roadmap stocktakes; (b) building capacity of the permanent special monitoring unit in the Chief Minister's office to communicate roadmap findings at every stocktake; and (c) addressing structural governance and institutional effectiveness through Roadmap targets and processes.

6.7 Broadening the support base: The DFID PESP II team and the DFID Special Representative for Education in Pakistan will continue to reach out to a wider range of Government Departments and political actors, and other organisations such as CSOs to broaden the support base for the Roadmap. DFID will continue to seek support from the supplier for evidence and data to make the dialogue effective and oriented around results.

7. Reporting

7.1 The supplier will report to the PESP II Education Adviser (on technical issues) and the PESP II Education Programme Manager/Senior Responsible Owner (on management and financial issues).

7.2 The supplier will invite the Education Policy Team leader, DFID Pakistan or a nominee by her/him to participate in the weekly conference meetings with the DFID Special Representative for Education in Pakistan.

7.3 A system wide evaluation of this technical assistance support will be carried out independently by DFID to assess the overall achievements of the programme against the logframe and document lessons learnt during the implementation of the programme. DFID will be responsible for commissioning the third party evaluation.

7.4 The selected organisation will submit three (3) quarterly and one annual progress reports against previously agreed costed workplans, establish and maintain active risk registers to foresee and mitigate risks and issues that may delay implementation. Quarterly reports will be approved by DFID and any follow up actions taken forward by the organisation. Annual work plans will be reviewed periodically to maintain relevance to the local context.

7.5 The Supplier will comply with DFID audit requirements as necessary. DFID will fund this activity directly.

7.6 Programme effectiveness will be judged through joint Donor Reviews as well as DFID Annual Reviews to take stock of overall progress of the programme against the logframe, performance indicators and results. These reviews will be held in conjunction with overall PESP II monitoring and will focus on the effectiveness and impact of technical assistance; and the effectiveness and efficiency of management processes. DFID will track performance and budget execution through quarterly narrative and financial reports and quarterly update meetings with implementing partners.

7.7 A DFID Pakistan Statistical Advisor and Economist will quality assure all major data produced including budget issues.

8. Performance Management

8.1 The Service Provider will be responsible for recruiting and managing their own and all implementing partners (if any) performance and to tackle any poor performance. They will be required to demonstrate strong commitment towards transparency, financial accountability and due diligence of approved partners, and to exhibit zero tolerance to corruption and fraud. [Please refer to Annex 1- Statement of Priorities and Expectations].

8.2 DFID intends to manage performance through key performance indicators. Payment should be linked to the delivery of outputs and to key performance indicators identified in the first three months inception and included in the implementation contract.

9. Timeframe

9.1 The work will commence in January 2016 and should be completed by 31 January 2019. There will be an option to extend the consultants services for an additional two months which will be reviewed again in December 2018.

10. Break Points

10.1 Specific deliverables are associated with each phase. Progress from one phase to the next will be determined by the satisfactory performance and timely delivery of the required deliverables by the Service Provider in the preceding stage.

11. Security

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

DFID will share available information with the Supplier on security status and developments in-country where appropriate. DFID will provide the following:

- All Supplier Personnel will be offered a security briefing by the British Embassy/DFID on arrival. All such Personnel must register with their respective Embassies to ensure that they are included in emergency procedures.
- A copy of the DFID visitor notes (and a further copy each time these are updated), which the Supplier may use to brief their Personnel on arrival.

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

11.3 The supplier will need to operate in conflict-affected areas which are highly insecure. Travel to many zones within the region will be subject to travel clearance from the UK Government in advance. The security situation in Pakistan is volatile and subject to change at short notice. The supplier should be comfortable working in such an environment and should be capable of deploying to any areas required within the region in order to deliver the contract (subject to travel clearance being granted).

11.4 Tenderers must develop their PQQ Response and Tender (if invited to tender) on the basis of being fully responsible for Duty of Care in line with the details provided above and the initial risk assessment matrix prepared by DFID. They must confirm in their PQQ Response that:

- They fully accept responsibility for Security and Duty of Care.
- They understand the potential risks and have the knowledge and experience to develop an effective risk plan.
- They have the capability to manage their Duty of Care responsibilities throughout the life of the contract.

11.5 If you are unwilling or unable to accept responsibility for Security and Duty of Care as detailed above, your PQQ will be viewed as non-compliant and excluded from further evaluation.

11.6 Acceptance of responsibility must be supported with evidence of Duty of Care capability and DFID reserves the right to clarify any aspect of this evidence. In providing evidence, interested Suppliers should respond in line with the Duty of Care section of the Pre-Qualification Questionnaire (PQQ).

12. Key Documents

- Punjab Education Support Programme II (PESP II) Business Case
<http://devtracker.dfid.gov.uk/projects/GB-1-202697/documents/>
- DFID P Education Sector Reform Roadmap
<http://projects.dfid.gov.uk/project.aspx?Project=203297>
- PESP II Logframe
<http://devtracker.dfid.gov.uk/projects/GB-1-202697/documents/>
- PESP II Second Annual Review
<http://devtracker.dfid.gov.uk/projects/GB-1-202697/documents/>
- 2018 Goals Working document
- Latest Stocktake Presentation (March)

