cdpr Consortium for Development Policy Research
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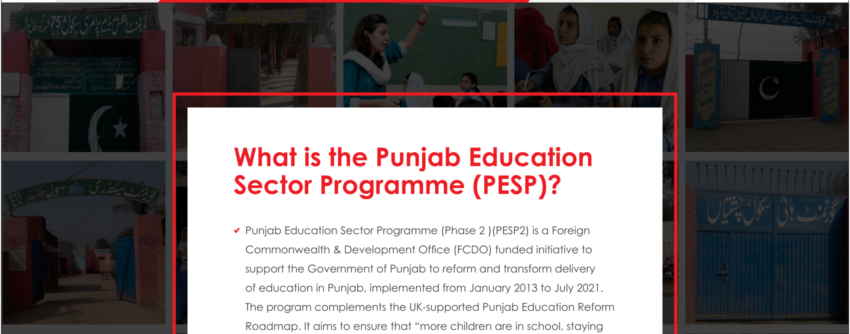
HOW HAS PUNJAB'S EDUCATION SECTOR PERFORMED?

NEWSLETTER

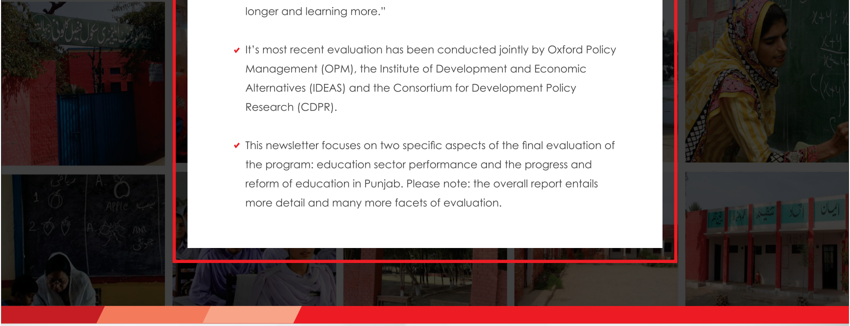
OCTOBER 2021

SPECIAL EDITION



What is the Punjab Education Sector Programme (PESP)?

- ✓ Punjab Education Sector Programme (Phase 2)(PESP2) is a Foreign Commonwealth & Development Office (FCDO) funded initiative to support the Government of Punjab to reform and transform delivery of education in Punjab, implemented from January 2013 to July 2021. The program complements the UK-supported Punjab Education Reform Roadmap. It aims to ensure that "more children are in school, staying



longer and learning more.”

- It’s most recent evaluation has been conducted jointly by Oxford Policy Management (OPM), the Institute of Development and Economic Alternatives (IDEAS) and the Consortium for Development Policy Research (CDPR).
- This newsletter focuses on two specific aspects of the final evaluation of the program: education sector performance and the progress and reform of education in Punjab. Please note: the overall report entails more detail and many more facets of evaluation.

OVERVIEW

OF NEWSLETTER OCTOBER 2021

A Punjab’s Education Sector Performance at a Glance: The first theme sheds light on the current status of the education sector in Punjab, specifically in addressing the participation rate of children and disparities by location, wealth and gender. This theme focuses on key trends across Punjab.

B Progress and Reform of Education in Punjab: The second theme shed lights on the main reform initiatives undertaken by the Government of Punjab over the period with the overall aim of improving learning outcomes for children in schools.

C Finances: This section highlights how finances were allocated in Punjab’s education sector budget.

D Key recommendations: The newsletter ends with a few key recommendations for the Government of Punjab to enhance the education sector’s performance

Click below to review ‘The Final Evaluation Report for PESP’

https://cdpr.org.pk/wp-content/uploads/2018/07/20210427-Final-Evaluation-Report-for-PESP2-sv.pdf

TABLE OF

1 Punjab’s Education Sector Performance at a Glance
1.1 Has Access to Education Improved?

CONTENT

1.2 Participation Rates (5-16 Years Old) by Gender and Location
1.3 Has Equity in Education Improved?
1.4 Have Learning Outcomes Improved?
1.5 Are Learners in Punjab Prepared and Motivated to Learn?
1.6 Has Effectiveness of Teaching Improved?
1.7 Has the Provision of Learner-Focused Inputs in Schools Improved?
1.8 Has the Management and Governance of Schools Improved?
1.9 How do Community Members Perceive these Changes?
1.10 Impact of Covid-19 on enrolment and learning in Punjab
1.11 Comparison of School Enrolment in School Education Department (SED) schools

2 Progress and Reform of Education in Punjab
2.1 Punjab Government's Progress with Reform Initiatives
2.2 Reform Initiative 1: Preparing Learners for Schools
2.3 Reform Initiative 2: Effective Teaching
2.4 Reform Initiative 3: Provision of Learning- Focused Inputs
2.5 Reform Initiative 4: Assessment Policy

3 Finances
3.1 Budget Allocation
3.2 Budget Utilisation

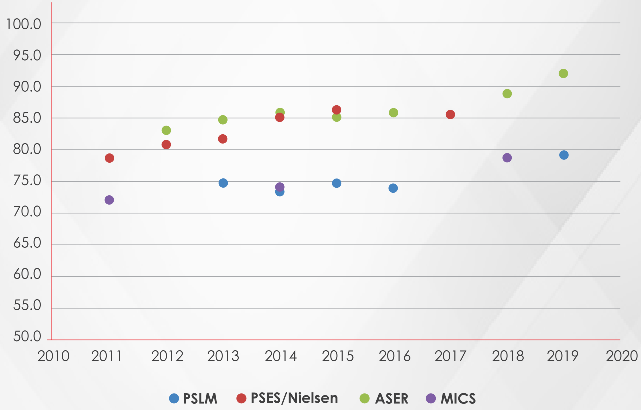
4 Key Recommendations
4.1 Recommendations to the Government of Punjab

PUNJAB'S EDUCATION SECTOR PERFORMANCE AT A GLANCE

- Has Access to Education Improved?
- Participation Rates (5-16 Years Old) by Gender and Location
- Has Equity in Education Improved?
- Have Learning Outcomes Improved?
- Are Learners in Punjab Prepared and Motivated to Learn?
- Has Effectiveness of Teaching Improved?
- Has the Provision of Learner-Focused Inputs in Schools Improved?
- Has the Management and Governance of Schools Improved?
- How do Community Members Perceive these Changes?

- Impact of Covid-19 on enrolment and learning in Punjab
- Comparison of School Enrolment in School Education Department (SED) schools

Has Access to Education Improved?



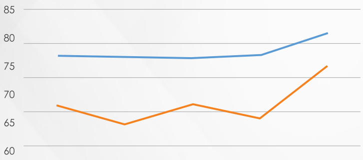
Participation Rates for Children aged 5-16

Progress has been made over the period of PESP2 (January 2013 – July 2021) in getting a higher percentage of children into school, as shown in the figure.

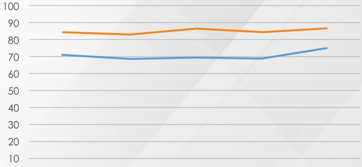
However, net enrolment rates (NER) have not increased, which implies that children are not always in appropriate grades for their age.

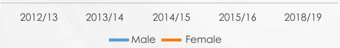
Participation Rates (5-16 Years Old) by Gender and Location

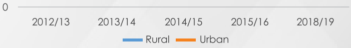
Participation rates by gender



Participation rates by location







Source: PSLM

Source: PSLM

There are differences in educational access by region (with fewer children in rural areas accessing education compared to their urban counterparts) and for girls (with girls often less likely to participate in schooling than boys).

Has Equity in Education Improved?

ACCESS TO EDUCATION

There is clear evidence of substantial differentials in education access and learning outcomes related to household economic status (in rural areas) and it is also determined by gender

2020
EDUCATION
REPORT
PRIORITIES, CHALLENGES AND OPPORTUNITIES

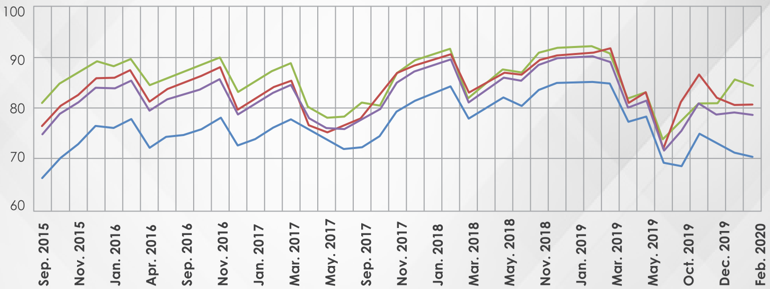
INCONCLUSIVE REPORTS

Data available, however, is not sufficient to draw more detailed or nuanced conclusions, or to assess whether there have been changes in equity measures (e.g. participation rates and learning outcomes by socioeconomic status) over the period since the start of PESP2 implementation

INCONCLUSIVE DATA

There is also a lack of comprehensive and consistent data on children with special educational needs and disabilities in Punjab

Have Learning Outcomes Improved?



— English — Urdu — Math — Overall

Average school-level score by subject.

Source: LND

Learning outcomes from school-based data show slight improvements in the period 2014–19, with differences by location, gender, and school type. Evidence about other aspects of children's learning and development is not available.

Overall, evidence on learning outcomes is insufficiently complete, representative and disaggregated to allow any firm conclusions.

Are Learners in Punjab Prepared and Motivated to Learn?

The survey assessed the extent to which four school-level ingredient (prepared learners, effective teaching, learning-focused inputs, skilled management and governance) for learning are present in schools in the selected districts, and the contribution of education policy and reform initiatives towards providing them. Data was collected from 200 government schools in four selected districts: Bhakkar, Rahimyar Khan, Rawalpindi and Rajanpur.

SURVEY FINDINGS

ECE classrooms not always fully set up or used for ECE purposes

- **Head teachers in 51% sampled schools reported having ECE schools set up. Of these only 42% were being used for ECE**
- **Head teachers in poor performing districts reported significantly greater likelihood of having ECE rooms set up in their schools (73%) compared to well performing districts (29%)**

Government schools not yet effective for ECE instruction or support enrolments

- **Across all 4 districts, 63% head teachers reported their schools lack adequate staff or facilities to support ECE enrollment**
- **Only 4.5% schools surveyed had utilized NSB funds to hire a care giver**

ECE improves child numeracy & literacy & prepares them for formal school.

- **77.5% head teachers believe ECE helps children recognize numbers and 88.2% found it familiarizes children with the school environment**

Lack of community and parental engagement & cultural norms may challenge teacher motivation

- **Around 50% teachers regard lack of community and parental engagement a constraint to teacher motivation in addition to unpreparedness of children to learn (30%)**

As part of the second phase of PESP, Early Childhood Education (ECE) classrooms for 3-year-olds have been set up in a playgroup-setting run by 'care-givers', to be followed by katchi class and grade-1. Key steps have been taken to expand ECE infrastructure and increase enrolment in early grades.

For more information view the full survey findings

https://cdpr.org.pk/wp-content/uploads/2021/04/School-survey.pdf

Has Effectiveness of Teaching Improved?

1 2 3 4 5 6

More qualified teachers hired but teacher shortages still reported with many without specialised degrees

- Sharp decline in schools reporting less than 4 teachers between 2012 and 2018 in both 'poor performing'(from 72.6% to 30.2%) and 'well performing' districts (from 87.3% to 28%)
- 53% teachers not teaching subjects they specialized in

Exposure to training improved but varied by district and type of training. Almost all teachers received CPD but not all received induction training

- Almost all teachers hired after 2016 reported attending CPD cluster training
- Only 75% teachers received induction training with only 64% teachers in districts like Rahimyar Khan

Teachers reported being observed and provided with feedback on a regular basis by the DTE though frequency of receiving feedback was lower than observations

- Across all 4 districts, 97.7% teachers reported their classes were observed by a DTE during 2012 to 2016
- Overall, 85% teachers reported receiving monthly feedback from DTEs from all 4 districts
- In Bhakkar, just 69.2% teachers reported receiving any feedback

Teachers found training more useful to develop confidence in Student Learning Objectives (SLOs) and pedagogy, but less so for learning inclusive education approaches addressing gender, disability, special needs, and social and economic disadvantage

63% teachers reported induction training covered SLOs very well

Teachers were found engaged in teaching. Group work and activities in pairs was less common. Main activities included writing on the board and lecturing

- Teachers were found in class and teaching in 90% of the intervals observed
- Teachers were found, writing on the board during 15% and lecturing during 10% of observations
- On average, 90% students were actively engaged in activities that teachers expect them to engage in

Teachers were confident in their ability to complete the curriculum though constraints were reported in some districts

- 86.9% of teachers in the 'poor performing' districts were able to complete the calendars fully more often than 80.4% in the 'well performing' districts
- 45.2% teachers cited an overly ambitious curricula as the primary reason for teacher's inability to complete them.
- Substantial differences were reported across districts regarding teachers' involvement (84% in Bhakkar vs. 6% in Rajanpur) in setting learning targets

Has the Provision of Learner-Focused Inputs in Schools Improved?

01

Teacher guides are still not universally available and learning materials are not always effectively used

Across the four districts, 78.8% of the teachers received teacher guides in the past year and 90.1% found them useful. There was significant variation in receiving guides, 95.8% schools in Rajanpur reported receiving these guides in Rajanpur compared to only 56.8% in Bhakkar

02

Large majority of teachers report receiving Taleemi calenders for primary grades though not all are using the Calendars for lesson planning

92.5% schools reported receiving Taleemi calendars. Taleemi Calendars are being used to plan lessons in 76% of grade 1s, 83% of grade 2s, 90% of grade 3s and 4s, and in 92% of grade 5 that receive them

03

Non-salary Budget (NSB) funds are reported to be universally available but there have been delays in receiving them

Only 67.5% head teachers reported receiving NSB funds on time

04

Most NSB funds are being utilized for infrastructure repairs and meeting day-to-day running expenses of schools rather than for hiring more teachers or on efforts likely to improve teaching quality

NSB funds in sampled schools were being used mainly for infrastructure repairs (82%), furniture repairs (59%), and paying electricity bills (54%). A third of the head teachers reported an ease in hiring teachers

05

Overall, physical environment is broadly conducive to learning but there are some examples of corporal punishment and concerns about discipline and student engagement in non-learning activities

46.5% teachers reported that lack of discipline amongst their students was not a challenge to their teaching

06

Learning assessments were valued, however some teachers found Literacy and Numeracy Drive (LND) assessments to be stressful and not always value adding to children's learning

Across the 4 districts, 83.5% sampled teachers found LND tests to be useful

Has the Management and Governance of Schools Improved?

1

Few head teachers received induction training or Quaid-e-Azam Academy for Educational Development (QAED) leadership training even though this was found useful where provided. Most had received CPD training but emphasis on critical skills required for effective school management was found weak.

Only 38% head teachers had received induction training. 42% head teachers reported they had received the QAED training. Only 6 out of 76 teachers found induction training not useful.

2

Head teachers were generally found to be motivated towards public service. However, up to half of head teachers report significant challenges related to pressure to meet targets and insufficient time and resources to achieve them, which may reflect demotivation.

A large percentage of head teachers (86%) noted having received support from District Teacher Educator (DTE) between 2012 and 2016.88.4% school heads reported interacting with Assistant Education Officer (AEO) since 2016 with a higher level of interaction amongst the 'well performing' districts (92.6%)

3

Several mechanisms to sanction non-performing teachers exist. However, not all of these mechanisms are viewed as the best means to hold teachers accountable nor do head teachers feel they always have the authority to use some of them.

Over three quarters of head teachers reported not having the authority to write a teacher's appraisal, in terms of how school heads reward their teachers, 81.5% of the school heads acknowledged their performance publicly as a tool to do so.

4

Majority head teachers recieved substantial support through DTEs and AEOs, but focused more on pedagogical skills than management.

Across all 4 districts, almost 8% head teachers hired before 2016 reported receiving support from the DTE. 76.4% head teachers reported induction training gave little or no emphasis to human resource management, 70% said no emphasis was given to skills for identifying and supporting children with special needs, 64.5% said little or no emphasis on training for spending the NSB. 76% head teachers report little or no emphasis on human resource management, 54% report little or no emphasis on financial management, 45% report little or no emphasis on leadership skills and making school improvement plans.

5

School councils are available in all schools and viewed as a useful tool for community mobilization by school heads. However, lack of community & parental engagement was commonly reported as a challenge by teachers.

6

Pre-District Review Committee (DRC) meetings have helped map school priorities through the School Development Plan, managing infrastructure, improving cleanliness, and supporting pedagogical skills.

7

Schools were found to be collecting timely and accurate data and using it to inform school-based decisions.

Proportion of sample schools with access to ranking data on performance indicators ranged from 91.8% in Bhakkar to 55.1% in Rajanpur.

How do Community Members Perceive these Changes?

The survey was conducted in Rawalpindi and Bhakkar, with 236 school-level and community respondents to gauge community members' satisfaction with leaner-preparedness, quality of teaching, the provision of learner-focused inputs and school management.

Quality of Teaching

Overall, community member satisfied with improvement in quality of teachers and their performance, behavior, communication, and responsiveness over time.

However, concerns expressed by school leaders about being overburdened & demotivated due to a perception of excessive monitoring, changing teacher-student dynamics, and lack of responsiveness of policies to school level concerns

Preparedness of Learners

Better educated parents more likely to engage in school activities and send their children to some form of organised learning before Grade 1

Provision of Learning Focused Inputs

Community members satisfied with improvement in infrastructure, such as school buildings, classroom furniture, and drinking water facilities over thelast few years

Management and Goverance

Community members largely unaware of School Management Committees (SMCs) or any formal process to select SMC members, although they had good relations with the school administration

Head teachers served as the key point of contract for parents to discuss any school-level issue, but these interactions were limited

To access the infographic on the survey on Education Reforms and Community Perceptions

https://cdpr.org.pk/wp-content/uploads/2021/04/Education-Reforms-and-community-perceptions.pdf

Impact of Covid-19 on enrolment and learning in Punjab

01 With the limited data available, it is evident that Covid-19, both through the direct effects of school closure, and the indirect negative income shocks, is likely to lead to a setback in the progress that has been made in improving enrolment and learning outcomes, with greater impact for children from the poorest and most vulnerable households

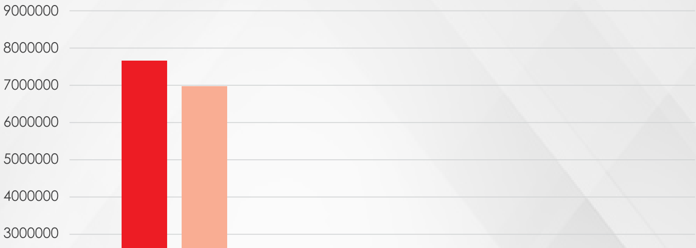
02 Data from the 2020 Education Management Information System (EMIS) survey suggests that total enrolment decreased from 11.7 to 11.2 million children in government schools since 2019

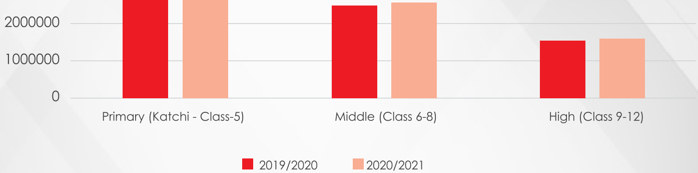
03 Since private schools lost revenue due to Covid-19 related lockdowns, they were unable to retain teachers whereas government schools did not face such a problem.

04 The government started initiatives like the online learning platform TaleemGhar and other accelerated learning programs in response to Covid-19. However, because of the digital divide, access to these initiatives was limited.

05 The PESP2-supported initiative on girls' education (focused on priority districts) estimates that only 62% of households from which pupils come had television, while 64% had a simple phone (with poor households typically having access to only a single device).

Impact of Covid-19 on School Enrollment in School Education Department (SED) Schools





Source: EMIS

PROGRESS AND REFORM OF EDUCATION IN PAKISTAN

- Punjab Government's Progress with Reform Initiatives
- Reform Initiative 1: Preparing Learners for Schools
- Reform Initiative 2: Effective Teaching
- Reform Initiative 3: Provision of Learning- Focused Inputs
- Reform Initiative 4: Assessment Policy

چمپئن کلب
ماہانہ چندہ
گورنمنٹ گرلز
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Punjab Government's Progress with Reform Initiatives

1. Over the course of PESP2, Government of Punjab has remained committed to policy reform and shifted its focus from increasing enrolment to better learning outcomes.
2. Public spending on education has increased with support from UK and the World Bank.
3. This has resulted in increased enrolment, improved infrastructure and facilities, increase in number and qualification of teachers and more inclusive education.
4. However, lack of a comprehensive education policy has constrained achievements as spending is not targeted.

Reform Initiative 1

Preparing Learners for Schools

Punjab's Early Childhood Education (ECE) policy, formulated in 2017, calls for institutionalization of early childhood education across the province and formulation of standards. ECE is seen as a vehicle for increased enrolments and retention in school and brings together all relevant departments and their respective expertise to formulate a holistic policy.

ECE provides an appropriate policy framework but progress in implementation has been slow. Dedicated ECE rooms are in place in schools but lack equipment and trained staff for effective functioning

Reform Initiative 2

Effective Teaching

01

Teacher recruitment has been a priority of the government with the aim to make recruitment merit based and transparent. The National Testing Service (NTS) is now a pre-requisite for testing all applicants, their results being the sole basis for shortlisting.

02

Continuous Professional Development (CPD) for teachers has also been reformed. Under the new model, all government teachers are trained for a month in the summers and then one day every month. Assistant Education Officers (AEOs) visit schools twice a month to monitor and assess teacher knowledge and skills. Overall teachers receive 240 hours of training annually.

03

Yet there are weaknesses in the quality of teachers' content knowledge and pedagogical skills, their motivation and incentives to focus on the most challenged learners. The weaknesses of the current the teacher training model include the content being taught, its relevance for teachers and dependence on as well as an unsustainably high cost of conducting the training sessions (Pakistani rupees (PKR) 8.3 billion for primary school teachers).

Reform Initiative 3

Provision of Learning- Focused Inputs

With regards to school infrastructure policy, the government has shifted its focus away from building more schools to rehabilitating and extending existing schools.

01

These initiatives included provision of computer labs, upgrading libraries and providing other missing facilities through programs such as the Khadim-e-Punjab Schools Program (KPSP) and Insaf Afternoon School Program (IASP).

02

Reforms have also focused on strengthening the curriculum and textbook research and development (2015 Punjab Curriculum and Textbook Act). The adoption of the Single National Curriculum is also a move in this direction.

03

04

There is a shift towards increased use of technology for knowledge management and monitoring especially after Covid-19.

05

However, there is still a need for a clear criteria for approval of textbooks in the future.

Reform Initiative 4

Assessment Policy

01

An Assessment Policy Framework (APF) was approved in 2019 under which assessments will be treated as a supportive tools to encourage learning at all levels of education, rather than considering assessment as an end in itself.

02

Under this framework, assessments and examinations previously held by Punjab Examination Commission (PEC) for Classes 5 and 8 will be discontinued and two new types of assessments implemented.

2.1

The first is an annual sample-based Large-Scale Assessment for measuring core competencies in literacy and numeracy at key stages of schooling.

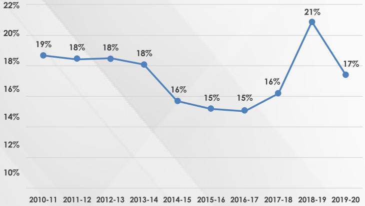
2.2

Second type of assessment is School-Based Assessments (SBAs), consisting of both summative and formative approaches to facilitate increased involvement of teachers and school leadership in supporting learning.

HOW WERE FINANCES ALLOCATED IN PUNJAB'S EDUCATION SECTOR BUDGET?

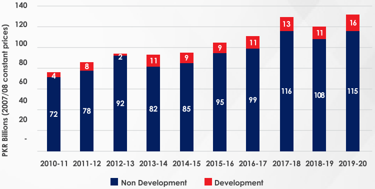
- Budget Allocation
- Budget Utilisation

Budget Allocation



School education as a share of total GoPb expenditure

Source: PESP2 Final Evaluation Report



School education expenditure (constant prices)

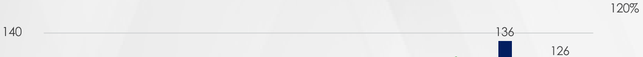
Source: PESP2 Final Evaluation Report

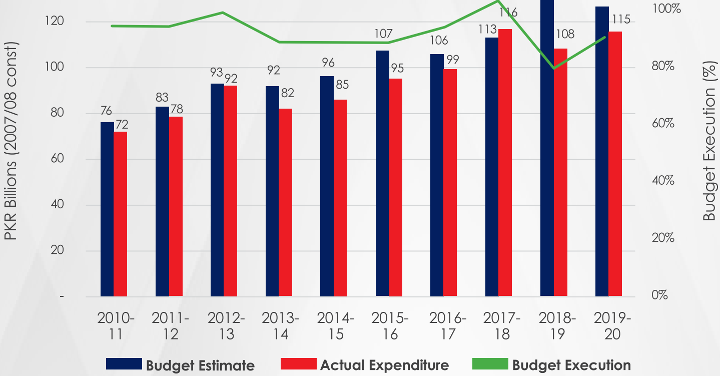
Schools remain one of the largest public sector employers for the Government, occupying on average 45% of the annual salary expense since 2010

School education expenditures continued to increase till 2018/2019. In the most recent year, the total nominal expenditure increased by 20%, compared to 9.3% in real terms.

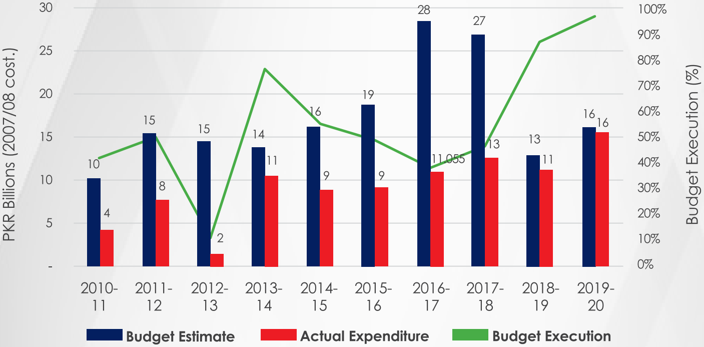
Budget Utilisation

Non-development budget and expenditure (constant prices)





Development budget, expenditure, and execution (constant prices)



The utilisation rates for development budget were less than 50% for most years covered. However was highest at 87% in 2019/20

This trend of low development budget utilisation highlights limited capability to undertake development spending

The high utilisation of the non-development budget reflects that it is dominated by salary costs

KEY RECOMMENDATIONS

- Recommendations to the Government of Punjab

Recommendations to the Government of Punjab

Develop an improved evidence-based policy framework for the education sector that defines medium-term objectives, along with the amount of public spending required

Ensure a strong focus within this policy framework on gender, equity and inclusion to address continuing inequalities in education access and performance

Develop an education evidence and information strategy framework to improve quality and coverage of data available on the education sector

Ensure the quality of Public Finance Management for education is improved, in particular the rate of budget execution for non-salary and development budget along with a clear policy framework to guide spending decisions

Resolve outstanding issues related to the role of public-private partnerships in education and the regulatory relationship with private education providers

Ensure teachers in both government & private schools have adequate subject knowledge, use appropriate teaching methods, are effectively motivated and managed and develop and track measures of teacher effectiveness

Effectively implement the Inclusive Education Strategy, Special Education Policy, and Early Childhood Education Policy

Resolve outstanding issues related to decentralisation of education sector management, with a strong emphasis on strengthening management and accountability of schools and head teachers

Build on initiatives such as ALP and Taleem Ghar that have been developed in response to Covid-19 to provide effective online and offline teaching resources and options

Ensure sufficient stability and effectiveness in the senior management of key sector organisations

CONTENTS OF LAST MONTH'S NEWSLETTER

① Macrodata in Focus
- 1.1 Trade performance of the Pharmaceuticals Sector 2009-2019.
- 1.2 Regional Export Comparison

② What's in the News?
- 2.1 The Analytical Angel Engagement with Community Leaders can help mitigate the Covid 19 Crisis

③ Policy Analysis
- 3.1 Report: Unleashing The Potential of Pharmaceuticals in Pakistan

④ Newspaper Articles by Fellows & Partners
- 4.1 Pakistan's economy: what's next? (Mr. Hasaan Khawar)
- 4.2 Managing human agency (Dr. Faisal Bari)
- 4.3 (Dr. Umair Javed)
- 4.4 A long-term view of COVID-19's impact on the rise of the global consumer class (Mr. Homi Kharas & Mr. Wolfgang Fengler)

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