Government of Pakistan
Establishment Division
Pakistan Public Administration Research Centre
Research Section
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A REVIEW OF REPORT ON
"MAKING SERVICE DELIVERY REFORMS WORK"
LESSONS LEARNED FROM
INSAAF AFTERNOON SCHOOLS PROGRAM IN PUNJAB

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Islamabad
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ACKNOWLEDGEMENT

Considering the worth of Pakistan Public Administration Research Centre (PPARC), a report prepared by Institute of Social and Policy Sciences was assigned to PPARC for review and comments with particular focus on its contribution towards the accomplishment of the program initiated by the Government of Punjab titled, "Insaaf Afternoon Schools Program".

2.   In this short span of time, an effort was made to review the report on the basis of analysis carried out therein, with due consideration to relevance & sources of data and the statistical tools employed to draw an inference. For the successful accomplishment of this assignment which was entrusted to the Research Section I endorse the extra ordinary efforts put in by Director (Research) in carrying out the review and preparation of report in a professional way and extend my appreciation to him and his entire team.

September 20, 2021   (Muhammad Lakhkar Khan Hoti)
                                                                Director General

EXECUTIVE SUMMARY

One out of many organizations, under the administrative control of Establishment Division is "National Institute of Public Policy", which strives to improve the quality of public policy decision making and service delivery by creating fresh knowledge and keeps on updating the training programs through constant research. It was with this end in view that NIPP submitted a research paper titled "Making Service Delivery Reforms Work: Lessons from Insaaf Afternoon Schools Program in Punjab" conducted by Institute of Social and Policy Sciences to Establishment Division for review and comments. The assignment was referred to PPARC as per direction of the Secretary Establishment Division.

The review was carried out not only to ascertain the extent to which the research paper has established the success rate of the model that it implied towards the accomplishment of the overall objective of the initiative, but also to identify the impact of the interplay of various factors. For review, guidelines were drawn from the literature available. General principles were used to establish the evaluation criteria, to asses the validity of the paper.

The case study has very rightfully highlighted the role of various factors, and categorizes these into three broad groups as "administrative", "political" and "technical" with their relevance towards the various components of the Insaaf Afternoon Schools Program. The research paper proceeds on the premise that due consideration shall be given to all the variables under these categories with reference to their relevance and interdependence on each other.

To list some of the short comings, it may be pointed out that the report does not clearly define its terms of reference, scope and limitations. It relies solely on single source of data obtained from the Department of Education Government of Punjab and negates the ground realties and the culture parameters, which too have a bearing on the success of the program. Further the report adopts a top down approach and is silent towards the quantification of various factors and components, thus leaving ample space for generalization in calculating their impact.

Never the less, the research paper adopts a varying perspective towards the analysis of public service delivery reforms and its worth from the training & capacity building point of view is valid.

LIST OF TABLES AND CHARTS

INTRODUCTION

A concept paper prepared by Institute of Social and Policy Sciences was assigned to PPARC for review and comments with particular focus on its contribution towards the accomplishment of the program initiated by the Government of Punjab titled, "Insaaf Afternoon Schools Program". The said paper was reviewed, on the basis of guide lines obtain from the available literature and analysis carried out with due consideration to its relevance, sources of data and the statistical tools employed to draw the inference.

1.2   To improve public service delivery and to achieve better outcomes for its citizens, Pakistan has experimented with a range of service delivery models and reforms over decades. Regardless of its origin, type of program & technical design, the execution of public sector reforms always would have an interface with civil service and political leadership to varying degrees leading towards the success or failure of reforms. The emphasis on, and volume of, qualitative research is increasing. As a result, there is a need to integrate and disseminate qualitative research findings.

1.3   The literature as presented in the study has documented many reforms and development interventions that could not go beyond the pilot stage, whereas some initiatives were scaled up, but could not be sustained in the long run while others achieved a great degree of success. It was thus realized that one technical solution alone is not sufficient to achieve sustainable improvement in services. Secondly, there is no single magical solution to fix all service delivery failures.

1.4   The World Bank's 2015 "World Development Report" as referred to in the study under review dwelled on this subject and emphasized accountability, citizen engagement and trust along with administrative engineering, modernization, or staff training as key factors. Some studies have highlighted the importance of quality, technical knowledge, and skill sets of the civil servant's towards institutional reforms. While others have sought to develop conceptual models to understand better policy implementation process (Goggin et al, 1990; Hill and Hupe, 2006; Kingdon, 1995; O'Toole, 2000, 2004; Sabatier, 1986, 1999).

1.5   In the light of forgoing facts and to asses the extent to which Insaaf Afternoon Schools have been successful in achieving the objectives a case study titled *"Making Service Delivery Reforms Work"* was carried out to ascertain the Lessons from Insaaf Afternoon Schools Program in Punjab by the Institute of Social and Policy Sciences. As its objectives, the study focuses on learning from design and implementation of the said program and its relevance has been attributed to (i) training institute for civil servants (ii) experts, technocrats, development and policy practitioners, and civil servants, who are involved in the design and delivery of reforms.

1.6   The program was implemented in 2017 in two districts of Punjab with an objective to reduce the dropout rate of children at middle and metric levels. This project was scaled up to 22 districts in 2018 and extended to 36 districts in 2019. The main features of the program included **i.** Retention and increase in enrolment, particularly for female students. **ii.** Use of existing buildings of the schools. **iii.** No additional infrastructure cost.

1.7   The program was based on:
   i.   Non-partisan selection of schools.
   ii.   Afternoon shifts in existing primary schools for post-Primary grades.
   iii. Provision of transport facility to deserving students.
   iv.   Merger of Katchi-Grade 3 and Grade 4-5 classes in different primary schools.
   v.   Mobilization of communities.

1.8   The study revealed that three factors play a vital role in success or failure of service delivery reforms and is based on the interplay of these very factors, termed as APT analytical model. These factors include, *"Administrative Alignment"..."Political Responsiveness" and "Technical Robustness"*. APT analytical model is characterized by tension and harmony between **technical design** of reforms and the choices to made by **civil servants** and **political leadership**.

1.9   APT analytical model is characterized by tension and harmony between **technical design** of reforms and the choices to made by **civil servants** and **political leadership**. The following figure reflects the interplay of various factors under each components.
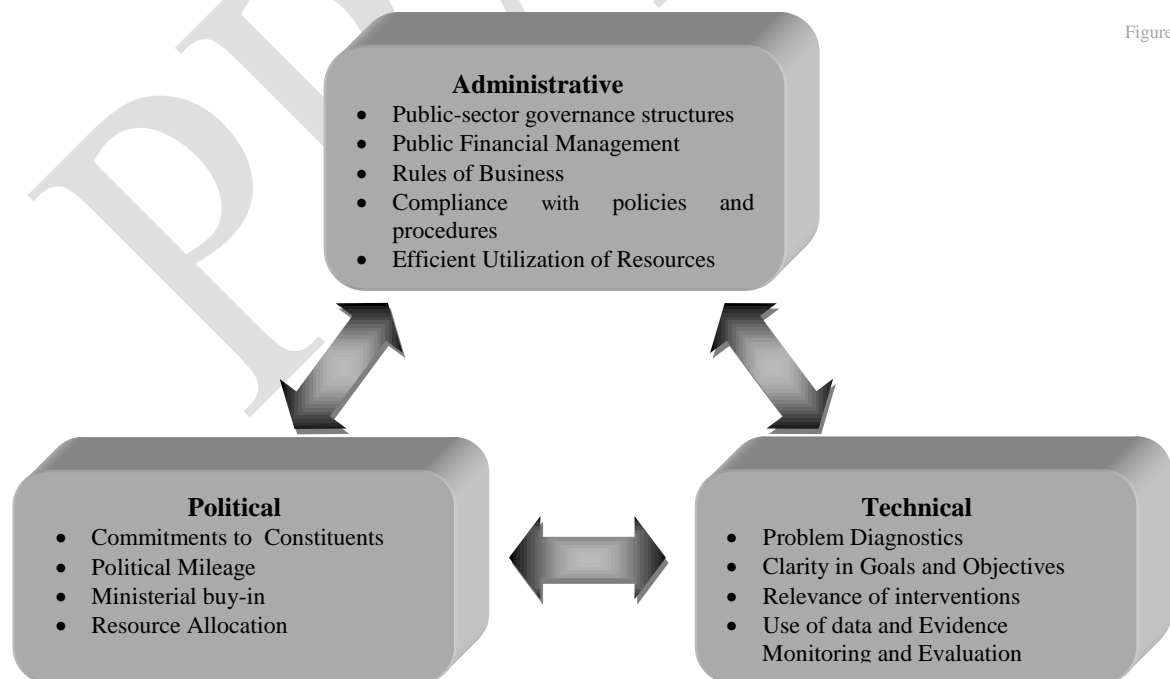
Figure-1

Administrative
- Public-sector governance structures
- Public Financial Management
- Rules of Business
- Compliance with policies and procedures
- Efficient Utilization of Resources

Political
- Commitments to Constituents
- Political Mileage
- Ministerial buy-in
- Resource Allocation

Technical
- Problem Diagnostics
- Clarity in Goals and Objectives
- Relevance of interventions
- Use of data and Evidence Monitoring and Evaluation

1.9   The study points out that a technically robust reform design will focus on understanding the problem and binding constraints. However, technical robustness alone is not sufficient. Compatibility with administrative structures require reform's responsiveness to public-sector governance structures adherence to principles and goals of public financial management; compliance with rules of business, policies and procedures and a promise of delivering value for money.

1.10   Addition to alignment and responsiveness to the administrative structures, the reforms must also earn political traction with key stakeholders – political leadership on top of all. It is crucial that reforms are aligned with political leadership's priorities and mange to have ministerial buy-in.

1.11   Pakistan Public Administration Research Centre (PPARC) was assigned to evaluate and comment on the efficacy of the study, as well as its short comings, methodology and other relevant issues to be considered as reference in future.

THEORETICAL REVIEW

A particular focus of attention for policy implementation theorists, in response to the many depictions of the policy process as something that is driven from 'top down', has been to reverse the process and provide an understanding from the 'bottom-up', looking more qualitatively at the dynamics of organizational responses to policy initiatives (O'Toole 2000, Paudel 2009). These implementation studies thus seek to highlight the organizational context in which policies are implemented, and the constraints and motivations of actors who *translate* the policies into practice (Lipsky 1980, Kingdon 1995).

2.2   The substantial body of existing empirical research on policy implementation has established that organizations and individuals who work within them are not merely recipients of policy that comes from outside or 'top-down'; they shape (in the sense of influencing) policy and practice through their day to day actions, beliefs, and motivations (Lipsky 1980; Barrett and Fudge 1981; Barrett and Hill 1984; Evans and Harris 2004; Schofield 2001).

2.3   Insufficient attention has been paid to how knowledge from practice is routinely incorporated into the overall policy process, with a need to integrate both a **'top down'** and **'bottom up'** understanding of policy implementation (Ferlie et al 2009). The somewhat weak relationship between resources and outcomes documented in the literature has been associated with deficiencies in the incentive structure of school and health systems.[1]

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[1] Hanushek, 2007

2.4   The literature on policy implementation highlights the role of local realities in shaping policy implementation and the policy itself. We analyze the translation of policy through implementation, whereby it is not simply transmitted but transformed and modified through multiple distributed agencies including local actors, infrastructure, data sets and organizational practices.

2.5   Analysis of evidence-based practice in education concludes that implementation in this sector too is 'top-down' and centrally focused. As such, the 'implementation gap' is considered the difference between what the centre's policy directs and what the local actors implement in practice as a deviation from the policy standard[2].

NEED FOR EVALUATION

Evaluation is a systematic process to analyze whether the programs and initiatives are effective and efficient. Evaluation is done with an objective to assess the extent to which programs are aligned with the goals and over all objectives for improvement, as enunciated in the policy agenda of the Government.

3.2   Evaluation basically helps to discover the gaps and opportunities for improvement on the basis of information collected that can help determine improvements in the program and to decide whether to upscale the initiative or it should be discontinued. Evaluation is usually done on various factors as derived from Kirkpatrick's model that offer some helpful guidelines for an effective evaluation. Some of these include:

i.   **Begin With an End in Mind.** *"What do we want to achieve at the end?* With a clear vision of what is to be achieved at the end helps to plan, prepare and focus on key processes which can lead to the right direction

ii.   **Feedback.** *"What are the program's strengths and weaknesses? What should be done more of? What should be avoided etc."* Communication with stakeholders should be open in getting feedback about the program.

iii.   **Assess the Behaviour of the Stakeholders.** This is one of the most challenging but rewarding outcome of a program. Evaluate the behaviour of the people and observe as to how they react towards the program.

ANALYSIS

The study focuses on learning from design and implementation of Insaaf Afternoon School Program in Punjab. Taking into account the importance of evaluation for improvement as provided in Kirkpatrick's model, the case study for Making Service Delivery Reforms Work on the basis of the Lessons from Insaaf Afternoon Schools Program in Punjab is justified and valid. (para-2.3)

4.2   The study adopts a "top down" approach based on the data obtained from Education Department Government of Punjab. Use of noncontroversial data which would be readily acceptable to the officers has been used to select the schools where drop out rate was high and were in need of intervention. Some elements of original package of reforms were either skipped or compromised (para-2.5).

4.3   The component of community mobilization largely remained an administrative issue. It was for the School-leaders and the teachers to engage with the parents and community at large for improving the enrollment and attendance. A major reason for partial success of this component was because of its complete reliance on administration.

4.4   The report highlights the concept of bigger schools as another potential component to address the challenge of student dropout largely owing to poor learning environment. Nevertheless, the component was not adopted even for the pilot phase owing to department's unsuccessful experience with similar reform and its incoherence with technical parameters.

4.5   The bottom up perspective directs more attention to formal and informal relationships in policy subsystems, including how policies are designed and implemented (Paudel 2009; Howlett and Ramesh 2003). The report has ignored bottom up approach and has not taken into cognizance the cultural parameters, which are pivotal in implementing the public sector reforms and is devoid of the fact that bigger schools were established contrary to the public sentiment that separate schools for girls and boys are required at middle and high school levels. As such the idea was not bought by majority of the parents as they did not agree to send their daughters to coeducation schools. The importance of the public opinion and the ground realties at the local level have not been given due consideration in the report leading towards fraction between the stakeholders and implementing agencies and hence low success rate of the initiative (para - 2.2 & 2.3).

4.6   The following figure is based on the information extracted from the report & categorically reflects the success rate of different components.

Figure-2
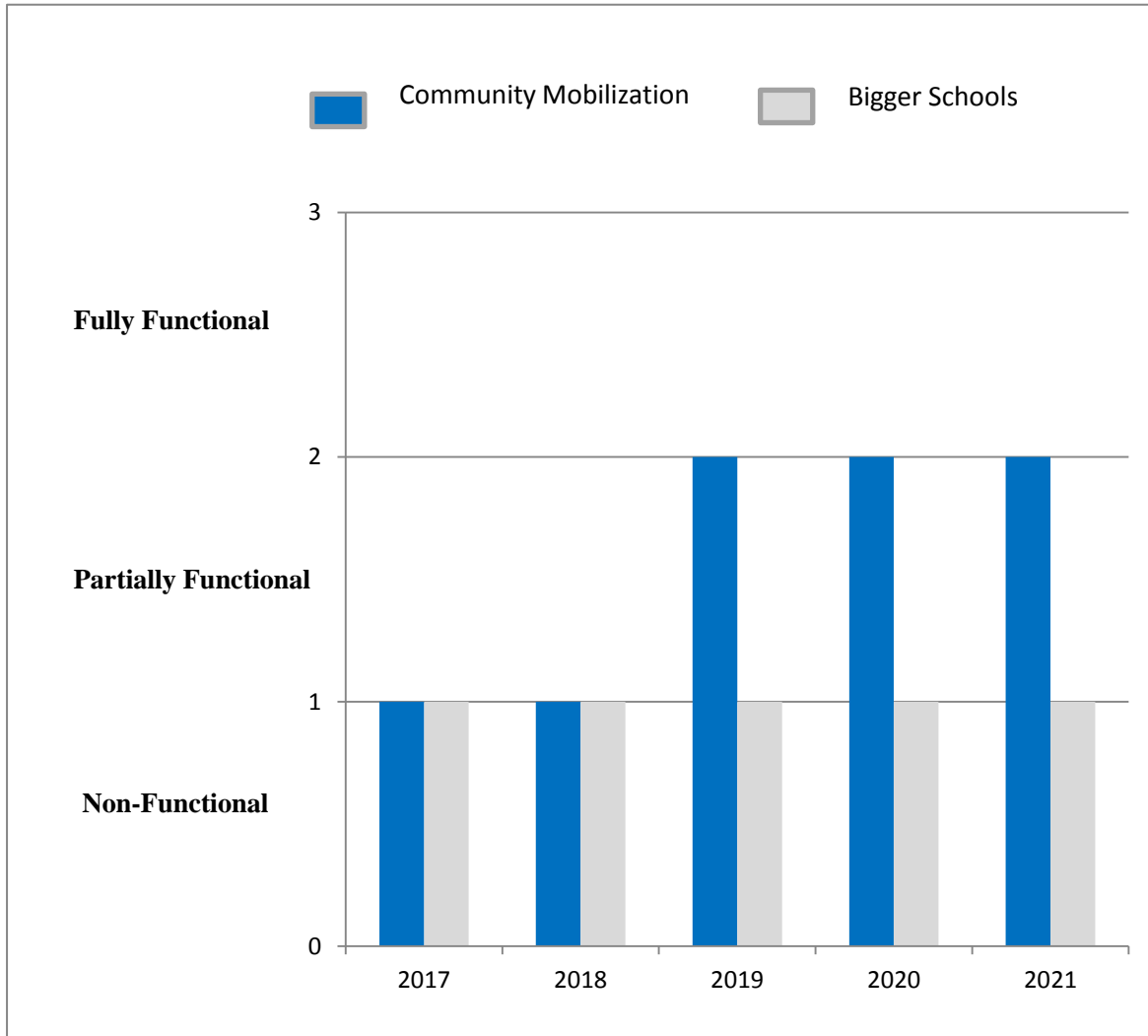
4.7   The report supported that transport facility was immensely successful in ensuring retention of students availing the facility, only 0.5% (36) of 6838 children that availed the transport facility dropped out. In addition to technical soundness, this component offered considerable mileage for the political leadership and proved to be of importance towards checking the student dropout level.

4.8　　The concept of afternoon classes offered the use of existing infrastructure for up-gradation of primary schools to post primary levels without incurring any additional development cost, while minimizing the long response time. This component also required considerable traction with a political leadership as it projected the political leadership's emphasis on austerity. However it leads to a number of technical inconsistencies both administrative and financial.
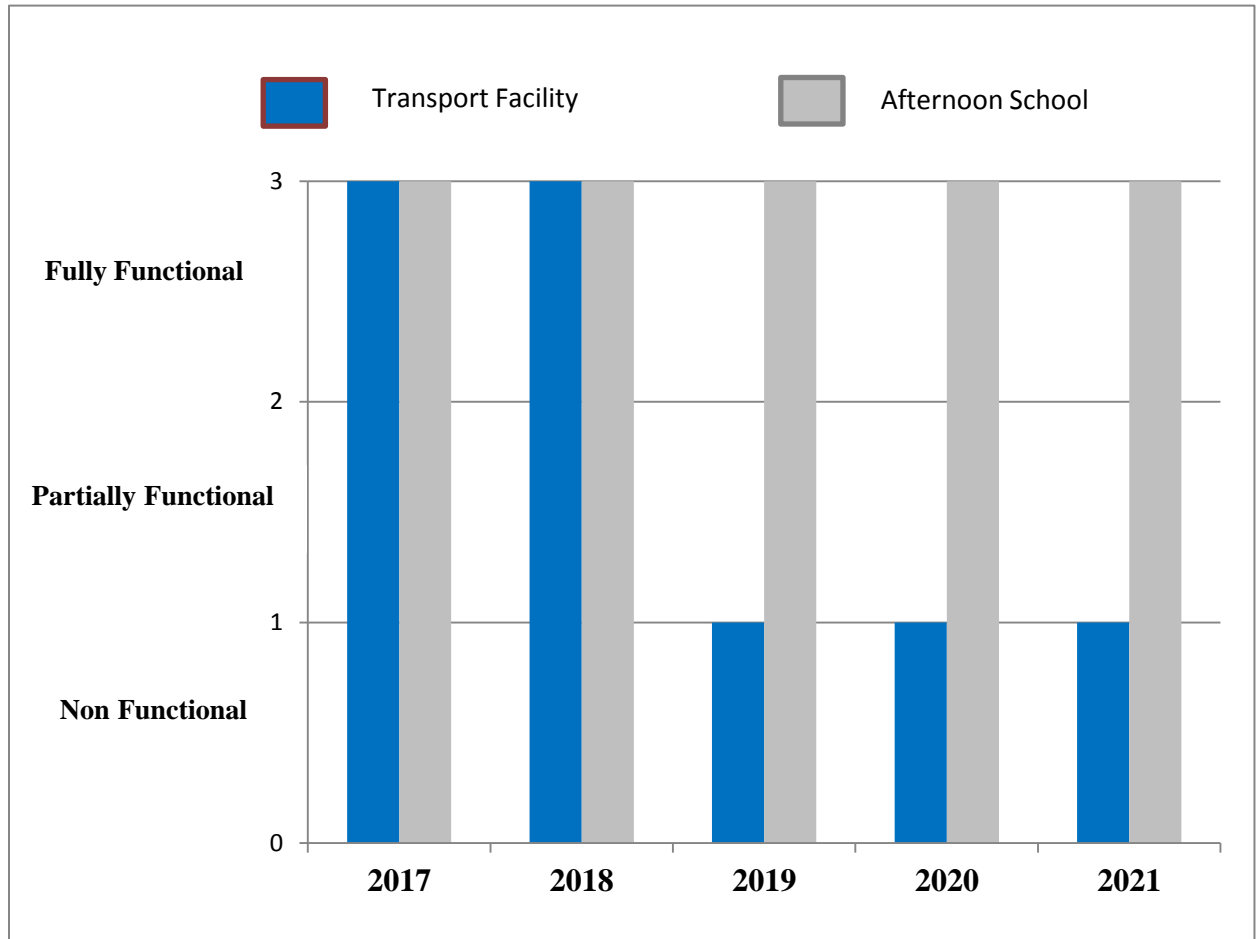
GENERAL OBSERVATIONS

Research evaluation is the process in which the purpose of research, the methodology used and methods, such as data collection and analysis, are rated to ascertain their relevance, value and their ability to achieve research objectives, and to ascertain the significance of a research[3]. This study is devoid of clear Terms of Reference (TORs).

5.2   The report adopts "APT Model" Administrative – Political – Technical. Whereas these have not been quantified in terms of their importance and co-relation with each other to assess their impact on the accomplishment of over all objective of Insaaf Afternoon Schools Program in Punjab. The study focuses more on process than the impact analysis towards the success of the program.

5.3   The co-relation amongst all the factors whether Political, Administrative or Technical needs to be defined quantitatively on a likert scale ranging from 1….5 in terms of their significance & importance, thus providing the policy decision makers, a frame work to implement successful service delivery program.

5.4   The administrative parameters do not coincide with political interface. The concept of afternoon classes despite projecting the political leadership's emphasis on austerity, with minimum cost and response time, lead to a number of technical inconsistencies both administrative and financial. Distribution of bicycles to students within their political constituencies provided good political mileage to politicians, but not civil servants.

5.5   The target population has been restricted to survey of community members, public sector schools and education officials available with the schools education department.

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[3] NTRODUCTION TO EDUCATIONAL RESEARCH I EDUC 500 - KWANGAIKA SINJELA http://kwangaikamed.weebly.com/evaluating-and-reporting-of research.html#:~:text=Research%20evaluation%20is%20the%20process,the%20significance%20of%20a%20research.

CONCLUSION

The report is largely qualitative in nature and adopts a social constructionist approach. Such studies help the decision makers to make efficient use of scarce resources of the government. The need for such studies become all the more imperative in case of developing countries like Pakistan, where to improve public service delivery and to achieve better outcomes for its citizens, a range of service delivery models and reforms over decades have been experimented. Such reports assist the political leadership to endorse their agendas.

6.2   This report indentifies, with due support from the relevant literature three broad domains viz **political, administrative** & **technical** with number of factors under each category with their potential towards success or failure of full package of reforms. "Technical robustness of a program their ability to respond to administrative structures and alignment with political environment moderates their potential to scale-up and sustain".

6.3   Despite the gaps in the study of how guidelines are rolled out with need for attention to quantify the parameters with reference to their importance and how local infrastructure is ingrained in the implementation, it has very right fully highlighted the interplay of different components leading towards the success or otherwise of social service delivery program.

6.4   For National School of Public Policy (NSPP) the study provides plausible insight towards understanding of the interplay of various factors towards the successful reform initiatives and can be of value in designing training courses to equip the civil servants with skills for identifying and implementing promising reforms. The findings of the STRIDE evaluation report with reference to the parameters such as (i) relevance (ii) results (iii) effectiveness are valid thus endorsed.

RECOMMENDATIONS

In the light of the analysis made at preceding paras and the guidelines obtained from the literature it is recommended.

- Terms of Reference shall be clearly laid down to comprehend the end result in the light of analysis made which can be verified from quantifiable data.

- To comprehend the ground realities in cultural context, coupled with other demographic and social factors that have a bearing towards the success and failure of a program, such research studies shall take into account the bottom-up approach.

- The success probability chart of various components rates the accomplishment as "high", "moderate" and "low", leaving ample space for inference, hence ambiguity. The parameters for success shall be properly quantified and given due weight.

- The study report should have given due consideration to the impact of the initiative towards achievement of the objective duly supported by the analysis.

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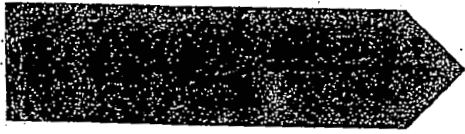
Making Service Delivery Reforms Work

Lessons from Insaaf Afternoon Schools Program in Punjab

Institute of Social and Policy Sciences

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List of Acronyms

AEO	Assistant Education Officer
APT	Administrative-Political-Technical
EMIS	Education Management Information System
IASP	Insaaf Afternoon School Programme
I-SAPS	Institute of Social and Policy Sciences
OOSC	Out of School Children
PEIMA	Punjab Education Initiative Management Authority
PEF	Punjab Education Foundation
SC	School Council
SED	School Education Department
STRIDE	Sustainable Transition and Retention in Delivering Education
NSB	Non-Salary Budget

Executive Summary

Pakistan has a rich history of policy reforms and development programs to improve public service delivery to achieve better outcomes for citizens. The literature has documented many reforms and development interventions that could not go beyond the pilot stage. Some initiatives were scaled up but could not be sustained in the long run whereas others achieved a great degree of success and became an integral part of civil service's ways of working to tackle failures and loopholes in public service delivery. This story of "mixed" successes and failures is a domain of great interest for public and policy decisionmakers, academics and development community not only in Pakistan but in other countries as well. The World Bank's 2015 World Development Report dwelled on this subject and emphasized accountability, citizen engagement and trust along with administrative engineering, modernization, or staff training. Others have highlighted the importance of quality, technical knowledge, and skillsets of the civil servants, and deep institutional reforms.

There is a great diversity of opinions and evidence on what works to deliver effective services, but two conclusions appear to have consensus of everyone: One, technical solutions alone are not sufficient to achieve sustainable improvements in services. Two, there is no single magical solution to fix all service delivery failures. This study is in agreement with these conclusions but it argues that considerations of some factors upfront considerably enhance the chances of success, ownership and sustainability. What are those factors and how they interact with each other? To what extent are the public decisionmakers, namely civil servants and politicians, guided by those factors in making choices and decisions to take forward any policy agenda or a reform program?

This study explores these questions by drawing on empirical and experiential evidence mainly from two sources. The first is a case study of Punjab's Insaaf Afternoon Schools Program – initially called as STRIDE[1] at the pilot stage. This program was implemented in 2017 in two districts to reduce the dropout rate of children at middle and matric levels. The program included elements of data-based non-partisan selection of schools, afternoon shifts in existing primary schools for post-Primary grades, provision of transport facility to deserving students, merger of Katchi-Grade 3 and Grade 4-5 classes in different primary schools, and mobilization of communities. The pilot was scaled up to 22 districts in 2018 and across 36 districts in 2019. The Government of Punjab allocated Rs.6.5 billion in development budget for FY 2021-22. Secondly, the evidence and lessons from the implementation of this program is supplemented with insights of senior civil servants who worked on various education sector reforms implemented by SED over the last decade (see Appendix I).

The overarching lesson from this experience is that three factors play a vital role in success or failure of policy and service delivery reforms: "Administrative alignment", "Political responsiveness", and "Technical robustness". The interplay of these factors, framed as APT analytical model in this study, is characterized by tensions or harmony between the technical design of reforms and the choices to be made by civil servants and political leadership within an existing ecosystem of incentives, behaviors, administrative structures and processes. These relationships are discussed with real examples from the education sector in subsequent sections. A summary of most important considerations, in no particular order or weightage, is provided below.

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[1] STRIDE as a pilot programme was conceptualized and implemented by Institute of Social and Policy Sciences (I-SAPS) in close collaboration with School Education Department (SED) in 2017.

1) **Problem-driven design**: Designing a reform to solve a problem which will address a real need and raise the performance bar of both the political party in power, and the senior civil service officers of the concerned department, multiplies the chances of gaining traction at early phase. The Afternoon Schools Program offered solutions to reduce the number of out of school children in Punjab which was a government priority, but it had also put the performance of School Education Department at stake. There was an inherent interest to engage with the proposed solution.

2) **Use of data for "verifiable justification of decisions"**: The civil servants always want to document the justification and rationale for their approvals and endorsements to cover their back against scrutiny as well as undue political interference. They are also keen to keep out of any controversial decisions to minimize negative reputation or impacts on their own career growth as well. Use of non-controversial data, or evidence which would be readily acceptable to officers, helps them defend their decisions and support. STRIDE used data to select schools where dropout rate was high and were most in need of an intervention. This localized data-based planning eliminated political interference in selection of beneficiary schools and protected civil servants against any accusations of biased or uninformed decisions.

3) **Firewalls** against audit objections, litigations, employees / staff protest, negative press, disciplinary actions, ire of reporting, etc. are some of the most important considerations o for a civil servant to support a reform. A breach or deviance, real or perceived, from administrative procedures will mount the transaction cost for the civil servants to manage the consequences, ranging from answering audit objections, coping with reputational risks, forced postings, and / or disciplinary proceedings. Firewalls, if not built into the technical design, deteriorate the appetite of even highly reform-minded civil servants to own a project. The idea of procurement of bicycles for students directly by the School Education Department posed risks of audit objections or litigations, and hence, it did not get support when STRIDE wanted to handover the procurement function to government.

4) **Piggybacking** existing functional delivery channels and procurement mechanisms is more likely to overcome reluctance of civil servants to scale up an initiative as the risks are known and can be better managed, as compared to charting new territories. The Afternoon School component utilized existing channel of funding i.e. Non-Salary Budget (NSB) for transfer of honorarium to the teaching / non-teaching staff. The School Education Department did not buy into the idea of setting up a separate mechanism as it would entail huge transaction cost, new accountabilities, and unforeseen risks to financial management.

5) **Political mileage and visibility** is important for both politicians and administrative heads of departments. Communication around activities and results, and opportunities to be seen in the front and center of the initiative in the eyes of their constituencies or bosses increase the engagement with the reform process. The distribution of bicycles to students within their political constituencies provided good political mileage to politicians, but not to civil servants. The administrative constraints and concerns about procurement overrode the political support for this initiative.

6) **Value for money:** Reforms that promise great dividends at a low budget or can show savings in comparison with alternative options to deliver the same dividends get traction more easily with both politicians and civil servants. For example, it requires around Rs.8.4 million to upgrade a school from primary to post-primary level. In a hypothetical scenario 500 schools in only 5 districts would cost around Rs.4.2 billion. The Afternoon Classes promised huge savings as the same number of children could be educated with no additional construction cost.

7) **"Time and tenure":** The administrative head of a department expects that the reform would yield some positive results within their tenure. This also applies to government-in-power. The time to results therefore is an important factor in public decision-making. The afternoon classes leveraged the existing infrastructure and precluded the long waiting time to see results by constructing new buildings. Schools could effectively start offering post-primary classrooms within one month after deciding to upgrade.

8) **Engaging champions:** Reform-oriented political leaders and administrative heads/Secretaries play a vital role to drive the reform process and embed it into the government systems. Innovative reforms which require establishment of new delivery channels or new administrative rules or structures are contingent on champions within the political system and civil service. Identifying and engaging with those champions should be part of the reform design. The Insaaf Afternoon Schools Program, Non-Salary Budget, and many other education reforms (see Appendix II) owe their success to reform-minded Ministers and education secretaries.

The overarching conclusion of this study is that successful reforms, even if technically robust, need to engage with incentives at play and with procedural constraints and opportunities within the administrative and political ecosystems. We have also learnt that reform initiatives are not "all or nothing" package deals. It is not always the case that reforms would succeed or sink in their entirety. There is always a possibility that reform components that are able to successfully "negotiate a fit" with the larger administrative and political ecosystems will be scaled up and others dropped off.

It is important that experts, technocrats, development partners and foreign agencies pay more attention to analysis of constraints, opportunities and incentives at play within political and administrative ecosystems. Civil service training institutions should introduce dedicated courses or modules to equip the civil servants with skills to assess the compatibility of reforms with the larger political and administrative ecosystem upfront. Public policy and training institutions should also look at public service delivery reforms within the APT model in other sectors such as health, water and sanitation, communication, social protection, etc. More case studies like the Insaaf Afternoon School Program will provide further evidence to test the conclusions made in this study.

Introduction

Pakistan has experimented with a range of service delivery models and reforms over decades to improve citizens' access to goods and services. Regardless of the origin of their technical design from an external donor or indigenous stakeholders, the execution of public sector reforms always would have an interface with civil service and political leadership to varying degrees. A multitude of factors affects the shape and strengths of this interface, and hence, the chances of success or failure of the reforms. While specialists and experts might have control over the technical aspects enabling them to design a world-class reform, its success cannot be guaranteed unless the interface with civil service and political ecosystem works well. What are those factors which make this interface work? What do the administrative heads of department look for if they would want to support or sustain a reform? What kind of reforms attract their ownership and drive? What do the politicians expect of a reform if they have to engage with it? These questions are important to understand why some reforms are successfully scaled up and sustained while others are dropped off at early stage.

The objective of this study is to present learning from design and implementation of Insaaf Afternoon Schools Program in Punjab to answer these questions. The study begins with an analytical framework – the APT Model - which argues that success or failure of public sector reforms is an outcome of interplay among three factors: administrative, political, and technical. The next section presents a case study of the Insaaf Afternoon Schools Program to validate the framework. The study also uses insights from senior civil servants about how civil service works. The last section presents recommendations.

The study is relevant to broadly two sets of audience: (1) experts, technocrats, development and policy practitioners, and civil servants, who are involved in the design and delivery of reforms, and (2) training institutes for civil servants. The latter may use these insights to design management training courses to equip the civil servants with skills for identifying and leading promising reforms, and paving the way within the administrative systems for scale-up and sustainability of reforms.

The APT Model: Administrative-Political-Technical

The literature identifies many factors for designing sustainable reforms: access to dependable information for all stakeholders; reform's oversight assisted through internal and external appraisals; operational and administrative feasibility; and, their ability to assist political leadership in pursuing their agendas. There is considerable treatment of these factors under distinct categories such as reforms' own technical merits[2]; administrative structures and their capacity to support

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[2] Weimer D. L. and Vining A. R. (2005) Policy analysis: Concepts and practice. 5th edition, Upper Saddle River, NJ: Pearson; and, Miller G. J. and Robbins D. (2007) Cost-Benefit Analysis. in Handbook of public policy analysis: Theory, politics, and methods. F. Fischer, G. J. Miller and M. S. Sidney. Boca Raton, FL: CRC Press. 465–480.

reforms[3]; and larger political agendas and their alignment or clash with reforms[4]. However, the interplay of administrative and political domains with technical design is not yet well understood in context of actual implementation of social sector reforms. The study offers a fresh perspective on how Administrative, Political and Technical factors interact with each other to determine the success or failure of a full package of reforms or different components within a broader package.

There are three broad domains of factors that determine the potential of reform initiatives to scale-up and sustainability. These include technical robustness of reforms; their ability to respond to administrative structures that serve as conduits for their delivery; and, the ability of reforms to navigate the political environment that moderates their potential to scale-up and sustain. Reforms that successfully negotiate and establish an interface between these three broad domains – technical, administrative and political – are likely to embed and institutionalize within existing structures and processes, and to improve service delivery.
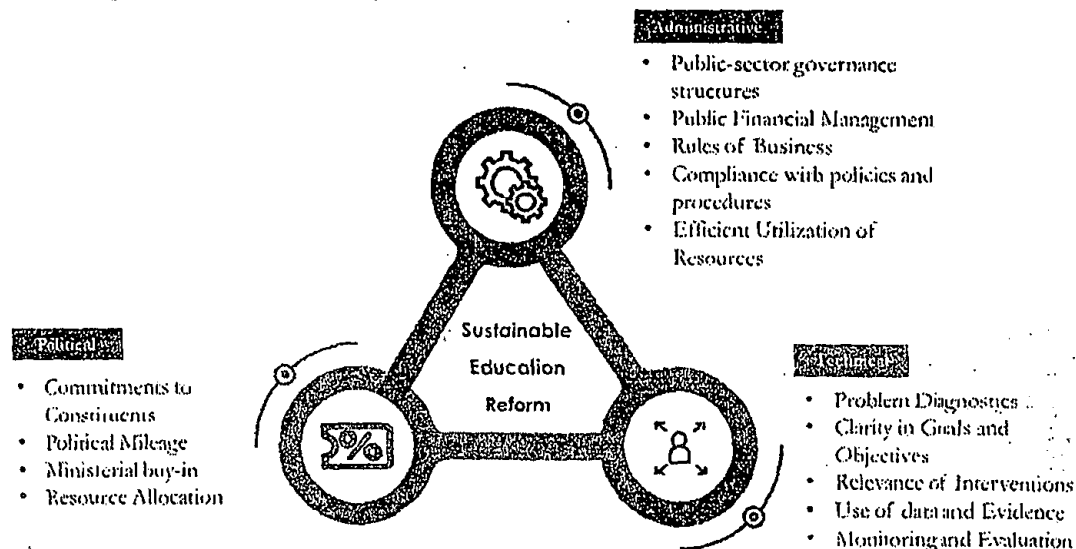

Figure 1: The APT Model - Administrative, Political and Technical Interface

A technically robust reform design will focus on understanding the problem and binding constraints, leverage data and evidence to designing interventions and monitoring systems with clear goals and objectives. This element is largely managed well through research, analysis, consultations, and use of sector expertise. However, technical robustness alone is not sufficient; administrative structures are likely to sideline incompatible reform initiatives. Compatibility with administrative structures require reform's responsiveness to public-sector governance structures; adherence to principles and goals of public financial management; compliance with rules of business, policies and procedures; and, a promise of delivering value for money. For example, initiatives that do not safeguard civil servants against exposure to risks will elicit minimum traction

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[3] Sausman, C., E. Oborn, and M. Barrett. (2016). "Policy Translation Through Localisation: Implementing National Policy in the UK." Policy & Politics 44 (4): 563–589; and, Braithwaite, J., K. Churruca, J. C. Long, L. A. Ellis, and J. Herkes. (2018). "When Complexity Science Meets Implementation Science: A Theoretical and Empirical Analysis of Systems Change." BMC Medicine 16 (63). DOI: 10.1186/s12916-018-1057-z

[4] Norris, E., and J. McCrae. (2013). Policy that Sticks: Preparing to govern for lasting change. London: Institute for Government; and, Ilott, O., J. Randall, A. Bleasdale, and E. Norris. (2016). Making Policy Stick: Tackling Long-Term Challenges in Government. London: Institute for Government.

with civil servants and administrative structures. These risks include audit objections, litigations, employees / staff protest, negative press, disciplinary actions, ire of the reporting, etc. Civil servants are often genuinely interested in delivering reforms to improve service delivery. However, these concerns and considerations undermine the appetite of even highly reform-minded civil servants to own a project. Another significant dimension is the responsiveness of reform to requirements of supra-administrative structures such as Planning and Development, and Finance Departments in scaling-up and sustaining it.

The limitation of various reform initiatives to anticipate and adapt to the requirement of administrative structures also highlights gaps in how reforms are designed in Punjab, and broadly in Pakistan. Experts, development practitioners and foreign agencies drive the design phase with inadequate appreciation of the administrative requirements and space within which civil servants operate. This also explains to an extent the widespread reluctance among civil servants to adhere to a reform agenda driven by external actors. It is no surprise that reform initiatives often run successfully as long as development partners and civil society organizations operate them. However, when these are handed over to the public sector, their effectiveness often erodes as a result of actual and / or perceived incompatibility with the larger administrative structures and processes.

In addition to alignment and responsiveness to the administrative structures, the reforms must also earn political traction with key stakeholders – political leadership on top of all.[5] It is crucial that reforms are aligned with political leadership's priorities and manage to have ministerial buy-in. The potential gains of reforms must offer promise of political mileage and visibility for the political leadership by addressing a significant policy problem for respective constituencies, and population at large. Since implementation and sustainability require support of the political leadership and key stakeholders, it is important for the reform initiative to intelligently account for and respond to various interests for effective political engagement and ownership. Reform initiatives that fail to respond to the financial requirement are also likely to be dropped.

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[5] Reforms that have political buy-in are likely to be readily accepted. However, reforms that do not have a political buy-in and needs a strong push or lobbying from administrative leadership to create this buy-in would generally be discouraged by the administrative leadership.

Insaaf Afternoon Schools Program: A Case Study

This study uses the Insaaf Afternoon Schools Program as a case study to unravel the interplay among administrative, political and technical facets of reforms. The program began in 2017 in the backdrop of Punjab's high number of out of school children. The province has 10.5 million children out of school. The challenge is aggravated by high dropouts at key stages on the education ladder. Around 30% of children drop out of schools between *Katchi* and grade 10. A major determinant for these dropouts is the steep pyramid of schools across the province indicating a sharp decline in the number of post-primary schools. The middle and high schools combined represent only 30% of all schools in the province.

Survival Rates in Primary and Secondary Schooling
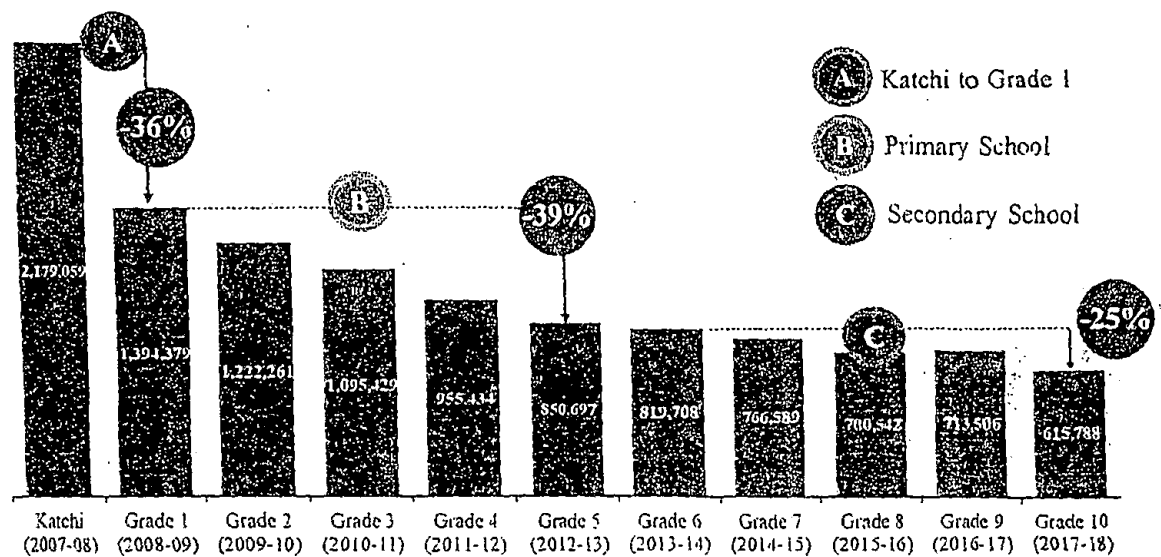
Figure 2: *Survival Rates in Primary and Secondary Schooling*

Children, particularly girl students, drop out of the education system after completing primary or elementary education primarily because there is no post-primary school in their vicinity. Besides long distances, to and from schools, cause concerns among parents as to the safety of children. Provision of arrangements for safety and travel of children increases the costs of education on parents.

In this context, an obvious solution is to establish more middle and secondary schools to prevent dropouts. However, there are two major binding constraints to this solution. Firstly, there is narrow fiscal space that limits any additional investment in opening new middle and high schools in the province. The Figure 2 provides an insight into the resource constraint that the School Education Department is faced with, particularly given that development budget for education in the province has stagnated over the last few years.
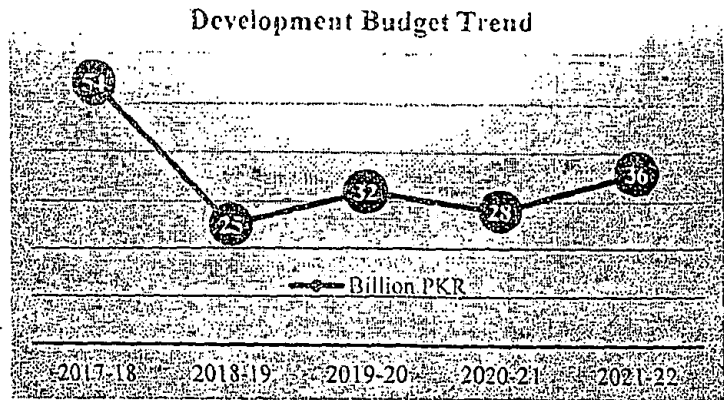

Development Budget Trend

Figure 3: Punjab - Development Budget Trends

Notwithstanding the budgetary constraints, it requires around 8.4 million PKR to upgrade a school from primary to post-primary level. In a hypothetical scenario where 500 schools were to be upgraded in only 5 districts, it would cost the School Education Department (SED) around 4.2 billion PKR. To bring this figure into perspective, the cost of upgrading the schools in just 5 district is equivalent to around 100% of cost for educating all the children in privately managed public schools; 75% of cost of disbursing stipend to girls at post-primary levels in 16 districts in Punjab; and, 20% of running 7400+ schools through public-private partnerships under Punjab Education Foundation (PEF). From another perspective, the resources are also sufficient to run 5 Daanish School Authorities in the province and finance the ongoing development schemes with SED and reclaim dangerous buildings together almost twice over (see Appendix II).

Besides the significant resources required to upgrade the schools, another important binding constraint is that upgradation of schools may take up to three years. Even if upgradation programme for all schools were to start tomorrow, the students who are currently enrolled in terminal grades of different levels i.e. grade V, VII and X are likely to permanently drop out of the system as they will have no access to higher grade schooling by the time they complete their respective grades. Additionally, the students in lower grades also risk dropping out as the upgradation may take more than one year with consequences for these children in terms of transition to subsequent educational levels (See Appendix III).

The two major binding constraints discussed above called for a reform that was not heavily resource intensive and could start delivering results in a short span of time. Keeping these objectives as central, Sustainable Transition and Retention for Delivering Education (STRIDE) piloted a reform initiative in two districts that attempted to bridge the gap in transition for students at terminal grades in different educational levels i.e. primary and elementary.[6] The reform initiative had following key components:

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[6] Vide letter to district education managers to provide support to the pilot programme through correspond: APD-PMIU/2-3/2017

Component 1 - Non-partisan Targeting: We carried out a data-based analysis of local context and needs to identify target schools where the dropout after level-specific terminal grades was highest. These schools were later upgraded to ensure that maximum children remained within the education system after completing specific level of education. The targeting exercise involved carrying out surveys and key informant interviews with community members as well as education officials to understand the gravity of binding constraints for different schools. This qualitative data from the grassroots was triangulated with the various datasets available with the School Education Department to identify high impact schools where upgradation may be carried out through afternoon shift for maximum impact on students' dropout and transition to higher grades.

Component 2 - Up-gradation through Afternoon Shifts: The schools with highest dropout rates in their catchment areas were supported to start additional classes to provide post-primary level education to students. The inception of afternoon classes in existing schools prevented any additional strain on the development budget for the government in relation to school upgradation. The reform initiative also allowed the government to prevent dropouts of students in terminal and near-terminal grades of different education levels by cutting down the response lag time to zero. The upgradation through afternoon classes ensured that students could continue their education in their own schools even after completing education to a specific level i.e. primary or elementary. The afternoon classes at post-primary level in existing schools attracted children who had dropped out of the education system not only one or two years ago, but up to five years ago in some instances.

Component 3 - Transport Facility: The program provided transport to facilitate students who were at the risk of dropping out due to the distance barrier, as well as those who had already dropped out. This transport facility included school-managed pick-and-drop for girl students and bicycles for boys. The School Councils (SC) were empowered to identify and sanction transport facility, either in form of pick-and-drop or bicycles, to children at risk of dropping out. During the pilot phase, School Councils were supported by STRIDE in terms of procuring and providing transport facilities to the beneficiaries. For instance, more than 3200 bicycles were centrally procured by STRIDE and transferred to direct ownership of school councils in pilot districts. The respective SCs then distributed the bicycles among students at risk of dropping out due to distance barrier. Similarly, the STRIDE's field teams provided support to SCs in identifying vendors for providing pick-and-drop services to girl students. The monitoring of services by these vendors was carried out by the respective SCs, and the payments were transferred to these vendors through STRIDE's field teams (see Appendix IV).

Component 4 - Bigger Schools: In the initial phase, establishment of bigger schools proposed merger of two or more primary schools with the aim to split school premises for K-3 grades and 4-5 grades. Premises were to be declared sub-campuses under the same school code i.e. the EMIS (Education Management Information System) code. The component was planned to offer multiple benefits towards ensuring better learning environment, and eventually reducing incidence of dropouts at primary level. For instance, it aimed to manage severe shortages of rooms in majority of two-room primary school buildings by relocating different grades between two sub-campuses of a merged bigger schools. In a K – 3 sub-campus, students could have better learning environment than the existing situation where K-6 grades were crammed together in a two-room building. It also aimed to address the shortage of teachers by rationalizing staff from schools

having surplus teaching staff to those facing shortages. In addition to these benefits, bigger schools supplemented the afternoon-classes-component in that it provided a solution for dropout at K-5 while afternoon classes targeted dropouts at post-primary levels. Although the pilot and scale-up did not include this component, it still warrants discussion here to inform discussion in subsequent sections

Component 5 - Community Mobilization: This component involved interactions and advocacy with education officials, communities, parents, school councils and local vendors etc. to mobilize local resources to support the reform initiative. Community mobilization was carried out by STRIDE only during the pilot phase. It encompassed in-depth sessions, campaigns and engagements to mobilize communities in general and parents in particular to retain / re-enroll their children in existing schools for post-primary education.

The pilot was able to demonstrate that the reform components addressed the binding constraints around the low transition and dropouts due to steep pyramid of schooling in Punjab. From piloting in two districts in Punjab in 2017, reform was scaled up to 22 districts[7] in 2018 and across 36 districts in 2019. The Government of Punjab allocated 6.5 billion PKR as development budget for FY 2021-22 for the implementation of Insaaf Afternoon School Programme in the province.[8]

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[7] See correspondence: DDP/PMIU/2019-17503 dated March 13th, 2019.
[8] See correspondence DD(M)/IASP/2021 dated June 21, 2021 detailing responsibilities of different education offices in the full scale-up phase across 36 districts.

Administrative-Political-Technical Interplay in Practice: Lessons from Insaaf Afternoom School Program

The above section describes the design of the Insaaf Afternoon Schools Program (IASP). This section explains how the administrative, political and technical facets interacted with each other to lay the ground for a successful reform. It also explains how some elements of the original package of reforms were dropped off.

As explained above, IASP had originally five major components. The compatibility of each of these components with expected standards for technical design and alignment with administrative and political ecosystems varied in each case is presented in the table below. We recognize that more work is needed to develop a scientific criterion for rating compatibility at component or program level. In this study, we rely on program team's collective judgement to assess the degree of compatibility and inferences drawn from selective examples and feedback from senior civil servants involved in the reform implementation cycle.

IASP's compatibility with administrative, political and technical expectations

	Targeting	Afternoon schools	Transport Facility	Bigger Schools	Community Mobilization
Administrative	High	High	Low	Low	Low
Political	High	High	High	Low	Moderate
Technical	High	High	High	High	High
Net rating	High	High	Moderate	Low	Moderate

Key:
High – fully or mostly compatible with expectations
Moderate – partially compatible with expectations
Low – marginally compatible with expectations

As the Chart below shows, the degree of alignment determined the interest, ownership, and sustainability of different program components. The selection of schools and the afternoon schools had high degree of alignment with administrative and political ecosystems and therefore survived. Transport facility, bigger schools, and community mobilization were less compatible with administrative and political requirements and therefore they struggled at the scale up stage.
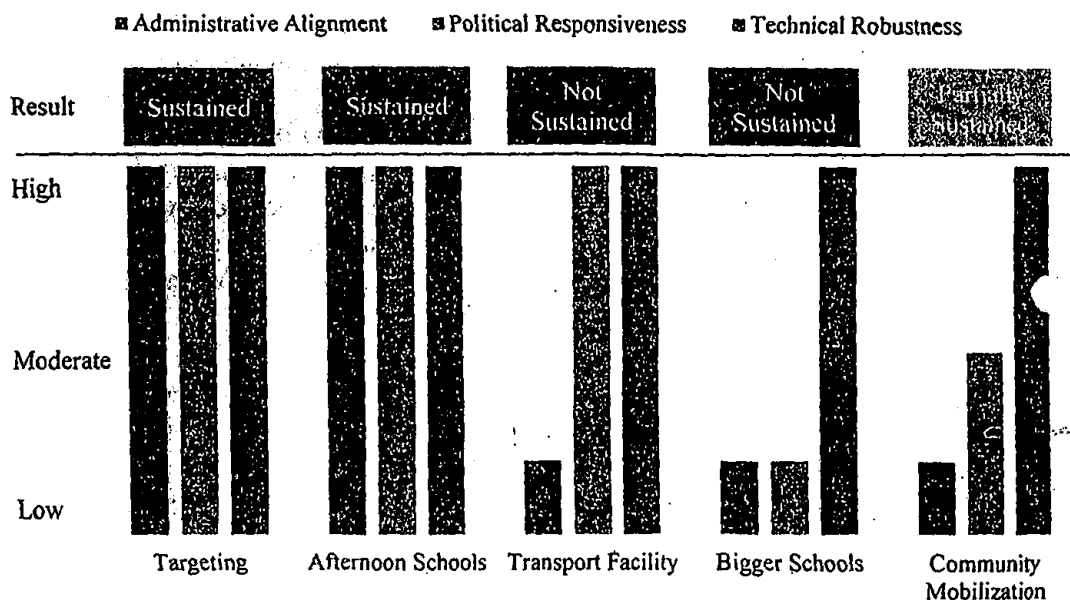
APT Success Probability Chart

Figure 4: APT Success Probability Chart Component-wise

Below we discuss reasons for success or otherwise for each component in turn.

Targeting

This component was fully compatible with expectations at all levels and hence was successfully sustained throughout the reform life-cycle i.e. pilot, controlled scale-up and full scale-up. Foremost, the pilot demonstrated that targeting through data- and evidence-based planning at UC level was critical in identifying high-impact schools where target intervention could be launched with maximum gains. The targeting predicated on planning at UC levels helped send out an important signal to all key stakeholders that the entire process, starting from selection of schools to the provision of transport facility, was transparent and based upon a dispassionate analysis of ground facts. It also limited the downstream discretion of education officials in selecting or omitting certain schools for upgradation. The evidence-base for targeting schools and / or beneficiaries effectively insulated the political and administrative leaderships against insinuations relating to conflict of interest or procedural non-compliance. In summary, the component ranked high on all dimensions i.e. administrative, political and technical as highlighted by the APT model.

Afternoon Classes

This component has been scaled-up throughout the province with a budgetary allocation of Rs.6.5 billion for FY 2021-22 to upgrade around 8000 schools. Had the SED adopted the business-as-usual approach (upgradation via infrastructure enhancement), it would have cost the department Rs.67.2 billion to upgrade the same number of schools. Afternoon classrooms component exhibited technical rigour during the pilot phase by tackling the two major binding constraints

hindering provision of post-primary education i.e. resource deficit in upgrading schools and high response time required for school upgradation. The afternoon classes leveraged existing infrastructure for post-primary education without incurring additional development cost. Leveraging existing infrastructure also precluded the need for long response time that is the norm in infrastructure related projects. Schools could effectively start offering post-primary classrooms within one month after deciding to upgrade.

The component also acquired considerable traction with the political leadership during the pilot phase. It showed promise to exemplify political leadership's emphasis on austerity as an overarching consideration for governance and reforms. Within tight fiscal space available to SED for new initiatives, the reform component offered opportunity to the political leadership to illustrate high impact without high cost or delays that are typically inevitable in infrastructure projects.

The reform component also successfully anticipated and responded to a number of administrative constraints that might bring it into clash with existing administrative structures and processes. For instance, at the pilot phase, all the payments in relation to the services of part-time teachers, head-teachers and non-teaching staff was directly transferred by STRIDE. This insulated the top management and mid-line management from various risks including audit objections, negative press and / or penalties for non-compliance with financial procedures especially in the absence of rules and procedures governing the payments and payment modalities. However, this was likely to jeopardize the scale-up of the reform, where payments were to be routed through various offices within the SED and the rules and procedures governing payments were still largely missing. The STRIDE team, in consultation and guidance from the top management addressed this challenge by utilizing existing channel of funding i.e. Non-Salary Budget (NSB). The schools were to offer honorarium to the teaching / non-teaching staff out of the NSB which is a mechanism for direct transfers of funds to schools to carryout expenses to improve learning and learning environment in schools.

The SED had worked with similar reforms in the past without making remarkable gains. They involved handing over management of public schools to private owners who could continue educational activities in the evening shift in given localities and generate revenue. But since the reform was later abandoned for insufficient gains for the department and community at large, the SED was initially averse to the idea of afternoon shifts for perceived similarities and overlapping approach. It was only after the STRIDE team was able to convince the department on the distinctiveness of two initiatives that the SED was able to set aside its initial reluctance. The STRIDE team highlighted that the previous initiative had failed largely because of cold response from community to classes taking place late in the evenings. Parental concern for children's safety and security alongside societal norms, especially in case of girls, kept participation figures low. Parental concerns could be mitigated by starting second shifts within timings which would allow children, both boys and girls, to return to their homes considerably well before the sunset. SED accepted this solution because it practically tackled a barrier to afternoon shifts.

Transport Facility

Transport facility for both girls and boys successfully continued through the pilot phase. More than 6800 boys and girls received transport facility in the form of bicycles for boys and transport vouchers for girls. The transport facility was immensely successful in ensuring retention of students availing the facility. Only 0.5% (36) of 6838 children that availed the transport facility dropped out. In addition to technical soundness, this component offered considerable mileage for the political leadership. At the pilot phase, it was able to gain so much traction with the political leadership that it was termed "Khadim-e-Aala School Sawari Program[9]." At one point, it even seemed that the component may become the flagship component of the larger reform initiative. Despite technical robustness and political responsive to these degrees, the component was not carried forward to the next phases of limited or full scale-ups. What were the factors that determined this outcome?

During the pilot phases, the procurement of bicycles and pick-and-drop service were centrally managed by STRIDE. During the scale-up phases, these were to be taken up by the School Education Department which posed a financial and logistic challenge for the department causing reluctance within the department towards the reform component. The reluctance had a number of important reasons that must be discussed here. Firstly, providing the facility to students required substantial resources which could not be financed within the budgetary constraints. The provision of transport facility including pick-and-drop facility and procurement of bicycles also presented administrative challenges and risked considerable exposure to audit objections and / or negative publicity for the top management. For instance, the distribution of bicycles involved large procurements with risks such as delays, quality variations, and distribution related challenges, etc. In the absence of guiding rules and procedures that may facilitate the implementation of this component alongside adequately insulating the top management, there remained substantial risk of exposure for the top management to procurement complexities and potential non-compliance with rules and procedures ultimately leading to audit observations and / or unfavorable publicity.[10]

Similarly, procuring pick-and-drop services at the school level necessitated heavy involvement of school administration and school councils in the identification and selection of vendors and in subsequent payments. Here again, the absence of financial rules and administrative procedures caused an unbridgeable administrative void between the SED, as an institution ready to provide a facility, and the beneficiaries, who needed this facility to access the core service offered by the department namely education. This was coupled with the apprehensions of the top management regarding the downstream capacity of front-line managers and school-leaders to execute these tasks without calling into question the transparency and discipline of the entire reform program.

The absence of supportive financial and administrative framework i.e. rules, procedures, regulations often leads reforms to a dead-end. It is not as much the absence of this framework that causes constriction for reforms or reform components but an overarching system level inertia

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[9] Vide correspondence: SSE/Misc./2017 dated July 12th, 2017; and, No. DP(MSCE)/PESRP/ISAPS/2017-16527 dated July 6 2018.

[10] During the scale-up of IASP in FY2021-22, the children who are at risk of dropping out of school due to distance barrier remain vulnerable in the absence of transport facility, despite having access to education at post-primary levels.

where necessary framework is seldom developed to aid smooth delivery of reform / reform components. There have been instances in the past, where administrative structures, headed by civil servants, were able to bridge this void by developing necessary rules, procedures and regulations that facilitated successful delivery of reforms and improved service delivery at large. The case of school-based financing in Punjab deserves special attention in this regard where each school is provided funds to improve learning and learning environment by SED through a number of intermediate offices between the department and the individual school. The means and mode of transfer of funds, called Non-Salary Budget, were not the only administrative puzzle that needed to be solved for successful delivery of this reform initiative. Once the schools were in possession of the funds, there remained a number of important questions that needed answers: Who will be the drawing and disbursing officer of these funds? Where would these funds be used or not be used? How would downstream managers ensure a higher utilization of funds despite the fear of audit observations?

All these important questions were dealt with by developing a supportive administrative framework. Rules and procedures were developed to guide and track flow of funds from Finance Department to the schools. A formula-based method for distribution of funds was also developed that accounted for needs at school level and then calculated school-specific disbursement amount. These was the pre-requisite arrangements that were needed for the program to even commence operation. It was still important to address the downstream concern for negative incentives attached to funds utilization, such as audit observations and or disciplinary action, that might arrest funds utilization at school level. To assuage this concern, the top management transformed the very nature of audit, from financial audit to performance-based audit, to aid smooth delivery. Plugging the administrative gap by installing supportive administrative framework, the SED is now able to cover almost 100% backlog of missing facilities in public schools across the province through NSB. The department now disburses around Rs.14 billion each year under this initiative with utilization rates approaching 90% of total disbursements each year. [11]

Bigger Schools
Bigger schools was another reform component that offered potential to address the challenge of student dropout largely owing to poor learning environment. Children studying in two-room primary schools where multiple grades are often taught in same and overcrowded classrooms result in poor learning experience for students. Evidence informs that around 36% children drop out of the education system due to poor learning environment and students' general lack of interest. [12] Here again, the reform component offered promise to address the challenge of poor learning environment by merging nearby schools and designating grades that will be taught at a given sub-campus. Nevertheless, the component was not adopted even for the pilot phase owing to department's unsuccessful experience with similar reform. School Consolidation was launched in 2012-13 through which around 5500 schools were consolidated at primary and elementary level, mostly in villages. [13] The initiative was bitterly opposed by the Tanzeem-e-Asataza Pakistan (translation: Organization of Teachers, Pakistan) and the Punjab Teachers Union. Additionally, there were protests by parents at number of places. For instance, in Taxila, parents of girls-students of a primary school refused to send their daughters to the boys' primary school where the two

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[11] I-SAPS. 2017. Third-Party Validation of Non-Salary Budget.
[12] Punjab School Education Survey. 2017.
[13] Vide Notification No: SO(SE-111)2-13/2007, Dated: 31-05-2012

the schools and department through mass contact strategies.[14] Moreover SCs will continue to play their role in better management of afternoon schools.

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[14] See correspondence: DDP/PMIU/2019-51655 dated April 12th, 2019.

Conclusions and Recommendations

Successful reforms, even if technically robust, have to align with both political and administrative ecosystems to go beyond the pilot stage. Technical robustness of public sector reforms is vital but it is not a sufficient condition in its own right for sustainability. Similarly, political ownership of reforms alone cannot guarantee that it will be scaled up or sustained beyond donor financing. Politicians will support reforms which are not only aligned with their own or party's agendas, but also provide opportunities for their own visibility. Alignment with administrative ecosystem requires strict compliance with financial rules, administrative procedures, procurement guidelines, and consideration of saving and returns on investment. A breach or deviance, real or perceived, from administrative procedures may increase the transaction cost for the civil servants to manage the consequences, ranging from audit objections, negative publicity, uncertain career progression, forced postings, and / or disciplinary proceedings. These concerns and considerations of the administrative structures headed by civil servants are important determinants of success.

Reform initiatives are not "all or nothing" package deals. It is not always the case that reforms would succeed or sink in their entirety. There is always a possibility that reform components that are able to successfully "negotiate a fit" with the larger administrative and political ecosystems will be scaled up and others dropped off.

The study makes three broad recommendations in light of these conclusions.

1) **Experts, technocrats and development agencies should pay more attention to analysis of constraints, opportunities and incentives at play within political and administrative ecosystems.** This necessitates consultation, close coordination and advice from civil servants right at the design phase. Moreover, constant engagement with civil servants needs to be integrated through the reform life-cycle as they can serve as an effective coordinating vector between the political stakeholders and technical experts to ensure modifications and adaptations for greater alignment with the macrosystems.

2) **Management trainings should equip the civil servants with skills to assess and enhance the compatibility of reforms with the larger political and administrative ecosystem upfront.** This will not only save valuable time, efforts and resources on pilots where design team might have to go back to the drawing board due to incompatibility between the reform and the larger system, but will also enable them to provide targeted guidance for greater alignment of technically sound initiatives.

3) **Public policy and training institutions should look at public service delivery reforms within the APT model in other sectors such as health, water and sanitation, communication, social protection, etc.** More case studies like the Insaaf Afternoon School Program will provide more evidence to test the conclusions made in this study. Further research to validate the APT model from other examples of reforms will enrich our understanding of the administrative-political-technical interface to design reforms which would most likely succeed.

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			overall school environment much improved through this funding and immediate /all needs of schools are fulfilled. Schools are free from the severe audit checks and empowered to spent money frequently. Monitoring indicators including utilization of NSB embedded for speedy utilization. So far since inception of this reform, Rs. 98.367 Billions allocated. It is also linked with DLI of PESP-III.
4	Establishment of Punjab Examination Commission (PEC)	Initially it was established in 2004-05 and formed into and Autonomous Body in July, 2010 through an ACT.	This body was formed to design, develop, conduct, evaluate examination of Elementary Education. It has to collect data for research and for improvement the system of assessment, teacher training and advise on Policy of Assessment. Since its inception., it has conducted examinations of around 70 million students of Classes- 5, 8. Recently ; it has transformed its role to develop item banks for school based assessments and to conduct also for elementary level classes under new Assessment Policy Frame Work. PEC has been allocation Rs. 10.3 Billions during last 10-years. Assesment Frame Work is also DLI in PESP-III.
5	Establishment of Punjab Daanish Schools & Centers of Excellence Authority	It was established in Year 2009-10 under an Act of Provincial Assembly.	The initiative /reform was introduced to provide state of the art and most competitive education (with boarding facilities) to the destitute, marginalized and poorest of the poor children in poor and far flung areas of the Punjab. Punjab Daanish Schools and Centers of Excellence have been established with the objective to alleviate poverty by educating the gifted children of down trodden and marginalized families. To achieve this objective, Punjab Daanish Schools and Centers of Excellence Authority Act-2010 was passed by the Provincial Assembly of Punjab. The Authority has so far set up 14 Daanish schools for Boys and Girls at 7 different locations in Punjab i.e. at

			Chishtian, District Bahawalnagar, Hasilpur, District Bahawalpur, Rahim Yar Khan, Harnoli , District Mianwali, Jand, District Attock, Dera Ghazi Khan and Fazilpur District Rajanpur. All these schools are functional. Besides, 06-Daanish Schools are under construction. Daanish schools provide residential facilities to students, free education, books, food, uniforms, casual wear, sports facilities, medical and psychological treatments etc. Presently total 9408 students are being taught by 463-teachers in functional Daanish Schools at an average cost of Rs.18300/pm/ps. Similarly 11-Center of Excellence are being run by Authority where 17608 are studying at an average cost of Rs.3100/-pm/ps. Since its inception; Rs 49.3 Billion spent on this initiative.
6	Punjab Education Foundation	Established in 1991 & re-structured in 2004 under PEF ACT, 2004.	The Punjab Education Foundation (PEF) is an autonomous organization, established for promotion of quality education in Public Private Partnership mode. It encourages and supports the efforts of private sector through professional, technical and financial assistance. It provides innovative instruments to enable private educational institutions to expand educational opportunities at affordable cost to the poor.It has various programs. FAS program has been extended to all 36 districts of Punjab having 3700 partner schools . Education Voucher Scheme was launched in 2006 with the aim to provide financial assistance to the schools through issuance of vouchers after identification and registration of deserving children. The acceptable age of a child under EVS is 6-16 years. The children catered by EVS belong to less privileged areas / katchi abadies / urban slums. Vouchers are provided to households to give them

			freedom of choice for selection of EVS partner school for their children. In a short span of time, within 10 years of its inception, EVS will launch 16 phases to achieve targets as Disbursement Link Indicators (DLI-I) of World Bank. Almost 600,000 children are registered under EVS program and getting free quality education in 1,800 partner schools in 36 districts. New School Program is an initiative of PEF that ensures access to schools in settlements where no formal schools exist within the radius of one kilometer having population of approximately 350 people. It was launched in 2008 by opening new schools in seven tehsils with low literacy rates having concentration of out of school children. Individual entrepreneurs and NGOs are encouraged to operationalize schools under this program after signing of agreements. Overall 2.6 million children are benefitting and 6000 plus schools are the partners. Since 2009-10; Rs 143.4 Billion spent on PEF –PPP Programs.PESP-III has DLI with PEF programs.
7	Establishment of Punjab Education Initiatives Management Authority (PEIMA)	Year 2017 ; under PEIMA ACT.	Punjab Education Initiative Management Authority (PEIMA) has been established through promulgation of Punjab Education Initiatives Management Authority, Ordinance 2017 on 18th August, 2017. Under clause 21 subsection 1(a) of Punjab School Support Program (PSSP) of Punjab Education Foundation (PEF) has transferred to PEIMA. Initially the operational management of 4,276 schools were handed over to eligible licensee and their control was entrusted to PEIMA where 203,359 students were the beneficiaries, whereas this number has now increased upto 624,000. Since its establishment ; Rs 24.00 Billion spent on this initiative.

8	Stipends to the Children of workers ; working on Brick kilns.	Started initiative in 2016 with the approval of Chief Minister.	Under the initiative., children of workers of Brickkilns were enrolled in formal and non-formal schools . The enrolled children were given free uniforms, books, shoes , stationary items and stipends. Approximately 80000 plus children benefitted on yearly basis. This initiative stopped by stopped by the present Government. in 2018. An amount to Rs. 5.00 Billion spent on the initiative.
9	Provision of Missing Facilities in Schools	On mass level ; provision of missing facilities program started in 2008-09.	The Program started with kick start of PESP-I (DLI with World Bank) to provide missing facilities (Boundary wall, Drinking Water, Electricity. Furniture etc) on whole scheme approach. At present 95% Plus Schools of Punjab are with all such facilities. Approximately ; Rs 37.157 Billions spent on these facilities in 10-Years to provide 30500 facilities in Public Schools. Funding on this component has been shrinked in recent years.
10	Re-Construction Dangerous Buildings of Schools	As Policy level ; this initiative started in Year 2013-14 with ample funding.	It was decided by the School Education to re construct thousands of dilapidated and dangerous buildings of schools. It remained priority in Development Program. In las 8-years; an amount of Rs. 26.59 billion allocated to re-construct 8522 dangerous /dilapidated school buildings. This initiative has added 15000 plus new class rooms in schools.
11	Provision of Computer Labs in Schools.	Started on mass level; provision of IT Labs in 2010 .	As a Flagship initiative., all Secondary Schools in Punjab were provided 4286 IT Labs on 1-go in 2010 with a costing to Rs. 7.00 Billions . Afterwards; in every year, block allocations were provided in development programs for provision of IT Labs in High and Elementary Schools. So far ; 7580 High and Higher Secondary Schools (98%) are equipped with IT Labs. On the other hand ; 1074 Elementary schools(17%) have IT Labs. This Government has stopped the development allocations for new IT Labs. However; 1000 Science and 1000

			IT Labs have recently been re-furbished in High Schools with the funding of FCDO. Over all funding so far on IT labs in Public Schools in around Rs. 14.00 Billions. It needs to be enhanced as no Primary Level School is equipped with IT Labs.
12	Provision of Additional Class Rooms	Started in year 2004-05.	With the increasing in enrollment ; schools all over Punjab still need 50000 plus new Class Rooms .In last 10-years ;. 20000 plus new class rooms were added (9700 plus with Grant of DFID/FCDO & remaining by ADP Funding) but due to overcrowding in schools (in urban centers) more Class Rooms are needed due to increasing enrolment in Public Schools.
13	Upgradation of Schools	Started in 2008-9	In PESP-I (2007-12) ; through DLI linked funding ., 2400 schools were upgraded to next levels and 3621 upgradations of schools were also made. in years 2013-20. As per criteria;. 27000 plus schools need upgradations to elementary /secondary levels to retain 4.00 million dropout children. An amount of Rs, 300 Billion require for these upgradations.
14	Afternoon Schools (IASP)	This initiative started in 2018 as PILOT PROJECT	Upgradation of schools is the single largest demand of community. Afternoon school program was started to enroll those children in evening hrs which were deprived of education due to access. Initially 577 schools were upgraded in 22-districts across Punjab. 30000 plus children (more girls than boys) were enrolled and it remained very successful . morning school buildings were used in afternoon. The Head teacher/ Teacher of morning schools were paid additional honorarium as emoluments. Due to success story; School Education Department has decided to start 7000 plus after noon schools with a spending of Rs. 6500 Million during CFY to enroll 1.00 Million children in upgraded classes.

15	Introduction of Early Childhood Education (ECE)	Introduced in Year 2010	ECE stream was introduced initially in 1000 Schools in Punjab to check the dropouts at early level of education i.e nursery -1 especially. Under this initiative; a room is being organized on ECE themes in selected school. Care giver is also hired from the local community and honorarium is paid from NSB of schools. At present 13780 ECE Rooms exist in schools. This stream need to be introduced in every Public School.
16	Recruitment of Gradates / Masters in Science as Teachers in Public Schools.	Introduced in Year 2010	To improve the quality education especially to teach Maths /Science; it was targeted to recruit Science Graduates on merit basis . This reform was linked with a DLI in PESP-II & III. At present ; 79795 designated Science /Math's teachers are placed in School System across the Punjab. But it is important to mention here that at present 88000 plus posts of teachers are vacant in 36- districts and present regime is not recruiting the Teachers due to which Quality Education may detroit further.

Appendix II: Value for Money of STRIDE – the pilot stage of the Insaaf Afternoon School Program

To understand the efficiency of STRIDE vs the usual business of the government, we have presented the following case of district Muzaffargarh. It is to be noted here that there are significant district-level variations and we have selected the worst case, i.e., of district Muzaffargarh. In district Muzaffargarh, around 88% students (83% boys and 92% girls) drop-out from Katchi to Grade 10[15]. Further zooming in on these statistics, it is seen that 40% students[16] drop-out from schools in transitioning from Grade 5 to Grade 6 due to the reasons like poverty, opportunity cost of education, lack of nearby schools, and distance barrier etc. Data and evidence suggest that around 50% of these children drop-out because opportunities for post-primary education are scarce. This is because the post-primary level schools are not available near to children's homes as is the case for primary schools.

It is also important to note that while some students join Grade 6 despite the distance barrier, they are unable to pursue their education till completion of Grade 10. Data indicates a significant drop-out rate of 31 percent between Grades 6 and Grade 10 in district Muzaffargarh[17]. Based on these trends, the estimated number of students dropping out of schools, after completing Grade 5, due to distance barrier is presented in the table below:

Table 01: Students Dropping Out of Schools in district Muzaffargarh in the Next 5 Years due to Distance Barrier

Indicator	2018	2019	2020	2021	2022
Drop-out from Primary to Middle Level (Grade 5-6)	5,353	5,258	5,432	5,700	6,078
Drop-out at Middle Education Level (Grade 6-8)	2,436	2,393	2,472	2,594	2,766
Drop-out from Grade 5 to Grade 10	7,789	7,651	7,904	8,294	8,844

The above analysis indicates the number of students who are expected to drop-out of schools due to the distance barrier in district Muzaffargarh over the next five years in the absence of STRIDE.

To address the transition and retention challenge as described in Table 1 above, during the first year of implementing the STRIDE program, a total of 108 afternoon schools[18] were established in the four intervention districts in needy union councils as identified in the UC education plans. **If the respective provincial governments had decided to upgrade these 108 schools using the traditional approach, it would have cost them Rs. Rs. 907 million[19]. The STRIDE initiative has resulted in savings of around Rs. 655 million for Punjab government and Rs. 252 million**

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[15] Cohort-wise analysis of Punjab Annual School Census data.
[16] Punjab Annual School Census data for various years.
[17] Punjab Annual School Census data for various years.
[18] 23 schools in district Bahawalpur, 55 schools in district Muzaffargarh, 15 each in districts Kohat and Swabi.
[19] A rate of Rs. 8.4 million has been used for upgrading a school based on average unit cost of upgradation from primary to middle and middle to secondary levels. These costs do not include the operational costs of schools.

Appendix III: Key Findings of STRIDE Evaluation Report

STRIDE, through its innovative local level planning and context-specific solutions, responds to the challenges of low transition and retention of students at post-primary levels. This evaluation report assesses the effectiveness of STRIDE in achieving the stated objectives and to present learnings for future reference. The evaluation uses a mixed method approach using qualitative (gather through key informant interviews and focus group discussions with stakeholders) and quantitative (using baseline survey and STRIDE monitoring and evaluation reports) data and analysis. The evaluation covers five different aspects/areas including relevance, results, effectiveness, sustainability and value for money. The key findings of the evaluation under these five areas are presented below:

1. **Relevance**

   a. STRIDE reaches to the bottom of the socio-economic pyramid by targeting marginalized class of the society to improve their retention and transition to next educational levels.
   b. Many students enrolled in STRIDE schools returned after a gap of more than 2-3 years.
   c. Around half of the enrolled students in STRIDE schools travelled a distance of 3 kilometers or more to reach their previous schools.
   d. In majority of the cases, parents of the enrolled students cannot afford the schooling costs of their children.
   e. STRIDE is also helping the teachers in generating some additional income by teaching in afternoon schools.
   f. The government officials appreciate the concept of STRIDE and the role it is playing in ensuring continuation of education at post-primary educational levels.

2. **Results**

   a. Under STRIDE, 180 afternoon schools have been established in the four intervention districts.
   b. STRIDE has achieved the logframe target of 8,400 enrolled students for year 2.
   c. STRIDE has directly supported 8,423 children (51% girls) in the intervention union councils of four districts who had either dropped out of schools or they were at the risk of dropping out from schools.
   d. The results of end-line assessment show that the learning outcomes of STRIDE students have improved compared with the baseline scores. The average end-line overall score is 20.78; an increase of 2.1 marks compared with the baseline average value of 18.68.

3. **Effectiveness**

The following are some of the activities that have worked well:

   a. Local planning has been key in identifying and addressing challenges related to access, transition and retention, particularly at post-primary levels in the intervention districts.
   b. Traction and effective relationship with the provincial and district education administration has played a vital role in keeping the ownership of the solution alive.

c. Continuous engagement with community members and leaders has also been critical in STRIDE' success.

d. STRIDE afternoon schools and transport solutions have been very well received by the parents, teachers and students.

e. STRIDE has also gained significant political traction and support during its implementation. This is contributed towards sustainability and scalability of STRIDE.

The following are some of the activities that have not worked as planned:

a. Philanthropic contributions from community members have been low.

b. There have been issues regarding the payment of teacher honorarium in Punjab.

4. Sustainability

a. Both the provincial governments will continue STRIDE intervention in the existing districts through their own funds.

b. The Government of Punjab has scaled-up the intervention in 20 additional districts of Punjab.

c. The Government of Khyber Pakhtunkhwa has also planned to scale-up STRIDE in 4 additional districts of Punjab.

5. Value for Money

a. Because of the VFM decisions of the STRIDE management during the inception and implementation stages, a total of Rs. 20.9 million savings have been made, as of 31st October 2018.

b. Using the traditional upgradation approach, the government would have incurred a cost of Rs. 1.5 billion for upgrading the 180 STRIDE schools. The STRIDE initiative has resulted in savings of around Rs. 1.3 billion for Punjab government and Rs. 252 million for KP government.

Appendix IV: STRIDE Transport and Vouchers

In Pakistan, many children who complete primary level education have to travel long distances to continue their education. This is because of the lesser number of post-primary schools in comparison with the primary schools. To reach the distant schools, transport facilities are either not available or they are beyond parents' financial reach in many cases. Additional out-of-pocket expenses, lack of proper transport, fear of insecurity and social and cultural norms prevent parents to send their children to far away schools; especially in case of girls.

A study in 2018 to see the effectiveness of transport facilities being provided to students of afternoon schools and its impact on transition and retention of students. The following are some of the key findings of the study:

a. STRIDE transport facilities include provision of bicycles, rickshaws, vans, vouchers and any other locally relevant transport facility. Around 30% of the surveyed students have been provided with bicycles, 27% use rickshaws, 14% vans and 0.1% of the students have been provided with transport vouchers. Among these transport beneficiaries of STRIDE, 58% of the student are girls and 42% are boys.

b. Among the STRIDE transport beneficiaries, 27% of the students in Bahawalpur and 24% of students in Muzaffargarh got an opportunity to re-access education, after a gap, because of the STRIDE initiative.

c. In some cases, student have dropped-out from STRIDE schools; however, the reasons for these drop-out are beyond the program's control. Among the 62 dropped-out STRIDE transport beneficiaries in December 2017, a major proportion of students left the school because their parents either migrated for work or they were IDPs and had to go back to their hometowns. 24 dropped-out female STRIDE beneficiaries abandoned their studies as they got married.

d. STRIDE has facilitated improved retention of students in schools. For intervention districts, student attendance has been higher than 90%. In comparison, the attendance rates of non-STRIDE students were recorded as 82% and 93% during the month of January 2018, respectively.

e. Student vouchers and bicycles are the most economical transport option provided under STRIDE. Provision of bicycles to STRIDE students costs around Rs. 1,185 per student per month on average. For other transport options, use of rickshaw for transportation purposes costs STRIDE Rs. 1,418 per student, van facility costs Rs. 1,384 per student on average while student vouchers are being provided at the rate of Rs. 1,000 per student per month.

f. Overall, 30.3% of the surveyed parents showed their complete satisfaction with the STRIDE transport facilities. Regarding parents' recommendation for improving STRIDE transport facilities, 0.8% of the surveyed parents recommended to address the issue of delays in pick and drop of children. 3% of the parents stressed that these facilities should be provided on a permanent basis so that their children can continue education uninterrupted.

Appendix IV: School Meal program

The Education for All Global Monitoring Report 2015 reported that food for education initiatives are the most widespread social protection programs, and have reached to 368 million children in 169 countries. **School meal programmes help ensure that children who attend school remain healthy. Initially expanded as the most effective means of reaching hungry children, they were galvanized by the consequences of severe food and financial crises, and the realization that the policy could be scaled up fairly rapidly.** A meal at school acts as a magnet to get children enroll in school and attend classes. The nutritious food provides energy for learning and function as safety net for vulnerable households and communities. There are generally two forms of distribution of food in this type of Food-For-Education programmes: 1) Onsite meal (packaged food, cooked meals or fresh fruits and dairy products), and (2) Take-home rations (usually conditional upon enrolment and regular attendance).

A recent analysis of 12 rigorously evaluated studies of school feeding and take-home ration programmes from Bangladesh, Burkina Faso, Chile, Jamaica, the Lao People's Democratic Republic, Peru, the Philippines and Uganda found a positive impact on enrolment ranging from 6 to 26 percentage points for a number of countries, with larger effects for girls. The Midday meals and school feeding programmes in rural India have had a sizeable impact on girls' enrolment. Likewise, in Guyana, an evaluation of community-based school feeding programmes between 2007 and 2009 found that enrolment increased by 16 percent at participating schools and attendance by 4.3 percent. A meta-analytical review of the Food for Education programme in 32 sub-Saharan African countries also found that providing on-site meals increased girls' and boys' enrolment by 28 percent.

Health and Nutrition Program for Schools in Punjab

Based on the positive results and impact of school meal programs globally, back in 2016, the Chief Minister of Punjab, invited the WFP to provide technical assistance in launching school meals programme in Punjab. In April, 2016, the School Education Department piloted the concept of providing snacks to those schools where enrolment was low and dropouts were high. The Government of Punjab allocated PKR 10 million, to pilot school meals strategies in district Muzaffargarh (southern Punjab). The School Education Department selected 66 government girls and boys primary schools where enrolment was low and dropouts were high. Mid-morning snacks were provided to 6,747 students. As a result of the school Meals initiative, there was no dropout or absenteeism during the project duration and additional children were enrolled. Programme has the potential to improve nutrition, enrolment, and school attendance. Teachers, parents and children of Muzaffargarh appreciated mid-morning snacks time and teachers reported that after taking the snack, students took active part in learning. In the second half of 2016, the provincial School Education Department undertook a review - supported by WFP - to evaluate the effectiveness of school mid-day snacks, "Building a Case of School Meals Programme for Punjab". In this review, national and provincial education policies, strategies and plans were reviewed for initiating a sustainable government-led school Meals policy for disadvantage groups/ families/ districts.

School education department has also signed a workplan agreement with WFP, where WFP team has committed to provide all possible technical assistance for design and implementation of the school meal program. The WFP have provided the support in the selection of commodities and modalities of the program and proposed the following plans for the school meals pilot program in Punjab

In addition, WFP has also made a commitment to strengthen the institutional capacity of the project implementation team and to assist the SED in procurement, community mobilization (linking with local farmers) and monitoring of the project. However, currently there is no school meals programme operational in the province. As the PC-I of this pilot program was not approved by the Planning and development department.