PNG PARTNERSHIP FUND (PPF) EDUCATION GRANTS MID-TERM REVIEW

Prepared by the Human Development Monitoring and Evaluation Services (HDMES) for the Australian High Commission, Port Moresby

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Final

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Abbreviations and Acronyms

AUD	Australian Dollar
CARE	CARE Australia
CEO	Community Engagement Officer
CIMC	Consultative Implementation and Monitoring Council
CLV	Community Literacy Volunteer
DNPM	Department of National Planning and Monitoring *(PNG)*
DFAT	Department of Foreign Affairs and Trade *(Australia)*
ECCE	Early Childhood Care and Education
E1	Elementary Year 1
E2	Elementary Year 2
FODE	Flexible, Open and Distance Education
GoPNG	Government of Papua New Guinea
HDMES	Human Development Monitoring and Evaluation Service
KRQ	Key Review Question
LfA	Library for All
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MEP	Monitoring and Evaluation Plan
MOU	Memorandum of Understanding
NDOE	National Department of Education *(PNG)*
NEP	National Education Plan *(PNG)*
NOC	National Oversight Committee (PPF)
PAF	Performance Assessment Framework
PDOE	Provincial Department of Education (PNG)
PKS	Pikinini Kisim Save
RISE	Rapidly Improving Standards in Elementary
SBC	Standards-Based Curriculum
SBoM	School Board of Management
SD	Secure Digital (SD Card)
SIL	Summer Institute of Linguistics
SLIP	School Learning Improvement Plan
StC	Save the Children
T4E	Together for Education
TiC	Teacher-in-Charge
TFF	Tuition Fee Free
WV	World Vision

Executive Summary

Introduction

This report details the findings from an independent mid-term review of the Papua New Guinea Partnership Fund (PPF) Education Grants undertaken in November 2019. The Australian Government engaged the Human Development Monitoring and Evaluation Services (HDMES) to conduct the review.

The two key purposes of the review were to: 1) identify actions/recommendations to improve the grants through an extension phase from June 2020 to February 2022;[1] and 2) inform the design of a future investment in foundational education in Papua New Guinea (PNG), including recommendations on approaches to improving basic literacy and numeracy and their most effective delivery modalities.[2] The assessment period was from initial grant implementation in January 2018 to December 2019, when the review was undertaken.

The review considered three grants (see **_Annex D_** for detailed grant information including consortium partners):

- Care Australia (CARE): Pikinini Kisim Save (PKS) Project, AUD10, 620, 000 to end June 2020
- Save the Children (StC): Rapidly Improving Standards in Elementary Education (RISE) Project, AUD18, 239,125 to end June 2020 (extended from April 2020).
- World Vision (WV): Together for Education (T4E) Project: Enhancing Access to Quality Elementary Education for Girls & Boys in PNG, AUD14,495,995 to end June 2020 (extended from April 2020).

The current combined value of the PPF Education Grants is AUD 44 million from July 2017 to June 2020. Additional funding is expected to be allocated for the extension of all education grants to February 2022. Management oversight and quality assurance of the grants is provided by the PPF Secretariat managed by Abt Associates.

The PPF Education Grants were designed to improve early grade literacy and numeracy by:

1. Encouraging innovative approaches that focus on achieving results;
2. Using a competitive funding and application process, with the best proposals selected to achieve sustainable results;
3. Creating partnership between different stakeholders, each with their own strengths and skills to contribute to achieving results; and,
4. Enabling large-scale interventions with extensive and substantive reach in service delivery using Australia's aid funds.

The current geographic implementation of the grants covers 10 of 22 provinces and 31 of 89 districts in PNG. During the first year of implementation, over 1,400 elementary schools and more than 3,000 teachers received some form of intervention supported by the grants.[3]

The review primarily considered the grants' effectiveness (including through influence), monitoring and evaluation systems (to measure progress and inform learning), sustainability, use of models and strategies (to inform future investments), and a limited assessment of implementation efficiency.

Methodology

The MTR approach consisted of three phases: (1) document review and preparation of the Review Plan; (2) field work comprising interviews and classroom observations; and (3) data analysis, synthesis, validation workshops and reporting. The field mission took place from 5 to 26 November 2019, with visits to three of the ten implementation

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[1] Two of the grants were awarded June 2017 to originally conclude April 2020, with implementation beginning in January 2018. The third grant was awarded in March 2018 to originally conclude April 2020 with implementation beginning in September 2018. All grants received an extension from April 2020 to June 2020.

[2] The term 'foundational' refers to early grade education, particularly in relation to the acquisition of literacy and numeracy skills. In other countries, this is sometimes referred to as 'basic education'. Of particular note, literacy in the PNG context refers to English language literacy.

[3] Totals were calculated based on information in the most recent Six-Monthly Progress Reports (June 2019) of the three projects.

provinces.[4] Stakeholders consulted included representatives of the Australian Government, GoPNG officials from the National Department of Education and Department of National Planning and Monitoring, provincial and district education officers, school heads/teachers-in-charge, teachers, parents, School Boards of Management, community members, management and staff of the grant projects, and the PPF Secretariat.

Recognising that the implementation of the grant project was at a relatively early stage to enable definitive judgments on the outcomes of the investment (less than 2 years for RISE and T4E and 15 months for PKS), the review team was tasked to identify preliminary findings that would be useful to guide an extension phase and to inform the design of a future investment in education in PNG.

The review team organised key interventions into three main categories for reporting progress.[5] These categories are: i) teacher development and support; ii) resources to support improved reading; and, iii) school management and planning. Evidence of progress was drawn primarily from the January to June 2019 Six-Monthly Progress Reports, the midline evaluation reports, and a presentation on progress provided by PKS during the field visits.[6]

Key Findings:

Of the 20 project targets examined, seven of the targets (35%) expected to date have been achieved, seven targets (35%) are on track to be achieved and six (30%) are unlikely to be achieved by June 2020. Targets related to the number of teachers trained or quantities of teaching and learning materials provided are all on track to be achieved or exceeded by the end of the original grant period in June 2020. For example, 3,000 of the 3,600 end of project targets for teachers trained have received training as of June 2019. Tables 2 – 4 in Subsection 3.1.1 provide additional detail on progress against targets.

There are some **interventions for which there is evidence that progress has been made and there may be opportunities for sustainability** through adoption and adaptation by GoPNG during an extension phase. In particular, the interventions directed to improving the knowledge and skills of teachers have been effective based on the results of the midline evaluations of RISE and T4E (The PKS did not conduct a midline evaluation due to the later start and condensed timeframe for implementation). Other interventions where there is an indication of effectiveness and potential for sustainability include: the efforts to strengthen provincial and district officials' knowledge, skills and abilities; and the provision of local and/or low-cost supplemental teaching and learning resources – including Bilum Books (T4E) and the free mobile applications of the Bloom Reader (RISE) and Library for All (T4E).

Interventions for which there is currently limited evidence due primarily to the early stage of implementation, but for which there are promising indications of progress to demonstrate the effectiveness and potential sustainability of the intervention include: the Early Childhood Care and Education pilot program (RISE); Reading Clubs (RISE and T4E); Education for Life – an adaptation of the Bloom Reader for classroom use (RISE); the Resource Teacher (T4E) and Peer Learning Circle (RISE) concepts which seek to strengthen to strengthen school and cluster-based approaches to teacher development; and school leadership and management training – particularly focused on improving the development of the School Learning Improvement Plan (T4E and PKS).

Interventions which either have not been able to provide adequate evidence of progress to date or for which there does not appear to be adequate strategies for improving the effectiveness or sustainability during an extension include: increasing parent/caregiver involvement in reading (RISE); increasing the number of children with disabilities in elementary education (RISE); use of Community Literacy Volunteers (RISE); and establishment of the Knowledge Hub (PKS).

The findings of the mid-term review are summarised as follows with a detailed discussion provided in Section 3:

- **Effectiveness of the grants in improving literacy and numeracy (midline evaluation data: January 2019)**

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[4] These are the provinces of Central (Rigo District), Western Highlands (Tambul Nebilyer District) and East Sepik (Yangorrou Sausia District and Wewak District).

[5] Each of the projects designed and implemented a number of interventions – composed of a set of activities – to achieve specific results. For example, in-service teacher training is classified as an intervention although there were several discrete activities implemented.

[6] RISE and T4E conducted midline evaluations after 12 months of implementation (January 2019). The final midline evaluation reports were submitted July 2019 to the PPF Secretariat.

- 〉 Students from the intervention schools reportedly scored 2.56 % higher (57.10 %) than the students in the control schools (54.54 %) in literacy, and 2.57 % higher (72.31 %) than the students in the control schools (69.74 %) in numeracy (RISE)
- 〉 Students from the intervention schools reportedly scored 6.96 % higher (59.91 %) than the students in the control schools (52.95 %) in literacy. Numeracy data did not indicate overall differences (T4E)

- **Effectiveness of the grants in influencing policy**

  The grants were not originally designed to influence policy related to the delivery of early grade literacy and numeracy, although the Australian Government is interested in determining if this has occurred. The review team made the following observations:

  - 〉 The grant objectives are aligned with the objectives of the GoPNG Medium Term Development Plan III and the current National Education Plan 2015-2019.
  - 〉 There is a high level of interest by senior officials of the National Department of Education in the work of the grant projects, particularly related to teacher development and provision of local and low-cost teaching and learning resources, which may influence policy in the future.
  - 〉 One opportunity that presents itself as having strong potential to influence government policy is the partnership between T4E and the Consultative Implementation and Monitoring Council. CIMC has a mandate to influence government decision-making.
  - 〉 There is a need for greater engagement of NDOE and DNPM in the oversight of PPF education grants to support wider policy and practice changes. There is a perception by senior NDOE and DNPM officials (findings from the initial meetings and interviews with the Australian Government, the NDOE and DNPM; 23 individuals of which 13 were women) that PPF Secretariat and NDOE had not engaged sufficiently with relevant Government of Papua New Guinea (GoPNG) officials in awarding and implementation of grants. To address this issue, NDOE, the PPF Secretariat recently established the PPF National Oversight Committee (NoC). The NoC comprises representatives from the GoPNG, the Australian Government, the PPF Secretariat and grant consortia lead organisations. The PPF National Oversight Committee held its first meeting in 13 December 2019.

- **Adequacy of monitoring and evaluation systems in measuring progress**

  - 〉 While improvements can still be made, the monitoring and evaluation systems of the three projects were assessed to be adequate, there were significant differences between the three projects in the indicators used and the ways in which the indicators are measured.
  - 〉 There would be benefits from developing an integrated program logic and results framework to guide future activities.
  - 〉 Additional analysis could be undertaken to derive more meaning from the midline evaluations and to guide the design of the end line evaluations.

- **Sustainability of the grant interventions**

  - 〉 Given the interest by GoPNG in the teacher development and local and low-cost teaching and learning materials, these interventions (or elements of) have the highest potential for being institutionalised and sustained beyond the projects.
  - 〉 As part of its work during the extension phase, GoPNG may adopt PPF's approach to school-based management and planning by improving School Learning Improvement Plans.
  - 〉 In addition, there is a high level of interest by GoPNG and UNICEF in the ECCE pilot program (RISE) as it is trialling the draft GoPNG ECCE curriculum and has developed ECCE facilitators' training resources.

- **Lessons learnt from implementation to inform future investments in early grades literacy and numeracy**

  - 〉 There continues to be a high level of need for investments in early grades literacy and numeracy, yet there remain challenges in the GoPNG's ability to meet the full financial and capacity requirements of the proposed sector reforms. Support of Australia and other donors will be important in assisting the GoPNG improve literacy and numeracy in the early grades.
  - 〉 There is a need for donor projects to work through existing government systems, engaging government partners early on in the design and implementation of investments to help build ownership, commitment and improve the likelihood of interventions being institutionalised and sustained.

〉 Grants to NGO consortia are able to implement quickly, particularly in areas where they have worked previously. Consortia offer the potential for increased geographic coverage and benefit from the unique resources and perspectives each consortia member bring to the project.

Based on the findings, in particular the stage of implementation and the intention to extend the grant projects, the review team advocates a strategy that will put in place effective processes and actions in the immediate and short-term to guide implementation to April 2022 and inform longer-term investments. This strategy is reflected in the recommendations offered by the review team in Section 5 of this report and summarised below.

Summary of Recommendations of the Mid-Term Review

Immediate Next Steps

Recommendation 1:	The Australian Government should engage the PPF Secretariat to design and facilitate a collaborative process to engage key stakeholders in a review of project progress, including but not limited to, the mid-term review findings.
Recommendation 2:	The Australian Government should engage the PPF Secretariat to design and facilitate the conduct of a PPF Education Grants Theory of Change workshop to develop a more integrated program logic and associated results framework to guide all projects during the extension phase to February 2022.[7]
Recommendation 3:	The Australian Government should request for a special meeting of the PPF NOC to endorse the agreements and direction resulting from the PPF Education Grants Theory of Change workshop.

Proposed Actions for the Short-Term (extension of grants to end February 2022)

Recommendation 4:	The Australian Government should engage the PPF Secretariat to develop clear institutional engagement and communication protocols for the PPF Education Grants that meet Australian Government needs and provide for appropriate and timely engagement and communication between the PPF Secretariat and grantees with GoPNG at different levels.
Recommendation 5:	The Australian Government should engage the PPF Secretariat to develop appropriate and cost-effective strategies and processes to strengthen data analysis and knowledge acquisition and sharing, particularly for the end line evaluation study.
Recommendation 6:	The Australian Government should review and potentially expand and/or adjust the role, functions and level of effort of the PPF Secretariat.
Recommendation 7:	The Australian Government should direct the PPF Secretariat and the three grantees to work towards consolidation of the interventions rather than expand to include additional targets during the extension phase.

Considerations for the Longer-Term (future investments in early grades education)

Recommendation 8:	The Australian Government should continue support to improving the quality of basic education, specifically early grades literacy and numeracy, in PNG for the medium to long-term and communicate this intention to the GoPNG.
Recommendation 9:	The Australian Government should require the design of future investments in education to deliver technical assistance and delivery support through government institutions, which could be facilitated through a managing contractor.
Recommendation 10:	The Australian Government should conduct a 'value-for-money' assessment of project interventions and use this information to inform future investments in early grades literacy and numeracy focus in four areas: i) teacher development; ii) teacher supervision, coaching and support; iii) development/provision of low-cost quality supplementary learning resources; and, iv) whole school development.
Recommendation 11:	The Australian Government should incorporate an 'NGO education grant consortia' modality in future investments in early grade literacy and numeracy and consider engaging a single managing contractor. The managing contractor will be expected to facilitate the delivery of

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[7] The proposed 'Theory of Change' workshop was renamed the 'Framework for Change' workshop following preparation of the draft Mid-Term Review report.

	technical assistance and delivery support in a joint decision-making capacity with partner government institutions.

1. Background and Context

1.1. The Mid-Term Review Assignment

The Australian Government contracted the Human Development Monitoring and Evaluation Services (HDMES) to conduct an independent mid-term review of the Papua New Guinea Partnership Fund (PPF) Education Grants. The review was conducted between October 2019 and December 2019 with an in-country field mission from 5 to 26 November 2019. The review objective was to assess the effectiveness and efficiency of three education grants in order to:

1. Identify and recommend actions to improve the grants for the proposed two-year extension (June 2020 to February 2022); and
2. Inform the design of a future investment in education in Papua New Guinea, including recommendations on approaches to improve basic literacy and numeracy acquisition in the early grades and what delivery modalities may be most effective to do so.

The review was primarily concerned with assessing progress towards achieving the agreed outcomes of the grants. All grants are expected to **improve access to quality elementary education**, **improve the quality of learning outcomes** and / or **improve completion of elementary education**. While the review considers whether or not the intervention/project is doing the right things in light of PNG's needs and Australia's interests (i.e. Relevance), the review focuses more on the degree to which the project is achieving its objectives (i.e. Effectiveness) and how well resources are being used to achieve those objectives (i.e. Efficiency). Although the review is being conducted at an early stage of implementation, it does seek to assess what difference the project is making (i.e. Impact) and the likelihood of the benefits being continued beyond the end of the grants (i.e. Sustainability following the extension phase). The review takes into consideration the variation in the different approaches used by each of the grantees.

The Terms of Reference for the Mid-Term Review are in *Annex A*. The six Key Review Questions (KRQs) and related sub-questions identified in the Terms of Reference were adjusted to prepare a review plan that reflected a shared understanding of the requirements of the review (see *Annex B*). The revised KRQs were:

〉 KRQ 1 - **Effectiveness**: How effective have the grants been in improving literacy and numeracy against the agreed outcomes and targets for girls and boys and children with disabilities?

〉 KRQ 2 – **Effectiveness** (*including through influence*): To what extent have the grant approaches been successful in directly or indirectly influencing GoPNG policies?

〉 KRQ 3 - **Monitoring and Evaluation**: To what extent are the grant's monitoring and evaluation systems adequately measuring implementation progress towards outcomes and supporting reporting and learning?

〉 KRQ 4 - **Efficiency**: To what extent are the grant projects being implemented efficiently?

〉 KRQ 5 - **Sustainability**: To what extent have the approaches and practices advocated by the grants been institutionalised / are likely to be sustainable?

〉 KRQ 6 - **Model / strategy**: What implementation lessons from the PPF grants can contribute to future DFAT programming in foundational education in PNG?

The review's scope was limited to investigating the three PPF Education Grants (not the PPF Health Grants). The review did not compare global education systems and delivery modalities. While the review considers aspects of implementation efficiency, it does not include in-depth assessments of grantees' organisational capacity /financial management. This area may be the focus of a separate review of the PPF mechanism itself to be undertaken by Australian Government.

Considering time limitations, the review limited fieldwork to three provinces, namely East Sepik (RISE), Central (T4E) and Western Highlands (PKS).[8] This allowed for a basic exploration of the contexts, mechanisms and approaches used by each grantee to contribute to the attainment of their respective outcomes.

HDMES conducted a workshop to validate the preliminary review findings and a presentation of the draft Aide-Memoire (*Annex C*) on 25 November 2019. The review findings are discussed in Section 3 of this report.

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[8] Originally the province of Madang was identified for a field visit of the T4E project. Madang was replaced by Central Province due to safety and security concerns.

1.2. Context

Papua New Guinea (PNG) and Australia have a long history in development cooperation. Australia's Foreign Policy White Paper (2017) emphasises the importance of working with partner government's policy frameworks and systems and to strengthen people-to-people links, leadership ability, and enhance skills to support human development outcomes. Both countries have an interest in maximising PNG's human and economic potential and in improving PNG's *Human Development Index* ranking.[9]

Among other investments, Australia is assisting PNG to improve its education system and leadership capacity to enable all Papua New Guinean people to participate more effectively in a modern economy and to enjoy the benefits of improved education opportunities.

To strengthen the education sector, the PNG government has embarked on several reforms in recent years, including:[10]

〉 Enabling all children to attend school, fee-free, through to grade 12[11]
〉 Restructuring the school system from a '3-6-4' system of grade levels to a '1-6-6' system[12]
〉 Shifting from an outcomes-based to a standards-based curriculum
〉 Increasing the number of qualified teachers, especially in maths and science, and
〉 Establishing 'schools of excellence'

In spite of these reforms' education outcomes, basic literacy and numeracy proficiency remain low.[13] The reach and quality of basic education in PNG are ongoing challenges as public funding to deliver core education services is insufficient.[14] The government continues to struggle to provide adequate facilities, sufficient learning materials, competent teachers, and effective management and supervision.[15]

Realistic and sustainable solutions to these challenges require innovative and evidence-based approaches particularly in the provision of basic skills in literacy and numeracy in the early years of education for girls and for boys and the learning needs of children with disabilities.[16] Children who do not reach the required literacy and numeracy standards by the third year of schooling are less likely to maximise the education they receive in subsequent years and are less likely to enjoy economic and social benefits from higher levels of education.

To address the challenges, the National Department of Education (NDOE) has recently released the draft of its **National Education Plan 2020-2029 (NEP**) for the next decade – presenting a timely opportunity for donor partners to contribute to the evidence base about what works to improve educational outcomes in PNG.

In support of PNG's vision to improve its human capital, the Australian Government's **Education and Leadership Portfolio Plan 2018 – 2022** sets out three priority areas for Australia's investments in education in PNG:

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[9] Currently ranked 153rd of 189 countries, PNG is aiming to achieve a Human Development Index rank of 50 by 2050

[10] These reforms are reflected in the GoPNG Medium-Term Development Plan III: 2018-2022.

[11] The Tuition Fee Free (TFF) policy has been associated with a 17 percent increase in school enrolments since its introduction in 2012. Following the conduct of fieldwork for this review in December 2019, the GoPNG announced replacement of the TFF policy with the Government Tuition Fee Subsidy – which will require parents to contribute 36% of the costs of education at the local school level.

[12] Currently the PNG education system implements the 3-4-6 education structure - comprises three years at the elementary level, 6 years at the primary level and 4 years at the secondary level. The 1-6-6 structure will combine elementary and primary levels, allowing for a one-year preparatory level – similar to Kindergarten in other countries.

[13] A reported 77 per cent in grade 5 and 67 per cent in grade 3 are reading at well below their expected grade levels, and only 50 per cent were meeting the standard for mathematics (Pacific Islands Literacy and Numeracy Assessment 2015 data - Early Grade Reading Assessments 2017-18; quoted in the Education for Prosperity (E4P) Draft Design document, 2019). The unofficial 2018 data (the official report had not yet been released at the time of the mid-term review) indicates improvement in literacy and numeracy test results from the 2015 assessment.

[14] Economic modelling in 2016 estimated that additional education sector funding of A$1 billion per year would be needed to service PNG's education needs adequately through to 2030 (Swan & Walton, 2016, quoted in the E4P Draft Design document, 2019). Interviews with GoPNG officials indicated that increased government funding for education is unlikely in the short to medium-term.

[15] For elementary education, introduced in 1995, the qualification of teachers continues to be an issue. Many teachers engaged in the elementary level have not graduated from Year 12 and lack both content and teaching skills.

[16] There is limited data on the enrolment, retention and achievement rates of children with disabilities in mainstream schools, but the E4P Draft Design document estimated that only 2 per cent of children with disabilities receive services from GoPNG, while what little support there is tends to be urban based and funded externally. The GoPNG National Lukautim Pikinini Policy 2017-2027 estimates that between 7-10% of the PNG population experience some form of disability, suggesting a large underserved population of children with disabilities.

〉 **Outcome 1 – Foundations**: more girls and boys in targeted provinces/schools have improved early grade literacy and numeracy
〉 **Outcome 2 – Skills and Productivity**: more women and men gain appropriate skills in priority sectors
〉 **Outcome 3 – Leadership**: more women and men are able to apply leadership skills and attributes towards the development of PNG

The PPF Education Grants – the subject of the mid-term review, contributes to achieving Outcome 1, Foundations.

1.3. The PPF Education Grants

The PPF Education Grants intend to encourage:

1. Innovative approaches that support a focus on achieving results
2. Competitive funding, with the best proposals chosen from a range of proposals designed to achieve results
3. Partnerships of different entities, each with their own strengths and skills to contribute to achieving results
4. Large-scale interventions, facilitating extensive and substantive reach in service delivery with Australian Government financing

The PPF Education Grants are being implemented by three consortia – each led by an international NGO: Save the Children (StC); World Vision (WV); and CARE-Australia (CARE) - across 10 provinces and 31 districts. The projects, consortia partners, budget allocations and geographic implementation locations are provided in *Annex D*.

Two of three grants were awarded in June 2017 - StC for the Rapidly Improving Standards in Elementary (RISE) project and WV for the Together for Education (T4E) project – with implementation beginning in January 2018. The third grant to CARE, for the Pikinini Kisim Save (PKS) project was awarded in March 2018 with implementation beginning in September 2018. All grants were originally to conclude April 2020, but were later extended to June 2020 to allow implementation activity to April 2020. They have since been extended to February 2022 (with additional funding).

Abt Associates, through the PPF Secretariat, is contracted by the Australian Government to provide management oversight and quality assurance of the grants, and process matters.[17]

The Australian Government maintains engagement with grantees, the Government of PNG (GoPNG) and PNG stakeholders through participation on committees, communications, and workshops and meetings on key policy and programming matters. The Australian Government also engages with PNG's national and sub-national (provincial and district) stakeholders through forums such as the Senior Education Officials' conference, and through the PPF National Oversight Committee (NOC).[18]

The NoC was established to guide, oversee and learn from the results of the three education grants. It brings together representatives from NDOE, AHC, DNPM, grantees, provincial education officers and the PPF Secretariat. The NOC plans to meet twice a year, following its first meeting on 13 December 2019.

The PPF Education Grants have the potential to contribute to system-wide improvements. Examples include:

〉 Fostering models of in-service teacher training. The model has been adopted by the Global Partnership for Education's Boosting Education Standards Together program to guide the in-service training of primary teachers in preparation for implementation of the 1-6-6 structure;
〉 The NDOE has expressed interest to utilise aspects of the in-service teacher training packages developed through the grant and encourage teacher training colleges to utilise the packages to inform their own pre-service and in-service teacher training programs;
〉 Piloting the draft ECCE curriculum in 3 provinces as part of the RISE project is providing evidence that may inform national policy and ECCE initiatives; and,
〉 The lessons learned through supporting elementary schools to develop School Learning Improvement Plans (SLIP) provide insights into the effectiveness of training materials developed to support SLIP training, which may inform NDOE guidance for SLIP Training.

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[17] Abt Associates manages the PNG-Australia Governance Partnership under which the PPF Secretariat is situated. The PPF Secretariat also provides management oversight and quality assurance to three grants for health.
[18] The PPF NOC is similar to a Program Steering Committee that is usually established to provide high-level strategic advice to program investments.

All three PPF Education Grants are well underway and progress reporting indicates they are on track with their activity level implementation where in 70% of the targets are on track (35% achieved plus 35% on track) and 30% not likely to be achieved. Two projects (RISE and T4E) conducted midline data collection, the results indicating some promising results and that will be discussed in Subsection 3.1.1. The Australian Government indicated it would extend the implementation of the grants through February 2022. This was accompanied by approval of an extension to the contract with Abt Associates to continue the PPF Secretariat function.

2. Review Methodology

A preliminary document review took place from mid-October to inform the review plan development. An in-country mission took place 4-26 November 2019, ending with the validation workshop with stakeholders and presentation of the Aide Memoire.

The methodology relied principally on document review, interviews with key informants, discussions with stakeholder groups and observations of teaching practice. This included:

⟩ Development of initial key informant and focus group discussion guides to collect and organise information from individuals interviewed;
⟩ Documentation review and synthesis was conducted throughout the review period as information gaps were identified. Documents were reviewed against the KRQs to triangulate existing data. Grantee monitoring and evaluation systems and progress reports were assessed against the DFAT Monitoring and Evaluation (M&E) Standards;
⟩ Initial meetings and interviews with the Australian Government, the NDOE and DNPM (23 individuals of which 13 were women) to provide the review team with Australian and PNG government perspectives;
⟩ Field visits between 11 – 20 November 2019 to the provinces of Central (Rigo District), Western Highlands (Tambul Nebilyer District) and East Sepik (Yangorrou Sausia and Wewak Districts);
⟩ Classroom observations were conducted in seven schools and two ECCE centres. Key Informant Interviews and Focus Group Discussions included: officials of the provincial and district education offices; four School Boards of Management (SBoM); Teachers-in-charge (TiCs); teachers; parents; reading club volunteers; Community Literacy Volunteers (CLV); and community members (126 of which 74 were women). Consortia management and staff were also interviewed (75 of which 31 were women). *Annex E* provides the list of individuals and agencies interviewed and includes the observers who participated in the field visits;
⟩ Interview notes were organised against the review analysis framework to identify themes. This information formed the basis for the stakeholder validation workshop and key findings in the Aide-Memoire presented on 25 November 2019. [19] Two Australian Government and eight consortia representatives participated in the validation workshop. The presentation of key findings (through the Aide-Memoire – see *Annex C*) was attended by five Australian Government, nine NDOE and one NDPM representative; and
⟩ HDMES prepared the first draft review report following feedback from the validation workshop, the presentation of key findings and further analysis conducted following the field visit.

2.1 Limitations

The review methodology was influenced by the challenge of determining progress towards achieving outcomes of three different, large and complex grantee projects at a relatively early stage of implementation.[20] Reviewing and synthesising a large volume of documentation, as well as consulting an estimated 200 individuals took more time and effort than was anticipated (see *Annex E* and *G*).

The review was constrained in the development of findings as to 'what works', as it occurred less than two years into implementation for two of the grantees. Many activities were either not at a stage of implementation to provide data to form an assessment or had undergone significant revisions after the first year of implementation.[21]

The midline data, collected after 12 months of implementation of RISE and T4E, although useful in providing some evidence of initial improvement, raised questions around how or why changes (or lack of them) are happening

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[19] The use of the term 'Aide-Memoire' generally refers to a document that is produced to summarise key findings and important recommendations of an assessment, review or evaluation.
[20] Implementation for the RISE and T4E project was less than two years at the time of the mid-term review, while PKS had implemented for only 15 months.
[21] RISE and T4E began implementation in January 2018, while PKS began in September 2018.

independent from project interventions. With midline data only available for two projects as the third project had a shorter implementation period, comparability of progress across the three projects is difficult. In addition, the number of different intervention variations (e.g. nine different variables in teacher training approaches and eight in reading initiatives) made analysis of effects challenging.

As noted above, the limited time for field visits meant that the team spent less time than expected with each consortium visiting a small number of easily accessible schools. Despite the limitations, the review team was able to establish a good impression of progress and understood better some challenges faced in serving more remote areas.

2.2 Report Structure

Following Section 1 (Background and Context) and Section 2 (Review Methodology) above, Section 3 of this report provides responses to the six KRQs which guide the review. KRQs 1 – 5 address more discrete areas of inquiry, KRQ 6 draws together lessons suggested by the analysis of responses for KRQs 1 – 5. Section 4 serves to provide a summary of lessons learnt from the review, leading to the recommendations in Section 5 for moving forward in the immediate, short-term and longer-term.

3. Analysis and Findings

3.1 Effectiveness of the grants in improving literacy and numeracy against the agreed outcomes and targets for girls, including boys and children with disabilities (KRQ 1)

This section addresses sub-questions **1a,** progress towards achieving agreed outcomes and whether they are on track; **1b**, the extent to which they have been inclusive; and **1c,** the factors influencing success and specific innovations.

Finding: All grantees made impressive progress in achieving and in some cases exceeding their targets for 2019 and are largely on track to achieve them by June 2020. Of the 20 project targets examined (see Tables 2-4 in Subsection 3.1.1.), seven (35%) have already been achieved, seven targets (35%) are on track to be achieved and six (30%) are unlikely to be achieved by the end of the current phase.

Those less likely to be achieved (30%) include interventions for which initial assumptions were inaccurate, such as availability of suitably qualified teachers and courses to enable upgrading of qualifications, the ability of parents to support home reading, or the challenges of establishing an on-line knowledge hub.

Finding: There is strong evidence of improvements in literacy and numeracy outcomes for the two projects with midline data (RISE and T4E), although this is limited to female students for RISE, and to English and Tok Pisin reading comprehension, and numeracy word problems for T4E. Evidence for other literacy and numeracy outcomes is weaker, which may be due to the relatively short period from intervention to assessment. Despite signs of progress, students are still below the levels expected for their grade.

Other outcomes for which there is relatively strong evidence includes teacher's ability to teach reading comprehension, classroom management and student engagement (RISE), and the use of appropriate teaching strategies (T4E). The review found wide differences in teacher's ability to apply new learning in the classroom following training related to a general need to improve the quality and frequency of post training supervision, access to peer learning opportunities and application of self-reflection processes.

Finding: Whilst some activity targets will be exceeded (ie. numbers of Community Literacy Volunteers trained, numbers of Schools Learning Improvement Plans developed, number of parents trained, quantities of reading materials produced, ECCE trainers trained), there is insufficient data from baseline and midlines to enable assessment of their effectiveness. It is expected that the more detailed end line assessments will provide this evidence, including more detailed outcomes of CLV programs, the effectiveness of reading clubs and book borrowing, SLIP plan implementation and funding, outcomes in ECCE and active parent engagement in home reading.

Finding: The main factors which contributed to successful outcomes included the strong focus on face-to-face training of teachers, and the attention to incremental improvements in training quality in which all grantees had

solid experience. Promising innovations were also introduced to enhance effectiveness and increase reach, including the use of improved teaching materials and their availability electronically; peer-to-peer teacher support; and the availability of culturally appropriate and inclusive reading resources for children through electronic applications.

Finding: All three grantees paid adequate attention to mainstreaming gender and disability inclusivity across activities with varying degrees of emphasis. There was some evidence that the inclusion of gender-sensitive teaching strategies are having an impact on girls literacy and numeracy (RISE), and that more teachers are reporting the use of gender and disability inclusive teaching strategies (T4E) following teacher training. For other interventions specifically focussed on disability through RISE (electronic readers for the hearing and visually impaired; support to the Inclusive Education Resource Centres) and gender through PKS (a Community Leadership Program to address girl's barriers to education), these initiatives are yet to be implemented fully. All provide an adequate level of gender-disaggregated reporting, albeit with some room for improvement and consistency across grants.

3.1.1 Progress towards achieving outcomes

There is some evidence of improvements in literacy and numeracy, particularly in female students (RISE) and in higher levels of English and Tok Pisin reading comprehension and answering numeracy word problems (T4E).

The external midline evaluation reports for RISE and T4E provide information on progress towards improving literacy and numeracy comparing control and intervention schools with key findings summarised in Table 1. [22]

Table 1 Summary of Reported Progress in Literacy and Numeracy[23]

Project	Progress based on Midline Evaluation Reports of RISE and T4E[24]
RISE	Students from the intervention schools reportedly scored 2.56 % higher (57.10 %) than the students in the control schools (54.54 %) in literacy.[25] However, results overall are not reported to be statistically significant aside from:[26] 〉 4.0 % literacy improvement among female students (44.6 % versus 40.6 % for the control) Students from the intervention schools scored 2.57 % higher (72.31 %) than the students in the control schools (69.74 %) in numeracy.[27] However, results overall are not statistically significant aside from: 〉 5.07 % numeracy improvement among female students (72.27 % versus 67.20 % for the control)
T4E	Students from the intervention schools reportedly scored 6.96 % higher (59.91 %) than the students in the control schools (52.95 %) in literacy. However, results overall are not reported to be statistically significant aside from: 〉 8.86 % higher English reading comprehension (51.25 % versus 42.39 %) 〉 12.14 % higher Tok Pisin reading comprehension (38.27 % versus 26.63 %) Students from the intervention schools scored 3.18 % higher (81.39 %) than the students in the control schools (78.21 %) in numeracy. However, results overall are not statistically significant aside from: 〉 5.72 %higher scores on numeracy word problems (71.34 % versus 65.62 %)

While the midline evaluations provide a general impression of progress, the limited statistical significance of the data should be noted. Explanations for the limited statistical significance of data at midline may be due to a number

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[22]

While the midline evaluation appeared to demonstrate some statistically significant results, the mid-term review team noted some areas for improvement of future evaluation design to be taken into consideration, such as more precise sampling and better evaluation administration (issues noted on p7 below).

Other results which are reported to be statistically significant include overall girls' numeracy in RISE provinces; overall literacy and numeracy in East Sepik Province (particularly for girls); and girls' numeracy in the Autonomous Region of Bougainville. Other midline findings will need to be validated at end line, including: the added contribution of ECCE prior experience and frequency of borrowing books to improve a child's learning and the effect of socio-economic factors.

[23] Data is derived from the Midline Evaluation Reports for RISE and T4E. Midline evaluations were conducted early 2019. Final reports were prepared in July for RISE and August for T4E.

[24] A midline evaluation was not conducted for PKS due to the later implementation start.

[25] The percentages reported in the table were derived from calculating an average of all scores on literacy elements.

[26] Statistically significant means that the result is not attributed to chance and that the result can be reasonably attributed to the effect of an intervention. Statistical significance indicates whether research results are meaningful or if the results are due to chance.

[27] The percentages reported in the table were derived from calculating an average of all scores on numeracy elements.

of factors, including: i) similar gains of children in control schools were made to those in intervention schools between baseline and midline; ii) the assessment was conducted after the first year of implementation, which can be considered as a trial year as revisions were undertaken to both the content of the literacy and numeracy programs and the in-service training programs; iii) there are a range of factors that affect a child's learning that may have prevented more observable gains – such as the observation that there continued to be low levels of attendance at midline; and, iv) there may have been issues with the sample itself (e.g. the midline evaluations were not able to track a sizable portion of students assessed at baseline) or challenges with consistent test administration. The RISE midline evaluation analysis attributes progress to the availability and teacher use of the Literacy and Numeracy Boost materials, while T4E attributes the reported gains to the availability and teacher use of the Library for All materials.

Given the variation in the number and type of interventions being implemented by each project, the review team organised key interventions into three main categories for the purposes of reporting progress. These categories are: i) teacher development and support; ii) resources to support improved reading; and, iii) school management and planning. Evidence of progress was drawn primarily from the January to June 2019 Six-Monthly Progress Report, the midline evaluation reports and the presentation by PKS provided to the review team during field visits.

Tables 2 – 4 below provide a summary of progress against targets in each of the three main intervention categories. Targets such as the number of participants trained or quantities of teaching and learning materials provided are all on track to be achieved or exceeded by the end of the original grant period in June 2020. In other instances, where a new approach or technology solution is being introduced, or where initial assumptions have proven to be incomplete or inaccurate, the progress has been slower than expected. For other interventions, it is too early to assess progress as the evidence is not yet available.[28] Additional analysis of progress in the three intervention categories is provided in *Annex F*.

Table 2 Summary of Reported Progress in Teacher Development and Support

Project	End of Project Targets to June 2020[29] (Annual Targets in parentheses)	Progress to Date (Against Year 1 targets: RISE and T4E. PKS does not have annual targets)[30]	Progress against End of Project targets June 2020
RISE	1800 (900 per year) elementary teachers trained on and provided Literacy and Numeracy Boost materials	965 trained and provided Literacy and Numeracy Boost materials in Year 1	On track to exceed target of 1800 teachers trained and provided Literacy and Numeracy materials
	Semi-annual monitoring visits	Limited progress due to competing activities and remoteness of some schools	Intend to conduct additional monitoring visits in early 2020
	Midline: Teachers trained in Literacy and Numeracy Boost scored 31.65 % higher in reading comprehension (66.94 versus 35.29 % in control schools, 19.92 % higher on classroom management (59.81 % versus 39.89 %) and 17.24 % higher on student engagement (51.48 % versus 34.24 %).		
T4E	500 (250 per year) elementary teachers trained on Unlocking Literacy, SBC Numeracy and receive Teacher Resource Kits	363 trained in Year 1 and received Resource Kits (including Bilum Books)	On track to exceed target of 500 teacher trained and provided Resource Kits
	Quarterly monitoring visits	Reported as accomplished	On track to meet target of all schools to receive monitoring visits quarterly
	Number of Resource Teachers (no target set)	26 Resource Teachers trained and facilitating discussions	No increase in number of Resource Teachers planned. Continuing support to be provided to the 26
	Midline: Teacher trained demonstrated 20.88 % higher use of appropriate teaching strategies (20.50 % at baseline compared to 41.38 % at midline)[31]		
PKS	941 teachers trained on SBC English and Math – and provided with SBC teacher's	1,313 trained and provided teacher guides and SD cards	Target of teachers trained and provided teacher guides and SD cards has been exceeded

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[28] This is particularly true for PKS, which has been implementing for less than 15 months at the time of the review.
[29] Annual targets for RISE and T4E are identified. PKS reports do not provide annual targets.
[30] PKS data is based on a presentation of progress to date made to the review team in November 2019.
[31] Percentages have been calculated by averaging scores on different elements to measure application of different teaching strategies.

Project	End of Project Targets to June 2020[29] (Annual Targets in parentheses)	Progress to Date (Against Year 1 targets: RISE and T4E. PKS does not have annual targets)[30]	Progress against End of Project targets June 2020
	guides and Secure Digital (SD) cards	with guides, reading materials, songs and teaching videos	
	Increase supervisory visits (no target)	No evidence provided to indicate number/frequency of supervisory visits	Unable to determine. Reporting of visits is required
	300 teachers enrolled in the Early Childhood Education Diploma	289 of 297 teachers enrolled have completed 6 of 16 modules of the Early Childhood Education Diploma. Teachers are reported to be struggling to keep up with requirements	Teachers will not likely complete the two-year diploma course during the life of the project. Additional time will be needed beyond April 2020 for completion
	30 female teachers enrolled in Certificate in Elementary Education	31 female and 6 male teachers enrolled in Flexible, Open and Distance Education to prepare for enrolment in the Certificate in Elementary Education. Target to enrol in the certificate has been dropped	Target will not be met as there is a need for teachers to upgrade their academic credentials prior to being accepted into the certificate course

For progress on teacher development and support, most end of project targets will be met or exceeded. However, there is no uniformity on the effect of interventions as some teachers are able to apply their new abilities and others are not. (see Box 1 in Annex F.1). In the case of T4E, savings within the project allowed Child Fund to train all teachers in targeted schools in Central Province rather than the original target of one teacher per school. Due to competing demands and challenges with reaching some of the more remote schools, RISE was not able to conduct adequate monitoring visits. In the remaining period of the current grant, RISE intends to increase the number of monitoring visits to schools. The original target set by PKS to enrol teachers in the Certificate in Elementary Education had to be reduced as teachers needed to upgrade their academic qualifications prior to enrolling in the certificate course.

Table 3 Summary of Reported Progress in Provision of Resources to Support Reading

Project	End of Project Targets to June 2020[32] (Annual Targets in parentheses)	Progress to Date (Against Year 1 targets: RISE and T4E. PKS does not have annual targets)[33]	Progress against End of Project targets June 2020
RISE	650 (325/year) Reading Clubs established	573 Reading Clubs established – 8,320 children attended (cumulative, not individual attendance)	On track to exceed target of 650 Reading Clubs established
	834 (417/year) Community Literacy Volunteers (CLVs) trained to support literacy – equipped with kits of 100 books	884 CLVs trained – with kits and Bloom Reader application on a mobile phone; 966 Bloom Reader downloads reported[34]	Target of 834 CLVs trained to support literacy and provided kits of 100 books and Bloom Readers has been exceeded
	11,000 (5,500/year) parents/care-givers trained in supporting children to read	3,024 trained in supporting children to read; 4,480 attended care-giver training	Target is unlikely to be met by April 2020 due to competing demands of parents/ caregivers and possible low level of parent/caregiver literacy

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[32] Annual targets for RISE and T4E are identified. PKS reports do not provide annual targets.
[33] PKS data is based on a presentation of progress to date made to the review team in November 2019.
[34] The Bloom Reader uses the Summer Institute of Linguistics software to easily develop reading materials in different languages and adaptable to different contexts. The reading materials are uploaded to a mobile application and can be used to create 'talking books'

Project	End of Project Targets to June 2020[32] (Annual Targets in parentheses)	Progress to Date (Against Year 1 targets: RISE and T4E. PKS does not have annual targets)[33]	Progress against End of Project targets June 2020
	30 schools will pilot 'Education for Life' kits[35]	30 schools piloting the kits; 3 kits are reported not be functioning and need repair	Target will be nearly met assuming the three kits will not be repaired
	46 teachers and ECCE facilitators trained in the use of Reach and Match Kits [36]	46 teachers and ECCE facilitators trained in the use of Reach and Match kits	Target of 46 teachers and ECCE facilitators has been met.
T4E	6,000 (3000/year) children attending Reading Clubs	3,443 attending (cumulative, not individual children; 25,060 books distributed	On track to exceed target of 6,000 children attending Reading Clubs (cumulative measure)
	500 culturally-relevant books written and printed	500 books written and printed and available through Library for All (LfA) kit application[37]	Target of 500 culturally-relevant books written and printed and available through the LfA kit met
	4,800 parents/ caregivers trained in supporting children to read	5,582 trained in supporting children to read	Target of 4,800 parents/ caregivers trained to support children to read exceeded
	12 schools will pilot LfA kits	12 schools piloting LfA kits	Target of 12 schools piloting LfA kits met
PKS	Teachers in 423 schools trained to establish Reading Corners; 188 establish Reading Corners	1313 teachers in 423 schools received training to establish Reading Corners. 20% of schools (105) report setting up Reading Corners	On track to meet target of 188 schools establishing Reading Corners. Teachers (1313) in 423 schools received training to establish Reading Corners
	55,000 LfA titles distributed – with coaching sessions for teachers for Reading Corners in the 188 schools	Distribution began October 2019. The review team was not provided information on the extent of distribution although did see the warehouse storing the titles	Likely to meet target of distributing 55,000 titles and provision of coaching sessions for teachers in the 188 schools establishing Reading Corners
	Knowledge Hub developed and accessible – providing portal for teaching and learning resources	Communication use and technology access and use survey are completed. A pilot website for the Knowledge Hub is. Stories about project participants are drafted	Target to complete development and launch the portal for accessibility to teaching and learning resources unlikely to be met.

For progress on the provision of resources to support learning and reading, most end of project targets will be met or exceeded, aside from those which have not been fully implemented or for which monitoring data is not available – e.g. Distribution of LfA titles for the Reading Corners supported by PKS. Higher than targeted numbers for the training of CLVs (RISE) were achieved, however the actual retention rate of active CLVs and the reading resources they still have control of may be lower than anticipated (click to view: Box 6 and Box 7 Annex F.2. The targets for parent/caregivers in supporting reading may have been overly ambitious – possibly due to low literacy and competing demands for the time of parents/caregivers – and the effect size of home reading was small (1.26%) (See Annex F.2). The one intervention that requires additional investigation assessment is the proposed Knowledge Hub (PKS). While conceptually sound, issues with technology and access protocols have prevented full development. This, combined with the observation that the Knowledge Hub does not appear to have strong links with relevant units within the NDOE raises concern about its sustainability beyond the life of the program.

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[35] Education for Life kits are an adaptation of the Bloom Reader mobile application that has been developed by SIL. While the Bloom Reader application is intended for use on a mobile phone, the Education for Life kit comes with a solar panel and projector to allow the Bloom Reader to be used in a classroom setting.
[36] The 'Reach and Match' kit is an educational package of learning aids to empower children with special needs by developing essential childhood skills including cognitive, motor, social and communication skills.
[37] Library for All (LfA) comprises 500 locally written, high quality readers for early grades. The readers have been produced in print and loaded onto tablets in electronic form. The e-versions are being trialled in 12 schools.

Table 4 Summary of Reported Progress in School Management and Planning[38]

Project	End of Project Targets to June 2020[39] (Annual Targets in parentheses)	Progress to Date (Against Year 1 targets: RISE and T4E. PKS does not have annual targets)[40]	Progress against End of Project targets June 2020
RISE	Not Applicable as there were no RISE activities to influence school management	-	
T4E	200 (100/year) SLIPs developed; 3000 (1500/ year) parents/caregivers involved in SLIP development	130 SLIPs developed with parents/caregivers; 3030 parents/ caregivers involved	On track to meet the target of 200 SLIPs developed and 3,000 parents/caregivers to be involved in SLIP development
	3000 parents/caregivers trained on how to support implementation of the SLIPs	6,431 trained on how to support the SLIPs	Target of 3,000 parents/caregivers trained on how to support the implementation of the SLIP will be exceeded
	90 SBoM generate resources to support school operations	82 SBoM have generated resources to support school operations	Target of 90 SB0M generating resources to support schools is on track to be met
PKS	670 persons attend school management training (5 modules)	762 SBoM members trained in 3 of 5 modules, most (no numbers provided) trained in remaining modules	Target of 670 persons trained in school management is on track to be met or exceeded
	423 schools develop SLIPs with 60% having all elements completed satisfactorily	359 schools have developed SLIPs; assessment on completeness is underway	Target of 423 schools developing SLIPs with 60% of the elements completed satisfactorily is on track

For progress on support to school management and planning, end of project targets are on track to be met. However, there are some issues with being able to align contributions with the standards for SLIPs required by the NDOE (see Box 11 and Box 12 and the discussion in Annex F.3). This will be important with the emphasis on the SLIP for school management and planning reflected in the draft of the new NEP 2020-2029.

Progress has also been seen in relation to the ECCE program pilot of the RISE Project which includes training of ECCE facilitators from 90 ECCE centres. This intervention is noted as it is piloting the draft NDOE ECCE curriculum, developed a training program for ECCE facilitators to teach and assess children, and has identified and tested ECCE learning resources. As such, the pilot is of interest to the NDOE who will be responsible for ECCE programs in the future and is of interest to UNICEF who is assisting the GoPNG develop the draft Early Childhood Care and Development policy. To date, 23 ECCE trainers of the 18 targeted are trained, 603 of the targeted 854 ECCE facilitators received 10 days of training). The impact of this ECCE program pilot on 'school readiness' is not yet known pending completion of the International Development and Early Learning Assessment.[41]

3.1.2 Specific interventions that may be classified as innovative[42]

While the majority of interventions focus on proven 'standard' approaches of providing: training to teachers; teaching and learning resources, and training in school management, the PPF Education Grants also trialled innovative approaches to address the challenges of delivering early grades education in the PNG context. The table below identifies interventions which may reasonably be described as innovative (i.e. new to PNG in particular).

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[38] RISE did not have interventions targeting improvement in school management.
[39] Annual targets for RISE and T4E are identified. PKS reports do not provide annual targets.
[40] PKS data is based on a presentation of progress to date made to the review team in November 2019.
[41] The International Development and Early Learning Assessment is an early childhood development assessment developed by StC. The assessment has been developed for global application and was released for use in 2014.
[42] 'Innovation' as defined by DFAT's Innovation Strategy 2018-2021: Seizing Opportunities, Solving Challenges. "We define innovation as the application of a new approach that creates a positive impact that is significantly greater than can be realised through current practice". *https://d3qlm9hpgjc8os.cloudfront.net/wp-content/uploads/2018/07/03095158/DFAT-Innovation-Strategy-FINAL.pdf*

Table 5 PPF interventions categorised as innovative

Project	Intervention	Progress to Date
RISE	Bloom Reader (developed by the Summer Institute for Linguistics (SIL)	Mobile application to support community literacy and access to reading materials for families and teachers. 50% of reading materials are aligned with the SBC. App has been enhanced with sign language for hearing impaired children – already has voice ability to assist visually impaired
	Education for Life	Uses the Bloom Reader mobile application supported by a Teacher Presenter Kit for classroom use. The kit included a solar panel, mobile phone and small projector. 30 schools are piloting the Education for Life kit
	Peer Learning Circles	Attempts are being made to establish Peer Learning Circles, but there is limited progress to date. This concept is promising to support teachers at the local school level.
T4E	Library for All kits	40 tablets in a kit pre-loaded with reading materials. Piloted in 12 schools
	Resource Teachers	26 Teachers who demonstrated promising skills were provided additional training to serve as a resource and coach to other teachers in the same or nearby schools
PKS	Knowledge Hub	Electronic platform/portal for sharing information on education for teachers, parents and education officials.
	Secure Digital (SD) Cards for Teachers	Secure Digital Cards, pre-loaded with SBC teacher's guides, teaching videos, stories, songs and games provided to each teacher trained (1313 teachers: 941 targeted)

Most of these innovations are relatively early in their implementation, thus is difficult to assess whether or not they will "*create a positive impact that is significantly greater than can be realised through current practice*".[43] Using one example to demonstrate, the case of Resource Teachers, which presents as a promising innovation, currently experiences some barriers to the full application of this concept (see Box 2 Annex F.1).

3.1.3 Assessment of Gender and Disability inclusivity

Based on a recently prepared report entitled *Gender and Social Inclusion in the PPF Education Grants*, all projects have **mainstreamed gender and disability inclusion** as a cross-cutting theme in their training programs, with RISE having specific targets for disability inclusion and PKS having targets for girls' inclusion.

The projects are able, for the most part, to **report gender-disaggregated data** at the level of outputs and it is too early in implementation to see this reflected at the level of outcomes. The table below summarises the various approaches and extent of attention to gender and disability of each project as reflected in their indicators.

Table 6 Gender, Disability and Social Inclusions Indicators by Project

RISE	T4E	CARE
⟩ Improved gender parity in elementary education ⟩ Increased number of vulnerable elementary-aged girls supported to learn in elementary school ⟩ % of children with disability receiving support from elementary schools or Inclusive Education Resource Centres	⟩ Number of schools that completed SLIPs addressing gender and disability barriers ⟩ Percentage of teachers using/practicing gender-sensitive and disability inclusive practices/strategies	⟩ Increased enrolment and retention of girls in elementary schools ⟩ Strengthened sub-national gender-inclusive management and coordination in the elementary education sector - Leadership in Education ⟩ % of Community Leadership Program participants with improved knowledge and attitudes towards girls' education ⟩ # of female candidates in remote LLGs support to matriculate and enrol in preservice Certificate of Elementary Teaching

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[43] Refer footnote 43 above

		⟩ % of schools with a SLIP that include literacy, maths and gender and disability- inclusion activities

The midline evaluations undertaken by RISE indicates that girls in treatment schools scored 4.53% higher in combined literacy and numeracy than girls in control schools, suggesting that the inclusion of gender-sensitive teaching strategies may have some effect on improving girls' education.

Targeted interventions in this area should be noted, including the two studies conducted by StC: one on barriers to girls' enrolment and attendance at school – the results have been shared with the other projects; and, the mapping study of the needs of children with disabilities in accessing elementary education. Further, the RISE consortium, through the collaboration of the SIL and Callan Services, applied the Bloom Reader to assist hearing and visually impaired children to develop reading skills, the outcome of which has not been assessed. Additionally, RISE provided training for 2,136 teachers and 30 District inspectors to conduct initial screening of children disabilities and 46 teachers and ECCE facilitators were trained to use the Reach and Match kits – benefiting 537 children, 226 with disabilities.[44]

T4E specifically monitors and reports on teachers use of gender-sensitive and disability inclusion strategies; reporting during the Six-Monthly Progress Report that 174 and 48 teachers respectively were doing so.

PKS targeted 30 female teachers to upgrade their academic qualifications, currently reporting 31 females of 37 teachers being supported to obtain Year 12. PKS also intends to implement a Community Leadership Project in an attempt to address barriers and social norms to girls' education to increase girls' enrolment and retention.

These inclusions are commendable but grantees continue to face challenges with respect to gender and inclusion, including family and community gender and disability stereotypes that affect access to and success in education by girls and children with disabilities, and the limited knowledge and skills (and receptivity) of teachers to ensure inclusive classrooms.

3.2 Effectiveness of the grant approaches in influencing (directly or indirectly) GoPNG policies (KRQ 2)

This section addresses sub-questions **2a,** the extent of alignment to existing PNG policies; **2c,** the program's relationships and extent of policy influence at district, province or national levels; and **2c,** approaches to influencing policy have been most successful/promising.

Finding: All grants are closely aligned with PNG education policies with a strong focus on implementing the standards-based curriculum with attention to inclusivity. Although a senior NDoE officer participated in the initial grant design and selection process, operational officers should have also been engaged from the outset to minimise blockages to implementation. These challenges included interventions not receiving timely endorsement, such as in-service teacher training content, innovative teaching and learning resources, and SLIP training programs and their delivery.

Finding: While the PPF Education Grants did not have an explicit objective of influencing policy, they have been pro-active in engaging with government at the provincial and national levels to inform policy decisions. The most effective approach has been through contributing to the evidence base, for example: presenting comprehensive baseline data related to the state of foundational education, which stimulated renewed NDOE interest in addressing barriers; and piloting ECCE training which is informing the draft NDOE ECCE curriculum – both of which are strongly reflected in the new National Education Plan. Other areas of ongoing potential influence relate to adopting in-service teacher training approaches, considering revising the curriculum to include more reading time, and discussions on the format and content of SLIPs.

Finding: Despite these considerable achievements, relations with the national government in particular (and therefore opportunities to influence policy) could have been vastly improved through the more timely establishment of a National Oversight Committee and effective communication protocols. At the Provincial and

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[44] The Reach and Match (Braille Learning and Sensory Plan Mat) kit is an education package designed to empower children with special needs by developing cognitive, motor, social and communication skills. It has been used in other settings to enhance social inclusion skills, including post-conflict situations.

District levels, all grantees have established effective working relationships with varying degrees of emphasis and strength. Challenges include the availability of PDOE staff to participate in on-going training and monitoring activities for RISE in particular, and the need for closer engagement of PDOE staff in the ongoing design and planning of initiative implementation.

The original purposes of the **PPF Education Grants did not have as an explicit objective an expectation to influence GoPNG policies** ([see page 3 above](#)). However, as the projects are implemented opportunities arise to engage in policy discussions with government at various levels – either directly or indirectly. While changes in policies are not evident at this time **there are examples of activities and discussions that appear to be influencing practice and have the potential to inform policy**. These include: i) the RISE ECCE pilot program that is using the draft NDOE ECCE curriculum; ii) the in-service teacher education programs of all projects that have been adopted by the Global Partnership for Education's Boosting Education Standards Together program; iii) discussions to adjust the elementary school calendar to allow dedicated time for reading; and; iv) exchanges with NDOE on the format and content of the SLIP.

Additionally, the presentation and discussion of the baseline findings (and other research conducted by the projects) with NDOE highlighted the need for and interest in continuing to strengthen the reach and quality of early years education, importantly for the pre-school years – an interest which is strongly reflected in the draft of the new NEP 2020-2029. For the Australian Government, the baseline findings underscore and validate Australia's intention to continue to invest in supporting improvements to early grades education.

There is one exception that qualifies as a direct effort to engage government in policy dialogue. This exception is the engagement by the T4E project of the Consultative Implementation and Monitoring Council (CIMC).[45] The CIMC is a quasi-independent organisation that brings together civil society, the private sector and government partners to develop policy and directly influence and monitor government decision making for the long-term development of PNG. As of November 2019, the CIMC has conducted three provincial fora (in the T4E supported provinces) on elementary education, and recently convened (with the support and participation of all three projects) a national forum on elementary education.[46] No information has been provided that these fora have directly resulted in policy change at the national or provincial levels.

3.2.1 Grant alignment with GoPNG policies

A review of the GoPNG Medium Term Development Plan 2018-2022 and the National Education Plan 2015-2019 reveal that the grants are generally aligned with the current national plans of GoPNG and NDOE including the new ten year plan 2020-2029. However, based on interviews with DNPM and NDOE officials, the proposal for, design, and early implementation of the PPF Education Grants does not appear to have comprehensively engaged senior officials within government, even though a NDOE Deputy Secretary had participated a member of the PPF Selection Panel for the education grants. DNPM and NDOE officials expressed the view that they would have expected to have had much greater involvement during the design of the grants, selection of grantees and during early implementation. While there is general overall alignment of the education grants with GoPNG and NDOE broader strategies and plans, some NDOE officials commented that some of the interventions should have been endorsed by the NDOE prior to implementation. During the review, NDOE gave three examples.

The first is the content of the teacher in-service training programs that were developed and delivered by the three projects. These in-service training programs, according to some NDOE officials, should have been presented to the NDOE Board of Studies for Teacher Development for review and approval prior to being delivered to teachers to ensure alignment with NDOE policies and standards.

The second example concerns teaching and learning resources. As with the content of the in-service training programs, some NDOE officials noted that any teaching and learning resources provided to teachers and students require prior review and endorsement of the NDOE Board of Studies for Curriculum. Grantees advised that they

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[45] The CIMC was established in 1998 by the National Executive Council in response to a call by the private sector and civil society to provide a mechanism to engage with government policy and decision-making. The CIMC is administered by the Institute of National Affairs (a private non-profit research centre), chaired by the Minister for National Planning and Monitoring, and reporting to the National Executive Council.
[46] It was reported to the review team that only one NDOE representative was able to attend the national forum.

had not been aware of this requirement and that the process for review and endorsement was not made clear by NDOE officials who were aware of the different projects.

The third example is in relation to the interventions to improve school management and planning (for T4E and PKS only). T4E was made aware of the NDOE requirement for prior review of the training package for school management and planning after it had developed the package. As a result, the training package was adjusted and titled as the SBoM Training program, rather than SLIP training. NDOE advised that the SLIP component of the training would need to follow NDOE requirements, to ensure consistent guidance, and be delivered by approved NDOE trainers (District Elementary Trainers). T4E reported that the District trainers were not as familiar with SLIP development as had been anticipated nor were some aware of NDOE revised SLIP formats. In the case of PKS, the school management and planning training (named Education Leadership and Management Training Program) also did not seek prior endorsement from the NDOE. During the review, with the participation of an NDOE senior official there is now a clearer understanding of the NDOE expectations regarding training programs to develop the SLIP. It is of note that both T4E and PKS training packages include extra modules on Child protection, gender and disability inclusion that are not part of the 2007 NDOE SLIP format outline. It is anticipated that these extra modules will become part of the NDOE SLIP format and training programs.

3.2.2 National level relationships and approaches to practice/policy influence

The September 2019 MOU signing between the NDOE, the PPF Secretariat and the three grantees as well as the convening of the PPF NOC in mid-December 2019 provided opportunities to improve the operational relationship between the GoPNG and the Australian Government. The review team was advised that NDOE officials have been invited to participate on PPF Secretariat monitoring visits and have participated in four of the six monitoring visits conducted prior to the mid-term review.[47] Recent efforts by the Australian Government and the PPF Secretariat to engage in discussions on current investments in education, including participation of senior representatives from the DNPM and NDOE during the mid-term review, bode well for future collaboration.[48] Guidance provided by GoPNG officials during the review indicated that there is a genuine desire to be involved at the early stages of investments by donors, including Australia, in order to avoid potential confusion, help align investment and facilitate implementation.

Notwithstanding the concerns noted above, all NDOE officials interviewed expressed gratitude for the investments, their interest in being engaged in the future, and participating in opportunities to learn from the various project interventions, particularly teacher training, the ECCE pilot, use and effect of Bilum Books, piloting of e-learning and technology applications, and reviewing the potential improvements made to SLIP training.

3.2.3 District and Provincial relationships and approaches to practice/policy influence

Engagement at the District and Provincial levels by the Australian Government or by the PPF Secretariat is not evident (aside from PPF Secretariat monitoring visits noted above), leaving the relationships at the sub-national level to the three grantees and their consortia partners. This differentiation in engagement is appropriate as it allows the Australian Government and the PPF Secretariat to attend to project oversight and dialogue with the national level and each consortium to engage at the provincial and district levels on implementation.

With the establishment of the PPF NOC, the relationships at the national level between the GoPNG, the Australian Government and PPF Secretariat are now formalized.[49] As noted elsewhere in this report, the review observed differing levels of engagement between the projects and the officials at the district and provincial levels. All projects continue to make attempts to engage district and provincial officials and use varying models for doing so, although the common avenue is through participation in the training of trainers, the in-service training of teachers, and accompanying project personnel during project coaching and monitoring visits. For RISE, engagement at the district level is challenging although there is no clear explanation for these challenges. Where provincial and district officers have been engaged with and participated in training sessions and monitoring visits of all projects, they indicated that they now had a better understanding of their role, had improved their training and inspection practice (particularly in relation to gender and disability inclusion), and shared that they had improved their ability to

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[47] PPF Secretariat monitoring visits serve to provide management oversight and quality assurance of the work of the grantees. Monitoring visits are led by the PPF Secretariat and are to include NDOE and Australian Government representatives.
[48] Of interest is the observation that eight senior NDOE officials attended the presentation of the Aide-Memoire on 25 November 2019 and offered feedback and advice to both the review team and to the Australian Government.
[49] At the PPF NOC meeting in December 2019, it was agreed that the PPF NOC would share information with participating PDOEs and will be inviting three PDOE representatives to participate in future PPF NOC meetings.

perform their functions better. The primary concern of these officials was the lack of funding following completion of the projects meaning that they would not be able to continue to apply their newly acquired knowledge, skills and abilities.

Interestingly, both RISE and PKS proceeded with the signing of MOUs with the Provincial Department of Education (PDOE) in each of the provinces they were working in. This decision was made to facilitate the development of a relationship between the project and the PDOE.[50] For T4E, they were advised by an NDOE official that they should not proceed with provincial MOUs without having a national MOU in place. With the national MOU now in place, provincial MOUs for T4E should be finalised.

What has perhaps been missing is the involvement of Provincial level stakeholders in the design of and ongoing planning for the implementation of project initiatives in their provinces. Exacerbated by implementation pressures (grantees) and the frequent unavailability of stakeholders (PDOE/ District) due to other duties, there was little time to engage in effective joint planning beyond agreeing that some provincial and district staff would participate. The signed MOUs (RISE and PKS) provided limited guidance on the expectations of engagement. In addition, there was little evidence that PDOE/District staff had been actively engaged in the rich and detailed reflection workshops held by the consortiums in which they reviewed implementation progress and made revisions to interventions. This may have been a missed opportunity to influence practice change at this level. Institutionalisation of approaches/practice change is discussed further in section 3.5 below.

3.3 Extent to which the monitoring and evaluation systems are adequately measuring implementation progress towards outcomes and supporting reporting and learning (KRQ 3)

This section addresses sub-questions **3a,** the robustness and coherence of program logics; **3b.** adequacy of the data and assessment tools for measuring progress; and **3c,** the extent to which reporting is meeting information and learning needs of stakeholders.

Finding: Overall, the monitoring and evaluation systems of the three projects were adequate, with reasonably robust program logics. Coherence across programs could be greatly enhanced by developing an overall Theory of Change with clear outcomes to which each grantee would contribute based on their strengths and interest.

Finding: All grantees felt the impact of not having a comprehensive monitoring, evaluation and learning (MEL) framework from the outset, and the PPF secretariat was delayed in developing an overall performance assessment framework. The consequent (and significant) differences between the three projects in the indicators used and the ways in which the indicators are measured hampered aggregation of results and comparability. The reliance on proving changes in baseline literacy and numeracy through the use of control groups has provided rich data, but this has proved less useful in assessing which interventions were most impactful. End line study designs are expected to provide more detailed, qualitative data for assessment purposes. There is an appropriate level of data disaggregation by gender and disability with some notable gaps. These are being addressed through the PPF Secretariat's 2019 Gender and Social Inclusion Report recommendations.

Finding: Progress reporting by grantees is fit for purpose and generally meets the information needs of the Australian Government and the learning needs of the grantees. There is a need for improvement in sharing of reports both internally and with various GoPNG departments. The PPF Secretariat Monitoring Trip Reports provide high quality snapshots of progress and implementation challenges, however their combined PPF progress reporting provided to the Australian Government does not adequately provide for adequate reporting against the Australian Government's Education Leadership Portfolio Plan.

3.3.1 Program logic

During the initial call for proposals, consortia were encouraged to develop programs to deliver one or more of five pre-identified outcomes.[51] Interestingly, all grantees designed a range of interventions to contribute towards *all* of five of the possible outcomes.

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[50] Both RISE and PKS advised the review team that they proceeded with MOUs with the PDOEs in the absence of a national MOU.
[51] These included increased: teacher confidence; literacy and numeracy skills for elementary students; access to and use of library and school reading materials; enrolment of girls and retention of girls and boys; and parent/community awareness of and involvement in

Robustness of individual program logics

Grantee program logics are generally well considered and conceptually robust – drawing on the considerable implementation experience of the lead NGOs. All address goals broader than literacy and numeracy outcomes, which, according to the individual theories of change, are underpinned by shorter-term improved effective teaching and learning strategies.

Consistent with good design practice, grantee program logics evolved over time (through internal review processes) to incorporate contextual changes and respond to initial assumptions that have not held true. Many involved 'tweaks' to implementation strategies and outcome statements rather than significant revisions. Examples of significant revisions include: i) a shift in focus from girls' inclusion to increasing enrolment of children with a disability in schools (RISE); ii) decreased emphasis on outcomes in relation to enrolment of girls, teachers enrolling in the Certificate of Elementary Teaching, and having women representatives on SBoMs (PKS); and, iii) removing systemic outcomes related to sub-national ability to carry out school inspections more regularly (RISE, T4E) although continued efforts to improve the abilities of sub-national officials continues.

Consortia partners needed to adjust the scope of some of their original expectations to reflect implementation realities. Assuming that the shorter-term outcomes around teacher training and reading will be sufficient to contribute to the overall achievement of the 'quality education' aspects of their broader goals, the integrity of their program logics has not been compromised.

Coherence between program logics

Several interview participants indicated that over time, the initial broader suite of outcomes has come to be more narrowly associated with achieving real and measurable improvements in literacy and numeracy (often referred to during interviews with project staff as the 'ultimate goal'). This shift is reflected in the draft Performance Assessment Framework (PAF) of the Australian Government's Education and Leadership Portfolio Plan. One strength of the PPF mechanism has been the flexibility with which consortia partners could develop their individual theories of how change happens and develop corresponding implementation programming pathways. However, more recently there is a perceived lack of overall cohesion across the three projects and are increasingly encouraged to be more similar than different.

More fundamentally, perhaps this perception has emerged due to the lack of clarity around the extent to which the PPF mechanism was conceived as a 'service delivery' program as opposed to 'demonstration', where solutions are developed, trialled and assessed. This situation has been partly driven by what the Quality Technical Assurance Group identified as the absence of consensus between the PPF Secretariat and the Australian Government on the overall strategic intent of the Governance Partnership under which the grants are administered.[52] It is the view of the review team that solutions which introduce innovations or are intended to demonstrate a potential solution should only be accommodated if they do not detract from the quality delivery of core activities, such as teacher training and the corresponding support to teachers that is necessary to effectively apply and sustain the new knowledge and skills gained from training programs. This is particularly true for projects of short duration that have the objective to improve literacy and numeracy. A useful approach would be the development of an overall program logic coordinated by the PPF Secretariat that would clarify the core objectives and activities to which each grantee would be expected to contribute to through their own projects until completion in 2022. Innovation and demonstration activities could then serve as unique contributions of each project.

3.3.2 Adequacy of the monitoring and evaluation and learning (MEL) frameworks and tools

Assessment of overall adequacy of the MEL system

In keeping with the grant program concept note format, MEL frameworks were not required to be captured in a single document or plan for the first two grantees (StC and WV). Information on the usual components of a MEL framework, such as the purpose, audience, methods, tools and intended data usage was not included in initial documentation. Assessment of MEL systems is based on the Concept Notes; Grant Agreements; the 2018 Annual and 2019 Six-Monthly Progress Reports, and updated Monitoring and Evaluation Plans (MEP). MEPs are presented

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early childhood care and education and reading programs in particular. Request for Proposal, PPF 2017 Competitive Grants, Funding Round 1 – Education Grants, March 2017

[52] Annual Review of the PNG-Australia Governance Partnership, Quality Technical Assurance Group, Oxford Policy Management Australia, September 2019

in a logical framework (log-frame) style format. The third grantee (CARE) produced a more coherent MEP as a 'Roadmap' in the initial implementation phase. Other grantees have progressively developed additional documents which include baseline and midline methodology, as well as other study designs and methods.

The review team assessed the MEL related documents of each grantee against **14 of DFAT's Monitoring and Evaluation Standards**, specifically Standards 2.6 – 2.20[53] (Monitoring and Evaluation Systems- see Annex H). The table below summarises the assessment of each grantees' ability to meet the criteria for each of the 14 standards. For example, the RISE MEL documents had one criteria assessed 'excellent', one as 'very good', eight criteria as 'adequate', two as 'less than adequate' and two as 'poor'.

Despite the lack of coherent MEL frameworks and plans, **overall the systems in place for all grantees are assessed as adequate**. Low scores were mostly attributed to: i) lack of information about ethics considerations; ii) lack of an overall MEL plan; iii) lack of information about data collection scheduling; and, iv) mutual accountability. The review team's view is that grantees can meet the standards if tasked to systematically document their MEL systems.

Table 7 Assessment of grantee M&E systems against DFAT M&E criteria 2.6 – 2.20[54]

	Excellent	Very Good	Adequate	Less than Adequate	Poor	Very Poor
RISE	1	1	8	2	2	
T4E		2	7	4	1	
PKS	1	2	7	2	2	

To help provide coherence to the MEL frameworks, the PPF secretariat provided a MEL Framework Document (June 2018). This provided guidance and standardised templates for *individual* grantees (including for health) and does not guide integrated reporting across projects. The PPF Secretariat commenced work on an overarching PAF for the PFF in early 2019, with the first report in June 2019 combining both the health and education grants and reported against two broad outcomes: Improved Service Delivery Scope and Reach; and Transformative Sector Governance. Unfortunately, this report did not capture the nuances of the education grant outcomes (discussed further below under use of reporting). Given the similarities across the program logics of the education grants, there is a need for a common, shared results framework for the grants to better aggregate and report results and meet the information needs of the Education Leadership Portfolio Plan. **The Australian Government should consider tasking the PPF Secretariat to lead this process with the collaboration of the three grantees – with the aim to develop a common PPF Education Grant's program logic and results framework to which the three projects will contribute**.

Appropriateness of the approach to MEL

The approach taken to MEL by the PPF can be broadly described as a summative impact approach, seeking to prove that, as a result of 'treatment' interventions, the ability of teachers to teach the SBC improves; students read more; and the literacy and numeracy of boys and girls improves when compared to a control group. Most of the data to determine effect of the interventions is to come from the baseline, midline and end line studies which adapted off-the-shelf, valid measurement tools such as the Early Grade Reading Assessment, the Early Grade Math Assessment and for assessing early childhood learning, the International Development and Early Learning Assessment. Tested classroom observation methods (adapted Stallings and the World Bank TEACH tools) and surveys were used to assess teacher confidence and practice change. Proxies (variables that are not in itself directly relevant, but that serves in place of an unobservable or immeasurable variable for measuring increased practice of reading (such as books borrowed, home reading practices etc.) were developed to assess contribution of reading material distribution.

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[53] Excludes standard 2.16: Individuals responsible for implementing the M&E plan have the capacity to do so (time, resources and skills) due to lack of sufficient information/time.

[54] Score   Assessment   Description
   1   Very poor   Fails to meet any aspect of this criterion
   2   Poor   There are significant shortcomings
   3   Less than adequate On balance does not meet the criterion
   4   Adequate   On balance satisfies criterion
   5   Good   The criterion was met with only minor shortcomings
   6   Excellent   The criterion was fully met (or exceeded) and there were no shortcomings

While the baselines appear well designed and provide a foundation against which to assess the effects of a short-term service delivery-style project, the approach is less useful for examining contribution of some of the longer-term implementation variables that emphasise demonstration and learning. While there is a stated intention to add more qualitative enquiries at end line, a concern expressed by all projects was the lack of emphasis on and time available to monitor the 'effect' of implementation given the pressure to achieve output targets. Areas where monitoring could be strengthened to determine effects include:

〉 verifying the *actual practice* of reading activities facilitated by CLVs and reading volunteers considering questionable data sometimes provided and the limited ability to conduct spot checks (RISE, T4E)
〉 observation of *actual* changes in teacher practice following training (all projects)
〉 determining the *actual* usage of teacher aides such as videos on effective literacy strategies and digitised SBC materials (T4E, PKS)
〉 assessing the extent to which SLIPs are improved/completed following training – including the level of community participation (PKS); and whether SLIP activities are *actually* implemented (T4E)
〉 determining the quality of parent/caregiver workshops and their *actual* effect on parent/caregiver practices (RISE)

RISE and T4E understand the need to better interpret, explain and link information provided by the midline evaluations to the end of project objectives and are working to ensure improved analysis for the end line. This work includes the development of generic Terms of Reference and Key Evaluation Questions for the end line studies for all projects. As a suggestion, rather than undertake studies of the contribution of *particular interventions*, it may be more useful to analyse midline evaluation data (RISE, T4E) to identify *schools/geographic areas* where literacy and numeracy gains appear to be greatest and identify and correlate factors of success and where gains were lowest to correlate barriers. This approach may better inform the lessons on 'what works'.

Adequacy of the indicators and tools used to measure outcomes

As discussed, individual grantee MEPs evolved in relative isolation from one another. As demonstrated in the table below the grantees do not use consistent indicators, which hampers comparisons and reporting of results.

Table 8 Variety of indicators for literacy and numeracy, teacher competence and reading material use

	Literacy and numeracy	Teacher competency	Reading material use
RISE	% who … demonstrate improved literacy and numeracy skills	% of teachers demonstrating improved literacy and numeracy instructional practice after receiving Literacy Boost and Numeracy Boost training	NEP 2015-2019 indicator 20: % of schools adequately resourced with relevant learning materials NEP 2015-2019 indicator 22: % of schools at each level using relevant learning materials
T4E	25% … show increased skills compared to the control group	4 indicators including: % of teachers using/ practicing: gender-sensitive; … disability inclusive; … effective classroom management; … 2 to 3 age-appropriate literacy and numeracy strategies/practices	%/ # of E2 children reporting being read to by their parents/caregivers % of children attended Literacy/ Numeracy Clubs supported by parents/caregivers % of children in pilot Elementary schools reading e-books on tablets # of hours spent per week by children reading culturally relevant and language appropriate books in school.
PKS	# of baseline/end line reports produced and disseminated	% teachers that demonstrate improvements in knowledge, skills and behaviour on pre- and post-tests and lesson observations	% of teachers who read to students regularly % of elementary students using classroom libraries, reading camps and/or reading events

This variability is tied in part to the different emphasis placed by projects on the strategies to improve literacy and numeracy. Outcomes and indicators for school governance are also different (T4E and PKS). If the overall aim is to compare 'what works' across the grants, the design of the baseline – midline – end line evaluations themselves also have variation. Both RISE and T4E have completed midline and end line data collection already, with differences noted in the education levels assessed. For example, T4E is testing children now in Elementary Year 2 (E2) using the

original Elementary Year 1 (E1) test, while RISE is using the E2 test. PKS has yet to collect end line data and were initially planning to re-test E2 against E1. It is not clear now which assessment PKS will use as they tested at a different time in the school year to the other projects. The PPF Secretariat is recommending that all testing be at E2 standards at end line. Determining whether the data is showing differences due to a change in children's age (i.e. a year older doing the same test) or progress against expected standards for that education level. In addition, the decision to provide interventions to the 2018 control groups in 2019 (RISE and T4E), while ethically sound, means that the 'control' group is no longer available to measure the intervention benefits against. Also noted are the changes made between year 1 and year 2 RISE and T4E project implementation (e.g. revisions to training materials, different trainers and combination of trainers, and the uneven distribution of supplemental learning resources) may well impact the validity of data obtained.

Challenges notwithstanding, with the possibility of more unified data collection in the future and with the 'loss' of control groups, there is a need to standardise indicators for the end line studies.

Examples of standardised indicators include

〉 % of boys and girls with improved literacy / numeracy assessment scores (including reading comprehension) against age-appropriate assessments
〉 % of teachers using / practicing age-appropriate literacy and numeracy teaching strategies
〉 % of children in target schools reporting having read at least # books from intervention sources in the last # months
〉 % of schools receiving training that have developed current SLIPs and have attracted additional resources as a result

Rubrics for measuring achievement against targets could be developed to indicate significant/good/fair/poor performance based on the numbers and percentages achieved. This would provide a measure for the overall success of the grants and relative success of each of the projects. While these uniform indicators would not preclude collection of more nuanced data on gender and disability, they would provide basic data for broad comparison.

Inclusivity of data collection

Data collected by the M&E tools and processes shows an appropriate level of disaggregation for gender of children reached. Despite the relatively high level of attention to data disaggregation which has been compiled into a useful PPF report on gender and social Inclusion outcomes,[55] notable gaps in disaggregation of data across consortia are evident (i.e. gender of reading club attendees, teacher use of gender/disability appropriate strategies, gender of SBoM members trained etc.). The Gender and Social Inclusion report makes a number of suggested improvements (page 12), which if implemented, will improve overall reporting of gender and social inclusion data. In addition, end line Terms of Reference (developed by the PPF secretariat) have appropriately mainstreamed dimensions of inclusivity across Key Evaluation Questions, which, if implemented well, should result in an adequate level of disaggregation across the end line quantitative and qualitative studies.

Of note, none of the projects provide separate gender equality strategies, embedding gender equality activities within the interventions themselves, including training sessions/modules on child protection, gender equality and inclusive education.

3.3.3 Reporting quality and use

As noted above, the PPF Secretariat provides Annual and Progress reporting formats that grantees use. Improvements to these formats have been made overtime to meet Australian Government information needs. One report prepared by the PPF Secretariat, and not by the grantees, is the Monitoring Trip Report. These monitoring trips are led by the PPF Secretariat in accordance with their management oversight and quality assurance function. Representatives from NDOE and the Australian Government are invited to attend – with the NDOE participating in four of the six monitoring activities and the Australian government participating in all.

Quality of progress reporting[56]

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[55] Gender and Social Inclusion in PPF Education Programs, PPF Secretariat, November 2019
[56] The same assessment system used for determining scores for Table 7 was used for assessing scores for Table 9.

The most recent Six-Monthly Progress Reports (June 2019) were assessed against 15 of DFAT's M&E Standards, specifically Standards 3.1 – 3.15 (Investment Progress Reporting). As an example, RISE progress reporting was had two criteria rated as 'excellent', seven as 'very good' and six as 'adequate'.

Overall, individual grantee progress reporting was found to be relatively fit for purpose, and of the 15 Standards, there were only 2 scores of less than adequate (failure to communicate data simply and effectively; lack of reflection on continuing relevance). Stakeholders interviewed from the Australian Government were generally satisfied with report quality (discussed further below).

Table 9 Assessment of grantee Progress Reporting against DFAT M&E criteria 3.1 – 3.15

	Excellent	Very Good	Adequate	Less than Adequate	Poor	Very Poor
RISE	2	7	6			
T4E	1	3	10	1		
PKS	2	5	7	1		

Monitoring visit reports prepared by the PPF Secretariat are comprehensive and of high quality and are viewed as valuable by grantees, NDOE and Australian Government representatives.

Use of reporting to meet information and learning needs

Internal grantee data use

The review team found a relatively high level of use of data to inform grantee management teams in particular. Data sharing and analysis takes place relatively routinely in the form of reflection workshops by consortium partners. Initially confined to implementation issues, there is evidence that data is increasingly being used to modify programming approaches and inputs. Of particular value were the PPF Secretariat monitoring visits. The feedback the monitoring visit provide on teaching and learning was considered to be of high utility to project managers.

There is also evidence from interviews with project staff engaged with training delivery and monitoring that **data is not always shared appropriately or in a timely manner** within the project so that it could inform day-to-day decision-making. This may be a feature of inefficient feedback loops among teams that are spread across multiple provinces or an effect of an over-emphasis on delivering activities at the expense of reporting. In addition, the elapsed time for the PPF review between Baseline/Midline draft evaluation report submission and release was lengthy (between 3 – 7.5 months) and hampered application of the study findings (e.g. end line data collection was already underway before the midline reports were finalised).[57]

Use of reporting by the Australian Government

While there was general satisfaction with individual grantee progress reporting, the combined progress reporting provided by the PFF secretariat is proving less useful to the Australian Government and does not adequately meet the needs for reporting against the Education Leadership Portfolio Plan. As a result, the Australian Government continues to refer to individual grant reports to collate the level of detailed information needed. As suggested above, **a more integrated program logic and a shared results framework would help to address this need**.

Use of reporting by the GoPNG

Whilst there has been a general level of appreciation for the information sharing events convened by PPF (in particular, sharing of the baseline results), both NDOE and NDPM officials expressed disappointment at the perceived lack of information they have received on project progress to date. This issue may be partially addressed through the establishment of the PPF NOC. While not all grantees initially tied their reporting directly to the NEP 2015-2019 indicators, this has improved over time, and has become a key requirement in the end line study designs. However, in attempting to provide usable data to report against the NEP 2015-2019 indicators, consideration should be given to:

〉 whether the data is useful at the national level. Whilst it has utility at the provincial level, data from 10 provinces cannot be extrapolated to apply to all provinces, limiting its utility for national level aggregation;

〉 methodological differences between NEP 2015-2019 data sources, for example the Pacific Islands Literacy and Numeracy Assessment focuses on grade 5 in PNG, while the PPF data only includes students up to the equivalent of grade 3 and uses different assessment tools; and,

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[57] Personal correspondence from the PPF education adviser, 18/11/2019

〉 whether NEP 2015-2019 indicators meet the needs of the NDPM, and if not, what other PPF data would be useful.

DFAT's Education Capacity Development Facility advisers are working closely with NDOE on data sources for reporting against NEP indicators. The PPF Secretariat should consult with NDOE and facility advisers to identify useful data that could be collected/provided to support the information needs of the NDOE and NDPM.

While reflection workshops are clearly an effective way for consortia to utilise monitoring data to inform implementation and strategic decisions, there was little evidence that District and Provincial education officers are engaged in this process. Going forward, this may be a useful strategy to boost sub-national ownership and ability. Grantee project steering committee meetings (StC conducts these quarterly) may provide an opportunity for more meaningful engagement of district and provincial officials to reflect on monitoring data.

3.4 Extent to which the grant projects are being implemented efficiently (KRQ 4)[58]

This section addresses sub-questions **4a,** the extent to which projects are implemented on time and in a cost-efficient way; **4b**, specific efficiencies that have resulted; and **4c,** any significant variations in the cost efficiencies of the grant outcomes.

Finding: All three grantees have implemented a wide range of activities with a large number of beneficiaries in a short space of time, indicating they have been efficient in achieving outputs. The tension between expectations of implementing at scale while demonstrating a variety of innovative approaches may have resulted in reduced effectiveness, where time to properly monitor input and outcome quality has been compromised.

Finding: Efficiencies were gained through the consortia approach, including increased geographical coverage, and sharing of reading resources, MEL expertise, and training resources. While the grants worked in relative isolation early on, changes in the PPF Secretariat have led to closer cooperation and greater opportunities for efficiencies. The greatest inefficiencies were observed around communications between grantees and the GoPNG, with a lack of effective protocols. The recently convened NOC will likely address this.

Finding: The review undertook only a gross estimate of approximate costs per beneficiary, which showed wide variations (students reached, teachers trained). It was not possible to reflect actual expenditure per beneficiary, adjust for targets that were exceeded, degree of remote access, or compare quality of outcomes. In addition, there was no explanation for the widely varying targets between grantee programs, which appears to account for the wide variability of costs. This warrants a more detailed value for money assessment.

By admission of the three grantees, the amount of funding made available for each of the projects is large and beyond the norm for funding provided to NGOs. The availability of a significant level of funding resulted in the development of proposals that include many different activities and targeting of substantial numbers of beneficiaries. As noted above, all proposals intended to address all five of the original objectives for the education grants. Also as noted previously, there is 'tension' between the expectation to implement at scale, the need to 'demonstrate' a variety of innovations and approaches, and the desire to learn from the results of various interventions – all of this in a short time span.[59] The review team notes, as discussed in the sub-section on effectiveness that significant progress is being made by all projects implementing a wide range of interventions to a large number of beneficiaries in limited time. The efforts to meet implementation targets efforts have come at a cost to ensuring the quality and sustainability of different interventions. The focus on implementation has resulted in reduced time and effort available for monitoring and follow-up of the application of training to ensure it influences practice change. Progress reports and interviews with grantees indicate that while they have been able to implement at scale efficiently, it is likely to have reduced effectiveness in terms of a lower quality of outcomes.

In terms of efficiency in communications, grantees are required to forward project information to the PPF Secretariat for quality assurance before the information is sent to the Australian Government. In turn, the Australian Government then communicates with GoPNG agencies. It is understood and appreciated that the Australian

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[58] Efficiency, for the purposes of the review, has been defined from the perspective of the amount of funding allocated to achieve the expected results. Since it is too early to determine actual results, the review team has based the assessment on the total project cost per primary beneficiary to demonstrate the need for a more detailed value-for-money assessment.

[59] The mid-term review felt this 'tension' during interviews with representatives of the Australian Government and the PPF Secretariat, in attempting to respond to the desire for a consolidated comparison of the different models and strategies.

Government desires to manage communications directly with GoPNG agencies, however, this has created barriers to efficient information flow about project progress, resulting in expressed frustration on the part of the GoPNG and the grantees who have had previous experiences communicating with stakeholders on project progress.[60] As well, prolonged timelines with respect to the submission, quality assurance and revision of project reports is inefficient. For example, from the initial submission of the PKS baseline evaluation report to submission to the Australian Government took approximately four months. In the case of the midline reports for RISE and T4E, this process was approximately seven months, reducing the utility of the information for planning purposes. This situation appears to be the result of two factors: 1) limited attention by the projects (due to demands of implementation) to address quality assurance issues identified by the PPF Secretariat; and, 2) limited time available for the PPF Secretariat Education Specialist to conduct quality assurance functions.

A more recent issue affecting project efficiency is the late timing of Australian Government's advice regarding the intention to extend the three grants. One major effect is that two different end lines will be conducted for RISE and T4E (one to meet the initial project completion date - April 2020 and one to meet the completion date for the extension – February 2022).[61][62] Another effect is that some staff have already started to make arrangements to find new employment to coincide with the original project closure date. Recruitment and training of replacement staff will result in delays and inefficiencies.

Intra-consortia efficiencies: There have been no reported specific efficiencies emerging from within each of the consortia. For example, there was no evidence that other programs being implemented by the three grantees (e.g. Water, Sanitation and Hygiene initiatives of CARE being integrated in the PKS project) were extended to those communities included in the PPF Education Grants to capitalise on synergies. However, several intra-consortia efficiencies are noted, including:

⟩ For T4E and PKS the consortia model offers additional geographic coverage that would not have been possible had a single entity taken on the project
⟩ For RISE, the consortia model offers innovation in the provision of reading material through SIL's Bloom Reader and Education for All - extending this to include children with visual and hearing impairments with the assistance of Callan Services
⟩ For T4E, the consortia model provides a recognised 'link' to potential policy dialogue with the engagement of the CIMC, as well as access to 500 elementary level reading books through the Library for All arrangement[63]
⟩ For PKS, the arrangement with the University of Goroka provides opportunity for nearly 300 elementary teachers to obtain the Early Childhood Education Diploma
⟩ The development of the PKS Knowledge Hub with the University of Queensland is a promising efficiency initiative once technical and protocol issues are resolved and a plan for sustainability is adopted. The primary argument for efficiency is that large numbers of individuals will have access to a large bank of data and information on education

Inter-consortia efficiencies: One of the reasons for engaging through larger grants was to reduce the transactional costs to the Australian Government and GoPNG that are associated with managing a large number of small grants. This rationale also explains the management of all grants under a single managing contractor. However, when the new PPF Secretariat Education Adviser joined at the beginning of 2019, the three grants were observed to be working in relative isolation from one another, although there were some examples of inter-consortia collaboration which led to some efficiencies. One early example was the 'sharing' of baseline evaluation tools developed by RISE with T4E and PKS – as well as extending the services of the data analyst for both baselines. In response to the perceived lack of coordination provided by the PPF Secretariat prior to 2019, the three grantees took the initiative

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[60] All of the grantees have their own 'connections' within government departments, including NDOE, and have used these connections to informally communicate information related to the projects.

[61] Additionally, the wisdom of conducting a midline evaluation for such a short implementation duration is questioned. T4E and RISE advised that they had little time to adjust their programming based on the results of the midline evaluation since the results were available at or near the time the end line was being conducted. When asked if the midline could be removed, T4E was advised that the midline had to be conducted.

[62] With confirmation that PKS will be extended, CARE can make the decision to postpone the current plan to conduct their end line in early 2020, allowing greater intervention maturity.

[63] It was reported that another agency – not a consortia member – has funded the development of an additional 250 titles to bring the number of titles to a total of 750.

to set up a social media account where the project managers can share information. More recently, this sharing and collaboration was extended to the end line data collection in the interests of trying to ensure consistency and comparability of data between projects. The 'sharing' also extends to some training materials, the LfA resources, and the concept of reading clubs. Another example is the decision by T4E to extend their elementary education fora facilitated by CIMC to include the other projects. This included T4E inviting CARE to participate in one of the CIMC-led provincial fora, and the joint national forum at the end of November 2019, where all three grantees presented and discussed highlights and challenges of their respective projects as part of their knowledge sharing objectives.[64]

Unit costs: Recognising that there are different contexts and challenges each project faces and that there are a range of different interventions being implemented by each project, it can be instructive to approximate the gross costs per beneficiary for each project.[65] Since the primary goal is to improve literacy and numeracy of elementary school-age children, two measures can be used: i) the total number of student beneficiaries and ii) the total number of teachers who are direct beneficiaries of the projects. The two tables below provide overall projected costs against each beneficiary. This information is intended only for the purposes of demonstrating a rough cost per beneficiary for each project and <u>does not</u> reflect actual expenditures per beneficiary, nor does it take into account the fact that some targets have been exceeded.

Table 10 Estimated projected cost per elementary student for the duration of the grants (June 2020)[66]

Project	Target # of Students	Total Project Budget (AUD)	Gross cost / student (AUD)
RISE	84,200	18,039,129	214.24
T4E	20,000	14,095,993	704.80
PKS	39,002	15,000,000	384.60

Table 11 Estimated projected cost per elementary teacher for the duration of the grants (June 2020)

Project	Target # of Teachers	Total Project Budget (AUD)	Gross cost / teacher (AUD)
RISE	1,800	18,039,129	10,021.73
T4E	500	14,095,993	28,191.99
PKS	941	15,000,000	15,940.49

Acknowledging the inability to compare actual expenditures as part of the mid-term review, the information provided in the table suggests additional investigation is warranted. Interviews with the PPF Secretariat indicated that there had been questions raised early in implementation as to the different numbers of beneficiaries and schools targeted by the projects, however, the review team was advised that these questions remain largely unanswered. Possible explanations, without conducting more in-depth investigation, could include: i) differences in the breadth and depth of interventions and the frequency of follow-on support; ii) location of schools – i.e. access to remote schools would incur additional costs; iii) different types of interventions – i.e. innovation pilots are likely to be more expensive; iv) the sub-contracts with consortia partners that may be less cost-efficient due to additional administrative overhead and management costs; and/or, v) different procurement costs for teaching and learning resources. Additional investigation into the cost-efficiency and cost-effectiveness of different interventions of the three projects at end line is suggested to enable a value-for-money determination and to inform future investments.

Based on the review findings, the projects have been efficient from an 'output' perspective, in that they will reach or exceed many of their targets within budget. Determining efficiency of the interventions from the perspective of achieving results at the outcome level will need to be determined at end line or following conclusion of the projects.

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[64] The Australian Government expressed a view that the grants have 'turned the corner' with respect to coherence and collaboration. The baseline data has been able to tell a 'collective' story, the PPF NOC is approved as well as the MOU between the NDOE and the grantees.

[65] Some of the interventions may be considered as 'standard' as one would expect education interventions to include teacher and school management training and the provision of teaching and learning resources. Other interventions are 'tests' that often require additional resources to develop. These 'tests' or demonstration interventions would include the EFL, LfA tablets, Adult Literacy, CLVs, and Knowledge Hub as some examples.

[66] Data on number of beneficiaries and total cost is derived from a PPF Secretariat document entitled 'High Level Beneficiary Numbers_2019_PPF_Education_050419'

3.5 Extent to which grant approaches and practices have been institutionalised and/or are likely to be sustained (KRQ 5)

This section addresses sub-questions **5a,** have financing and sustainability considerations driven the grant's implementation choices; **5b,** degree of success in institutionalising approaches and practices; **5c,** evidence of securing ongoing support and/or resourcing; and **5d,** adequate promotion of the PNGAus Partnership.

Finding: Despite the focus of the grants on achieving large-scale service delivery outcomes over ensuring sustainability of results, all grantees have focussed to some extent on enhancing the ability of PDOE officials and teachers to perform their roles, and therefore increase the likelihood that at least some aspects of improved education quality will be sustained. Limited NDOE/PDOE budget available for staff to fulfil their supervisory functions, as well as adopt or maintain PPF innovations remains a significant barrier to sustainability.

Finding: While there was some evidence of institutionalising approaches and practices, in particular around gender and disability equity in teaching practice, there was less evidence of increased resourcing as a result of project activities. There is a great degree of emphasis placed on SLIPs by the NDOE to provide the funding that individual schools need to carry out teacher improvement (among other things), which has not yet been proven.

Finding: Awareness of the PNGAus Partnership at the National level is high, with good awareness that funding for the PPF grants come from the Australian Government. At the community level, awareness declines with a closer association with individual implementing consortia members.

Arguably, the original purposes of the grants (see page 3) are more focused more on achieving large-scale service delivery results, within a short time frame, than on ensuring sustainability.[67]

The danger in the approach is that interventions designed to achieve service delivery targets often fail to take into account the capacity of host country systems to institutionalise and sustain the processes, practices and products that have been implemented.

All grantees in their project concept notes identified sustainability as a key issue. A significant aspect of their approach to sustainability focuses on strengthening the ability of education stakeholders (SBoM, TiCs, teachers and district officials) to perform their functions better. For example, for SBoM members, these functions relate to school planning; for teachers, their teaching duties; and for district officials, their supervisory responsibilities. For school planning, the hypothesis is that with better planning more resources will be accessed and available to provide: i) professional development for teachers; ii) additional teaching and learning resources; and, iii) ensure a safe learning environment. For supervisory functions, the hypothesis is that with improved knowledge, skills and abilities district officials will be able to help teachers to improve. Given the challenges faced in the equitable distribution of the government support to education and the limited economic activity in many communities, resources may not be available to actualise the plans of schools or to enable district officials to actually travel to schools to perform their functions.

Programming efforts to promote sustainability

Sustainability requires not only developing the requisite abilities of individuals, but also the capacity to *utilise* these abilities. This requires appropriate policies, systems, processes and funds to carry out the roles for which abilities have been developed. While all projects *did* make efforts to include provincial and district officials in their training and monitoring activities to strengthen individual abilities, there does not appear to be a corresponding direct effort to influence policies, systems and processes within the education system to facilitate ongoing application of these improved abilities.[68] When all projects end, it is understood that there may be limited funding from the government to continue training and monitoring activities, leaving individuals unable to apply their acquired knowledge, skills and abilities. The same observation also applies to teachers as teachers require continuous professional development, coaching and supervision to maintain and develop their knowledge, skills and abilities. Yet, with limited funding going forward, teachers may not be able to do so. Nevertheless, there are good examples of

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[67] CARE's Concept Note for the PKS project did highlight the challenge of ensuring sustainability in such a short timeframe.
[68] PKS was most notable for its insistence on working in close collaboration with, and through, district and provincial officials to build individual abilities with what appears to be a passive intention to influence practice.

programming decisions to promote sustainability while still achieving quality improvements and reach. These examples include:

〉 promoting teacher development planning and funding by schools through the SLIP process;
〉 the exploration of linking SLIPs to available Provincial/District resources (T4E and PKS);
〉 the decision to focus teacher training on the effective use of the existing SBC teacher guides and not to augment with (potentially unsustainable) supplementary teaching and learning resources (PKS);[69]
〉 promoting locally available, tested supplementary learning materials (e.g. Bilum Books) which have a greater chance of being purchased using government funding; and,
〉 the development of accessible and free reading materials through the Bloom Reader (RISE) and the LfA (T4E) which will be available as an e-resource to families and teachers

Mixed potential of initiatives for institutionalisation

One area that has promise for being institutionalised is the content and delivery elements of the different in-service teacher training packages that have been offered by the projects. While there have been initial discussions with the Papua New Guinea Education Institute and some universities offering pre-service programming about the training materials and the methods used to teach teachers, the review team was advised by NDOE that these training packages need to be submitted to the NDOE Board of Studies for Teacher Development for review and approval if they are to be advocated for broader use in schools by government – an important step in maximising sustainability.[70]

The draft ECCE curriculum being 'tested' under the RISE project also has some potential for uptake by the NDOE. UNICEF, which is spearheading the alliance for early childhood care and development policy and legislation, has expressed an interest in learning from the RISE ECCE pilot. The evolving policy framework for ECCE, changes in responsibilities for ECCE within GoPNG departments with delivery becoming a new responsibility of NDOE and standards the responsibility of the newly established National Office of Child and Family Services, and an incomplete ECCE curriculum pose some questions for sustainability.

For many of the demonstration interventions such as Education for Life, LfA and the Knowledge Hub, assessing sustainability of their application in schools is premature as evidence is just starting to become available. All of these demonstration interventions rely to some degree on the ability to access and use new technologies, or will require additional funding to continue or expand implementation, which appears to be beyond the current capacity of government. For the Education for Life and the LfA interventions, both are showing promising results but need more time and training for these to be considered effective school-based demonstrations (click to view: Box 9 Annex F.2). For the Knowledge Hub, the fact that the platform is not yet accessible and is struggling with technology and access protocols issues is concerning. More importantly, it does not appear to be connected with an appropriate unit within NDOE where it can be maintained and sustained once up and running. Finally, the inclusion of broad-based community participation in SLIP planning may be beyond the ability of SBoMs/District Officers to facilitate effectively without significant external support (click to view: Box 14 Annex F.3). Potentially, all of these initiatives may provide valuable lessons for what *can* be sustained within the means of a constrained budget environment.

Extent of PNGAus Partnership visibility

One area of interest to the Australian Government is the visibility of the PNGAus Partnership in relation to the education projects. While not having a direct effect on sustainability, increasing visibility would indicate to stakeholders and beneficiaries that both governments have an interest in and support initiatives in early literacy and numeracy acquisition. Based on interviews and observations during the field visits, while national level awareness of the partnership is high, there are varying levels of awareness of the PNGAus Partnership at the provincial and district levels. Most interviewees at the provincial and district level were aware that the funding is coming from Australia (with some still referencing 'AusAID'), but many are not aware that it is part of a partnership with their government. Awareness declines however at the school/community level, where project interventions are more recognised as being provided by the implementing NGOs. While all materials are to include the PNGAus Partnership logo and all official speeches reference the partnership, project staff wear T-shirts which include their

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[69] In environments like PNG, the lifespan of printed materials is in the range of 3-5 years. With PNG seeming to struggle with the purchase and distribution of SBC materials, acquisition of supplemental resources may not be a high priority.
[70] NDOE officials expressed considerable interest in acquiring the teacher training packages.

NGO name.[71] As part of the success of NGO-implemented programs comes from their staff's commitment to and pride in the values of their organisations, increasing PNGAus Partnership visibility should be reviewed to determine the positive and negative effects on both NGO and PNGAus Partnership identification requirements.

3.6 Lessons from the implementation of the grants can contribute to future Australia investments in early grades education in PNG (KRQ 6)

The different models and strategies employed by the three consortia and the progress they have made are discussed throughout this report. This section will synthesise and summarise the lessons for future Australian support to early grade education in PNG.

3.6.1 Success of approaches

Perhaps the most significant success has been the approach of implementing large-scale projects through consortia. Despite consortia members having varying degrees of knowledge, skillsets and expertise, the underlying premise of the consortia approach is that through the combined knowledge, expertise, skills and relationships of each consortia member, there is value added to the quality and reach of the projects. Child Fund and ADRA enable WV and CARE respectively to increase the geographic coverage of their projects. University consortia members bring what one project manager referred to as 'additional rigour' to activity designs and assessments, while other members bring innovative ideas that can be piloted on a larger scale than usual. The consortia model enabled significantly more resources to be released and at the same time served to reduce transactional cost to the Australia Government and GoPNG by having a single managing contractor oversee management of only three grants. The challenge to the approach is that decisions should not be driven by resource imperatives and should have adequate time to: 1) be designed in a collaborative manner with stakeholders; and, 2) allow implementation to be long enough to realise results.[72]

At the project level, it is difficult to ascertain at this stage which grantee approach has been more effective, however, the rough calculation of total grant budgets to the total number of targeted beneficiaries suggests that the RISE model may be more cost-efficient, while the T4E may be less cost-efficient – with PKS offering a middle ground (See Section 3.4 for additional discussion on efficiency). Additional investigation is warranted to ascertain a more accurate value-for-money assessment.

For specific interventions, while there is commonality in the approaches to train teachers, there are differences in the content and duration of training and the number of teachers that are trained in each school. Which content or duration of training is most effective remains to be determined in the PNG context, however evidence from other countries would suggest that the regular training all teachers in a school, together with the school head/TiC and the individuals responsible for teacher supervision, is more effective than training a single teacher in a school and expecting that teacher to pass on their knowledge and develop the skills of other teachers in the school. Engaging the school head/TiC and supervisor in teacher training increases the understanding and support of the school head/TiC or supervisor. PKS is committed to training all teachers in the targeted schools as did T4E in Central Province (due to budget savings). RISE trained 2 to 3 teachers per school, while T4E in provinces other than Central targeted one teacher per school.

The approach to engage provincial and district officials in both the training programs and in monitoring the application of the training at the school level is also good practice and can also serve to build the abilities of those involved. While all three projects engage officials in training programs and monitoring, PKS demonstrates greater engagement of district and provincial officials.

In a low resource environment, the sustainability of providing numerous teaching and learning resources is limited and raises expectations that the same level of resource provision will be available in the future and to non-intervention schools in the same district. PKS has made a conscious decision to limit the provision of large numbers of print-based teaching and learning materials, instead experimenting with the provision of Secure Digital (SD) cards for teachers (with teacher's guides, stories, songs and teaching videos), and proposed future access to teaching and learning resources through the development of the Knowledge Hub. The review team was not able to interview

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[71] StC wears StC t-shirts and provides RISE t-shirts to volunteers. CARE wears CARE t-shirts. Neither have PNGAus Partnership logos on them.
[72] Anecdotal evidence obtained by the review team suggested that there was considerable urgency to award contracts and obligate funds prior to the end of the Australian Government fiscal year in June 2017.

teachers who had received the SD card to investigate type, application and frequency of use. With appropriate training and support this technology holds some promise as the reach and functionalities of mobile phones improve in PNG.

3.6.2 Specific suggestions for adapting and adjusting project approaches

While early to determine overall effectiveness of current approaches of the projects, the following suggestions for adapting/adjusting may be considered:

i. Teaching and learning at the school level

> Train all teachers as well as the head teacher/teacher-in-charge in a school to ensure that there is a shared understanding and mutual support for the change that is required. Supervisors should also be aware of and understand the training program to be able to provide appropriate supervision and support

> Encourage the 'best' teachers to be assigned in the early grades – this is particularly important as the system shifts to a 1-6-6 structure. A child is more likely to 'survive' a poor teacher in later grade levels if they have a good educational foundation developed during the early grades

> Consider supporting classroom and school-based research to develop awareness and understanding of early language learning to inform strategies to support the learning English in communities that use languages other than English[73]

> Seek ways to influence/adjust the school timetable to allow dedicated time for reading – preferably in the morning when children are more alert and likely to learn

> Seek ways to strengthen peer coaching and support – including redesign of the Resource Teacher concept and supporting further trialling and adaptation of the Peer Learning Circles concept

ii. E-learning approaches

> Provide additional support to teachers so that they are familiar with and not reluctant to operate and use the technologies

> Examine companion mechanisms to enable local community members to trouble-shoot simple technical challenges with the use of information and communication technologies

> Enable the Resource Teacher to be also be a coach and facilitator in the use of technology and use of e-learning materials; use technologies to support coaching efforts and as a delivery venue for the Peer Learning Circles

iii. Strategies to institutionalise change and promote sustainability / scalability

> The best chances for the institutionalisation of change/sustainability/scalability start from the engagement of key decision-makers, influence-holders and stakeholders at the beginning of an investment – to build ownership of the activities and develop a commitment to sustain the results. For the projects, the planning for the extension period provides an excellent opportunity to engage stakeholders to build ownership and commitment during the remaining period of implementation

> Convene and/or participate in additional fora at the national, provincial and district levels that have early years and early grades education as a focus, finding ways to share the successful and the not-so-successful results so that others can learn from implementation of the projects

> Build in time to negotiate and implement detailed MOUs at Provincial/District levels to ensure the meaningful involvement of staff in project activities, particularly training and monitoring to maximise their exposure to improved practice. While systemic change may be beyond the ability of NGOs to initiate, focusing on strengthening individual abilities is still worthwhile

iv. Strategies for GoPNG engagement and / or policy dialogue

> While MOUs and Steering Committees (i.e. the PPF NOC) provide the official channels for governance and decision-making, they are insufficient to ensure GoPNG engagement. Other formal and informal mechanisms need to be developed that will ensure that there is continuous engagement at different levels and within different departments. The concept of early grades education technical working groups could be explored – or perhaps a more appropriate solution is for the technical aspects of project

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[73] The policy of the GoPNG is that English is to be the language of instruction in all schools. International research indicates that learning in the early grades is improved if that learning is done in the mother-tongue or lingua franca of the community.

implementation to be included as part of the agenda of existing regular NDOE technical committees. This approach, rather than setting up a separate committee (which would demand time from an already busy officials) could be employed to discuss project specific issues as part of regular NDOE decision-making. Informal channels (already in place with the three projects) could be formally recognised to facilitate decision-making.[74] There are distinct advantages in conducting an informal meeting before the official meeting to avoid any misunderstanding has value in the PNG context

⟩ Encourage the grantees to work in collaboration with the PPF Secretariat to develop appropriate 'direct contact' mechanisms with NDOE officials to facilitate sharing of information from the projects. There is a requirement for building trust and transparency in the important work that is being done, and finding ways to share information quickly with the relevant senior and mid-level officials will be required

⟩ Consider extending the services of the CIMC across all three projects, recognising the potential policy engagement role that CIMC could perform – perhaps by transitioning the original relationship of CIMC as a T4E consortium member to work directly with the PPF Secretariat

v. Modifications to M&E indicators / outcomes (including for gender and disability)

⟩ While adjustments to the end of project outcomes of each grant is not recommended for the period of the extension, there should be effort to see how the different projects can align their intermediate objectives, outputs and activities – ideally through the development of a shared program logic and M&E results framework that shares common core elements

⟩ It is suggested that common indicators relating to: i) the aggregation of age appropriate literacy/numeracy outcomes; ii) teacher's use of appropriate teaching strategies; iii) children's reading practices; and iv) the ability of schools to attract additional resources be collaboratively developed by the grantees – facilitated by the PPF Secretariat

vi. Effective communications and branding of the PNGAus Partnership

⟩ The grantees and the Australian Government need to discuss the advantages and disadvantages of promoting their own branding and how best to ensure that there is effective communication related to the PNGAus Partnership. There are competing interests at play, and a negotiated (rather than imposed) solution will be the most appropriate way forward

3.6.3 Relevant lessons for the proposed E4P design, considering especially:

i. Improving or adapting current approaches to teaching and learning

⟩ The E4P design may adopt a time horizon of up to 15 years, which means that the investment will run parallel with the new NEP covering the period from 2020 – 2029. This provides a unique opportunity for long-term influence. Having longer-term influence is particularly important to address issues related to teacher quality. The investment could support: i) reviewing and revising the standards for teaching; ii) strengthening the pre-service teacher curriculum and the ability of pre-service faculty to deliver; and, iii) institutional strengthening of the Papua New Guinea Education Institute.

⟩ Strengthening the abilities of school heads/TiCs to provide appropriate and effective supervision and classroom observation feedback to teachers.

⟩ Continue to explore ways to strengthen peer-to-peer coaching and support mechanisms to improve teaching practice.

⟩ Depending on the reach of technology across PNG in the coming years, continue to experiment with low-cost information and communication technology solutions in providing teaching and learning materials.

ii. Facilitating GoPNG engagement and / or policy dialogue

⟩ Establish a mechanism for dialogue between the GoPNG and the Australian Government on education issues that is not dependent on any one investment. As the Local Education Group of the Global Partnership for Education appears to have replaced the previous committee that engaged various donors and NDOE on education issues, Australia, as the single largest donor to education in PNG, may wish to

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[74] All three projects have developed informal and unofficial relationships with different NDOE officials. Some of these relationships are the product of previous engagement by the NGOs, while others have been developed by the NGOs to exchange information without having to go through official channels.

request a standing committee on education with NDOE as a platform to discuss in a single forum all forms of Australian assistance to improve PNG education. This standing committee could also serve as the Steering Committee for different current and future investments in education. This approach would prevent project-specific Steering Committees imposing additional time and effort demands on both the GoPNG and Australian Government officials. The standing committee could address a unified agenda covering all investments of Australia in support of PNG education and provide for a long-term consistent approach to the governance of these investments.

〉 Acknowledge and adhere to GoPNG policies, plans, processes and requirements with respect to the design and implementation of future investments in education. The NDPM has updated its policy with respect to development cooperation and expects donors to respect the guidance provided

〉 Acknowledge and utilise more effectively the knowledge, skills and 'connections' of the locally engaged staff of the Australian Government. These staff members, having the cultural awareness and technical skills are able to facilitate interactions and communications with and between NDOE, DNPM and the Australian Government.

iii. Enhancing sustainability of outcomes

〉 Acknowledge and require investments to reflect the fact that GoPNG is likely to be, for the short to medium-term, in a constrained financial position and not in a position to institutionalise and sustain costly solutions. Solutions proposed by projects, if they are intended to be sustained, will need to be appropriate for a limited government funding environment

〉 Bring key decision-makers, influence-holders and stakeholders in early on investment discussions will help to build ownership and commitment

〉 Place increased efforts on strengthening partnerships with civil society and the private sector to support implementation of sustainable education solutions

iv. The relative merits of continuing the PPF grant mechanism as a separate funding stream beyond the proposed completion of the grants in February 2022 or novating PPF activities under E4P

〉 Through the current PPF Education Grants, it has been demonstrated that grants can be used to mobilise implementation quickly and efficiently and by using consortia, achieve increased reach and benefit from the unique added value of different organisations

〉 Engaging the current consortia as part of a longer-term partnership has considerable merit as the grantees already have working relationships with education officials at the national, provincial, district and school levels and have rich knowledge and experiences to draw upon to inform future activities

〉 It is recommended to continue the grant funding approach in parallel with and *part of* the E4P investment. While the current grantees are highly skilled and experienced at field level implementation, future engagement of consortia should be coordinated by a single organisation to ensure consistent guidance. It would be the responsibility of this organisation to engage in strategy and policy discussions at the senior levels of government – an aspect that will be increasingly required in the future. This approach would help facilitate coordination and collaboration and reduce transactional costs for the Australian Government and GoPNG. NGOs could focus on augmenting service delivery while the broader investment can focus on influencing more systemic change and addressing longer-term sustainability issues

4 Summary of Lessons Learnt

Based on the experience of the PPF Education Grants, it is evident that NGOs are able to mobilise quickly, particularly in areas in which they have worked previously. The strength of NGO's experience and commitment and the collaborative approach through working in consortia is making things happen at the school and community level achieving the aim of the PPF mechanism to realise significant reach. This approach is effective for the delivery of services, however for these efforts to influence policy and practice, a parallel effort is needed to quality assure, consolidate, synthesise and communicate the evidence emerging from the implementation experience of the NGOs and to appropriately engage officials at all levels of government.

The relatively short, three-year timeframe is considered to be insufficient to derive the important lessons learned from implementation and to use these lessons and evidence to initiate project adjustments that will have adequate

time to take effect and influence improvements in: quality and sustainability; policies, systems and practices; stakeholder engagement, and the application of newly acquired knowledge and skills.

The desire to reach significant target populations in a short timeframe in the manner in which the PPF Education Grants were designed and implemented may be perceived to be counter to the guidance provided by Australia's 2017 Foreign Policy White Paper. The White Paper calls for donor investments to work collaboratively with partner governments from the outset and in accordance with partner government policy. The argument is that when there is sustained commitment and well-defined processes in place, significant headway can be made.

As suggested previously, improvements in abilities due to project interventions are likely to be limited by the broader systemic constraints which prevent individuals with newly acquired knowledge and skills from performing their roles. To avoid a situation where efforts to develop abilities do not lead to actual changes in practice, it is suggested that prior to or as part of the design and inception period of any future investment a political economy analysis of education service delivery at the national and provincial levels be conducted to identify both systemic constraints as well potential contributors to successful implementation and sustainability. More focused analysis could be conducted during the early stages of implementation at the district and community/school level once these locations are identified to inform the design of specific interventions and efforts to develop abilities.

These broader systemic constraints place limitations on the extent to which *any* additional resourcing to the sector (whether through NGOs or other mechanisms) can be expected to be made sustainable. The use of project-paid trainers; covering the costs of provincial and district trainers' participation in activities; and provision of supplemental teaching and learning resources may well demonstrate improvements in literacy and numeracy test scores, the GoPNG's capacity to sustain these practices and investments in the near future is not apparent. Without secure funding commitments by government, future donor funding to the education sector in PNG will be caught in a cycle of developing **ability,** while the **capacity** to use these newly acquired abilities may be limited. For continued gains to be made in early grade learning achievement in PNG, it is apparent that donor funding will be required for the short to medium-term, until such time as the capacity of the GoPNG can address systemic and budgetary constraints.

Whilst the desire to combine shorter-term service delivery improvements while trialling longer-term solutions is commendable, the latter should not be allowed to detract from the former, especially in a resource constrained environment where replicability and sustainability of all but the most essential of services, such as teacher training, is questionable.

Encouraging innovation of approaches by multiple entities addressing the same outcomes should not prevent the development of a common program logic framework that provides adequate guidance to grantees on the objectives (the what) of the investment, and the possible pathways for achieving them (the how). Grantees could then select which objectives and pathways they are better placed to focus on and develop their unique strategies and processes to achieve them. This approach would also enable development of a common results framework and provide better potential to compare relative successes.

The effort required to effectively introduce electronic-based innovations is underestimated. There is a need to develop user's basic mastery of the related technologies as well as support users with well-designed (and resourced) strategies to improve the application of these technologies as learning tools rather than just serving as alternative mechanisms to access printed materials (click to view: Box 8 Annex F.2).

The requirements for encouraging increased enrolment of children with disabilities in mainstream schools are significant and require more substantial inputs than projects of this nature could reasonably be expected to support. While effective in equipping Inclusive Education Resource Centres with additional and effective tools to work with children to improve their readiness for schools, the level of support the project was able to provide to teachers to accommodate even those with the least severe disability into their already overcrowded classrooms needs attention through a more focused intervention.

5   Moving Forward

As noted above, the ability of the review team to provide definitive assessments as to what worked is limited due to the early stage of implementation by the three consortia. Two projects (RISE and T4E) had been implementing for less than two years at the time of the review. PKS had an even shorter implementation period of less than 15 months. However, some preliminary judgements on the effectiveness of teacher development and reading
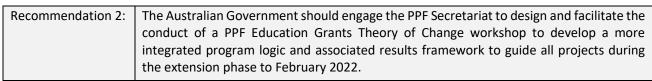
interventions were possible and, based on the findings of the midline evaluation (RISE and T4E), Six-Monthly Progress Reports, PPF Secretariat monitoring reports and the observations made during the mid-term review, good progress is being made to achieve many of the project targets and there is a positive impression that progress is being made to attain the end of project outcomes. The narrative which follows offers proposals and recommendations to: i) guide decisions on the immediate next steps to be taken by the Australian Government in relation to the PPF Education Grants; ii) improve the implementation effectiveness of the grants during the extension to February 2022; and, iii) inform the design of a possible future investment in early grades education in Papua New Guinea.

5.1 Proposed Immediate Next Steps

Finalisation of the mid-term review report is scheduled for mid to late 2020 in time to inform adjustments to the implementation strategies and plans of the three consortia and the PPF Secretariat.[75] The process by which adjustments will be made is considered critical by the review team, considering the perception of GoPNG of limited previous engagement of government officials in the design, governance and oversight monitoring of the education grants. Accordingly, the review offers three recommendations to be acted upon immediately following release of the mid-term review report.

Recommendation 1:	The Australian Government should engage the PPF Secretariat to design and facilitate a collaborative process to engage key stakeholders in a review of project progress, including but not limited to, the mid-term review findings.

The PPF Secretariat should design and facilitate a process that will engage the GoPNG partners, the three NGO consortia and the Australian Government to review the findings of the mid-term-review together with the most recently available information on the current progress of the PPF Education Grants.[76] Additional information on progress should be available from the most recent Six-Monthly Progress Reports/Annual Plans (December 2019), the preliminary findings from the current end line studies for two of the grants (RISE and T4E) should be available by early 2020 and the 2020 Aid Quality Check for the PPF Education Grants. This process may be linked to, but should precede the workshop to review the PPF Education Grants Theory of Change.

Recommendation 2:	The Australian Government should engage the PPF Secretariat to design and facilitate the conduct of a PPF Education Grants Theory of Change workshop to develop a more integrated program logic and associated results framework to guide all projects during the extension phase to February 2022.

The PPF Secretariat should schedule in early 2020 a workshop to engage stakeholders to collaborate on the design of the extension of the grants to February 2022. Key activities would include: i) identifying recommended implementation activities based on the findings from the mid-term review, midline and end line evaluations and the most recent project progress reports; ii) reaching agreement on the elements of a more integrated program logic and associated results framework; iii) agreeing on information-sharing protocols and processes and governance and decision-making processes. The workshop would include officials from the NDOE, the DNPM (other GoPNG officials as possible observers), representatives from the Australian Government, the PPF Secretariat and NGO consortia members.[77]

The proposed extension provides a timely opportunity to reflect on what has been achieved to date by consortia partners, revisit assumptions made at the concept stage, take into account progress made and together with NDOE partners, develop a consolidated program logic. The program logic should be sufficiently focused to reflect the realities of implementation lessons and ensure alignment with the new NEP 2020-2029, while being sufficiently 'global' to accommodate innovations within the particular pathways being explored by individual grantees according to their particular strengths and interests.

To develop a useful M&E results framework, rather than modifying all the M&E indicators/outcomes, consideration be given to standardising only the core indicators for which all of the projects are contributing. These core indicators

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[75] Finalisation of the mid-term review was postponed to late March 2020.

[76] The Mid-term Review was conducted in late 2019. Annual progress reports will be prepared for the January-December 2019 period and were not available. The review relied on information provided in the January to June 2019 Six-Monthly Progress Reports.

[77] While the PPF Secretariat would design and facilitate the forum, given the participation of the PPF Secretariat in the forum an independent program logic facilitator may be necessary.
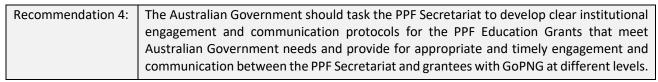
would be for literacy and numeracy attainment, teacher training and reading practice as suggested previously. One approach might be to develop two sections of the results framework – one for the core indicators and a separate section for the more unique indicators that would measure the results 'demonstration' activities.

Recommendation 3:	The Australian Government should request for a special meeting of the PPF NOC to endorse the agreements and direction resulting from the PPF Education Grants Theory of Change workshop.

It is important to obtain senior level endorsement of the agreements reached during the workshop to build ownership and commitment to work of the education grants. Since many of the members of the PPF NOC may be in attendance at the workshop, it may be possible to convene a meeting of the PPF NOC as the final session.

5.2 Proposed Actions for the Short-Term (implementation to 2022)

Findings of the two project midline studies and review interviews and observations indicate improvement in the knowledge and skills of teachers as a result of grant-supported interventions. Other than this finding, there is little else that provides sufficient evidence to warrant recommendations on specific project approaches or activities. Accordingly, the mid-term review team has focused proposed actions and recommendations predominantly on processes to guide PPF Education Grant implementation during the extension phase to February 2022.[78] The review team explored with different stakeholders a number of ideas for what could happen during an extension period. During the validation workshop with the NGO consortia and representatives of the Australian Government, an exercise seeking feedback from the participants on possible actions for the extension phase revealed general support. These ideas for proposed actions were also presented during the delivery of the draft Aide-Memoire.

Recommendation 4:	The Australian Government should task the PPF Secretariat to develop clear institutional engagement and communication protocols for the PPF Education Grants that meet Australian Government needs and provide for appropriate and timely engagement and communication between the PPF Secretariat and grantees with GoPNG at different levels.

As noted by the mid-term review, the perceived limited engagement of the NDOE and DNPM in previous and current decisions and the delays in information-sharing regarding the PPF Education Grants poses potential significant risk to the effectiveness and sustainability of the investment. Improving the nature, type and frequency of engagement, collaboration and communication between and among the various stakeholders should be a high priority moving forward.

It is expected that this will be facilitated through the signing at the end of October 2019 of the MOU between the NDOE, the PPF Secretariat and the three NGO consortia.[79] Given that the grants were awarded over two years ago, concerted efforts will need to be undertaken by the PPF Secretariat and NDOE to realise the respective responsibilities of each party outlined in the MOU and increase the nature and frequency of engagement. The current MOU expires on 3 April 2020, thus requiring an extension to match the extension of the PPF Education Grants. This could provide an opportunity to strengthen the institutional and communication arrangements contained in the current MOU.

Establishing the PPF NOC,[80] could provide for more effective oversight, agree on changes in institutional and communication arrangements and facilitate collaborative decision-making during the extension phase. The PPF NOC also has the potential to serve as an avenue to engage GoPNG in discussions regarding possible future investment by Australia in early years education in PNG.

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[78] The Australian government expressed the intention to extend the grants to the end of February 2022 to: the StC and WV consortia on 8 November 2019, during the review team's meeting with them; CARE on 20 November 2019 during the review team's debriefing session; and, representatives of the NDOE and DNPM during the presentation of the Aide-Memoire on 25 November 2019. Since then, the Australian Government has indicated that the grants are to be extended to February 2022, with actual implementation likely concluding December 2021.

[79] The MOU was signed by StC on 11 October 2019, by WV on 17 October 2019, by CARE on 22 October 2019 and by Abt Associates on 24 October 2019. The MOU was signed by the Secretary of Education, but there is no date provided. During interviews with key informants the comment was made that it took over two years to sign the MOU.

[80] The Secretary of NDOE signed on 27 September 2019, the final draft of the Terms of Reference for the PPF NOC (dated 28 May 2019). The PPF NOC serves as a Steering Committee.

At the sub-national level, it is suggested that engagement between the consortia and provincial and district officials be strengthened to ensure that there is adequate information sharing at a minimum, and ideally, identify and address blockages to increase collaboration in implementation and monitoring to strengthen the abilities of provincial and district officials.

Recommendation 5:	The Australian Government should task the PPF Secretariat to develop appropriate and cost-effective strategies and processes to strengthen data analysis and knowledge acquisition and sharing, particularly for the end line evaluation study.

The review team was surprised by the scope and estimated costs of the baseline, midline and end line studies. A significant amount of data and information has been collected through the baselines and from the midline studies of the RISE and T4E projects. As well end line studies for RISE and T4E were underway during the conduct of the mid-term review. It is the opinion of the review team that given the short timeframe for the implementation of the projects, a substantial midline data exercise was likely not necessary, and improvements in literacy and numeracy could have been ascertained through more cost-effective methods. In addition to the cost consideration is the ability of the projects to even use the information from the midline. Both StC and WV indicated that they did not have sufficient time to adjust their projects based on the findings of the midline evaluation report before they were administering the current end line.

Acknowledging the richness of the data sets already collected, the review team suggests that these be subjected to additional analysis (most likely at end line), including cross-correlation of key data elements to help determine the relative contributions of different interventions. This could be complemented by the design and implementation of a suite of targeted qualitative research activities to understand better *why* and *how* change happened. A positive/negative deviance model, based on the findings of the cross-correlation of the quantitative data, may be useful to target this additional qualitative research. The Australian Government and the PPF Secretariat will need to ensure there are adequate funds set aside for the end line evaluation study, as well as the effective communication of findings. Collaboration with the NDOE Research and Planning Unit in the design and analysis of the end line studies would be appropriate. For the dissemination of findings, CIMC could be engaged.

Recommendation 6:	The Australian Government should review and potentially expand and/or adjust the role, functions and level of effort of the PPF Secretariat.

With the opportunities and challenges presented with: i) operationalising the recently signed MOU; ii) supporting the PPF NOC to undertake and perform its functions; iii) strengthening institutional engagement, collaboration and communication; iii) ensuring better data analysis and knowledge sharing; and performing management oversight and quality assurance of the education grants, the roles, functions and level of effort of the PPF Secretariat should be reviewed and revised.[81] At the time of the mid-term review, it was evident that the PPF Secretariat could be providing more frequent monitoring and guidance to the consortia on the wide range of interventions being implemented. In addition, the role of PPF Secretariat in consolidating/adding value to grantee reporting to meet the requirements of the Australian Government need to be considered.

Recommendation 7:	The Australian Government should direct the PPF Secretariat and the three grantees to work towards consolidation of the interventions rather than expand to include additional targets during the extension phase.

The review team does not recommend that project activities be expanded to include additional schools, districts or provinces at this time. The priority is to learn from what has been done and investigate how things could be improved. There is a pressing need to ensure that coaching and monitoring of selected interventions is conducted, analysed and results communicated. Coaching and monitoring activity will provide additional effects and insights as to what works and what does not – and why. Decisions will need to be made in the next few months on what interventions will be continued during the proposed extension period. Based on the mid-term review findings, three categories of interventions may be considered: 1) interventions for which there is some evidence of progress and potential sustainability; 2) interventions for which there is limited evidence of progress

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[81] The review team was not provided information on the scope of services for Abt Associates with respect to their roles, functions and obligations in supporting the PPF Education Grants. As a result, the review team is unable to ascertain whether the suggestions provided to expand and/or adjust the roles and functions of the PPF Secretariat are feasible under the current contract arrangements with Abt Associates.

and potential for sustainability yet hold some promise for future investment; 3) interventions for which there is limited evidence of progress and potential for sustainability and limited prospects for developing adequately in the timeframe of the extension. The review team proposes the following:

1. Some evidence of progress and potential sustainability;

    〉 Teacher in-service programs
    〉 Low-cost local supplemental teaching and learning materials
    〉 Provision of reading resources through free apps, including for the hearing/visually impaired

2. Limited evidence of progress and potential for sustainability yet hold some promise for future investments;

    〉 Resource Teachers and Peer Learning Circles
    〉 Strengthening of provincial and district officials' abilities
    〉 E-learning interventions at the school level (LfA tablets, Education for All kits)
    〉 Training materials on SLIP development (click to view: Box 11 and Box 13, Annex F.3)
    〉 ECCE facilitator training materials

3. Limited evidence of progress and potential for sustainability and limited prospects for developing adequately in the timeframe of the extension;

    〉 Parent/caregiver involvement in reading activities
    〉 Increasing girls' enrolment in school
    〉 Community Literacy Volunteers (unless linked with the school)
    〉 Enrolment of children with disabilities in mainstream schools
    〉 The Knowledge Hub

5.3 Considerations for the longer-term (future investments in foundational education)

One of the objectives of the review was to provide recommendations on approaches and delivery modalities to "inform the design of a future investment in foundational education". As explained previously, the limited evidence available for some of the interventions being implemented through the three projects prevents offering an exhaustive list of specific recommendations to guide a future investment. Additionally, there is an imperative to work collaboratively with the GoPNG going forward, and the recommendations below offer a place from which to start this collaboration to improve the GoPNG ownership and commitment to future interventions. Accordingly, the review team's focus is on processes that need to be in place to enable effective collaboration going forward.

Recommendation 8:	The Australian Government should continue support to improving the quality of basic education, specifically early grades literacy and numeracy, in PNG for the medium to long-term and communicate this intention to the GoPNG.

The considerations that will need to be taken into account for planning future investments in early grades education will include:

〉 Alignment with current and future GoPNG Medium-Term Development Plan – in particular balancing investments to ensure that those geographic areas identified by GoPNG as 'hot spots' and 'under-performing' are also served[82]
〉 Alignment with the priorities in the new NEP 2020-2029, including positioning support with the implementation of the 1-6-6 grade structure
〉 Coherence and alignment with the Australian Government strategy related to sub-national support (under development).
〉 Early establishment of governance and 'ways of working' arrangements between the Australian Government and GoPNG to guide the design, implementation and oversight of the investments
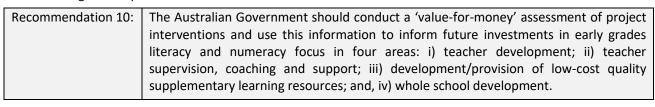
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[82] The term 'hot-spots' is used in the PNG Medium-Term Development Plan 2018-2022 to denote areas where additional development attention is required. The term 'hot-spot' refers primarily to the incidence of poverty and thus the focus for development, including economic development initiatives – and education is viewed as an important contributor.

〉 As part of the design process, conduct and apply the findings of targeted political economy analysis in areas proposed for support to determine contributors and barriers for success

Recommendation 9:	The Australian Government should require the design of future investments in education to deliver technical assistance and delivery support through government institutions, which could be facilitated through a managing contractor.

Government institutions, specifically the NDOE and provincial and district education offices have the responsibility and accountability for supporting the delivery of quality basic education. Rather than invest in and operate parallel implementation mechanisms, efforts need to be made to strengthen the abilities of officials and the capacity of the government offices to perform their functions. A single managing contractor (see Recommendation 11 below) could be tasked with facilitating and ensuring that technical assistance and delivery support are provided through government institutions. Two examples are provided below:

〉 The 'cluster' concept is already being used by some districts to deliver in-service training and coaching.[83] Additional support could be provided to improve the application of the 'cluster' concept as a low-cost mechanism to support improved teaching practice. Modifying and strengthening the Resource Teacher concept and linking these teachers to support a cluster-based approach (perhaps through Peer Learning Circles) could be a useful strategy to support the government to deliver training programs and provide peer supervision and support

〉 'In-line' funding of technical positions to strengthen the abilities of provincial and district officials and facilitate capacity change within PDOE and District Education Offices. This could include support for strategic planning and management at the district and provincial levels to facilitate the equitable distribution of limited resources. At the national level, an 'in-line' technical position (or positions) could help ensure the ongoing engagement of senior and mid-level government officials. One possibility that might be explored is the co-location of the PPF Secretariat education adviser in NDOE.

Recommendation 10:	The Australian Government should conduct a 'value-for-money' assessment of project interventions and use this information to inform future investments in early grades literacy and numeracy focus in four areas: i) teacher development; ii) teacher supervision, coaching and support; iii) development/provision of low-cost quality supplementary learning resources; and, iv) whole school development.

As suggested in sub-section 3.4 in relation to assessing the cost-efficiency of various interventions, it is suggested that a value-for-money assessment be conducted for the interventions implemented by the RISE, PKS and T4E projects. This assessment would focus on and inform the design of intervention support in four critical areas

〉 <u>Teacher development</u> – in content knowledge as well as teaching strategies.[84] Given the likelihood that a future investment may be of longer duration,[85] it is appropriate to consider including the provision of support to improve the quality and reach of pre-service programs in addition to in-service training programs.[86] With the proposed shift of all teacher training to the Department of Higher Education, Research, Science and Technology, this may provide an opportunity for donor investment. Teacher development support initiatives need to align with the core requirements for delivering the SBC. Cross-cutting issues in teacher development initiatives (i.e. child protection obligations, gender and disability inclusion) should continue. The innovative application of technology (e.g. videos on SD cards, social

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[83] The 'cluster' concept is a model which encourages schools which are near to each other to work together to support each other and exchange ideas and practices. In other countries (e.g. Philippines), a 'lead' school is usually assigned to engage six to eight nearby schools.

[84] International research continues to confirm that the most significant factor related to a child's learning is the ability of the teacher. This is particularly evident with respect to learning in the early grades. Results from the PPF Education Grants midline studies indicate that there have been significant improvements in the acquisition of knowledge and skills by the teachers who have participated in the training program provided, however lack of adequate follow-up and support may impede application and practice. More targeted correlation studies should be able to support this causality.

[85] Discussions with the Australian Government and advisers assigned to the Education Capacity Development Facility, a planning horizon of more than 10 years is envisioned for a future investment to help improve PNG's early grades' education.

[86] Improvements in pre-service teacher preparation will reduce the requirements for intensive in-service training programs.

media platforms e.g. Facebook) to provide information and demonstration lessons to teachers should augment, but not replace, face-to-face training and coaching

〉 Teacher supervision, coaching and support – to ensure teacher development initiatives result in application in the classroom. The provision of effective supervision, coaching and support requires the development of abilities of the individuals responsible for these functions. With the recent delegation of classroom observation and teacher supervision to school heads and TiCs, attention needs to be given to improving their ability to perform these functions. As noted above, continue to support the enhancement and application of the concepts of a 'cluster' and school/cluster-based resource teacher. Perhaps the resource teacher could be 'paired' with a school head/TiC or a senior teacher and act as a team.

〉 Development/provision of low-cost local quality supplementary learning resources – should be aligned with the SBC and be approved by the Board of Studies for Curriculum. Continue to explore the innovative delivery of learning resources through technology, in particular the approaches being taken by Library for All, Bloom Reader/Education for Life. For targeted areas where the application of technology may be delayed or not feasible, printed resources will remain a priority. Consider support to develop low-cost teaching and learning resources such as newsprint readers or 'Big Books'

〉 Whole school development that places learning at the core – as the school is the unit responsible for the direct delivery and management of education, additional effort should be dedicated to ensuring schools are more effectively and efficiently managed and led.[87] Enhancing the knowledge and skills of school heads/TiCs and SBoMs is required to assist them to perform appropriate functions related to their mandate, including functions promoted in the new NEP 2020-2029. Using the development and implementation of the SLIP as the officially-endorsed process for school planning, conduct research, test (through action-research) and facilitate the adoption of applicable emerging whole school development elements and approaches.[88] Whole School Development focuses on learning and uses contextually appropriate bottom-up planning and support from the school and community – regardless of government or external funding. This approach could consolidate and integrate other interventions to support learning in the community and reflect these in the revised SLIP. For example, Reading Clubs and Literacy Volunteers should be included in and expanded SLIP.

Recommendation 11:	The Australian Government should incorporate an 'NGO education grant consortia' modality in future investments in early grade literacy and numeracy and consider engaging a single managing contractor. The managing contractor will be expected to facilitate the delivery of technical assistance and delivery support in a joint decision-making capacity with partner government institutions.

The potential benefits of incorporating an NGO grant consortia modality in a future investment in education are three-fold: i) NGO grant consortia have the proven ability to mobilise, adapt and implement quickly, particularly at the sub-national level where they have previous or existing relationships; and ii) grant activities can provide a rich source of evidence upon which policy and strategy decisions can be made – by both partner governments, and iii) NGO consortia offer the potential for increased reach and provision of different skills and perspectives.

The NGO consortia could be guided strategically by GoPNG and the Australian Government through a single managing contractor mechanism that would be responsible for strategic management oversight and coordination, policy dialogue, quality assurance, plan coherence, and aggregated monitoring/evaluation and reporting. This approach would help ensure technical assistance and delivery support are provided through government institutions, enable greater coherence in programming and reporting of overall lessons/results and reduce transactional costs for both governments while still encouraging innovation and adaptation to localised challenges and opportunities.

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[87] The Whole School Development model is similar to the SLIP model used in PNG, however, it is intended to incrementally address a broader range of issues, including: i) strategic planning, leadership, management and governance; ii) educator development, including knowledge and implementation of curriculum; iii) school safety, security and discipline; iv) infrastructure; v) learner support systems in mathematics, science, counselling etc.; vi) extra and co-curricular activities, and, vii) social welfare of learners

[88] The Whole School Development approach could build upon and strengthen the School Learning Improvement Plan (SLIP) process.

Annexes

A. Terms of Reference
B. Key Evaluation Questions and Sub-Questions
C. Aide-Memoire (25 November 2019)
D. Consortia Leads and Partners, Budget Allocations and Implementation Areas
E. List of Individuals Interviewed/Consulted
F. Analysis of Key Intervention Progress and Results
G. Documents Reviewed
H. DFAT Monitoring and Evaluation Standards

Annex A: Terms of Reference: PPF Education Grants Mid-Term Review

Independent Mid-Term Review of the PNG Partnership Fund (PPF) Education Grants

Terms of Reference

1.   Purpose of the Review

The review will assess the effectiveness and efficiency of the three education grants under the Papua New Guinea Partnership Fund (PPF). In assessing effectiveness and efficiency, the review will also consider the grants' relevance, progress, sustainability, monitoring and evaluation framework and its gender equality and social inclusion.

The review has two key purposes:

1. to identify actions/recommendations to improve the grants for the two-year extension (from 2019-20 to 2021-22); and

2. to inform the design of a future investment in foundational education in Papua New Guinea, including recommendations on approaches to improving basic literacy and numeracy and what delivery modalities may be most effective.

The review report will include sections on 'lessons learned' as well as a clear set of recommendations for future support by DFAT in foundational literacy and numeracy.

2.   Background

The Papua New Guinea Partnership Fund (PPF) is an initiative of the Australian Government in partnership with the Government of Papua New Guinea (PNG). It is a grant mechanism set up to attract, identify and incentivise high-performing government and non-government organisations including consortia to deliver longer-term projects that are competitive and seek to maximise value for money. The purpose of the grants is to expand the reach and coverage of interventions in health and education that have the potential to deliver results at scale. The PPF features a range of approaches to support human development projects. These are:
- Innovative mechanisms that support a focus on achieving results;
- Competitive funding, with the best proposals chosen from a range of proposals designed to achieve results;
- Partnerships of different entities, each with their own strengths and skills to contribute to achieving results; and
- Large-scale interventions, facilitating extensive and substantive reach in service delivery with DFAT financing.

The PPF was established in March 2017 and is implemented by Abt Associates through the PNG-Australia Governance Partnership.

The subject of this review is the three PPF grants to education consortia which are working with the National Department of Education (NDoE) and respective provincial authorities to improve literacy and numeracy in the early grades of schools (AUD 47 million over three years). The grants align with

the National Education Plan's focus areas of teacher and teaching, learning, local management and systems strengthening. They are an integral part of the AHC Education and Leadership Portfolio and are the main contributing factor to *Outcome 1: girls and boys in targeted provinces/schools have improved early grade literacy and numerac*y of the Education and Leadership Portfolio Plan (ELPP).

The three education grants are:
- A partnership with Save the Children (lead), Summer Institute of Linguistics and Callan's Services, <u>Rapidly Improving Standards in Education</u> (RISE) is working in the Autonomous Region of Bougainville, East Sepik and Eastern Highlands. (Total contract value AUD 18,039,129)
- A partnership with World Vision (lead), Child Fund, Consultative Implementation and Monitoring Council and the University of Canberra, <u>Together for Education</u> (T4E) is working in Central, Madang and Morobe
   (AUD 14,095,995); and
- A partnership with Care Australia (lead), Adventist Development Relief Agency, University of Goroka, Queensland University of Technology and Church Education Agency, <u>Pikinini Kisim Save</u> (PKS) is working in West New Britain, Jiwaka, Western Highlands and Simbu (AUD 15,000,000).

RISE has a focus area on Early Childhood Development which falls under the responsibility of the Department of Community Development and Religion.

RISE and T4E commenced mobilisation in June 2017 and implementation in January 2018. PKS commenced mobilisation in March 2018 and implementation in September 2018. All three spent a large part of the initial implementation phase on baseline surveys as there was no baseline data on learning outcomes that could be drawn from.

DFAT has been working with NDoE on the investment design Education for Prosperity (E4P) to enable PNG children in target areas to gain essential literacy and numeracy skills for further learning and life opportunities. It is anticipated that E4P will draw on a, develop, adapt and transfer approaches developed by PPF over the 5 years from 2020-21 at least.

Figure 1 Location of PPF grant activities

3.   Key questions and scope of the Mid-Term Review

To address its purpose, the mid-term review will consider the key questions outlined in the table below[89].

Key evaluation questions	*Indicative* secondary questions
1. Considering the stage of their implementation, how **effective** have the grants been in improving literacy and numeracy against the agreed **monitoring and evaluation** plans - including for girls and boys and children with disabilities?	. To what extent are the grant targets being achieved or likely to be achieved? . Is a monitoring and evaluation system being used to effectively measure the grants progress - including for gender and disability inclusiveness? Specifically are the data and the assessment tools for monitoring teacher and student progress effective? . Are modifications to indicators/outcomes recommended for the extension period (including for gender)?

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[89] As the different PPF consortia have their own MEL frameworks, they should also be drawn on to supplement these indicative questions.

Key evaluation questions	*Indicative* secondary questions
	. Is it appropriate for a shared monitoring and evaluation model to be trialled across the consortia? . Is it possible to implement common indicator/s or outcome/s across the three projects in the extension phase? If yes, what would they be?
2. Have the different approaches to improving literacy and numeracy taken across the three grants been successful and are there any that should be **shared, improved, modified, extended or <u>stopped</u>**?	. How has innovation been applied in the grant approaches? What has been successful or not successful, and why? . How could approaches that are successful, or which have good potential, be improved, adapted or replicated during the extension? . What are the relevant lessons for the E4P or PNG Government? . Are there potential benefits in continuing the PPF grant mechanism as a separate funding stream to 2021 and beyond vis-a-vis absorbing PPF activities under E4P (novating)?
3. What if any approaches of the PPF program have been successful in directly or indirectly influencing **<u>GoPNG policies and practices</u>**.	. To what extent and how have the programs been able to build relationships and influence policy at district, province or national level in different political, social and geographic contexts? . Could successful strategies be reshaped or extended under PPF or E4P[90]? . How have financing and sustainability considerations driven the grant's implementation choices with a view of replication? . To what extent are the programs aligned to existing PNG policies e.g. Standards Based Curricula etc.)? . What are recommendations for focus in the extension period to embed institutionalisation and to promote scalability?
4. Is the management of the grants **<u>efficient</u>**?	. To what extent are the projects being implemented on time and in a cost efficient way? . Has the consortia model been efficient and could the coherence of the approach be improved?

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[90] A useful guiding document would be 'Inovasi Guiding Program Strategy, Part 1: November 2017', in particular pp.11 and 18-21 on strategies for influencing change, and methodologies for assessing change.

Key evaluation questions	Indicative secondary questions
	. Have the grants adequately promoted the PNG-Aus Partnership? What lessons could be learnt to improve efficiency of communications and branding of the PNG-Aus Partnership?

4. Clients/Primary audience

The primary users of the review will be the PPF National Oversight Committee; DFAT's PNG Education and Leadership Program; the National Department of Education; Provincial and District Education Divisions; NGO Consortia members; the Department of National Planning and Monitoring; and PPF secretariat.

5. Methodology

The review methodology will be designed and implemented in accordance with DFAT Monitoring and Evaluation Standards. The methodology will involve review of relevant PPF program documents, interviews with selected stakeholders and a review of key policy documents for education in PNG.

Under the terms of their agreements, the three education consortia are undertaking internal reviews of their projects in late 2019. The review will coordinate with the grant consortia to use findings from these reviews.

The review team leader will draft a Review Plan for consideration by DFAT and the review team, in accordance with DFAT M&E Standards. The plan will refine and prioritise the review questions, and describe the methodologies to be used to address each. The review will be undertaken in accordance with the plan, but with scope for the evolution of approaches during the course of the in-country/field mission(s).

Given the diverse and geographically dispersed nature of the education programs, DFAT and the consortia should be consulted in identifying sites for the field missions. Three sites are proposed, one for each consortium.
1. World Vision: Madang
2. Save the Children: East Sepik
3. CARE Australia: Western Highlands

6. Limitations and constraints of the review

Due to the scope and scale of the three education grants and the diversity of approaches, focus areas, and geographical locations of the programs, it may be necessary to limit the scope of the review (e.g. to a number of specific enquiries), or engage a team with sufficient members to divide among the three consortia.

7.   Review team composition, allocation of tasks

The team will principally (and initially) consist of a Team Leader Education Specialist with expertise in foundation level skills and Monitoring and Evaluation (M&E) Specialist.

Other research support may be required to manage logistics and information such as the standardisation of research protocols. It is not expected that primary data be collected as part of this review.

The Team Leader – Education Specialist will be responsible for:
a) Designing an evaluation plan, alongside the M&E Specialist and other team members, in order to implement the Review terms of reference
b) Implementing the evaluation plan
c) Sourcing and analysing information in order to inform a credible judgment on effectiveness
d) Making recommendations
e) Delivering a high-quality final report in line with DFAT M&E Standards, which includes contributions from team members.

The Team Leader – Education Specialist will also be required to:
f) Work constructively with HDMES on finalisation and quality assurance of deliverables
g) Represent the team in consultation with DFAT and in peer reviews, as required.
h) Work sensitively and collaboratively with stakeholders and other team members
i) Apply technical education expertise to the review in order to inform judgments and conclusions about effectiveness and recommendations

Monitoring and Evaluation (M&E) Specialist (Team Member)

The Monitoring and Evaluation (M&E) Specialist will:
j) Plan, guide and develop the overall approach and methodology for the review, including development of research protocols, in consultation with the Education Adviser (and possible research team).
k) Be responsible for managing and directing activities and representing the review team.
l) Be responsible for managing, compiling and editing inputs from the Education Adviser and research team into a clear draft, and quality assuring all reporting.
m) Support TL in peer reviews, as required.

A representative of the Government of Papua New Guinea will be identified in consultation with the PNG Government and participate in the review. The representative will provide national policy and operational context and perspective to the evaluation team.

8.   Duration of the Review

The expected period for the review process is from 21 October to 29 November 2019[91] *(tbc)* including up to 2 weeks in PNG for in-country consultations and field work. Final submission is anticipated in January 2020.

9.   Review Process

The breakdown of key tasks and input days as below *(indicative dates and days).*

Task	start date	end date	TL	M&E Specialist	Outputs/Comments
Document review	21-Oct	31-Oct		2	Summary of relevant literature
Inception teleconference	29-Oct	29-Oct		0.5	Briefing on draft Review Plan
Draft Review Plan	26-Oct	31-Oct		3	Revised draft submitted to DFAT
Submit draft Review Plan to AHC		1-Nov			
Travel in country Team Leader	5-Nov		1	1	Mission arrive PNG
Travel in country M&E Specialist	4-Nov				
DFAT acceptance of draft Review Plan	2-Nov	5-Nov			*Agreed draft Review Plan*
Team Leader and M&E Specialist meet AHC for briefing to walk through draft Review Plan	6-Nov	6-Nov	1	1	Agree any adjustments to the Review Plan and finalise; confirm interview appointments and field visit arrangements
Consultations with DFAT, consortium staff, NDoE and managing contractor in POM	7 Nov	8 Nov	2	2	*GoPNG key stakeholders consulted –* to include, NDoE, DNPM, Department of Community Dev and Religion. *Managers/Consortium Leads based in POM* *Managing contractor*

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[91] These dates could be advanced if required, but the overall time needed should not change.

Task	start date	end date	TL	M&E Specialist	Outputs/Comments
Field visit, data collection	9-Nov	19-Nov	12	12	*Field Visits Reports*: 10 – 13 Wewak 13 – 16 Madang 17 – 20 Western Highlands (dates TBC)
Preliminary analysis by review team	20-Nov	24-Nov	5	5	*Initial Finding Draft*
Validation workshop	25-Nov	25-Nov	0.5	0.5	*Presentation (PPP and handouts)* of initial findings and stakeholder feedback
Aide Memoire presentation to GoPNG and AHC	25 Nov	25 Nov	0.5	0.5	*PowerPoint Presentation* - Aide memoire presented verbal - with qualified findings
Travel from PNG	26 Nov	26 Nov	1	1	
Aide Memoire to AHC, incorporating feedback from presentation		29 Nov			*Aide Memoire* submitted to AHC
Draft Review Report	22-Nov	9-Dec	5	2.5	*Draft Review Report* submitted to AHC
AHC review draft	10-Dec	22-Dec			
Finalise report – following feedback from DFAT	6-Jan	12-Jan	6	2	
Submit final report	13-Jan	13-Jan			Final Review Report submission
Total number of days			**34**	**33**	

1. **Reporting**

The following outputs are required during the review:
   a) Review Plan - This plan will outline:
      • the approach and methodology to be used for assessing the outcomes of the program;
      • the process for information collection and analysis, including tools such as questionnaires and/or questions to be asked during focus group discussions;
      • identification of any challenges anticipated in achieving the review objectives;
      • allocation of tasks of the review team;

- key timings;
- a consultation schedule identifying key stakeholders to be consulted and the purpose of the consultations;
- activities/research to be undertaken; and
- a draft schedule of field visits.

A draft review plan will be developed for submission to DFAT and will be agreed prior to travel to PNG.

b) <u>Validation workshop</u> - The Team Leader will present and seek feedback on initial findings to DFAT, PNG Government representatives, and NGO consortia upon completion of the field mission.
c) <u>Aide Memoire presentation</u> – The Team Leader will present preliminary findings to AHC and PNG Government representatives
d) <u>Aide Memoire</u> – A short written summary of the review and its preliminary findings will be presented to AHC/Government of Papua New Guinea
e) <u>Draft Mid-term review report</u>
f) <u>Mid-term review report</u> - the review report should not exceed 20-25 pages with attached Annexes as required[92].

DFAT will be consulted prior to meetings and presentations.

The final report should be a document that can be made publicly available and be well understood by stakeholders – a clearly-written abstract of 2-4 pages should be attached. The review must meet the requirements of DFAT's Monitoring and Evaluation Standards and conform to DFAT's documentary standards.

All reports should be submitted to Janelle Denton, Acting Counsellor, Education and Leadership.

2. Documents to be consulted

Documents to be consulted include:

DFAT Monitoring and Evaluation Standards

Education and Leadership Portfolio Plan 2018-2022

PPF program documents, plans and reports, including

- o Grantee annual plans and MEP plans
- o Grantee annual progress reports
- o PPF annual reports
- o PPF 6 monthly report

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[92] Annexes are expected but should only be attached if they contain information critical to the reader's understanding of the report or to the application of the Review's recommendations. As there are three projects involved in this evaluation, annexes that relate findings from individual consortia activities may be helpful.

- o   Baseline survey results and synthesis
- o   Midline survey results and draft synthesis
- o   Education for Prosperity Draft design (Quality Foundations for Education).

PNG National Education Plan

E4P draft Investment Design Document

Inovasi Guiding Program Strategy, Part 1: November 2017

3.   People and organisations to be consulted

Consultations to include:

DFAT
Education and Leadership Team

Government of PNG
National Department of Education
Department of Community Development and Religion
Department of National Planning and Monitoring
Provincial and district governments

Consortium members
CARE
World Vision Port Moresby
Save the Children

Other stakeholders
Abt (managing contractor)

Annex B: Key Review Questions and Sub-Questions

Prior to the mid-term review, a review plan was prepared in discussions between HDMES and the Australian Government. This plan revised the criteria wording since originally stated in the Terms of Reference to reflect a shared understanding of the requirements of the review. The review plan identified six Key Review Questions and a series of sub-questions against each of the criteria for the review as provided in the table below.

Key review questions and sub-questions informed the PPF Education Grants MTR

Review Criteria	Key Review Questions and sub-questions
Effectiveness	KRQ 1. How effective have the grants been in improving literacy and numeracy against the agreed outcomes and targets for girls and boys and children with disabilities? a. To what extent have the grants progressed towards achieving their agreed outcomes, and are they on track? b. How inclusive have the grants been in achieving these outcomes to date? c. What are the main factors influencing the success or lack of progress for the different approaches taken (including specific innovations)?
Effectiveness (through policy influence)	KRQ 2. To what extent have the grant approaches been successful in directly or indirectly influencing GoPNG policies? a. To what extent are the programs aligned to existing PNG policies e.g. Standards Based Curriculum etc.? b. To what extent and how have the programs been able to build relationships and influence policy at district, province or national levels? c. Which approaches to influencing policy have been most successful/promising?
Monitoring and Evaluation	KRQ 3. To what extent are the grant's monitoring and evaluation systems adequately measuring implementation progress towards outcomes, and supporting reporting and learning? a. Are the current program logics sufficiently robust to lead to achievement of end-of-program outcomes, and to what extent is there coherence between approaches? b. Are the data and the assessment tools for monitoring teacher and student progress and other relevant outcomes sufficiently inclusive and effective? c. To what extent is reporting meeting the information and /or learning needs of grantees, GoPNG and the Australian Government?
Efficiency	KRQ 4. To what extent are the grant projects being implemented efficiently? a. To what extent are the projects being implemented on time and in a cost-efficient way b. Has implementation of the consortia model resulted in specific efficiencies, e.g. communications, creation and sharing of resources? c. Are there significant variations in the cost efficiencies of the grant outcomes?
Sustainability	KRQ 5. To what extent have the approaches and practices advocated by the grants been institutionalised / are likely to be sustainable? a. How have financing and sustainability considerations driven the grant's implementation choices (with a view of replication)? b. To what extent have the grants been successful in institutionalising approaches and practices (school/education systems and bureaucracy)? c. Is there evidence of securing ongoing support and/or resourcing? d. Has the grant model adequately promoted the PNGAus Partnership and branding?

Model / strategy	KRQ 6. What implementation lessons from the PPF grants can contribute to future DFAT programming in foundational education in PNG?
	a. What approaches, or types of approach, are particularly successful or not successful and why?
	b. How could the approaches that are successful, or which have good potential, be adjusted, adapted or replicated during an extension under PPF to increase their overall effectiveness, considering especially:
	    i. Teaching and learning at the school level
	    ii. E-learning approaches
	    iii. Strategies to institutionalise change and promote sustainability/ scalability

Review Criteria	Key Review Questions and sub-questions

	iv. Strategies for GoPNG engagement and / or policy influence
	v. Modifications to M&E indicators/outcomes (including for gender and disability)
	vi. A possible shared M&E Framework/indicators across consortia
	vii. Effective communications and branding of the PNGAus Partnership
	
	c. What are the relevant lessons for the E4P design? Lessons might include the following considerations:
	
	    i. Improving or adapting current approaches to teaching and learning
	    ii. Facilitating GoPNG engagement and / or policy influence,
	    iii. Enhancing sustainability of outcomes
	    iv. The relative merits of continuing the PPF grant mechanism as a separate funding stream beyond the proposed completion of the grants at the end of 2021, or novating PPF activities under E4D?
	
	d. How has innovation been applied in the grant approaches? What has been successful or not successful, and why?

Annex C: Aide-Memoire (25 November 2019)

Draft Aide-Memoire

Papua New Guinea –Partnership Fund (PPF)

Education Grants Review

25 November 2019

1. The Australia High Commission – Port Moresby (AHC) has requested the Human Development Monitoring and Evaluation Service (HDMES) to conduct an independent review of the Papua New Guinea - Partnership Fund (PPF) Education Grants. The review is intended to assess the effectiveness and efficiency of three education grants under the PPF. The objective of the education grants is to work with the Government of Papua New Guinea to improve literacy and numeracy in the early grades of education.

2. In assessing effectiveness and efficiency, the review has examined the grants' relevance, effectiveness, sustainability, monitoring and evaluation framework, gender equity and social inclusion. The review has two key purposes:

    i.   Identify potential actions that can be taken to improve the grants for a two-year extension (to the end 2021); and

    ii. Provide information and advice to inform the design of a future investment in foundational education in Papua New Guinea.

3. The education grants are being implemented by three consortia – each led by an International Non-Government Organization (INGO):
    - Save the Children (StC) leads the consortium (includes Callan Services for Persons with a Disability National Unit, and the Summer Institute of Linguistics) implementing the Rapidly Improving Standards in Education (RISE) project in selected districts in the provinces of East Sepik and Eastern Highlands and in the Autonomous Region of Bougainville.
    - World Vision (WV) leads the consortium (includes the Consultative Implementation and Monitoring Council, University of Canberra, ChildFund and Library for All) implementing the Together for Education (T4E) project in selected districts in the provinces of Central, Madang and Morobe.
    - CARE Australia (CARE) leads the consortium (includes Adventist Development and Relief Agency, University of Goroka, Queensland University of Technology and Church Education Agency) implementing the Pikinini Kisim Save (PKS) project in selected districts in the provinces of West New Britain, Simbu, Jiwaka and Western Highlands.

    In all, the education grants include 10 provinces, 31 Districts and more than 1,400 elementary schools (according to current targets).

4. Management oversight, quality assurance and reporting coordination of the education grants is performed by the PPF Secretariat implemented by Abt Associates, an Australian Managing Contractor.

5. The HDMES contracted Nelson Ireland (Education Specialist/Team Leader) and Helen Moriarty (Monitoring and Evaluation Specialist) to conduct the review between 21 October 2019 to 13 January 2020, including an in-country mission.

6. Following a desk review of documents, an in-country mission was conducted during the period of 4-26 November 2019. Initial meetings and interviews with the AHC, the PNG National Department of Education (NDOE) and Department of National Planning and Monitoring (DNPM) were conducted to provide the review team with Australian government and PNG government perspectives regarding the context of and challenges for improving basic education in PNG, and the current scope and nature of Australian support. A short roundtable discussion, prior to the conduct of field visits, was attended by representatives of the grant implementing agencies for the purposes of orienting the agencies on the scope of the review, and to initiate dialogue on implementation successes and challenges.

7. Field visits, conducted between 11 – 20 November 2019 to the provinces of Wewak, Central and Western Highlands were undertaken. Due to the limited time, only one district was visited in Central Province, (a school in the Rigo District) and in Western Highlands, schools in the Tambul Nabilyer District. For Wewak Province, schools were visited in two districts - Yangorrou Sausia and Wewak.

8. The review team was accompanied during the field visits by Mr. Peter Kants, First Assistant Secretary – Research and Planning NDOE during the Western Highlands schedule; Mr. James Ruru, Principal Aid Coordinator, DNPM during the Wewak and Central Province schedule; and Mr. Gima Kana, Senior Program Monitoring Officer – General Education, DNPM during the Western Highlands schedule. Ms. Delilah Konaka, Assistant Program Manager, Education and Leadership Portfolio, AHC accompanied the review team during all field visits and interviews conducted in Port Moresby. Ms. Myra Harrison, Education Specialist – Foundations, Education Capacity Development Facility (ECDF) joined the review team during the Central Province and Western Highlands schedule.

9. Over the course of the in-country review mission, the team conducted Key Informant Interviews (KIIs) and Focussed Group Discussions (FGDs) with over 160 individuals. The KIIs and FGDs did not include children, although classroom observations of teaching practice were conducted in all 10 schools visited. A list of individuals and agencies interviewed will be provided as an annex to the final review report. Interview participants included: officials of the NDOE at the national, provincial and district levels; school Boards of Management (SBoM); Teachers-in-charge (TICs)/Head Teachers (HT); teachers, parents and community members, as well as officials of the AHC; the PPF Secretariat overseeing and managing the

grants; a UNICEF representative; consultants supporting the Education Capacity Development Fund (ECDF); and the management and staff associated with the three consortia implementing the grants. The review team appreciates the honest and transparent sharing of information and perspectives from all those who engaged as part of the review mission.

10. The review team also offers its sincere gratitude to the management and staff of the three consortia implementing the PPF Education Grants, including among many: Ms Joy Wong and the staff of StC for the mission schedule in Wewak, and Ms Marleen Knijff and staff of CARE for the mission schedule in Western Highlands. The review team wishes to express its sincere appreciation to Ms Imelda Ochavillo and staff of World Vision, and Ms Ebony Holland and staff of ChildFund for accommodating a late change to the schedule of visits, which resulted in a visit to Central Province at short notice rather than the planned visit to the province of Madang.

11. Continuums were used during the review to guide the investigations and to organize initial findings and observations. Continuums can be used to provide additional insight in relation to current activity compared to desired directions, and are useful to inform the development of short and long-term plans.

    I.   Strategy/Model Continuums

        a) 'service delivery' <-------> 'demonstration'
        b) 'proven approaches' <-------> 'innovation' and 'adaptation'
        c) 'specific interventions' <-------> 'integrated approach'
        d) 'ability' <-------> 'capacity'
        e) 'targets' <-------> 'quality' and 'sustainability'
        f) 'short-game' <-------> 'long-game'

    II.   Ways of working

        a) 'partnership in name' <-------> 'partnership in practice'
        b) 'dependent' <-------> 'inter-dependent' <-------> 'independent'
        c) 'what ought to be' <-------> 'what is' (politically and contextually 'smart')
        d) 'parallel' <-------> 'institution and systems strengthening'
        e) 'pre-determined agenda' <-------> 'trusted adviser/critical friend'

12. General Findings and Observations:

- <u>A significant amount of work has been undertaken in a relatively short period of time.</u> This has been remarkable, and is a credit to all concerned, but has also resulted in challenges to ensuring *quality*. It is noted that the original call for proposals requested proposals to "deliver one or more" of five results in the identified project area. It would

appear that the consortia attempted to address as many of the result areas identified as possible.

- It is too early to make definitive assessments in many areas due to the stage of implementation. For example, PKS has only recently introduced some interventions, and other consortia have introduced modifications to 2018 implementation strategies that are still being rolled out.

- It is challenging to provide comparable assessments of different interventions due to the number of interventions and the range of variables that are affecting each intervention. Additional complexity has also been introduced during the course of implementation through adaptation/adjustments responding to different contexts and realities, and the decision to 'treat' the 'control' schools complicates the overall assessment of the impact of the interventions.

- Expectations at the provincial and district levels for more of the same for schools that were not included are apparent, and these need to be carefully managed, and strategies for the blending of benefits with existing resources explored.

- There is a potential for diminished effect of the benefits and lessons of the investment as a result of the process by which the grants were initiated, information is shared, and how progress is being monitored and reported. While there is a sincere level of interest in the nature, scope and contribution of activities being implemented through the grants, the sharing of benefits and lessons has at times been overshadowed by an unmet desire on the part of national level stakeholders in particular to be more fully engaged with the governance, oversight, monitoring and evaluation of this investment. While there is greater engagement at the Provincial level, this varies between the grants, and could be further enhanced through more deliberate engagement as well.

- There is likely to be a limited level of government funding for education service delivery in the short to medium term, thereby limiting the resourcing levels to schools, the ability of education system line agencies to perform their mandated functions, and the sustainability of the activities initiated by the grants.

13. Findings and Observations per Thematic Area:

   i. **Teacher Development**
      ➢ Teacher training: The duration of training provided to teachers varied from approximately 100 hours (StC and WV) versus 60 hours provided by CARE. All training content appears to be anchored on/aligned, albeit to varying degrees, with the SBC. CARE training of teachers provides the strongest alignment. There is also variation in coverage, with StC training 2-4 teachers per target school, WV reporting training of 1 teacher per school and ChildFund and CARE reporting that all teachers in targeted schools were trained. Significant variations in the provision of supplemental training materials were also noted – with StC providing more than WV, and WV providing more than CARE. Results of the mid-line data (StC and WV) and pre and post testing (CARE) indicate that there has been a significant increase in teacher knowledge, skills and practice, presumably the result of the training

programs. It has not been possible to assess which dosage of training duration or supplemental materials contributed most to improvements.

➢ Inclusion of District/Provincial officials in training of teachers: The inclusion of district and provincial officials in the training of teachers varied - with StC engaging the province to participate; WV engaging the district to participate and deliver certain aspects of the training (e.g. SLIP); and CARE being purposive in the training of district officials and selected school heads/TiCs to deliver training. District and provincial officials and school heads/TiCs interviewed were very positive about the training program and their inclusion.

➢ Early Childhood Education (ECE) Diploma program for elementary teachers (University of Goroka. Sonoma unable to deliver): As participants are still undertaking their studies, it is too early to determine the effect of the diploma course on literacy and numeracy. It was noted that there is a high retention of participants, even though the diploma program is currently not government accredited. Of particular note is the negotiated flexibility of the university to accept 'under-qualified' applicants to enrol in the program – in part due to their membership in the CARE consortium.

➢ Teacher upgrading to Grade 12 (FODE): It is too early to determine results or effect on improved literacy and numeracy as the participants are still engaged in upgrading courses. Of the seven who have qualified, it is not known if this resulted in them being paid/enrolling in the Certificate in Elementary Teaching. Of note is the fact that 31 of the remaining 37 participants are female.

➢ ECCE Facilitators Training: It is unclear what the results are at this stage of implementation. The investment appears to have been driven in part by baseline findings that suggested children who had attended ECCE programs performed better at literacy and numeracy than children who had not. The results of the mid-line study have provided additional validation of the effect of attendance in ECCE programs on higher levels of literacy and numeracy – however this is also possibly the effect of socio-economic background (ECE centres are fee paying only). Another possible driver may have been early discussions about the government's interest in supporting ECCD.

➢ Teacher Supervision and Classroom Observation (monitoring): The competing demands of delivering training programs and other duties has not permitted adequate monitoring to take place, and in some instances, no monitoring/supervision has taken place for some of the more remote schools. Resource constraints of district and provincial officials have prevented many from performing their functions as school inspectors. The projects have provided rare opportunities for officials to accompany the program staff and undertake official supervision. Of note is the recent (2018) decision by NDOE to allow district and provincial officials to delegate teacher supervision and classroom observation functions to school heads and teachers-in-charge.

➢ Resource Teachers (WV/ChildFund): During the training of teachers, there is an effort to identify a teacher who has the potential to coach other teachers. While

the concept is sound, there have been limited results to date, due to a combination of small 'p' political, structural and cultural issues which impede the intended coaching of other teachers in the same school or within a 'cluster' of schools despite their improved abilities.

➢ Peer (Professional) Learning Circles (StC): A strategy to help organize teachers to learn from other teachers within the same school. There are limited results to date – perhaps for reasons similar to why the Resource Teacher concept has not been adopted and practiced.

ii. **Teaching and Learning Resources:**

➢ SBC Teacher Guides: CARE provided SBC Teacher Guides as part of the teacher training program – partly the result of the baseline finding that many teachers did not have the Teacher Guides and partly to avoid training delivery challenges (if teachers did not bring their guides to the training). Teacher Guides for the STC have also been loaded onto SD cards and provided to teachers, but it is not yet known if these SD cards are being used. In the case of StC, they had offered to distribute the Teacher Guides, but did not proceed as they were advised that they would have to pay the district to deliver them.

➢ Literacy/Numeracy Specific: StC has had considerable experience with the Literacy and Numeracy Boost program and adapted this for the 2018 teacher training. The program was further adapted for 2019. WV/ChildFund used 'Literacy Unlocked' – a modified version of Literacy Boost in the 2018 teacher training program, and revised it for the 2019 training of teachers - removing much of the content to align with the SBC. CARE provided no additional resources specific to improve literacy and numeracy – relying on the SBC Teacher Guides.

➢ Bilum Books: These are good quality resources aligned with the SBC and approved by the NDOE Board of Studies. WV provide Bilum Books to teachers trained as part of their Teacher Resource Kit, and CARE is piloting their use in 2 sites in Simbu. There has been positive feedback on these resources, with PDoE in Central Province expressing a desire to request more using provincial resources.

➢ Teacher training videos: on how to teach SBC have been produced, approved by Teacher Education Division of NDOE and distributed (on SD cards) by WV, however it is – not yet clear the extent to which they are utilised by teachers.

➢ Education for Life: StC worked with the Summer Institute of Linguistics (SIL) to implement 10 pilots of the Bloom Reader projector/solar panel kits in each of their three provinces. While there have been some technical and 'operator error' issues, the pilots appear to have a high level of interest from students. Importantly, 50% of the stories in the Bloom Reader/Education for Life pilot are aligned with the weekly stories provided in the SBC.

➢ Bloom Reader: StC worked with SIL to utilise an app for providing reading material on mobile phones. While there is data on the uptake of the app, it is not yet known how well used the app is as the library is being transferred and used off line, reducing access to app use analytics. Good collaboration between consortia to

develop voice application for visually impaired students and sign language application for deaf students has occurred, and this has been extended to the Library for All program (see below).

➢ Library for All (WV consortia): have produced over 500 locally written, high quality readers for early grades. They are not particularly aligned to the SBC but provide good exposure to books. They have been produced in both print and electronic form. The e-versions are being trialled in four sites per province (AUD 7700 per kit of 40 tablets – with multiple children using each tablet). The books in tablet form are potentially being underutilised in the schools due to lack of power for charging, teachers lack the ability to integrate it into the SBC curricula time allocation, and their failure to innovate with the resource (i.e. extra-curricular reading). 55,000 print books have been supplied to CARE for their Reading Corners, which were recently distributed following a one-day training for teachers. The LfA books have been attributed to higher English comprehension results in treatment schools at midline, though these findings cannot yet be correlated specifically to the e-versions.

➢ ECCE materials: StC produced and provided materials as part of their ECE training (unclear if these are modified Literacy and Numeracy Boost materials) and provided them to 90 ECE centres. The use and effects of these is not yet known as their International Development and Early Learning Assessment (IDELA) data has not yet been collected at midline.

iii. **Inclusive Education:**

➢ StC, based on information from the baseline that there was reasonable gender equity in the early grades and in consideration of the many issues affecting the education of girls, decided to shift their invention from girls' education to targeting the inclusion of more children with a disability in mainstream elementary schools. Due to the complexity of dealing with children with disability, the indicator and the target will need to be revised. Callan Services, the consortia partners working with StC noted that the efforts to increase awareness and understanding to encourage children with disability to go to school was 'a blessing and a pain' – a blessing in that there was now greater awareness and families were seeking their assistance, and a pain since the need was outstripping their ability to respond. There is a need to determine the intention of this intervention in relation to improved literacy and numeracy – although the Bloom Reader app can now reach learners with visual or hearing impairments. The Reach and Match kits, designed to enable the participation of children with various forms of disability in the game-oriented learning that helps prepare them for mainstream school seem to be well-received and used.

➢ CARE is working with 12 communities to provide leadership training to increase girls' enrolment and participation in education. With only module one (of five) delivered, there is not yet evidence as to the effect of this training on supporting girls to go to school. Also noted is CARE's support to 31 women (of 37) to upgrade

their academic qualification for matriculation (see also section on Teacher Development above)

➢ All consortia have integrated inclusion of gender and disability as topics that are part of both teacher and leadership training, thus adopting an integrated mainstream approach to gender and disability inclusion. There appears to be a need to revisit the indicators and targets that have been proposed for gender and disability in the various M&E plans to determine if they are still meaningful based on a less direct, mainstream approach to achieving them.

iv. **Community Outreach/Extra-curricular/Parent and caregiver involvement:**

➢ Community Literacy Volunteers (CLVs): StC - some of the CLVs are school-based and some are community based. There is an intention in moving the CLVs to being more school based to provide greater linkage with the children at the school, and also for security of the reading books. The loss of books is potentially a significant issue (it has not yet been adequately monitored), particularly for CLVs who serve more than one village, as books that are borrowed often do not get returned. One element of the CLVs work is the provision of Parent/Caregiver awareness training (7 modules). Limited results have been reported on this activity. Since CLVs are volunteers, there is no allowance provided which also results in inconsistency in performing the CLV function. Not all of the CLVs are functioning as envisioned and some have stopped providing services.

➢ Community Reading Clubs: StC and WV have implemented reading clubs - some being school-based and some community based with an increasing effort to link the reading clubs with the school for reasons of providing guidance, oversight and security of the books. Issues faced are similar to those faced by the Community Literacy Volunteers initiative.

➢ Girls' Education: As noted above, CARE is implementing pilots to engage 12 communities to support the education of girls. Limited results to report as of the review.

v. **Knowledge Sharing:**

➢ Consultative Implementation and Monitoring Council (CIMC) fora: WV intended for the CIMC to provide the knowledge sharing platform for possible changes to the T4E program. Fora on elementary literacy and numeracy have been conducted in each of the WV/ChildFund provinces with the assistance of the CIMC. CIMC is able to invite senior level political and government officials to attend and present on education issues. During one of the provincial fora, CARE was invited to participate and present on their work in relation to the PPF Education Grants. On 28 November 2019, WV and CIMC will convene a national forum on Elementary Literacy and Numeracy and have enlisted the participation of the other two NGO consortia and the PPF Secretariat. CIMC is an independent agency funded by government with the Council Chair being the Secretary of the NDPM.

- ➤ Knowledge Hub: While an interesting concept, CARE is unable to launch the online resource to date. Technology constraints and challenges in establishing protocols for including and accessing information have been provided as explanations for the delays in implementation. If the Knowledge Hub is implemented, it has significant potential to be shared with others NGO consortia, and ultimately, the GoPNG. Questions remain as to the sustainability of the initiative, including who will 'take ownership' of the hub once the PPF grants are concluded.
- ➤ Sharing of information and ideas across all three NGOs: There is some evidence of sharing between the NGO consortia (e.g. baseline data tools and the data analysis advisor from StC have been shared with CARE and WV) and the PPF Secretariat has convened the three NGOs on baseline discussions. However, there does not appear to be a systematic or structured mechanism to encourage additional or meaningful sharing of information.
- ➤ Sharing of information and ideas with NDOE: There is a high level of interest from NDOE officials in learning from the experience of the education grants, however, there is some frustration with the limited information that has been provided to date. The protocols for communication between the NGO consortia and GoPNG seem to limit transparency and effective and timely communication and sharing of information. These protocols should be reviewed – possibly by the PNG Partnership Fund National Oversight Committee. Some NGO consortia members have resorted to utilizing informal channels to communicate with NDOE officials.

vi. Governance and Management:
- ➤ School Learning Improvement Plan (SLIP) Training: StC has had no inputs to SLIP development; WV and CARE both provide for SLIP training and development, although they employ different models. WV provides for SBoM training which includes as its 'core' the training on SLIP development, and this is now delivered by district officials who have been certified by NDOE to deliver SLIP training (although it seems that the trainers did not have the most recent formats).The SBoM training includes cross-cutting issues delivered by WV trainers. CIMC also delivers a module on resource mapping to support more effective resource identification and mobilization. CARE provides for a more generic Educational Leadership and Management training with the central training being SLIP development. CARE followed government guidance on SLIP development more closely by involving district trainers from the outset, but the final content was not endorsed by NDOE. As of this review there has been limited follow-on coaching and monitoring of SLIP development. A question that might be asked is: What is an appropriate planning approach to guide schools and communities to make improvements to learning in their schools – given the wide variety of contexts and resource constrained settings?
- ➤ Inclusion of province and district officials in training and monitoring of interventions to build awareness, understanding and abilities is varied: StC has invited district officials but there has been limited participation, however, they

have been able to engage at the provincial level. WV/ChildFund have invited district officials and they have attended training sessions for teachers and SBoM (delivering the SLIP sessions and some sessions on SBC) – these same officials have accompanied WV/ChildFund during monitoring visits; CARE has been purposive in including districts in both the training programs and monitoring. CARE has two different models of engagement: In Simbu and West New Britain, it is only the district officials that work with CARE. In Western Highlands and Jiwaka it is a combination of district officials and trainers selected from the schools.

➢ CIMC – Services Charter (social contract) – although this work is not a formal part of SLIP training it is an attempt to support the attainment of government service delivery standards in education by facilitating a 'social contract' between the school, the LLG (Ward), districts and provinces, and other government agencies and institutions to collectively agree to support the delivery of basic education.

➢ The delayed establishment of the PNG Partnership Fund National Oversight Committee and the relatively recent signing of the MOU between the PPF Secretariat, the three NGO consortia leads and NDOE has resulted in some confusion and frustration as to how the program is being governed and implemented and how decisions are being made.[93] MOUs at the Provincial level (StC and CARE) were instituted prior to the MOU at the national level. World Vision and ChildFund were advised by an NDOE official not to proceed with provincial MOUs until the national MOU was approved. Requirements for communication/reporting have raised issues with government – as current guidance is for reporting to proceed from NGOs to PPF to AHC to GoPNG, which is proving unsatisfactory.

➢ PPF Secretariat conduct of monitoring and quality assurance and the improved coordination/ collaboration with and between the three NGO consortia is appreciated by the NGO consortia and the AHC. At the present time, it appears that an increased level of effort by the PPF Secretariat is required in this area – specifically in relation to reporting aggregated results to the AHC.

14. Possible ways forward for the short-term:

i. **Strengthening the partnership between AHC and NDOE and between NGOs and NDOE**: There is a need to improve the type and nature of communication and collaboration between and among the various stakeholders. An opportunity is being presented through the national MOU between the PPF Secretariat, NGO consortia and NDOE, as well as the approval to proceed with the PNG Partnership National Oversight Committee, which could provide effective oversight of the program and facilitate engagement on what will be done in the short-term and long-term. We now have

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[93] Senior government officials have cited the need for the PPF Education Grants to adhere to the PNG Development Cooperation Policy of 2015. This policy has been recently revised and is aligned with the Medium-Term Development Plan 2018-2022.

information from initial implementation to inform how things should and could move forward.

ii. **Strengthen institutional engagement**: particularly for NGOs at the province and district levels and for the AHC and PPF Secretariat at the national level.

iii. There may be a <u>need to **expand/adjust the roles and functions of the PPF Secretariat**</u> to achieve points (i) and (ii) above.[94]

iv. **Consortia to work towards consolidation of interventions and wrap up**: We do not recommend expansion to additional schools, districts or provinces at this time, as there is a prerequisite need to learn from what has been done and determine how things could have been improved. Continue coaching and monitoring of selected interventions that have been provided to gain additional effect and insights on what works and what does not – and why.

v. **Increase/strengthen analysis and knowledge acquisition and sharing**: Probe further the results of the mid-line and undertake additional analysis of the first end line (now the 2nd mid-line?) to look for correlations to help explain the results. Identify targeted research activities to understand better why and how certain things happened – a positive/negative deviance model may be useful to target further inquiry and analysis. Ensure there are adequate funds set aside for the 'new' end line at the end of 2021. Utilize additional mechanisms, including NDOE - Research and Planning Unit and CIMC, to share and communicate findings – negative and positive.

vi. **ECCD** – before proceeding with additional investments, there needs to be a discussion within AHC to determine what the 'end-game' is for this investment – considering the current status and stated interest of GoPNG in moving to support ECCD. This should help determine the legacy of the current work on ECCE under PPF.

15. Potential ways forward for the longer-term:

i. <u>Continue Australia's support to and investment in improving the quality of basic education</u> – specifically related to early grade literacy and numeracy. The considerations that will need to be taken into account in planning for a continuation of support will need to include:

   ➢ Alignment with the GoPNG Medium-Term Development Plan – in particular those geographic areas identified by GoPNG as 'under-performing'.

   ➢ Alignment with the new National Education Plan (NEP) 2020-2029, including positioning support aligned with the implementation of the 1-6-6 grade structure. Any future support from Australia to education should be revisited and adjusted to align with and reflect the priorities of the most recent NEP.

   ➢ Coherence and alignment with the AHC strategy related to sub-national support (under development).

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[94] The review team was not provided information on the scope of services for Abt Associates with respect to their roles, functions and obligations in supporting the PPF Education Grants. As a result, the review team is unable to ascertain whether this suggestion is feasible under the current contract arrangements.

> ➢ Early establishment of governance and 'ways of working' arrangements between the AHC and GoPNG to guide the design, implementation and oversight of the support provided.
> ➢ As part of the design process, conduct and apply the findings of targeted political economy analysis in areas proposed for support.

ii. <u>Structure technical assistance and delivery support to and through the government institutions</u> that have the responsibility and accountability for supporting the delivery of quality basic education, specifically at the district level in target areas, including:

> ➢ Support for the application of the 'cluster' concept as a low-cost mechanism to support improved teaching practice.
> ➢ 'In-line' funding of district education technical positions to work and facilitate change 'from within' the educational system.

At the provincial and district levels in target areas, consider provision of technical support for strategic planning and management to facilitate the equitable distribution of limited resources for education. At the national level, ensure engagement of senior government officials to strengthen evidence-informed decisions and policy development.

iii. <u>Focus future support</u> in four targeted areas based on lessons from the PPF Education Grants to date:

> ➢ <u>Teacher development</u> – both in content knowledge as well as teaching strategies.[95] Align teacher development support to ensure the core requirements of delivering the Standards-Based Curriculum (SBC) are met. Teacher training should, in the first instance, support the delivery of the SBC. Continue to include cross-cutting issues in teacher development initiatives (i.e. gender and disability inclusion). Continue to explore the innovative application of technology to provide information and demonstration lessons to teachers to reduce, but not replace, the provision of face-to-face coaching and supervision (videos on SD cards, social media platforms e.g. Facebook).
> ➢ <u>Teacher supervision, coaching and support</u> – to ensure teacher development initiatives result in application in the classroom. This requires development of the abilities of individuals responsible for these functions. With the recent delegation of classroom observation and teacher supervision to school heads and teachers-in-charge, attention needs to be given to improving their

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[95] International research continues to confirm that the most significant factor related to a child's learning is the knowledge, skills and ability of the teacher. This is particularly evident with respect to learning in the early grades. Results from the PPF Education Grants mid-line studies indicate that there have been significant improvements in the acquisition of knowledge and skills by the teachers who have participated in the training program provided. More targeted correlation studies should be able to support this causality.

abilities and exercising their authority to perform these functions. Continue to explore and enhance the concept of a 'cluster' or school-based resource teacher – perhaps operating as a team - as well as the 'Peer/Professional Learning Circle' approach.

> Supplementary learning resources – need to align with the SBC and be approved by the Board of Studies. Continue to explore the innovative delivery of learning resources through technology, in particular the approaches being taken by Library for All, Bloom Reader/Education for Life. For targeted areas where the application of technology may be delayed or not feasible, printed resources will remain a priority. Consider also low-cost learning resources such as newsprint readers or 'Big Books'.

> School development – as the unit responsible for the direct delivery and management of education, additional effort should be dedicated to ensuring schools are more effectively and efficiently managed and led. Enhancing the knowledge and skills of school heads/teachers-in-charge and SBOMs is required to assist them to perform appropriate functions related to their mandate. Introduce, test and facilitate the adoption of whole school development approaches that exercise bottom-up planning and support from the school and community – regardless of government or external funding[96].

iv. The implementation modality of future support – should reflect the lessons learned from the implementation of the PPF Education Grants and previous programming. While the imperative of establishing early governance and 'ways of working' arrangements has been noted above, other considerations include:

> The ability of INGOs to mobilize efficiently and effectively in sub-national areas where they have previous or ongoing relationships. Longer lead-times are required if implementers do not have previous understanding of the contexts and challenges or do not have professional 'connections' to facilitate initial entry.

> The 'added-value' brought by the diverse knowledge and skills of consortia to enhance and implement activities.

> The potential for greater coherence in programming and reporting of overall aggregated lessons/results, while still encouraging innovation and adaptation to localised challenges and opportunities

> The need for an independent oversight, coordination and collaboration function to guide implementation strategies and to enhance utilisation of collective results for informing decision-making by GoPNG and AHC.

Strong consideration should be given to applying the PPF Education Grants modality to a longer-term investment by Australia to support basic education, with INGO

[9696] The Whole School Development (WSD) approach would strengthen and build upon the current School Learning Improvement Plan (SLIP).

consortia responsible for working with districts and provinces in targeted areas. The INGO consortia would be guided strategically by GoPNG and AHC through a Managing Contractor mechanism that would be responsible for management oversight, quality assurance, plan coherence, monitoring/evaluation and reporting. The Managing Contractor, with guidance from and working in collaboration with AHC, would be required to provide strategy and policy assistance to the NDOE as noted above.

16. Next Steps

i. Allow time for the GoPNG, AHC, PPF Secretariat and the three NGO consortia to 'digest' the findings of the review and incorporate information from the current progress of the PPF Education Grants. Ideally, this would include preliminary findings from the current end line studies and the Annual progress reports (due by year's end).

ii. Conduct a PPF Education Grants workshop in early 2020 to provide the opportunity to collaborate on the design and content of the proposed extension to December 2021 as well as a more integrated results framework. The forum would include NDOE, DNPM (other GoPNG officials as observers), AHC, PPF Secretariat, and NGO consortia members. It is recommended that this forum be facilitated by the PPF Secretariat and CIMC. The agenda would focus on the findings/observations of the PPF Education Grants Review as informed by more recent evidence from progress reports and studies.

iii. The results of the PPF Education Grants forum should be endorsed by the GoPNG and AHC – ideally through the PNG Partnership Fund National Oversight Committee.

Annex D: Consortia Leads and Partners, Budget Allocations and Implementation Areas

The PPF Education Grants are implemented by three consortia led by Care Australia, Save the Children and World Vision. The budget allocation and consortia partners for each lead agency are as follows:

Care Australia (CARE): Pikinini Kisim Save (PKS) Project, AU$15,429,400 to end June 2020 (extended from April 2020). Consortia Partners: ADRA PNG, University of Goroka, Queensland University of Technology, Sonoma Adventist College. Grant awarded March 2018 with implementation commencing September 2018.

Save the Children (StC): Rapidly Improving Standards in Elementary Education (RISE) Project, AU$18,039,129 to end June 2020 (extended from April 2020). Consortia Partners: Summer Institute of Linguistics; Callan Services. Grant awarded end June 2017 with implementation commencing January 2018.

World Vision (WV): Together for Education (T4E) Project: Enhancing Access to Quality Elementary Education for Girls & Boys in PNG, AU$14,095,995 to end June 2020 (extended from April 2020). Consortia Partners: Child Fund, Library for All, Consultative Implementation and Monitoring Council, Australia Institute of Sustainable Communities at University of Canberra. Grant awarded end June 2017 with implementation commencing January 2018.

Project, Lead INGO and value	Consortium Partners	Implementation Provinces	Implementation Districts
Rapidly Improving Standards in Education (RISE) Save the Children (StC) (AUD 18,039,129, June 2017 to June 2020	Summer Institute of Linguistics (SIL) Callan Services	Autonomous Region of Bougainville	North Bougainville, Central Bougainville, South Bougainville
		East Sepik	Wewak, Angora, Yangoru Saussia
		Eastern Highlands	Goroka, Kainantu, Unggai Benna, Hengenofi, Obura Wonernara
Together for Education (T4E) World Vision (WV) (AUD 14,095,995, June 2017 to June2020)	Child Fund	Central (Child Fund)	Rigo, Kairuku
	Consultative Implementation and Monitoring Council (CIMC) University of Canberra Library for All (LfA)	Madang	Madang, Middle Ramu, Usino Bundi
		Morobe	Markham, Nawaeb
Pikinini Kisim Save (PKS) CARE – Australia (CARE) (AUD 15,000,000, March 2018 to June 2020)	Adventist Development and Relief Agency (ADRA) University of Goroka Queensland University of Technology Church Education Agencies	West New Britain (ADRA)	Kandrian Gloucester, Talasea
		Simbu	Gumine, Karamui-Nomane, Kerowagi, Sinasina-Yonggomugi
		Jiwaka	Anglimp South Waghi, North Waghi, Jimi
		Western Highlands	Hagen Central, Mul Baiyer, Tambul Nebilyer

Annex E: List of Individuals Interviewed/Consulted

STAKEHOLDER GROUP	Name	Role/Position
Australian High Commission	Andrew Egan	Minister Counsellor
	Janelle Denton	Acting Counsellor, Education and Leadership Section
	Michael Quinn	Acting First Secretary, Foundations Team
	Grace Heaoa	Program Manager, Portfolio Strategy and Effectiveness Team
	Nicola Simpson	Second Secretary, Foundations Team
	Lydia Butut-Dori	Senior Program manager, Foundations Team
	Delilah Konaka	Assistant Program Manager, Foundations Team
	Steve Burns	Sub-National Governance
GoPNG government departments (National)	Peter Kants	First Assistant Secretary, Policy & Research, (NDOE)
	Regina Mabia	Aid Coordination, NDOE
	Annemarie Kona	First Assistant Secretary, NDOE
	Allan Jim	Assistant Secretary, Teacher Development, NDOE
	Philippa Dairu	PCO, NDOE
	Colette Modagai	National Curriculum Coordinator, NDOE
	Paul Ainui	Acting Assistant Secretary, NDOE
	Andrew Ape	Elementary Training Officer, NDOE
	Geoff Gibaru	Director, Schools Inspectorate, NDOE
	Gandhi Lavaki (and staff)	Director, Curriculum
	Simon Yiannis (and staff)	National Office of Child and Family Services
	James Ruru	Principal Aid Coordinator, Department of National Planning and Monitoring (DNPM)
	Gima Kana	Public Investment Program, General Education, DNPM
	Debbie Kamaso	Policy and Budgets; Aust Aid Branch Health and Education, DNPM
	Chiharu Sai'i	Aid Coordination Team; Aust Aid Branch Health and Education, DNPM
GoPNG Provincial and District	Raymond Bakavi	Provincial DoE Elementary Education Advisor (East Sepik)
	Philip Inambari	Provincial DoE Elementary Education Coordinators (East Sepik)
	1 man	Provincial Superintendent (East Sepik)
	Bill Bau	Provincial Elementary Coordinator (Central)
	Kerowin Tau	Riga District Education Superintendent (Central)

STAKEHOLDER GROUP	Name	Role/Position
	Sere Raka	Riga District Coordinator (Central)
	2 women, 8 men	Requested names and positions from CARE
Abt – managing contractor / PPF Secretariat	Darian Clark	Program Manager, PPF Secretariat
	Shedrick Singip	M&E Coordinator, PPF Secretariat
	Catherine Johnston	Education Specialist, PPF Secretariat
T4E Lead and Consortium Members	Imelda Ochavillo	World Vision, Program Director
	Tyson Malken	M&E coordinator, World Vision
	Anisha Namete	Social Behaviour Change Communication Specialist, World Vision
	1 man	Reading Club Volunteer, Gabagaba Elementary School
	Rebecca McDonald	Director, Library for all
	Ellisha Heppner	Library for all
	Gretel Matawan	Country Program Coordinator, Library for all
	Richard Greeves	Education Adviser, Child Fund
	Bridgit Thorold	Director, Child Fund
	Ebony Holland	Education Team Leader, Child Fund
	Dulcie Wefin	Rigo District Coordinator, Child Fund
	Pricilla Pyakalua	Kairuku District Coordinator, Child Fund
	Bruce Sagata	Project Officer, Child Fund
	Elizabeth Wunatoro	Teacher Trainer, Child Fund
	Celine Vavana	Teacher Trainer, Child Fund
	Esther Yambuki	Teacher Trainer, Child Fund
	Valentine Gelah	Teacher Trainer, Child Fund
	Helen Haro	Training Quality Coordinator, Child Fund
	Hercules Jim	Project Coordination Officer, Consultative Implementation and Monitoring Council
	Joy Wong	Education Program Manager, Save the Children
	Donny Kupamu	Area Manager, Save the Children
	Rose Sabub	Project Coordinator, Save the Children
	Jennifer El-Sibabi	Regional Director, Save the Children
	Jasper Selby	Community Engagement Officer, Save the Children
	Jeremiah Hairoku	Community Engagement Officer, Save the Children
	Brian Yause	Community Engagement Officer / Inclusive Education Officer, Save the Children
	Wayaki Bongi	MEAL Coordinator, Save the Children

STAKEHOLDER GROUP	Name	Role/Position
RISE Lead and Consortium Members	Alois Ralai	MEAL Coordinator, Save the Children
	Willie Manuwi	Teacher Trainer, Save the Children
	Lyn Jimmily	Teacher Trainer, Save the Children
	Cathy Warren	Teacher Trainer, Save the Children
	Chris Yafanduo	Teacher Trainer, Save the Children
	Kabira Namit	MEAL Adviser (to all three grantees)
	Ruth	Community Literacy Volunteer, Handara Elementary
	Justin	Community Literacy Volunteer, Handara Elementary
	1 man	Community Literacy Volunteer, Tuonumbu Elementary
	Br. Kevin Ryan	Director, Callan Services National Unit
	Benson Hahambu	Deputy Director, Callan Services National Unit
	Carol Kiange	Wewak Inclusive Education Resource Centre coordinator
	Alice Junais	Callan Services National Unit/Wewak Inclusive Education Resource Centre
	Gloria Hugh	Manager, Wewak Inclusive Education Resource Centre clinic
	Kelia	Callan Services National Unit/Wewak Inclusive Education Resource Centre
PKS Lead and Consortium Members	Marleen Knijff	Program Manager, Care
	Eva Inamuka	MEL coordinator, Care
	Katie Robinson	MEL adviser, Care
	5 women, 4 men	CARE Project staff and trainers (teacher, school management and community engagement) Names requested from CARE.
	1 man	Elementary Teacher in Charge, Yangorrou-Sausia District schools (Wewak)
	3 women, 1 man	Teachers receiving training from grants, Yangorrou-Sausia District schools (Wewak)
	Gina Serem	E1 Teacher, Bright and Morning Star Elementary, Wewak town
	Melvis	Teacher in Charge, Bright and Morning Star Elementary, Wewak town
	1 man	Teacher in Charge, Tuonumbu Elementary School
	1 woman	Teacher in Charge, Wewak Early Childhood Centre
	Winn Vere	Rigo District Ward Counsellor, (Central)
	Ranu Vere	Teacher in Charge (Elementary), Gabagaba Elementary School
	Gareno Garo	Teacher in Charge (Primary), Gabagaba Elementary School
	Vagi Nama	SBoM Chairman, Gabagaba Elementary School

STAKEHOLDER GROUP	Name	Role/Position
Teachers in Charge, Teachers, Schools BOM members	Erica Phillips	SBoM Secretary, Gabagaba Elementary School
	Tomas Ware	SBoM Chairman, Pabrabuk Elementary School (WHP)
	John Alaway	SBoM Member, Pabrabuk Elementary School (WHP)
	Sentenna	SBoM Community Representative, Pabrabuk Elementary School (WHP)
	Por Porake	ex Primary School Principal and founder of Pabrabuk Elementary School (WHP) school
	Barbera Rex	TiC and SBoM Member, Toboga Elementary School
	Mr Rex Kara	SBoM chairman, Toboga Elementary School
	Tham Para	SBoM Treasurer, Toboga Elementary School
	Paula Tiki	TiC and SBoM Member, Ulga Elementary School
	Peter Nokants	SBoM Treasurer, Ulga Elementary School
	6 women, 3 men	2 - Pabrabuk Elementary School
		2 - Toboga Elementary School
		1- Ulga Elementary School
		3 – Gabagaba Primary/Elementary School
		1 – Tuonumbu Elementary school (Education for Life demo)
Parents' groups	19 women, 4 men	Parents/caregivers involved in CLV activities, Handara Elementary School plus the SBoM chairman
	7 women, 2 men	Parents/caregivers involved in CLV activities, Tuonumbu Elementary
	16 Women	Parents/caregivers involved in reading club/SBoM activities, Gabagaba Elementary School
Other Donors/ Programs	Trish Sawford	CEO, Education Capacity Development Facility
	Oscar Onam	EMIS Adviser, Education Capacity Development Facility
	Andrew Kibblewhite	M&E Adviser, Education Capacity Development Facility
	Simon Jan Molendijk	Chief of Education, UNICEF

Annex F: Analysis of Key Intervention Progress and Results

To provide a better understanding of the common key interventions of the three PPF Education Grants and their variation in implementation and effectiveness, the review team has reviewed in detail the three key interventions considered to be of critical importance. These are:

i. teacher development and support – including teaching resources (Annex F.1);

ii. activities designed to encourage reading (Annex F.2); and

iii. school management planning (Annex F.3).

While other intervention areas such as parental involvement and inclusive education are important, evidence of progress in these areas is limited and has been presented in the main report, as has the one initiative focusing on ECCE. The discussion of each intervention is organised as follows: 1) the purpose of the intervention; 2) the activities each grantee implemented to achieve the stated purpose; 3) the information provided that indicates successes and challenges encountered in attaining the stated purpose; and 4) what adjustments may be required going forward.

Annex F.1: Teacher Development, Support and Resources

Annex F.1 is organised into two sections. The first section discusses the provision of professional development programs by the different projects and the support provided through monitoring/coaching. The second section discusses the provision of teaching and learning materials provided to augment the delivery of the SBC. A summary of each grantee's teacher development, support and teaching and learning resource interventions and their progress is provided in Table F.1.1 below.

Teacher Development and Support

In-service training programs: All grantees, as part of their projects included improved teacher knowledge and skills as an objective and referenced the Standards-Based Curriculum (SBC). The primary modality selected for doing so was through a series of in-service training programs for teachers. These training programs, in addition to developing the knowledge and skills of teachers in teaching literacy and numeracy, also incorporated a number of cross-cutting issues, most commonly topics on child protection obligations, gender and disability inclusion. All training programs concentrated on introducing and developing teaching strategies that would help teachers to augment the phonics approach that underpins the SBC. For PKS, the training program was directly targeting improvements in the teaching of the SBC, through strengthening the knowledge and skills of teachers to effectively use the SBC teacher guides. For RISE and T4E, the training, while based on the requirements of the SBC, included the introduction of supplementary teaching and learning resources – which will be discussed below.

The RISE project provided 15 days of training over the course of three one-week sessions. PKS and T4E provided 10 days of training (PKS – over three weeks and T4E – over two weeks). RISE, using project trainers, was able to train an average of 3 teachers in each school, while PKS, using a combination of project and district trainers, trained all elementary teachers in the targeted schools. For the T4E project, WV trained one teacher from each school, while Child Fund, due to savings in staffing costs, was able to train all teachers in the target elementary schools in their province. All projects reported that they had included district officials in the training of trainers' programs to help build the abilities of these officials and had invited these individuals to participate in monitoring visits.

The intended frequency of monitoring visit to schools to follow-up on the application of the training and to provide additional coaching to teachers varied, with RISE targeting semi-annual visits and T4E targeting quarterly visits. PKS has not reported targets for monitoring frequency. Actual frequency of monitoring the application of training delivered also varied between the three projects, with T4E reporting that monitoring targets of once per quarter are likely to be met.[97] All projects faced challenges due to conflicting schedules and ease of access to the schools where trained teachers are located. One option to overcome these challenges was to attempt remote monitoring by mobile phone – although there were connectivity issues with this approach. The district officials who had participated in the training were invited to accompany the project monitoring teams – providing funds (per diems) to enable these officials to participate.[98] However, for RISE, district officials did not

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[97] The T4E project reported the highest incidence of monitoring, in part due to two decisions: 1) T4E did not randomly identify schools for intervention, but purposively identified schools that were 'reachable' for the first year of training – whereas RISE and PKS undertook a random selection of schools which included remote and difficult to access schools; and 2) the number of schools targeted for interventions by T4E was significantly lower than RISE or PKS. T4E did note increased challenges in monitoring the 2019 target schools due these being more remote.

[98] A provincial official passed a written note to one of the review team members asking that the per diem offered by PKS for district and provincial officials be increased to be the same as government per diems (CARE offers its project staff and government partners K149/day, while it is understood government per diems are in the range of K200/day).

Table F.1.1. Summary of PPF grantee interventions on teacher development, support and teaching and learning resources

	CARE – Pikinini Kisim Save (PKS)	STC – Rapidly Improving Standards in Education (RISE)	WV – Together for Education (T4E)
Consortium	Queensland University of Technology; Adventist Development Relief Agency (ADRA); University of Goroka	Callan Services for Persons with Disabilities - National Unit; Summer Institute of Linguistics – Papua New Guinea Branch (SIL)	Child Fund, Consultative Implementation and Monitoring Council (CIMC), Library for All, University of Canberra
Goal	All children, including girls and children with disabilities, have improved access to quality elementary education …	RISE PNG will improve the quality of learning outcomes for children aged four to eight years …	Girls and boys access and complete a quality elementary education focused on learning and literacy…
Teacher related EOPOs	Outcome 1: Children attending elementary school demonstrate improved English and Maths learning outcomes.	Outcome 1. Improved literacy and numeracy learning outcomes for elementary -aged students.	Outcome 2: Increased adoption by teachers of effective practices for age-appropriate elementary literacy instruction and classroom management.
Related Intermediate Outcomes	1.1 Teachers are using better skills and knowledge to teach the SBC English and Maths syllabuses	1.1 Elementary teachers demonstrate confidence and competence teaching and assessing SBC English, Language and Maths	2.1 Teachers using gender-sensitive, age-appropriate and inclusive teaching strategies/practices
			2.3 Increase in ability of district and provincial personnel and resource teachers to conduct lesson observations and coaching
			3.2 Teachers using Teaching Resource Kits including SBC in the classroom
Outputs	1.1.1 SBC in-service training for elementary teachers 1.1.2. Upgraded qualifications for selected elementary teachers and education stakeholder officers 1,2.2 Teachers receive SBC and reading materials through mobile technology 2.1.3. Women in remote LLGs matriculate and enrol in pre-service Certificate of Elementary Teaching	1.1.1 Eight modules of SBC Literacy Boost revised and updated 1.1.2 Four modules of SBC Numeracy Boost revised and updated 1.1.3 Elementary teachers complete 100 hours of in-service professional development and coaching in literacy and numeracy instruction and assessment 1.1.4 Baseline, midline and end line study of teacher competency 1.4.3. Elementary teachers trained in SBC assessment and reporting 3.1.3 Teachers trained in screening, referring and supporting children with learning difficulties 3.1.4 Teachers trained in 'Reach and Match' learning kit and inquiry-based learning games	2.1.1 Teachers received in-service training and follow-up mentoring and coaching 2.1.2 District/provincial personnel received training and participating in ongoing monitoring visits 2.1.3 Resource teachers trained and mentored in additional methods on lesson observations and coaching 3.2 Teachers provided with teaching resource kits for use in the classroom.

	CARE – Pikinini Kisim Save (PKS)	STC – Rapidly Improving Standards in Education (RISE)	WV – Together for Education (T4E)
Teacher related Theory of Change	… children's literacy learning outcomes improve when children consistently attend school; receive better quality teaching …Teachers are key agents of change and are best trained and motivated through regular, practical and relevant in-service …students of teachers who were trained and used lesson plans had significantly better reading skills	…Teachers who are confident and competent in literacy and numeracy instruction …children have high quality instruction in SBC Language, English and Mathematics … teachers can teach reading with comprehension; introduce number operations, shapes and measurements using concrete materials and problem solving;	Quality (of instruction) will be enhanced through interactive in-service sessions that equip teachers with age-appropriate approaches and strategies to support early literacy and create child-friendly learning environments
Baseline data	- 87.3% of schools reported that teachers were using SBC kits - 86% of all students affirmed that their teachers beat or smack them when they misbehave - 36 % of elementary schools inspected in the previous 12 months	- 35% of elementary children are being taught either without a syllabus at all, or one that is out of date - 36% of class time is spent on teacher instruction - For 14% of class time, teachers are off task - Less than 1/3 of schools surveyed had received a monitoring visit/inspection in the past academic year	- less than 10% of lessons teachers were clearly observed to inform children what they were learning - Teachers used the Standards Based Curriculum resources in less than 30% of these lesson
Core	All 3 projects have a focus on teacher professional development in literacy, numeracy aligned with the SBC teaching guides, familiarisation of scripted lessons and use of supplementary teaching strategies (including books) to support literacy and numeracy acquisition		
Key related Targets	- 941 teachers trained on SBC English and Maths - Increase supervisory visits - 300 teachers enrolled in ECE Diploma - 30 Female candidates enrolled in Certificate of Elementary Teaching following upgrade to Year 12	- 1,800 (900 per year) elementary teachers receive in-service training on Literacy and Numeracy Boost - Semi-annual monitoring visits	- 500 (250 per year) elementary teachers receive in-service training on Unlocking Literacy and Numeracy - Quarterly monitoring visits with a target of 3 provincial officials - No target set for # of resource teachers
Progress Reported	- 1,313 teachers trained in SBC English and Math - SBC teacher's guides for English and Maths reprinted and provided to all teachers trained - SBC, including songs, reading materials distributed on SD cards to all teachers trained - Most schools have received a supervisory visit - 289 teachers have completed the first 6 of 16 modules of the ECE Diploma program. - 31 women and 6 men enrolled in Year 12 FODE	- 965 (target of 900) received 80 of the 120 hours of training. (June 2019) On track to exceed target. - Literacy and Numeracy Boost materials provided to all teachers trained - Midline results show teachers who received teacher training scored 31.65% higher in reading teaching practices - 28 provincial officials included in training	- 363 (250 targeted) teachers received training and received resource kits - 270 teachers report using resource kits - 174 teachers against target of 75 by end of 2019 were observed using gender-sensitive strategies - 48 teachers against target of 75 by end of 2019 were observed using disability inclusive strategies - 191 teachers against target of 75 by end of 2019 were observed practicing effective classroom management skills - 82 teachers against target of 75 by end of 2019 were observed practicing 2 to 3 age-appropriate literacy and numeracy strategies. - 7 provincial officers participated in monitoring visits - 26 resource teachers facilitating discussions on teaching. - 85% of teachers surveyed reported Bilum Books as the most useful resource (part of the resource kits)

accompany StC during the monitoring visits for unclear reasons.[99] Both T4E and PKS stated that they had made a conscious decision to work with and through district officials, both as part of the training of trainers and for monitoring. For PKS, two different approaches were used. In two districts the approach was a mix of district officials and nominated TiCs engaged in the training of trainers and monitoring, while in the other two districts only district officials were engaged.

Targeted training programs: The RISE project, in support of its ECCE facilitators in the 90 target ECCE centres, provided training for the facilitators to work with the draft ECCE curriculum. The PKS project introduced two targeted interventions: one being support for the enrolment of up to 300 (289 currently enrolled) elementary teachers (many without the appropriate academic qualifications) in the University of Goroka Early Childhood Education Diploma program; the other intervention was the provision of support, primarily to female elementary teachers (31 of 39 are women) to upgrade their academic qualifications through Flexible, Open and Distance Education (FODE) as a preliminary step to enrolling in the Certificate of Elementary Teaching. The T4E project provided additional training to selected teachers to become Resource Teachers with the intention that the Resource Teacher would provide coaching to other teachers in the elementary school where the teacher was assigned, as well as in nearby elementary school clusters.

Successes: The midline study for RISE and T4E provides the quantitative evidence that the in-service training programs have resulted in increased knowledge and skills of teachers. Additionally, a small increase in literacy acquisition has been observed in the target schools which may have been the result of improved teaching practices of the teachers.   A modified TEACH tool was used to provide information on teaching practices based on observation.[100] In addition to the evidence provided by the midline study, interviews with teachers, TiCs, district inspectors and staff of the three grantees revealed significant positive feedback including the statement that "teachers feel more confident now about teaching". Observations and interviews conducted by the review team of elementary teachers in the seven schools visited noted varying levels of teaching ability, with some clearly applying the new knowledge and skills developed during the training program, while others continued to struggle with application of the SBC as well as the knowledge and skills delivered during the in-service training programs.

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[99] When asked why the district officials did not accompany the monitoring visits, the explanation given was that it might be that district officials did not wish to go to schools where there were issues relating to teachers not receiving salaries or the school not receiving the TFF subsidy.

[100] The TEACH tool is a simplified observation tool of teaching practice. It has been developed by the World Bank and has been used in a number of developing countries.

Box 1. Different impacts of teacher training, including the need to include all teachers

In one of the schools supported by PKS that was visited in November, the TiC was observed by a member of the review team delivering an English lesson to the E2 class. The teacher had prepared a lesson plan which was consistent with the lesson for the day and week prescribed by the SBC teacher's guide. The teacher engaged the class in introducing the lessons and in both individual and group work. Teaching and learning materials had been prepared in advance. Questions were posed to the class as a whole and to individual students – with good distribution among students. There appeared to be good classroom management and the class was well-organized and welcoming.

In contrast, in another school supported by PKS, an E2 class was observed by the same review team member for both the English and Mathematics lessons. The teacher was not prepared for the lesson and was constantly referring to the SBC teacher's guides. For the English lesson, few questions were posed by the teacher and these questions were to the class – there were no questions to individuals. The teacher copied sections from the teacher's guide on the blackboard, however, some of the words were misspelled. During the 'sounding out' of the words, the number of phonemes were incorrectly relayed to the students. For the Mathematics lesson, the teacher was not prepared and appeared to randomly select a lesson – which was then delivered poorly with incorrect information provided to the students (Note: the teacher advised that due to illness, attendance at the PKS training on the SBC Mathematics teacher's guide was not possible).

Most of the participants enrolled in the Early Childhood Education Diploma program reported that they have taken steps to implement better classroom management techniques, are using more participatory teaching methods, and have included 'play' to facilitate learning.

Challenges: At this stage, while there has been an expression of interest by NDOE, it is difficult to ascertain if the content of the in-service training program will be endorsed by the NDOE, particularly by the Papua New Guinea Education Institute which has the mandate for teacher in-service training programs. One significant challenge has been the limited ability to monitor, coach and supervise the teachers who have been trained (except for T4E as noted above) to support them in using the newly acquired teaching knowledge and skills. In several interviews, it was noted that monitoring visits have not been conducted to some schools due to conflicting schedules, remoteness, poor transportation infrastructure, the recent delivery of training in the case of PKS, some schools are no longer operating, and peace and order issues within the community.[101] Additionally, the lack of funding prevents district and provincial elementary inspectors from traveling to schools to perform their authorised supervisory functions. As a short-term measure, projects have included school inspectors during their regular monitoring visits.[102] It was noted that the NDOE has authorised provincial and district inspectors to delegate their teacher supervision and classroom observation functions to the level of the school head or teacher-in-charge. While this does provide a potential avenue for providing supervisory and coaching support to teachers, there does not appear to be any training program for school heads or TiCs to perform this delegated function.

For targeted training programs, i.e. the Early Childhood Education Diploma program; the support to female teachers to attain matriculation through FODE; and the training of Resource Teachers, it is too early to determine the effect of this training although it was reported that some of the teachers participating in the diploma program are struggling to keep up with the pace, due to the condensed time frame and to the requirement that they continue their regular teaching duties. The review team was informed by several sources that the diploma

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[101] During the field visit to East Sepik, one school visit was cancelled due to an ongoing disturbance in the community where the school was located. PKS decided to change districts where they were originally intending to work due to peace and order concerns. Anecdotal evidence also suggests that some schools have closed due to the absence of the TFF subsidy and/or the absence of salary for teachers.

[102] While the projects do offer per diem for district and provincial officials to accompany the project monitoring teams, this approach is not sustainable.

program has not been certified by the NDOE – calling into question the likely impact completing the diploma would have on improving a teacher's credentials and possible promotion. It is expected however that teachers with additional knowledge about early childhood education would apply more appropriate classroom and teaching practices. Engaging with FODE to upgrade academic qualifications of women in order to enrol in the Certificate of Elementary Teaching was expected to demonstrate how the educational system might increase the percentage of females in the elementary teaching force.[103] For Resource Teachers, cultural, positional and cost issues may prevent application of the intended purpose of the Resource Teacher to coach others.

Box 2. Barriers to functioning as a 'resource' in support of other teachers

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An E2 English language class in a school supported by T4E was observed by a member of the review team. The teacher demonstrated good knowledge of the subject matter and had developed effective classroom management and teaching skills - effectively delivering a lesson to a large group of students (> 40). Group and individual work were observed with the teacher monitoring progress and using questions for the class as a whole and for individuals. This teacher was identified as the Resource Teacher for the school and for surrounding elementary schools. The teacher shared that there were limited opportunities to share knowledge or skills with other teachers – stating that "I am just here if someone wants me to help".

Discussions with a senior teacher and with the T4E coordinator revealed several barriers that may prevent acceptance of assistance from this highly competent Resource Teacher. These barriers included: i) the resource teacher was younger that other teachers and the socio-cultural attitude of those older diminished acceptance of the younger teacher's offers of assistance; ii) the teacher's qualifications were at the Grade 10 level while other teachers and the school head (in this school and surrounding schools) have higher academic qualifications, placing the teacher at a disadvantage from an academic credential perspective; iii) the cost (actual and lost opportunity) of travelling to other schools in the vicinity serves to restrict the teacher from leaving the school to offer assistance to other surrounding schools.

Moving forward: During interviews with officials from NDOE and one teacher training college, strong interest was stated in obtaining the in-service training packages that had been delivered through the projects.[104] One of the steps that is required by NDOE is that the in-service training packages (or parts of the packages) be submitted for review and endorsement to the NDOE Board of Studies for Teacher Training for use in the training of teachers.[105]

For targeted training programs, it is suggested to continue supporting the Early Childhood Education Diploma program and encourage the University of Goroka (as a PKS consortia member) to seek government certification for the diploma program. The rationale for continuing support to the current cohort to enable them to graduate is two-fold: Primarily, the rationale is not to diminish the expectations of support to those currently enrolled; Secondly, it would be useful to include these individuals in the assessment of teaching knowledge and skills at end line to determine if there are knowledge, skills and practice differences of these teachers compared to the teachers who participated in the in-service training programs.[106] This assessment information could be used to inform adjustments to the content and delivery of future in-service training programs. Upgrading female teachers' academic qualifications through the FODE could be continued as this is a low-cost intervention to

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[103] The past tense is used as the expectation that FODE graduates will transition to enrol in the Certificate of Elementary Education has been dropped from the original targets.

[104] Unfortunately, the review team was not able to interview officials from the Papua New Guinea Education Institute, the government institution responsible for the in-service training of teachers.

[105] The review team was informed that there is a pending transfer of all teacher training, including in-service teacher training, to the Department of Higher Education, Science, Research and Technology – a move that may introduce additional complexity as well as potentially improve coordination between pre-service and in-service programming.

[106] The modified TEACH tool has a number of teaching standards that are measured to assess teaching practice. In other countries, particularly in the Philippines, when the TEACH tool was administered there was a marked short-fall in the teachers' ability to support socio-emotional skills development, a factor that contributes to learning and would be expected to be addressed in an Early Childhood Education Diploma program.

increase the number of female teachers, with good evidence suggesting that the presence of female teachers helps ensure gender balanced student enrolments[107]. Even though the original intention of enrolling these same individuals in the Certificate in Elementary Education has been removed as a target, it would be of interest to track these individuals to determine if there is a return of this investment to the individual and to the system. As for the concept of developing Resource Teachers, the review team finds considerable merit in the concept. Future developments could be linked with the efforts of RISE to establish Peer Learning Circles[108] in schools, however, measures will need to be taken to overcome the issues noted above. It is suggested to organise Resource Teachers in pairs – providing mutual support – and also some cover from cultural and positional issues. Pairing a highly capable Resource Teacher with a senior teacher, a school head or a TiC may overcome some of the current barriers to effective deployment of Resource Teachers.

Teaching and Learning Resources

Provision of resources for teachers trained: A range of teaching and learning resources were applied by the three projects – some to *all* target schools, while others were implemented on a pilot basis. The purpose of providing additional resources was to provide extra support for learning literacy and numeracy to supplement the SBC teacher guides. This discussion focuses on the provision of teaching and learning resources *to support application of the SBC*. A separate discussion on the provision of resources to encourage *reading* is provided in Annex F.2.

RISE provided resources developed by StC, known as 'Literacy Boost' and 'Numeracy Boost' programs as a significant part of the in-service training program. Both 'Literacy Boost' and 'Numeracy Boost' have been tested and revised based on application across numerous countries and contexts. Following the 2018 in-service training program, RISE modified the content of the two programs to better align with the SBC. T4E applied a similar approach, through a program entitled 'Literacy Unlocked'.[109] The 2018 version of the program was revised significantly for 2019 to align more closely with SBC's requirements. T4E also provided sets of Bilum Books to teachers as part of the Teachers Resource Kit. Bilum Books have been developed to directly align with the SBC, have been approved by the NDOE Curriculum Board of Studies and are being considered, subject to budget, for acquisition and distribution to all schools. PKS took a different approach and limited the provision of teaching and learning resources to reprinting (with permission) additional SBC teacher guides. PKS took into account the baseline study findings that some teachers had not received the SBC teacher guides. PKS also made the decision to focus the teacher in-service training program on the use of the SBC teacher guides, acknowledging the limited ability of government and local communities to sustain the provision of additional supplementary teaching and learning resources.

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[107] An analysis of primary education teacher college's statistics showed that gender imbalances in school enrolments were highly correlated to gender imbalances of teachers, where provinces with a greater share of female teachers have a more gender balanced students' population, in Letichevsky, P., Primary Education Teachers College Statistics, prepared for the Early Childhood Education and Development program, 2014 (unpublished),

[108] The review team was not able to examine the effectiveness of these in detail

[109] During the interview with WV, it was indicated that 'Literacy Unlocked' was a modification of 'Literacy Boost'.

Box 3. Positive experiences with supplementary teaching materials

An E2 English language class in a school supported through RISE was observed by a member of the review team and the teacher interviewed after the class. The teacher was observed to be using both the Literacy Boost teacher's guide and the SBC teacher's guide side-by-side. When interviewed the teacher advised that the Literacy Boost materials provided easy to understand strategies for introducing concepts that were required in the SBC. These strategies included games, songs and additional stories.

An E2 English language class supported through T4E that was visited by a member of the review team, where copies of Bilum Books were on children's desks and were being referenced by the teacher during the lesson. When asked, the children said that they liked the Bilum Books as they were easy to read. The teacher noted that the Bilum Books were aligned with the SBC, providing additional materials to augment teaching.

Piloting of resources: Three pilots of teaching and learning resources to support application of the SBC are underway. One is the Bloom Reader, an application developed by SIL that provides reading content via a mobile phone that can be downloaded from the Google Playstore for free, or the off-line content shared with other mobile phones via Bluetooth. The Bloom Reader reading content is directly aligned with the SBC – with approximately 50% of the reading content derived from the stories in the SBC, and the other 50% provided by different authors. The Bloom Reader provides audio – which is also of benefit to children who are sight-impaired and, more recently, provides sign language for the hearing-impaired.[110] The Bloom Reader application will be further discussed in Annex F.2. A second pilot is an extension of the Bloom Reader application being piloted by RISE in 10 elementary schools per province as the 'Education for Life' kit – with the kit consisting of a small projector, a cell phone, a simple screen and a solar panel assembly to provide power to the cell phone and projector. The third pilot is part of the PKS project where they are piloting the application of Bilum Books in two districts in Simbu province.

Successes: The teaching and learning resource that received the most positive feedback from teachers and officials at the NDOE was Bilum Books, because the books and teacher guides are directly aligned with the SBC, easy to use and provide additional supplementary strategies and content to support teaching and learning. At the present time, Bilum Books has been endorsed by the NDOE Board of Studies for Curriculum with a stated intention by the Curriculum Development Division of NDOE to provide Bilum Books to elementary schools, subject to budget allocations. The review team raises a cautionary note that the provision of Bilum Books by themselves will be unable to realise the potential of this resource. Should the government pursue the acquisition of Bilum Books, there needs to be an accompanying effort to provide training on the appropriate use of the books. The application of the Bloom Reader for classroom use through the Education for Life pilot has potential for success, pending resolution of some technical challenges. Callan Services advised the review team that it was their opinion that a significant contribution is being made to improving inclusive education through the development of audio and sign language abilities of the Bloom Reader.

Challenges: In the schools visited by the review team, all teachers that were observed and interviewed had in their possession SBC teacher guides.[111] However, each of the projects reported that not all teachers in their provinces had received the SBC teacher guides and, in one instance, the offer to help distribute the guides were not well received.[112] For the Bloom Reader and Education for Life, there are a number of technical and

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[110] The development of the sign language aspect of the Bloom Reader was apparently the result of a challenge by Callan Services when they were oriented to the audio version of the Bloom Reader. The challenge was that "this would be even better if it could help hearing impaired children to read".

[111] As the PKS project supplied copies of the SBC teacher guides as part of the in-service training program, some teachers had two copies of the teacher guides.

[112] One offer to distribute the SBC teacher guides resulted in the district advising that they would distribute them, but that the project would have to pay the District to do so. Other anecdotal information indicated that quantities of teacher guides were still in shipping containers and located in various ports.

operational issues detracting from their full use. These include: the limited reach of cell-phones in the more rural areas of the country; unfamiliarity with cell phones and other technologies – even as basic as adjusting the screen brightness and volume; and, technology failures and limited ability locally to repair.[113][114]

Two other concerns emerge when considering the provision of teaching and learning resources. One is the need for close alignment of teaching and learning resources with the SBC. The resources that are more closely aligned with the implementation of the SBC are more likely to be quickly adopted and valued by teachers and NDOE – as appears to be the case for Bilum Books. The second concern is the ability of government (or local communities) to provide funds for the acquisition (and distribution) of additional teaching and learning resources – putting into question the sustainability of many of the teaching and learning resource interventions being implemented or trialled by the three projects.

Moving Forward: Future efforts to provide teaching and learning materials should be guided by the following considerations: i) ensure, at a minimum, that teachers have in their possession the SBC teachers guides (and are provided training on how to best utilise the guides); ii) seek out and/or develop low-cost supplementary teaching and learning resources that have: a prospective chance of being sustained; are aligned with the SBC; and which have received approval from the NDOE Board of Studies for Curriculum. Projects would be well-advised to avoid the provision of teaching and learning materials that do not meet these considerations.

It is suggested to continue the piloting of the Bloom Reader and the Education for Life applications for teachers to obtain evidence to inform NDOE policies and plans given their emerging interest in the use of technology to deliver educational services across PNG. Important in this process will be supporting teachers (and others) to become comfortable with and proficient in the use of the underlying technologies as they will be key agents in demonstrating the value of these interventions to others.

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[113] These issues also affected the use of the Bloom Reader by the CLVs.
[114] One example shared with the review team was replacement of a bulb for the Education for Life projector – the TiC, at considerable transportation cost, had to travel to the nearest town some 2 hours away to acquire a new bulb. Other anecdotal information suggests that failures in the technology are often not dealt with as users are unaware of what to do to fix the problem when it is encountered.

Annex F.2: Interventions to encourage reading

This annex is organised into three sections. The first section discusses the purpose and design of interventions to encourage reading. The second section provides a discussion of implementation progress and issues for each of the three projects plus their contribution to outcomes, while the third section provides summary conclusions and suggestions for moving forward.

Design and purpose of the interventions

All three grantees designed interventions to provide reading materials and engage teachers, volunteers, parents or caregivers in supporting children's reading skills to a greater or lesser extent. These interventions were conceived of as occurring in a mixture of activities *outside* the school (reading clubs, parental home reading, books on mobile phone platforms), and inside the school (e-learning activities of Library for All (T4E) and Education for Life (RISE), creation of in-school library spaces (PKS)). At their core, they recognise the SBC does not allocate sufficient reading time to encourage practice, so this time has to be created within the school, or alternatives for encouraging reading found outside the class room.

Both RISE and T4E placed significant emphasis on the creation and use of age and culturally appropriate reading material as a way to stimulate both community involvement and reading as a means to improving literacy. PKS adopted a 'lighter touch', originally planning to produce a magazine, but now electing to purchase the titles produced by T4E and distribute them through schools, with less emphasis on parental involvement. RISE has perhaps the most ambitious approach to stimulating community and child engagement through extra-curricular reading activities through their use of CLVs who act as the intermediary between schools and children, and the program and parents. T4E has adopted a more middle ground, encouraging parental involvement directly as well as reading club volunteers who assist with more schools-centred (after school) approaches to reading clubs. Other teacher related reading as part of the SBC/supplemental training materials are addressed under the case study on teacher training. A summary of the different interventions and reported progress is presented in the table below.

Table F.2.1. Summary of PPF grantee interventions to encourage reading

	CARE – Pikinini Kisim Save (PKS)	STC – Rapidly Improving Standards in Education (RISE)	WV – Together for Education (T4E)
Consortium	Queensland University of Technology; Adventist Development Relief Agency (ADRA); University of Goroka	Callan Services for Persons with Disabilities - National Unit; Summer Institute of Linguistics – Papua New Guinea Branch (SIL)	Child Fund, Consultative Implementation and Monitoring Council (CIMC), Library for All, University of Canberra
Goal	All children, including girls and children with disabilities, have improved access to quality elementary education …	RISE PNG will improve the quality of learning outcomes for children aged four to eight years …	Girls and boys access and complete a quality elementary education focused on learning and literacy…
Reading related EOPOs	EOPO 1: Children attending elementary school demonstrate improved English and Maths learning outcomes	O1. Improved literacy and numeracy learning outcomes for elementary -aged students	Outcome 1: Increased parent/caregiver and community demand for, and support of, quality inclusive education
			Outcome 3: Increased access to stimulating and relevant learning materials and safe and child-friendly learning environments
Related Intermediate outcomes	1.1 Teachers are using better skills and knowledge to teach the SBC English and Maths syllabuses	1.1: Elementary teachers demonstrate confidence and competence teaching and assessing SBC English, Language and Maths	1.2 Parents/ caregivers participate in their child's learning and development.
	1.2 Use of appropriate gender and disability-inclusive reading materials	1.3: Parents and caregivers of early grade children demonstrate improved home reading practices and community reading culture	2.2 Students developing literacy and numeracy skills during classroom instruction
	1.3 Students are actively engaged in reading		3.1 Students have access to and read culturally-relevant and language appropriate books.
Reading related Theory of Change	… children's literacy learning outcomes improve when children consistently attend school; receive better quality teaching; have better access to reading materials; and engage in reading at home.	… Improving literacy and numeracy learning outcomes begins at home with caregivers who read to their children. … Elementary teachers can deliver well designed teacher guides and these will be coupled with sufficient levelled reading books, particularly in the children's home language and reinforced at home….	… IF … parents and communities are active participants in education, THEN literacy and numeracy will improve. Demand is best ignited through … equipping parents to engage actively in their child's education. Quality is best enhanced through interactive in-service sessions that equip teachers with age-appropriate approaches and strategies to support early literacy…
Baseline data	- 57.40% of schools surveyed had age appropriate storybooks in English, and 11% had them in Tok Pisin - 91% of teachers read to students - 22% of schools run reading events (camps, readathons etc) or library activities	- 13.94% teachers engaged students in reading - 49% Children had story books at home - 57% had been read to by a parent in the past week - data about reading habits outside school inconclusive	- 55% of children reported parents/caregivers reading to them - 6% of children reported going to a reading club - 33% of children were considered readers
Key focus of unique activities	-Originally intended developing their own reading material in the form of a magazine, now sourcing 55,000 titles from LfA collection), providing a half/	- in partnership with SIL, published stories from the SBC (50%) on the Bloom Reader, plus other titles	- producing locally written, language and culturally appropriate reading books for print and E-library versions - distributing print versions to schools in 'resource kits'

	CARE – Pikinini Kisim Save (PKS)	STC – Rapidly Improving Standards in Education (RISE)	WV – Together for Education (T4E)
	one day session to teachers on establishing classroom libraries ('reading corners') for the books - Encouraging communities/parents to support girls and boys in their education, (running inclusive school reading camps/events etc.) - ADRA is providing adult literacy training to parents to equip them to support children's learning	- converted Bloom Reader Books into talking books, translated into English, Tok Pisin, (Motu, and 31 Tok Ples), and now incorporating sign language for deaf students. - Training CLVs to run reading clubs / coach parents in reading to their children - Provide CLVs with offline Bloom Reader App resources to transfer to other mobile phones for free - Trialling Education for Life kits – a projector, solar panel and speaker which connects to Bloom Reader resources for use in classroom settings	- encouraging Parents and caregivers to support their child's acquisition of literacy and numeracy skills (also training volunteers to assist with reading clubs), - trialling e-book versions on tablets for use in schools (LfA)
Core	All 3 focus heavily on the SBC and teacher professional development in literacy, numeracy, with a focus on SBC teaching guides, familiarisation of scripted lessons and use of supplementary teaching strategies (including books) to support literacy and numeracy acquisition		
Key related Targets	- 423 schools trained, 188 establish reading corners - 55,000 LfA books distributed, with mentoring sessions for teachers - 941Teachers in-service – SBC English and Maths with reading resources on SD cards - 12 LLGs participate in Community Leadership Program - Adult literacy classes to support child reading (1 province) - 25 'Reading events' held - 30% of children using school libraries / attending camps/events (39,000 children)	- 650 schools / reading clubs - 30 schools trialling 'Education for Life' Kits - 834 CLVs trained and equipped -with book kits of 100 books - 11,024 parents/caregivers trained in reading (84,200 children access improved programs)	- 300 Schools/ communities - 500 culturally relevant books written and printed - 12 schools trialling 40 tablets each, with 500 e-books - 100% children reading e-books for 3 hours/week - 500 teachers receive resource kits (print versions) - 4,800 parents/ caregivers trained in reading skills - (20,000 children – 6,000 attending reading clubs)
Progress Reported	- 1,313 teachers (423 schools) trained in SBC (including setting up 'reading corners') - Book distribution and mentoring commenced in October 2019 - 20% of 423 schools setting up 'reading corners' - SBC, including songs and reading materials distributed on SD cards to all teachers trained - 329 graduated from basic adult literacy, with 667 more enrolled (1 province)	- 30 schools trialling 'Education for Life' Kits ($1,000 per kit) - 884 CLVs trained - 537 reading clubs established. 8,320 children attended (commutative attendance N/A) - 3,024 parents/caregivers trained in reading; 4,480 attend caregiver workshops - 640 story-time sessions held. 8,960 children attended - 966 Bloom reader downloads captured (Bluetooth transfer data unknown)	- 500 culturally relevant books written and printed - 12 schools trialling 40 tablets, 500 e-books ($7,700 per kit) - 100% of Children in 6 schools reading books - 363 teachers received resource kits (June 2019) - 275 Reading club volunteers trained - 116 Reading clubs established and equipped - 25,060 books distributed to reading clubs - 5,582 parents/caregivers trained in reading skills - 3,443 attendees at reading clubs (54% girls)

i) Observations on implementation *Pikinini Kisim Save project reading activities*

PKS reading activities only commenced in October 2019 with the procurement of 55,000 Library for All (LfA) books (70 titles across four levels). Initially, this activity was conceived as involving book distribution alone, however early observation indicated there was a need to provide more support to teachers in the management of these resources if they were to be used sustainably. Project staff noted a mismatch between the concept of establishing a 'Library', which teachers saw as beyond their means (i.e. implying additional infrastructure and shelving etc.), so the requirement was less ambitiously described as 'reading corners'. Book distribution was then accompanied by half /one day coaching sessions for teachers in establishing reading corners. This has also been incorporated into the remaining SBC training sessions. The unease around utilising scarce resources was witnessed during the review observation visits, and the added coaching appears to be a necessary and appropriate response (see Box 4 below)

Box 4. A clear need for teacher mentoring in reading resource use and management

In one of the PKS schools visited in November, the Teacher in Charge was interviewed in her office about the school's experience with SLIPs, noting a good level of interest in school management and resourcing. Following the interview, the review team observed about 10 cardboard boxes bearing "booksforPNGkids.org" labels. When questioned, the TiC said they had been donated, arriving "around the start of the school year". When questioned on the quality of these reading resources, she admitted she had not opened any of the boxes to look because the school "had no shelves to put the books on". We suggested a box be opened in order to examine the suitability of the content, and the TiC expressed surprise and delight when a number of good quality books of different age appropriateness were revealed. She had no particular plan to distribute the books as yet, however when asked what resources the school needed, she said "more books", pointing out there were over 300 children at the school but not enough books to go around (there were probably easily 300 books in the boxes). This school will likely also receive books from the LfA supply through PKS, and it would seem that without some additional coaching, they may remain safely boxed in order to be protected and accounted for rather than used as intended.

The PKS monitoring and evaluation roadmap and tools (developed prior to the reading corner activity being developed) does not at this stage include monitoring the use of the books once distributed. This would appear to be an oversight, as data about their level of use; whether the school could manage them appropriately; and how many remained at project end would be useful to assess their likely contribution to any improvements in literacy skills, as well as the sustainability of distributing reading resources to schools.

Rapidly Improving Standards in Education project reading activities

The Bloom reader mobile phone app has over 50 books written by local authors and digitised (50% taken directly from the SBC). Thirty of these are in local vernacular (the RISE target for this was much higher but proved difficult to achieve). They are accompanied by audio, in which a native speaker reads the book aloud, as well as sign language, making them an accessible resource for hearing and sight impaired readers. They also make up part of the Education for Life kit, trialled in 30 schools (10 per province) in 2019.

The role of CLVs is instrumental in promoting extra curricula activity. RISE employs 1 Community Engagement Officer (CEO) per district, and they are responsible for the CLV program. CLVs receive a week of training, and are then responsible for delivering five programs in their communities:

Box 5. CLV responsibilities following one week of training

Reading Club: CLVs are provided with a kit of up to 100 books across three levels and a smart phone with the Bloom reader bools loaded. They are expected to run one reading club session per week over 14 weeks. They are provided with an activity book which sets out how to run the reading sessions and other activities, as well as providing attendance list and book borrowing list templates, and a monthly monitoring form. Reading clubs are expected to be conducted either in the community or at school.

Story Time: Which involves inviting parents / elders to tell stories to children during reading group sessions.

Reading Fest: The CLV is expected to organize a community activity/day to celebrate reading.

Caregivers workshops: CLVs invite parents/caregivers to attend 7 sessions on different topics, including expressive storytelling/reading with children.

Bloom reader: CLVs are expected to promote the download of the Bloom Reader App from the Google Playstore, or transfer the reader content offline via Bluetooth to the mobile phone of parents/caregivers.

i) Observations on implementation

a. CLVs, Reading clubs and the Bloom mobile app

The review team conducted interviews and observations with two (male) CEOs and three CLVs (one female) in East Sepik province only. Varying degrees of community/school support were evident, with a clear need for further assistance to promote reach and sustainability of reading resources noted.

Box 6. While successful and appreciated by participants, CLVs required further support for reading clubs

A RISE school visited during the review serves children from 7 surrounding villages. The CLVs interviewed (one male and one female) run a reading club with 29 members in their own their village where the book kit is presently stored. About 50% of their members are girls, reflecting children's interest to attend rather than any special encouragement. They have completed their 14 reading group sessions. Children borrow books and take them home, and the return rate is high because the CLVs know each family intimately. The CLVs had not conducted the 'story time' or 'reading fest' activities expected of CLVs as they did not think the community was particularly interested in either activity.

Rather than commence another 14 sessions in another village, the CLV's preference was to hold further sessions at a centralized location - the elementary school. They had asked permission from the TiC and the School's Board of Management. However, the school's view was that the CLVs should repeat the reading club in each of the other 6 villages first. The CLVs were not prepared to undertake such a time-intensive commitment. Instead of compromising, the SBoM chair's solution was for RISE to provide a CLV and book kit for *every* village. Parents from the CLV's village also did not particularly want the books to be moved from their village, and had a high degree of ownership of the localized resource, seeing clear benefits for their children. Although aimed at Elementary children, they believed that it was useful to send their pre-schoolers as well so they would be able to read when they went to school: "the children learn the sounds at school, but reading club improved their reading".

It is therefore not clear whether the reading resources will extend beyond the 29 children in the CLV's own village. The CEOs indicated that most schools in the other districts do allow the CLVs to operate from the school, though this did not often happen through invitation, but only after the CEO had intervened by approaching the school head to explain the role of the CLV more clearly and to seek permission to work from the school.

As the RISE Six-Monthly Progress Report noted (2019), although TiCs and school boards were involved in CLV selection, they do not always support them. This was mostly due to a lack of understanding of their role, and perceived jealousy over the resources they are given as incentives (mobile phones, books, T-shirts etc). CLVs can

also suffer from a lack of authority with regards to the control of the resources, even where school support is strong and activities are tied to a school:

Box 7. A valued resource, books are not always returned for re-borrowing

Another RISE school visited during the review was located on a main road, taking in children from three villages. The (male) CLV operated from the school, and had about 40 members (about 50% girls), who were a mixture of EP and E1. Reading club is conducted in the morning here because the very supportive TiC believes that this is when children are most receptive to learning. About half the reading club books had been loaned out to members, but had not been returned, so the CLV took the decision to stop lending them, and the other half were sitting untouched in their container. Apparently, the children (and their parents) were reluctant to return them. It was suggested by RISE staff present that they should swap them amongst each other so children could read a different book at least, however it is unclear if this will happen without further intervention from RISE. The CLV had not conducted the 'story time' or 'reading fest' activity as he did not think the community was particularly interested.

Changes as a result of reading club attendance noted by *caregivers* included: "Before the children could not read or write, but now they are doing better – especially in English".

While the two examples of reading clubs do indicate they are valued by the families who participate, and that CLVs can be effective in facilitating them, the potential of the Bloom reader resources remain underutilised, through a combination of lack of mobile ownership and limited ability to use it.

Box 8. Mobile technology, while promising, presents challenges to users

In one RISE school visited, CLVs preferred using books to the Bloom reader, as mobile phones are too small to use in a group situation. They also did not have basic mastery of the mobile phone, e.g. in demonstrating the app, they needed assistance adjusting screen brightness so the app could be seen. They reported that only three families in their village had access to mobile phones – not because they could not afford them, but because they either lacked connectivity or did not know how to use them. The TiC from the Elementary school had just purchased a mobile phone for completing the school census and intended downloading the Bloom books onto it, which may increase its usefulness at the school level.

In another RISE school visited, The CLV was observed doing a truncated reading club session, which involved him reading a book to them using the Bloom reader. The children enthusiastically gathered around the mobile phone but could not see it, so audio was turned up and they chanted the lines aloud. This effectively meant they did not do any reading at all during the session. The CLV did however ask questions about the story to test their comprehension of English. Only two children from an E2 class observed indicated their parents had mobile phones and had the Bloom Reader loaded on them.

These examples highlight significant capacity and sustainability issues of the CLV model, where the provision of ongoing monitoring and closer supervision may have helped maximise their use of the resources and extended their reach beyond the average of 26 children per school reportedly participating. The CEOs reported that there was little time for monitoring and follow up with the first 129 CLVs trained in 2018, so it was unclear how many of these were still active, and how many operated from a school as opposed to a community-based location (and which was most successful). In response, the second lot of 91 was being supported more through a mix of physical monitoring and phone monitoring where coverage and transport allowed. Despite this, the CEO from Angoram District, one of the remotest with poor connectivity (where monitoring is therefore particularly difficult) estimated that only 30% (of the 37 trained this year) are still considered to be active. He therefore took the decision to only provide mobile phones to those active, reducing reach of the resource into the remoter areas for which they are intended. The other districts reported (anecdotally) higher participation by CLVs following the training, but were similarly unclear of the numbers.

The main monitoring tool used by the CEOs to track CLV *performance* was in the form of a questionnaire administered to CLVs about the successes and difficulties they faced in performing their roles. Uploaded into KoBo and collated by management, this rich and useful data was used to develop a program to support CLVs in their work – mostly in the form of motivational text messages and areas for improved mentoring/support. CLV reflection workshops were also conducted and are a useful information gathering event in which CLVs provide feedback on their experiences. Both provide useful data for the midline report (see below).

Monitoring of CLV *activity* data and beneficiary numbers is particularly difficult. This was raised with the CEOs following an interview with a CLV who, despite being well supported in an easily accessible school, had recorded exactly the same data into his activity book data sheets every month. The CEO queried the data entries, and formed the view that the CLV was not sufficiently familiar with the monitoring task he had been given after only one week of training, yet his data on beneficiaries had been uploaded into the KoBo system. The CEOs recounted other instances where they had doubted the validity of the data provided on community activities/beneficiary numbers and were unable to verify them.

The limited ability of the CEOs to physically monitor and mentor CLVs appeared to miss opportunities to maximise their effectiveness and sustainability – even for those that were relatively engaged and capable as in the examples above.

b. Education for Life School Kits

Anecdotal evidence from RISE project management indicated that this intervention was particularly effective, with schools asking for more kits. Of the 30, 2-3 experienced technical difficulties, and as far as they were aware, had not been fixed.

Box 9. The Bloom reader and projector kits have clear application in classroom settings

A RISE school visited during the review had a kit which the TIC and E2 Teacher reported using every week. Observation of the E2 teacher setting it up however indicated they still had some difficulty, with one of the RISE staff assisting with set up. Issues included:

- they were unable to turn up the sound so that the audio could not be heard

- windows were not sufficiently darkened to provide contrast

- the cloth screen was taped temporarily over existing posters on the wall, obscuring the text.

Despite these difficulties, the children had no trouble reading the text which they had practiced that morning. The teacher asked a series of questions to test comprehension, demonstrating the children had clearly comprehended the English. This was a strategy she used previously with the 'big books'. Benefits of the Education for Life kits noted by the teachers included that the technology motivated children to come to school every day, and there was less need to make their own reading resources for group reading (big books).

ii) Contribution of RISE reading activities to literacy outcomes

The midline data analysis[115] found that for literacy, the largest effect size between intervention and control students was in relation to the proportion of readers and non-readers. A higher proportion of children in intervention schools (49.5%) could read at least five words of the E2 English passage in 30 seconds compared to 44.7% in control schools. What is not clear is the relative contribution of improved teaching practice vis-à-vis reading activities. Across the board, reading comprehension, the variable you would expect to see most improvement in as a result of increased access to age and culturally appropriate reading *material*, was only an average of 1 percentage point higher in English and 3.4 percentage points higher in Tok Pisin in intervention

[115] Johnston, C. and Namit, K., RISE Learning Assessment Midline Report, July 2019.

than control schools. Nevertheless, some interesting correlations did point to isolated effects of reading-related interventions.

Effect of the Bloom Reader app

Midline results show a low penetration of Bloom Reader overall in line with low access to mobile technology, with slightly more of the control group (6.8%) reporting they have it at midline than the intervention communities (6.6%). Being an open source app, and an initiative actively promoted by the RISE project, it was expected that contamination of the control would occur, and this is perceived to be a positive outcome. While only 7 percent of all students surveyed reported using Bloom Reader, these students scored 7 percent higher on literacy compared to students who did not use the app, particularly in the English word score. Access to Bloom Reader also had a strong association with higher scores in Tok Pisin comprehension. It is not known the extent to which this 7 percent of students using the Bloom reader app overlapped with those attending book clubs (where they are read *to* using the Bloom reader app), or those borrowing books.

Effect of the reading clubs

Reading club/book borrowing data was difficult to interpret. Notwithstanding the limited ability of CLVs to provide reliable data as noted above, reading club session data for the six month reporting period in the July 2019 Progress reported 320 reading clubs established (i.e. the same number of volunteers trained, although this is likely to be as low as 160 as CLVs tend to work in pairs); 1,920 *sessions*, with 8,320 children attending (this number was halved to estimate the gender balance). It is not clear the extent to which these children are double counted across multiple sessions, rather than just counted when they sign up – and who may or may not attend more than the first session. Regardless, this was deemed to be the most successful and popular community literacy activity by the CLVs themselves (83% of the 172 CLVs surveyed in 2019 reported book clubs were successful/really successful, with 92.7% of children interested/very interested in engaging).

Midline data showed that while 22 percent of 989 intervention school children indicated engagement in reading clubs outside school, 12 percent of the 839 in control schools did also. In the absence of a clear baseline on reading club access, the increase in control group accessibility to extra-curricular reading activities was not adequately explained, and may call into question the reliability of the data. For example, children may be misinterpreting the concept of a 'reading club' as being: family members reading to them outside of school; church-based religious reading activity; or contamination of the control with the spread of intervention reading resources.

There was also no baseline for book *borrowing*. Fifteen percent of *all* children reported to have borrowed books, with only 8 percent *more* children in intervention schools than control schools doing so, which was a lower than expected result. Nonetheless, the midline analysis concluded that for the 15 percent of children who *had* borrowed books, their overall literacy and numeracy scores were 12 percentage points higher than for those who had not. Interestingly, the scores were highest in Tok Pisin, although the number of Tok Pisin books available through the intervention was much lower than those in English. The effect size for English word scores was 9.4 percentage points and for English comprehension, 7.6 percentage points higher than children who did not borrow books. The analysis posits that 'reverse causality' may well explain these findings, where the children who are more likely to borrow books are also the ones who read anyway, and would do better on a literacy and numeracy assessment regardless of access to library books. This data did not appear to have been disaggregated by gender to ascertain whether girls or boys are more likely to borrow books.

Effects of other initiatives

Midline data of *all* children indicated a 21 percent increase in the proportion of children who have <u>been read to at home</u>, however the data also revealed that the increase was 4 percent higher in the control group (i.e. without direct access to caregiver reading workshops). The midline analysis posits that this may indicate that caregiver workshops designed to help parents and caregivers engage in learning activities at home may not have delivered the desired effect. This is consistent with CLV monitoring data which reported that caregiver workshops were one of the most challenging of all the community literacy activities (e.g. over 25% of caregiver workshops had

issues with administration, coordination with local leaders, or poor attendance). While 73% of the 109 CLVs surveyed indicated the caregiver workshops were successful/really successful, this was for a lower than expected average of 10 caregivers per session. The effect size on literacy total scores for underlined children read to at home was small (1.26%), with higher differences in numeracy (up to 3.5%), which may not be explained by being read to.

Data around engagement of children in other CLV activities such as storytelling and reading festivals was lower than expected at 19% and 7% respectively, and this data was not disaggregated in the midline analysis by control/intervention areas. It also confirms the difficulty CLVs had in mobilising community interest in these activities, with CLV reflection workshops indicating these were challenging to implement. There was no data available for estimating the effect of the Education for Life kits correlated to changes in literacy, or the impact of the sight and hearing- impaired features of the reader.

Together for Education project reading activities

Production of the Library for All target of 500 titles from prep to E2 is completed. While not aligned to the SBC specifically, authors were asked to prioritise the first 300 words a child needs to learn. LfA received over 2,000 story submissions, and funded the publication of an additional 235 themselves, including at higher levels so that young readers can go on. These have been loaded onto durable, easy to use tablets that are stored in a single container that charges 40 – 50 tablets with a single power chord. The profiles of several children are loaded on to each tablet so that multiple users can use them. One of the advantages of the tablets is that up to 40 – 50 children in a classroom setting can be reading the same book simultaneously, without the need for a projector, a 'big book', or multiple hard copies.

The books on the tablets are available off line, but schools are reliant on LfA for any updates/additions to the 500 titles. On line, the titles are available through the Google play store app for parent/teacher use on smartphones. The tablets have an estimated 5 – 10 years longevity at a cost of AUD$7700 per kit of 40-50. Children are protected from receiving inappropriate materials when the devices are on line through a kiosk mode that prevents opening of anything not sent by LfA. LfA is currently incorporating audio and PDF's into the LFA app so that teacher training material can be added, which will be available in early 2020. The ability to incorporate open source sign languages by SIL is also another innovation planned, and Callan Services have ordered tablets for this purpose, indicating good cross project synergies. In the immediate future, small investments are required for data to access ongoing Android updates, cloud infrastructure and downloading additional titles.

Criteria for the 12 pilot villages selection included: 1. A reliable electricity supply, 2. A main contact person responsible; 3. Strong justification for why they wanted it, and how they would use it. T4E received over 100 applications.

As well as the e-library trial, 275 reading club volunteers have been trained, 116 Reading clubs established and equipped with 25,060 print versions of LfA e-books distributed to both these and the teachers through the resource kits.

i) Observations on Implementation

a. *Library for All's Digital Library Application trial*

The review team did not visit any of the 12 schools trialling this technology, however an extensive phone interview was conducted with LfA staff, and they provided a copy of their most recent mid-term data. Physical monitoring as at July 2019 indicated only two tablets have been damaged, and three are unaccounted for. Without chargers, and with only children's books loaded, they are not considered attractive to keep.

LfA collect data on 26 data points, including which books children are reading, how long they are spending on each page/book etc. Data accessibility was initially problematic as the schools are largely operating off line, requiring expensive monitoring visits by Australia based LfA staff. They are working on a solution in the form of a dongle that connects the server to the cloud to pull down updates and send usage data up. For a small monthly fee of around $20, they can perform future monitoring remotely. This data is currently collated and analysed in

Australia, but there are plans to make this available in a dashboard format on a per school basis for use by teachers to track and respond to individual children's reading habits.

Midline data collected by LfA and updated on November 18, 2019[116] indicated a wide discrepancy between teachers' accounts of usage, which vastly overestimated active use, possibly due to fears that teachers would lose the valuable resource if underuse was reported. Actual usage has been more limited than anticipated, falling well short of the target of three hours per student per week. Headline aggregated data from 2018 to August 2019 showed that:

〉 2,403 students and teachers have used the Library
〉 4,765 hours were spent reading
〉 85,000 books were opened
〉 122,500 pages were read
〉 50-50 was the ratio of usage between male and female students and teachers
〉 less than 1 hour was the average reading time spent per student per week, with significant and unexplained variances
〉 usage is reducing over time in many schools
〉 children are not progressing to higher level books overtime, returning instead to the same ones – indicating little teacher-led selection of titles
〉 the biggest cohort of readers is the 9 – 10 age group, which is not the target group of the program, and indicates many overaged / repeating students.

Several reasons were offered for lower than anticipated usage, including:

〉 inadequate training of teachers has led to a lack of understanding about the technology and low proficiency in usage
〉 teachers have not received clear guidance on how to incorporate the Library Kits into lesson planning
〉 the three hour per week target cannot be accommodated within the SBC lesson plans, which do not provide time for reading, and teachers are either unable or unwilling to trial alternatives, such as afterschool reading club style reading time
〉 initially slow data feedback time has not allowed significant time to address the usage issues the data highlighted
〉 some localised factors may be impacting usage, including unreliable power.

The rich data provided by the LfA Digital Library Application trial provides many insights for follow up, and may also shed light on the likely use of the print version books. Despite the promise of the e-library resources, initial usage data suggests there is a strong need for closer monitoring of factors contributing to high and low use, and follow up training and support for teachers responsible in order to maximise use of the resource. T4E management indicted they had not yet had the time to fully explore the possibilities of the resource.

b. Reading clubs

There is little documentation about the purpose and role of reading club volunteers. They are trained and resourced with printed age and culturally appropriate books from LfA. According to T4E management staff, monitoring of the reading volunteers is done by field staff, however they acknowledged it has been difficult to collect the monitoring forms. They recorded initial membership details, but don't do monthly monitoring of reading members attendance, so sustained numbers are not known. Progress reporting indicates an average of 29 members per reading club. The review team only had the opportunity to interview one reading volunteer, and the teachers and parents associated with the reading club.

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[116] Provided in personal correspondence to the review team by LfA on 19 November, 2019

Box 10. Communities may be dependent on project staff for legitimacy to control reading resources.

The T4E school visited had two Reading Club volunteers in 2018, one male and one female in each feeder village to the school. After a one-week training, volunteers were expected to conduct reading club for 1 hour per week, including additional non-reading activities. Students borrowed the books in 2018, but they were never returned, and some were torn. Out of the 50 books, there's only about 13 left. The volunteer interviewed encouraged parents to come and help with the reading club, but said they didn't, and the few who did read to their children at home anyway.

The volunteer also noted some issues with the materials provided, including that most attendees were pre-schoolers who didn't know how to read fluently, so the books weren't targeted at the right ability level, and more picture books were needed. The benefits to the children she saw included: it helped pre-readers; helped with English pronunciation; produced more fluent readers.

The female volunteer stopped last year after her sister's death, and no one stepped in to take over. The male volunteer was also no longer active. When asked whether she had attempted to have the books returned, it appeared beyond her ability or authority to organise. The LLG Counsellor was also disinclined to help as it was "a matter for the school". The School Board of Management members, while appreciative of the activity, commented that they needed more volunteers for the number of students they have, but were not inclined to step in and organise a replacement volunteer as there was "no culture of volunteerism, and people expect something in return."

The group of 14 female parents interviewed were aware of the volunteers and the reading club activities, relating that it met on a Wednesday, and lasted "about five months". While appreciative, they observed that not enough children knew about it, and not enough parents came to support it because they were "too busy". The older mothers blamed the younger mothers for their lack of commitment. While observing that there were "not enough books to go around", several admitted to having a borrowed book at home still. While potentially interested in swapping the books amongst themselves so their child would have access to a different book, they wanted a volunteer to organize it, and did not feel they had the authority to facilitate the return or swapping of books, or to appoint a new volunteer. Their preferred solution was to have T4E staff come back and organize more volunteers, train them and provide more books.

From this sole example, it appears that there is a need to monitor the extent to which reading clubs are active beyond the initial distribution of books. There are likely many examples, successful and less successful, which could inform the future use of volunteers and the factors which contribute to their success and sustainability.

ii) Contribution of T4E reading activities to literacy outcomes

Effect of the LfA Print version books

Data from the midline report[117] provide a mixed picture. Students in intervention schools scored significantly higher for English (8.86%) and Tok Pisin (11.64%) reading comprehension, and numeracy word problems, than those in the control schools. As expected, the performance of *all* students on the literacy and numeracy assessment was also stronger at midline than at baseline due to the children's maturation; i.e. they were between eight and 12 months older than they were at the baseline. As explained in the methodology chapter, the midline assessment used the same tool and items as the baseline for comparison, which was at E1 standard, and very few children achieved these standards despite being in E2.

The midline report analysis attributes differences in *comprehension* results for both English and Tok Pisin in the *intervention* group to the Library for All books that were given to schools as classroom resources – i.e. in the teacher resource kits. Notwithstanding, teachers in the intervention schools were observed to be using more chanting and copying from the board than those in the control group, despite receiving teacher training that

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[117] Simonichi, K., Namit, K. and Smith, H. Together for Education Midline Report, August 2019

focused on child-centred strategies. The differences between the baseline and midline findings in teacher use of the resources and teacher training in reading are not readily explained.

Effect of the Reading Clubs

The midline analysis suggests that while there was a 27.87 % increase reported in *all* children surveyed who read outside of school, and a 59.61% increase in children who read by themselves than at baseline, (attributed to reading clubs), no relationship to literacy results were found. This is likely because the reading club books were only distributed in May 2018, with little time for effect. It would appear that the contribution of reading activities external to the classroom-based ones have had no effect to date, and the contribution of the books to aid reading comprehension is not straightforward when teaching methods are combined. It is anticipated that reading club participation will have a more positive effect on literacy scores in the end line evaluation as a result of a longer implementation period.

Effect of the LfA Digital Library Application trial

The differentiation of mid line data to capture e-book use on the tablet trials, as opposed to the print-based versions, is not yet available, and will require a separate data collection exercise to correlate results to trial schools.

iii) Conclusions on the effectiveness of reading interventions

Variances in the activities conducted by the three projects and the midline data results make it difficult to compare and contrast the array of activities to make judgements on what works at this stage of implementation. It is not possible to comment at all on the PKS project until their next data set is available. Considering the available data for the T4E and RISE projects, the following conclusions are suggested:

⟩ Reading interventions may be most effective when they are coupled to in-school teaching activities
⟩ The most effective extra-curricular activities appear to be the access to books and reading provided by the reading club activities, although achieving substantial attendance numbers, and maximising the use of borrowed books for home reading may be limited by the ability of volunteers to manage and extend the reach of the resource.
⟩ CLVs (RISE) have been less effective in the broader activities relating to parent/caregiver workshops, storytelling, and reading festivals.
⟩ While book borrowing might be popular, it is not known what percentage of books are returned and re-borrowed, or if children read the same book at home repeatedly, thereby limiting potential impact of the resources
⟩ The extent to which the volunteer activities are sustained and spread geographically/ generationally is not known, and additional coaching and support may have assisted greatly in extending their sustained effectiveness, including assistance with management of book borrowing; the use of mobile phone technology (RISE); and effective monitoring activities.
⟩ Book titles on the Bloom Reader app provide an excellent free resource to parents/caregivers with mobile phones and access to data or Bluetooth transfers from an offline collection. Whilst a promising tool for improving literacy test scores of the few who can access it, its penetration may remain low in the near future, limiting its ability to contribute.
⟩ While the Education for Life kits have potential as a useful classroom resource, data on their use and impact is as yet limited.
⟩ Book titles on the Library for All app provide an excellent free resource to parents/caregivers with mobile phones and data access. Data on the use of the tablet resources in schools indicates, that while promising, there is much work needed to maximise its potential, and to align its use with educational outcomes.
⟩ While digital solutions are appealing in their potential to achieve mass consumption of reading resources, low-cost hard copy reading material is likely to remain the most effective medium in the

short term, especially in remote areas where power supply, connectivity and ease of technology use are less than optimal.

Possible ways forward for reading interventions

〉 Reading intervention through the use of volunteers should be more closely tied to school-centred programs to increase the synergies between volunteers and teachers, and possibly enlist their authority to assist with the management of reading resources

〉 In the absence of clear data on effectiveness, consideration should be given to limiting reading volunteer activities to running reading clubs – including more intensive training on related topics such as: management of library resources; effective reading techniques; mobile phone/bloom reader app use and transfer; and monitoring requirements – rather than expecting broader non-reading club outcomes such as parental awareness raising.

〉 Existing reading volunteers and the status of their book resources and activities should be monitored and assessed, and where there is still interest, targeted support provided to maximise the likelihood they are able to sustain activities/extend their reach

〉 The Bloom Reader and Library for All apps provide free access to high quality reading resources to parents and caregivers with mobile phone. Consideration should be given to providing additional budget to publicise/advertise their availability in order to maximise the return on investment in terms of increased reach.

〉 Further analysis of the effectiveness and sustainability of the school-based e-book programs is required before any further roll out is considered. A thorough investigation of the causes of low/declining use of LfA tablets should guide strategies for addressing issues in the pilot schools (i.e. distribution of solar panels to guarantee power supply; more targeted teacher training on use of the resource; exploration of potential for extra-curricular use etc). Once the pilots are established and running effectively, a comparative analysis on the use of Education for Life kits and LfA tablets should be conducted to compare their relative cost, ease of use, impact on literacy outcomes, and likely sustainability in order to advise the NDOE of the relative cost and merits of the initiatives.

〉 The provision of print resources to areas challenged by power supply, connectivity and ease of technology use should continue to be advocated to NDOE to ensure that these areas have adequate access to resources in formats suitable to their need and affordable for government to provide.

Annex F.3: Interventions designed to improve local management of schools

This annex is organised into three sections. The first section discusses the purpose and design of interventions to improve management of schools. The second section provides a discussion of implementation progress and issues for each of the three projects plus their contribution to outcomes, while the third section provides summary conclusions and suggestions for moving forward.

Intervention design and purpose

Both T4E and PKS have placed significant emphasis on the localised management of elementary schools through their School Boards of Management (SBoM). T4E is particularly concerned with strengthening the role of parents and the broader community in participating in and influencing the content of school-based planning, while PKS has an emphasis on involving Provincial and District Officers in providing training and mentoring support to enhance sustainability. Both emphasise the need to include elementary literacy, gender and disability inclusion activities as essential components of school planning, as well as attracting additional *resourcing* for implementation. RISE, by comparison, approached school management improvement less directly, and are more focused on seeking to influence policy around early childhood care and education and disability inclusion at provincial and national levels than they are on local school governance.

Both T4E and PKS have sought to strengthen local school management by assisting them to implement the NDOE's School Learning Improvement Plan (SLIP) process.[118] Introduced in 2007, SLIPs have lapsed in their implementation (baseline data indicated only 2/3rds of schools had current ones, and many of these were incomplete). Interviews with key informants indicated that much of the renewed impetus for improving self-management and funding of schools has come from the belief that the TFF subsidy model has made schools overly dependent on government funding and less reliant on their own/other available resources. The projects sought to largely revitalise the process and formats developed by the NDOE. They both developed more expansive training manuals which, by and large, adhered to the short training document produced by NDOE in 2007, and both attempted to bolster the inclusivity aspects and make the materials more accessible to less literate users. They also funded and organised the provision of training to select SBoM and community members to resurrect interest in the planning process and improve localised planning in, and management of, resources available to schools.

SLIPs are expected to include a three-year plan and annual plans for the implementation of activities across seven focus areas:
1. Student Learning
2. Infrastructure Development
3. Staff Development
4. Management and Administration
5. Student Welfare
6. School Governance and Community Relations
7. Budget Allocation.

SLIPs are expected to be appraised by District Inspectors, and endorsed by the Provincial Education Advisor or delegate prior to funding being provided through the TFF subsidy and/or other available government resources.

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[118] School Planning initiatives were introduced in many developing countries in in the late 1990's and early 2000's. More recently, school planning initiatives have evolved to adopt a more holistic approach known as Whole School Development, which places learning at the core of school planning. The NDOE version of the school planning process was officially endorsed in 2007 with significant efforts (supported by Australia) to implement the SLIP process. Since 2014, some have observed that the 'SLIP' has gone to 'sleep" acknowledging both the withdrawal of Australia support and the limitations of government funding to continue to support the school planning process and to provide funds for implementation of the school plans.

Table F.3.1. Summary of PPF grantee interventions relating to improved, localised school management

	CARE – Pikinini Kisim Save (PKS)	STC – Rapidly Improving Standards in Education (RISE)	WV – Together for Education (T4E)
Consortium	Queensland University of Technology; Adventist Development Relief Agency (ADRA); University of Goroka	Callan Services for Persons with Disabilities - National Unit; Summer Institute of Linguistics – Papua New Guinea Branch (SIL)	Child Fund, Consultative Implementation and Monitoring Council (CIMC), Library for All, University of Canberra
Goal	All children, including girls and children with disabilities, have improved access to quality elementary education in remote, disadvantaged communities of Jiwaka, Simbu, WHP and WNB	RISE PNG will improve the quality of learning outcomes for children aged four to eight years in East Sepik Province, Eastern Highlands Province and the Autonomous Region of Bougainville	Girls and boys access and complete a quality elementary education focused on learning and literacy
Management related EOPOs	EOPO 3: Strengthened sub-national gender-inclusive management and coordination in the elementary education sector	O4. Improved capacity of key education institutions at the district, provincial and national level to implement policy concerning ECCE, inclusive education, gender equity and teaching of literacy, numeracy in elementary schools	Outcome 1: Increased parent/caregiver and community demand for, and support of, quality inclusive education
Related Intermediate outcomes	3.1 Elementary schools are more effectively managed	4.2 Increased capacity of the provincial education authority to coordinate and regulate early childhood and elementary sector.	1.1 Parents/ caregivers involved in the development of SLIPs.
	3.2 Sub-national education stakeholders demonstrate increased awareness of gender, disability-inclusion and social protection		
	3.3 Strengthened planning, inspections, monitoring and coordination between sub-national education stakeholders		
Management related Theory of Change	… Teachers as key agents of change are best trained and motivated through regular, practical and relevant in-service. This is enhanced when elementary education leadership provides strong and coordinated management, monitoring and support to schools, and when literacy and [gender and disability] inclusion is prioritised in school action planning.		… IF … learning environments are healthy and safe; and children, parents and communities are active participants in education, THEN literacy and numeracy will improve. Demand is best ignited through participatory community planning, targeted social and behaviour change activities, and equipping parents to engage actively in their child's education. … Supply is best mobilised, and governance enhanced, through increasing community support for schools and empowering citizens with tools for social accountability
Key focus of the more unique activities	- SBoM/TiC training on SLIP development, Financial Management, School Leadership, which includes sessions on gender and disability inclusion -Improving District Education plans (to include elementary literacy, maths and inclusion activities)	- Increased capacity of the provincial education authority to coordinate and regulate early childhood and elementary education	- Strengthening how elementary schools develop and execute their SLIPs by increasing parental involvement and adding new simple approaches to the current module of SLIP. (Includes: Resource mapping; revenue raising; budget to

	CARE – Pikinini Kisim Save (PKS)	STC – Rapidly Improving Standards in Education (RISE)	WV – Together for Education (T4E)
	-Promoting the number of women on SBoMs -Encouraging communities/parents to …engage in school management, i.e. parents and citizens meetings		support in-service teacher training; maintain normal class size; gender and disability inclusivity)
Baseline data	- About two-thirds of schools have a SLIP; nonetheless, only - 25% clearly included the literacy section and - 21% included the math section. - 13% included a section on gender, and - 8% included a section on disability. - Mean average of SBoM members was 1.1 female and 4.6 male		- Only 63% of the 40 schools surveyed had a SLIP - 12.2% of 763 parents surveyed contributed ideas to the SLIP - 3% of 300 SBoMs surveyed applied for and received external funds
Key related Targets	- 670 people attend management training (423 Schools) - 80 partner education officers receive school management training - 60% of schools have a SLIP that includes all elements - 25% of SBoM members are women (2 per SBoM) - 80% of schools hold bi-annual parents and citizens meetings - 50% of district education plans include literacy, maths and inclusion activities		- 200 (67%) SLIPs developed with parents/ caregivers involved - 3,000 (25%) parents/ caregivers involved in SLIP development - 3,000 parents trained in social accountability for SLIPs - 160 (54%) of all SLIPs address gender and disability barriers - 90 (30%) of SBoMs have generated resources for improvement of learning outcomes -
Progress Reported	- Developed 5 training modules for Leadership and SLIP - 762 SBoM members trained in first 3 SLIP modules - 9 of 13 clusters trained in the second 2 modules - 359 schools have developed their SLIP		- Developed a manual for SLIP training which includes 5 topic areas - 6,341 parents/ caregivers trained in social accountability for SLIPs - 3030 parents/ caregivers involved in SLIP development - 130 SLIPs developed with parents/ caregivers involved - 125 of the SLIPs address gender and disability barriers - 82 SBoMs have generated resources for improvement of learning outcomes

Pikinini Kisim Save schools management activities

PKS developed three initial modules to support training in the local management of schools:

- ⟩ Module 1: School Leadership – the core attributes of effective leadership
- ⟩ Module 2: Managing School Improvement – SLIP development, implementation and monitoring
- ⟩ Module 3: Basic Financial Management – sourcing funds, budgeting and acquitting funds.

These modules were delivered over a three-day period in May-June of 2019 to the SBoM chair and the TiC (in line with the NDOE's requirements for SLIP training). Training was delivered by the 'Provincial partners', a mixture of selected District Inspectors and Elementary teachers trained as SLIP facilitators[119], with support from PKS trainers. Originally designed to be delivered over two days, the third day was added to allow time for the participants to develop draft SLIPs as part of the training. It was intended that draft SLIPs would be taken back to their communities for consultation and further development, and completed/refined following training in the final two modules:

- ⟩ Module 4: Crosscutting themes – Child protection obligations, gender and disability inclusion[120]
- ⟩ Module 5: Leading school improvement – support for TiCs and SBoMs in implementing SLIPs.

Module 5 was added in recognition of the difficulties participants from the first training were having in developing/implementing SLIPs, and was designed to reinforce some of the initial training content. It also included a short session on identifying additional resources. This training round commenced in October and is expected to be complete by end of 2019. It was anticipated that participants would bring their partially revised /draft SLIPs to this training, and that those who required assistance would either be helped during the training, or would be supported at some point in time following the training if they were still experiencing difficulties. It was also expected that the crosscutting module would prompt them to integrate gender and disability inclusive activities into their partially completed/revised SLIPs or annual plans. Follow-up monitoring is planned for the first three months of 2020.

i) Observations on implementation

Despite both T4E and PKS undertaking the same training, with PKS starting almost one year later, PKS did not review or utilise the materials developed and trialled by T4E. This may have been a lost opportunity to learn from early lessons – i.e. the need for initial simplification of the material and process. During key informant interviews, PKS project staff indicated there had been a much lower literacy rate among SBoM chairs in particular than expected, which slowed down the rate of training and required the addition of an extra day. While simplified, the training materials are still somewhat rich in content, and there is a lot of information expected to be absorbed in a relatively short training period. Nevertheless, anecdotal evidence and feedback from training indicates that participants have been very appreciative of the assistance they have been provided in preparing their SLIPs. Following the first 3 modules, participant feedback in the second training noted a tendency to engage more with communities, be more transparent, and several have expressed intentions to improve their SLIPs to better support teaching. During interviews with Provincial and District officers, they were particularly enthusiastic about the possibilities of the SLIP process for encouraging school's self-sufficiency, and the role of PKS in providing them with the training they needed to support communities.

Following the training, it has been reported that 359 schools (of the 423 target) have developed their SLIPs, however as the data on SLIPs at Baselines in 2018 indicated around 70% had a SLIP already, it is not clear how many of the 359 were counting existing SLIPs, ones that had actually been revised, had their Annual Plans for 2020 updated to include activities not already included in the SLIP, or were completely new for 2020 – 2023. PKS

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[119] These 'Provincial partners' were from the same pool as the trainers who participated in PKS's SBC training for teachers

[120] This was the same module used in the SBC teacher training

has developed a monitoring format for assessing the impact of the Leadership/SLIP training and have recently trialled it in 5 schools that have completed both trainings. Of the 5 schools monitored:

〉 3 had an existing SLIP and haven't developed a new one yet
〉 1 said they are developing one currently (waiting to engage their SBoM)
〉 1 was still trying to get some engagement.

The review team had extensive discussions with three SBoMs, who had only yet attended the first training in May 2019. They revealed slow progress on actually revising/completing SLIPs following the first training despite the addition of the extra day.

Box 11. A focus on infrastructure of recent SLIPs and limited communication among SBoM members

In the first PKS school visited, SBoM members had been on the Board for the 12 years since the school was founded. Their first SLIP was from 2015 – 2017 and included infrastructure activities (a classroom, toilets, and fencing) which were mostly completed. There was a current plan for 2018 -20, which the SBoM chairman had seen, however it was in the possession of the TiC (who was not present during the interview). The SBoM chairman recalled it included infrastructure activities rolled over from the previous plan, including: Another classroom, a rainwater tank, teacher houses, proper fencing, and maintenance. Of these activities, only 1 teacher house had been completed. Most of the funding came from the TFF subsidy (about k3000 per quarter). The SBoM collect about K500 – 600 annually (K20 from parents who do not complete voluntary work around the school).

The SBoM chairman and TiC attended the PKS training in July 2019. The SBoM chairman's recollection of the training was that it encouraged them to find their own funding, and they planned to write letters to seek funds. He was unable to recollect anything else. He did not think anything had been done to review the SLIP using ideas from the training. The TiC may have had clearer plans for future SLIP development, but if so, neither the chairman, treasurer or community representative interviewed were aware of them.

The strong emphasis on infrastructure of existing SLIPs was evident in the example above, and securing funding from available sources was evidently still a primary concern. There was little evidence of information sharing on SLIP development amongst SBoM members.

Box 12. A motivated school, poor communication between SBoM members and District inspector approval

In the second PKS school visited, all SBoM members had been on the board for 11 years. In 2008 they completed a SLIP and got a subsidy to build classrooms, which they had to supplement with community funds. Since then, the same activities had been rolled over in SLIPs every year. When pressed for details of the content of the SLIPs, the SBoM chairman recalled: Fencing, a toilet, teacher houses, a water tank, as well as some books – which they produced themselves by photocopying existing books. Funds mostly came from the TFF subsidy. They also request K20 per year for projects from parents, however the Chairman confessed that only about ¼ of all parents paid it. The SBoM secretary asked about the format for the SLIP, and how he could obtain it. While the TiC and Chairman had been provided these as part of the PKS training, they had not been shared.

The SBoM chairman indicated he would like to call the Board members together to make a new SLIP, but had not done so since the training in July 2019. He said it takes some time to understand the process, and he could not mobilize the community to discuss issues such as a SLIP plan with them. He did not seem to be aware that a new SLIP had been developed for 2018 – 20, which was held by the TiC. This was a typed and bound document, as was another document which had been prepared to attract funding for infrastructure plans. The TiC explained that it had been completed with the assistance of the current District Inspector, who was a former teacher at their primary school before being promoted. The SLIP largely followed the intended format, and included a plan for each focus area, and the TiC explained all of the activities that were completed in 2018: Purchased books; made big books; provided in-service training to teachers (the TiC did the training herself); the Health Department came and spoke about Aids; and they held a meeting to discuss end of year graduation ceremony. She explained that most of these were routine activities that they performed anyway – with or without a SLIP.

Activities not completed due to lack of funding included: maintenance; building a new office; building a conference room. Following the PKS training of which she could recall mostly the Financial Management aspects, she explained that she did not have an intention to review and revise the current SLIP as "the District Inspector does not inspect it anyway". She went on to recount the difficulty she had getting the District Inspector to sign off on the completed plan, even though he had assisted with its development.

The expectation of the PKS training was that for those SBoMs who had a current SLIP already, they would review and revise it after the training, and add new activities. When questioned whether they were at liberty to make substantial changes mid-plan, given that the PEA was required to approve the activities in the three-year plan, it was explained that the new NEP 2020-2029 was expected to require that each Annual Plan be approved by the District Inspector. This approval would then provide the evidence needed for release of Annual TFF subsidy payments. The practicalities of this are likely to provide a challenge to both SBoMs and District inspectors who have significant limitations in their ability to conduct supervisory visits and support/monitor SLIP development.

Box 13. A school, used to having a SLIP, but having limited community involvement

In the third PKS school visited, this school of 334 students had been relocated five years ago, and was focused on getting the necessary infrastructure in place. The SBoM chair was not present for the interview.

This school had multiple SLIPs and other plans in the TiC's office, dating back to 2007. Their most recent SLIP was for 2016 – 2018, and it had not been updated yet. It was a printed and bound document which the TiC prepared on her computer and took on a USB to print in Mt Hagen. The plan largely followed the required format, but was not signed by the PEA, as the TiC explained there was "no reason to take it and have it signed".

Activities in the SLIP completed included: 1 classroom built; a teacher program (preparing lesson plans/teaching aids); sports equipment (balls given to them by NDOE but not yet used); teacher in-service (done by themselves, the K500 per year was used to buy materials etc); some tables/benches purchased; education awareness raising (conducted through Parents and Citizens meetings). Activities not completed due to lack of funds included: a fence; another classroom; toilets; shell books/big books; general fittings for the school.

The TiC attended the PKS training, and could recall the Financial Management sessions, the SLIP training, and the sessions on Leadership (which she said were useful). The only example she could provide of how she had used the training was that the SBoM had revised how it withdrew money from the bank – taking only what was needed to avoid large amounts of cash being in the school. However, she did not have a plan to do another SLIP, nor did she think the SBoM chairman did. She felt the community was represented in the SLIP planning by having a Community Rep on the SBoM, which they also had in 2016 when they did the last plan, and which they will do again instead of having community discussions as part of the process. This school does not collect fees from parents. Since the training, the new ideas she had for the SLIP included: a new double classroom, and completing the fence.

In all instances observed, there was little evidence of information sharing between the TiC/SBoM chairs and the rest of the board members on either the training received from PKS, or the development of the SLIP, which appeared to be controlled by an individual. There was also little evidence from these examples that SLIPs are discussed with the broader community, beyond at least the community representative who sits on the board and has more of a function of collecting community contributions to mostly infrastructure projects.

The implication from the above examples is that in complying with the NDOE's requirement that only the SBoM Chair and TiC are trained in SLIP development, perhaps they are not targeting those with the best ability to absorb and utilise the training. PKS staff noted that many SBoM chairs are chairs for life, despite the 3 year 'rotation' rule. This is particularly the case where they were responsible for establishing the school or the school is on their land, and they have a close interest in the resources a school can attract. To address this, they are trying to introduce the idea of separation of TiC and SBoM chair responsibilities vis-à-vis SLIP development, and to encourage a more participatory SLIP development process, however these is not yet evidence of whether this is having an effect. This lack of board member turnover also had implications for the target of increasing the number of women on the boards, with little pressure to elect new members.

Interviews with PDOE Partner staff indicted that the revitalisation of the SLIP process has clearly shifted the focus of the Provincial government from relying on government funding for schools development to expecting communities to fund their own school based activities, including in-service training for teachers or for school development: "*Sustainability lies with the provinces. We don't have to wait for the NDOE to come. We have the skills [for SBC and SLIP training]. We can facilitate it. We will ask the schools to incorporate it into their SLIP plan. We don't even need to rely on the province. We can rely on the school level. The biggest challenge is how to get the schools trained in management. SLIP is our sustainability fall back. We need to spread it into the control schools as well*". This was tempered however by a District Inspector who acknowledged that "*Our biggest challenge is monitoring to know if schools are actually implementing anything*".

Activities to meet the target of '50% of district education plans [will] include literacy, maths and inclusion activities' do not appear to have progressed. According to the PDOE, there are no existing District Education

Plans as such, but District officers may contribute ideas to feed into provincial sector plans. PKS is currently exploring ways to link the SLIP process to existing sources of funding through mobilising the District Education Implementation Committees (DEIC) to influence Provincial planning and expenditure on education, however the inputs required to achieve this outcome were not yet clear.

ii) Contribution of PKS activities to improved school management outcomes

Effect of the training on school management

Due to the fact that training has only recently been completed and monitoring has not commenced, it is not possible to understand the full impact of the training and support on either SLIP quality or implementation outcomes. Monitoring indicators do not actually extend to SLIP implementation, only their production. It is noted however that the monitoring tool intended to measure improvements in the *quality* of SLIPs produced relies on self-assessment by SBoM members rather than impartial assessments of their compliance with expected content areas. PKS may need to consider a more rigorous process of spot checking a sample of SLIP content and implementation status to improve the validity of future data.

Effect of the training on increasing the number of female SBoM members to two

There are challenges with increasing the number of women on SBoMs, given that the election period of 3 years may only be rarely adhered to. This means there may not actually be an opportunity to elect new members within the timeframe of the project. It appears that this outcome is no longer being actively pursued. The promotion of women's leadership did not appear to be a particular focus of the Leadership Training or Crosscutting modules, and is only a small part of Module 5, which is only presented to 2 participants per community. Although it may be a larger focus of the Community Leadership Program training, its impact will only be evident in the 12 target villages.

Effect of the project on improving District Education Plans

There was not yet activity to report on for this output.

Together for Education project school management activities

T4E produced a manual for assisting in facilitating training on SLIP development. This drew on the experiences of consortium partner Child Fund, who has considerable international experience with schools-based planning. The April 2019 version of the manual was tightly focused on supporting areas of the NEP 2015-19 and included the following modules:

⟩ Module 1: Getting Started – including a mini survey on the status of participant's SLIPs
⟩ Module 2: Introduction to a SBoM – including roles and obligations
⟩ Module 3: Introduction to the SLIP – including its benefits, relationship to the NEP and an approval checklist, as well as examples of old-style planning and expected improvements
⟩ Module 4: Developing a balanced SLIP – using a problem tree analysis to plan for all 7 focus areas
⟩ Module 5: Resource mapping – presented by CIMC to explore available resources beyond the TFF subsidy
⟩ Module 6: Child protection, Gender and Disability inclusion – how it can be integrated into SLIP focus areas.

The training was less prescriptive in invited attendees, involving the TiC (tasked with preparing the SLIP), plus another SBoM / community representative. Originally intended as a two-day training, it was extended to five, and in some cases six to incorporate an additional day for SLIP development. Training in modules 1, 2, 5 and 6 was largely provided by T4E project trainers, while the District Trainers/Inspectors (who are mandated) provided modules 3 and 4 on SLIP development. The problem tree analysis exercise was designed for participants from each school to develop real problems they would like to address in their SLIPs, including differentiation of what can and cannot realistically be addressed with the resources available to them. This training was accompanied by a community mobilisation day, where men, women, and youth) from each target school were facilitated in a problem identification process in order that they could contribute ideas for their school's SLIP. This training was conducted in each village with substantial facilitation by project staff.

In an effort to provide greater assurance that SLIPs will be implemented, consortium partner CIMC, has developed a Services Charter, which is a type of social contract process aimed at bringing together stakeholders to link with the SLIP activity, and potentially, their funding. It is also an attempt to operationalise the NDOE's National Quality Schools Standards Framework. It is not part of the SLIP training package but has been rolled out separately in two provinces with roll out in the third expected in 2020.

i) Observations on implementation

T4E project reporting in 2018 indicated that the 2018SLIP training pilot highlighted the ineffectiveness of the initial round of training that was insufficient to prompt SBoMs to develop SLIPs, and that project staff had to provide considerable follow-up training and hands-on support in order to ensure SLIPs were actually completed. This may have been a valuable lesson for PKS, who encountered similar constraints. In addition, the decision to provide implementation funding in one province had the unintended consequence of contributing to the mentality that 'resources will come'. This prompted more focus on resource generation in subsequent training, and a decision to stop resourcing activities through T4E for the 2019 schools. Progress monitoring data suggested an unprecedented average of 28 parents were involved in the development of each SLIP – largely due to the project's direct facilitation of community planning days. Monitoring records indicate that of the 130 SLIPs completed, 125 addressed gender and disability barriers. Despite simplification of the training material and extending the training days however, progress reporting in 2019 indicates that SLIP development still requires considerable support and close mentoring/monitoring by project staff following the training. In addition, T4E admitted it had not been able to follow up on the 91 SLIPs developed in 2018 in order to assess the extent to which activities had actually been successfully implemented, despite reporting that 76 of these had applied for and received funding. Notably, T4E monitoring indictors do not extend to reporting implementation rates.

The review team was only able to visit one school, managed by consortia member Child Fund. They were one of the schools involved in the 2018 batch of training.

Box 14. A diversity of activities planned, yet community engagement and implementation are challenging

In the T4E school visited, all five SBoM members were available for the interview, including the LLG counsellor. Although members are expected to rotate every three years, one had been a member for eight years, and they had been involved in the 2008 SLIP development. They recounted that the PDOE had told them to "think big", so they did. The community were initially enthusiastic, but this waned when no money came. They weren't then motivated to do another SLIP (the District Inspector, who confirmed this account, described it as "SLIP went to sleep") so they did not do so until T4E came in 2018. They explained that T4E's emphasis was the other way around – more concerned about the *content* of the plan than assuming substantial resources.

The District Education Superintendent and Teacher trainer/inspector interviewed were involved in both the SLIP training and the community planning workshops. The SBoM made a plan for each of the 7 focus areas, and included some of the ideas that the parents contributed (however there were no gender/disability sensitive activities noted). The majority of activities in the 2018/19 annual plans had been tackled including:

anti-bullying speeches at school assemblies (existing routine activity)
buying activity books (most provided by T4E but some purchased with their own funds)
building staff toilets (simple pit toilets which were functional)
collecting K50 from each elementary school family to buy the lumber for a new classroom
Teachers doing FODE (unclear as to the source of funding to support this)
Purchased a flagpole (it was now broken and not yet replaced)
Purchased 1 filing cabinet (though there was still a need for more)
Sports uniforms (which the parents were told to buy. Some did but not all)

Activities not yet attempted/ongoing in the 2018 and 2019 plans included:

〉 while the lumber for the classroom was purchased, and the building expected to commence last week, the 'volunteer' carpenter was not inclined to build it, and there was something of a stand-off between him and the SBoM chair. There was a view that the skilled builder expected to be paid.
〉 teachers' absenteeism was unresolved. The TiC tried making absent teachers fill out sick leave forms, but explained that they "treated it as a joke".
〉 they had not developed or purchased pre-writing (picture)books
〉 electricity connection (expected the main supply line would reach their village but it didn't come)
〉 desks have been purchased but not nearly enough
〉 soap given by T4E as a student welfare activity only lasted a month, and they didn't buy anymore.

They had yet to evaluate their performance from 2018, and complained that the District SLIP committee is supposed to provide support to them but doesn't because of "no transport, no time". In 2021 they plan to review their SLIP to see what was not completed in order to roll it into the next one. They were not planning to solicit broad community involvement again using their own resources, but would rely on the community representative who sits on the board.

A group of 16 parents (female) was interviewed. They were not aware of the SLIP. They did however confirm that they paid a 'project fee' of K50, and some knew it was for the lumber for the new classroom. Some were aware there were issues around the building of the classroom. According to the Reading volunteer who had attended the community participation day, "once that was over, we were left in the dark", complaining that they did not know what was in the SLIP or the status of its implementation.

Clearly, the training had an impact on the breadth of activities that the SBoM had planned for and attempted to implement, although they explained that many of these were routine activities they did as teachers which had just been formalised in the plan. The two District officers who had been involved in conducting the training were appreciative of the quality of the training provided by T4E, and were enthusiastic about the potential of SLIPs. The changes they described in schools since the SLIP training included mostly infrastructure and equipment-related improvements (schools painted, concrete floors, blackboards, classrooms built, uniforms, shoes and

socks) as well as noting that discipline is better (students are quieter). Though they had the desire to extend the training to the other 75 schools in the district because the public event arranged to launch the completed SLIPs had generated a level of interest from other schools, they had no clear plans however for how to do so. They suggested that the schools would have to pay District officers in a 'user pays' system to provide the in-service training on SLIP development (as they are required to do for other district trainer-provided training). However, project staff were unsure of the ability of the district trainers to deliver this training to a sufficiently high standard without further assistance. In terms of extending it to the other 75 schools, ideas included exploring whether information from trained TiCs could be exchanged to non-project school TiCs when they attend the District planning meetings held by the District superintendent every Friday.

ii) Contribution of T4E activities to improved school management outcomes

Effect of the training on management of schools

Interviews with T4E management staff indicated that SBoMs were much stronger after the training, with observable improvements in governance as well as involvement of parents in maintenance of schools etc. Despite the reportedly high numbers of parents trained (6,341) and directly involved in SLIP development (3,030), this contribution was not evident in the midline data, which indicated that less than 4% of the 1,372 parents/caregivers surveyed reported contributing to SLIP activities. This was also much lower than at baseline (12.2% of 763 parents surveyed said they contributed ideas to the SLIP), although it was not clear whether the question item was the same both years.

Unfortunately, the midline data did not differentiate between parents from intervention and control schools in any of the other SLIP related data in order to pick up on the potential benefits of the community awareness/involvement activities in the treatment areas. In another SLIP-related question, just over 40% (570) of parents interviewed from both intervention and control schools reported that their child's school had a written SLIP, while a further 32% did not know whether they did or not. Of the 570, nearly three-quarters could list some activities in their school's SLIP, while just over half of these reported that they had told their school's BOM or P&C representative what they wanted to see in the SLIP (which calls into question the validity of the 4% above – assuming these were drawn from the same respondent pool). Less than half (48%) had checked that the SBoM implemented their plans as intended. A large majority of the 570 (86%) reported that they had contributed time, money or materials to the school, however there was no indication that this was as a result of the SLIP, or part of routine collection of 'funds' for projects. With T4E able to involve only a small percentage of the overall school community directly in SLIP awareness raising and planning activities (as few as 28 parents), the midline data collection process may not be sufficiently sensitive to pick up on improvements to community engagement in SLIP planning, and the effect will always be small using this method – especially without differentiation between parents in the control group.

There is clearly a need to develop and implement more direct monitoring of SLIP development and content to contribute to knowledge of the impact of this intervention to improved management of schools. This would include more information of the extent to which all activities (including gender and disability inclusivity activities) were implemented, as well as sources and uses of the additional funds the 82 schools were reportedly successful in attracting.

iii) Conclusions on the effectiveness of school management interventions

It is likely that the training provided to SBoM participants through both T4E and PKS *is* able to result in incremental improvements to the content and quality of SLIPs, and that project support from T4E in particular increased community participation in problem identification. The full extent of these improvements appears to have not yet been clearly documented aside from reporting the presence of gender/disability activities in the plans (to comply with the indicators). Monitoring of the *actual* implementation of improved and more inclusive plans however is not yet sufficiently advanced to make judgements on their likely contribution to improved school management (PKS), or increased community demand for, and support of, quality inclusive education (T4E). Considerations which will likely impact effectiveness are many and varied, and include:

〉 Despite emphasising the need for SBoMs to develop SLIPs in a consultative manner, a tendency was noted (both in project reporting and field interviews) for a single SBoM representative to take control of the planning process, with often only limited sharing of information both between SBoM members themselves, or with the broader community. Neither project appeared to include the establishment of a more expansive SLIP committee to manage the processes as suggested in the TORs for SLIP committees circulated by NDOE in June 2017.

〉 Though there is some community familiarity of SLIP activities, this is likely highest around the infrastructure component of SLIPs which are more visible, and for which they have contributed funds

〉 Whilst mobilisation of significant numbers of community members was effectively achieved using project staff and resources, there is limited evidence that SBoMs have the ability, interest, or authority to do this without a similar level of support. Expectations of the extent to which SBoM development can be consultative should be tempered with their ability to facilitate broader community participation – especially in larger communities. NDOE requirements on community involvement is not overly prescriptive in this regard.

〉 The focus on self-reliance for funding of SLIP activities appears to require that schools attract funding from other sources, reducing reliance on TFF subsidy. However, the extent to which communities did this prior to the training (i.e. through routine collection of 'project' funds from the community) is not clear, with little explanation of the 'additional' resources and whether these had been accessed before and were simply now being recorded in the SLIP.

〉 The renewed focus on self-reliance also seems to have given rise to an unreasonable expectation by the Provincial/District level education actors involved in the projects that schools are now responsible for funding *everything*, including their own in-service training (e.g. for SBC and SLIP development), thereby reducing their own responsibilities in attracting and committing resources to the sector from their sectoral or discretionary funds. Based on the lessons since 2007, there would appear to be little incentive for schools to undertake planning according to external requirements if negligible funding is forthcoming from the TFF subsidy or external provincial funds.

〉 Initial monitoring of SLIPs by T4E indicate there has been an increase in the number of SLIPs with gender and disability sensitive activities. While a welcome outcome, the extent to which these (and other activities) were actually implemented, and the effectiveness of this is not known.

〉 The more deliberate involvement of PDOE/District staff in SLIP training by PKS appears more likely to have developed the training ability of these staff to support non-project schools in SLIP development, however in both projects, resource constraints may limit the spread of this training.

Possible ways forward

〉 Any future trial of seeking broader community engagement in SLIP preparation should take account of the limitations of SBoM member's ability to facilitate community input, and the sustainability / replicability of significant external resources required. A more targeted approach may need to be explored, which is within the means of SBoMs to manage, such as specifying minimum community representation or including existing SBoM community representatives in SLIP training. The development of more expansive SLIP committees (as proposed in the 2017 TORs for SLIP Committees circulated by NDOE), might be a more realistic approach.

〉 While both projects are exploring ways to strengthen the links between SLIP planning and District/Provincial level resourcing (e.g. PKS through DDA/DEIC linkages, and T4E through Service Charters), more emphasis may need to be placed on these activities to explore the extent to which provincial/district level funding decisions can be linked more deliberately to SLIPs in order to sustain any momentum created by the projects through SLIP revitalisation.

〉 With more than a full year elapsing since the first round of T4E SLIPs were completed, it is timely to follow up on their implementation status (despite SLIP implementation not being an indicator that is monitored). This data would be extremely useful in justifying the value of the training effort and making judgements on the extent to which new, additional resources were sourced by schools; school management was improved; teachers were better supported in performing their teaching

responsibilities; girls and children with disabilities were better accommodated to learn; and any plausible links to broader learning outcomes. This should also be used to provide the NDOE with information about the extent to which their seven focus areas are appropriate and manageable by schools, or whether there may need to be a greater emphasis on improving *learning* outcomes through a more targeted school learning improvement process

⟩ Similarly, the planned monitoring of SLIP content and its quality by PKS may need to consider a more rigorous process of SLIP audits rather than relying on SBoM self-assessment alone in order to improve the validity of the data.

⟩ Both projects developed their training material independently of each other, and with only limited involvement of the NDOE. In order to enhance replicability, endorsement should be sought from the NDOE. To this end, both projects may need to engage in a joint review of their materials and processes that were piloted, involving PDOE trainers and NDOE staff, in order to determine the extent to which they meet the needs of NDOE, particularly considering the guidance provided by the draft of the new NEP 2020-2029.[121] This would involve documenting and sharing lessons learnt, including frank assessments of the resourcing requirements of providing adequate training and support to the proposed SLIP Committees in SLIP development going forward.

⟩ In order to inform future investments, it is also suggested that research be undertaken (outside the PPF target areas) to determine the extent to which the NDOE SLIP processes are being applied by schools and how this application is affected by different contexts and different school typologies (urban/rural/remote; small/large; elementary / primary / secondary. Further, it may be useful to include in the research a desk study of current practices in other developing countries (e.g. Whole School Development) to inform possible adjustments to the SLIP process in order to work with the NDOE to improve application and effectiveness of the SLIP process.

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[121] The draft of the new NEP 2020-2029, in the message from the Minister, it is stated *"Let me emphasise that the School Learning Improvement Plan must drive this Plan in all sectors."* Further, the draft NEP on page 71 states that "…*they (School Heads) will be required to understand how the School Learning Improvement Plans (SLIPs) are developed, reviewed and then implemented."* The draft NEP highlights the importance of the SLIP throughout the document, with over 50 references to the importance of the SLIP and how is it to be used.

Annex G: Documents Reviewed

Australian High Commission Education Portfolio Documents
- 〉 Aid Program Performance Reports 2017-2018 and 2018-2019
- 〉 Annual Review of the PNG-Australia Governance Partnership, Quality and Technical Assurance Group, Sept 2019
- 〉 Buk Bilong Pikinini Evaluation, The Australian Council for Educational Research Ltd (ACER), Palladium, 2018
- 〉 DFAT PNG Education and Leadership Portfolio Plan - 2018-2022
- 〉 Education for Prosperity Draft design (Quality Foundations for Education), 2019
- 〉 Insight into the PNG Education System Notes, by the Education Specialist; David Letichevsky, 2013 - 2016
- 〉 Governance assessment first final at Dec 27 2017
- 〉 Gender and Education Assessment, Papua New Guinea: A review of the literature on girls and education, Jan Edwards, July 2015
- 〉 PNG Aid Investment Plan 2015-2018
- 〉 PNG Australian Aid Partnership Arrangement - 2016-17
- 〉 PNG Governance Facility Design Document, 2015
- 〉 PPF Request for Proposal – Education Grants, 2017
- 〉 PPF Aid Quality Check, Dec 2018
- 〉 PPF National Oversight Committee Terms of Reference, 28 May 2019
- 〉 PPF Annual Progress Report 2017, August - Final
- 〉 PPF FINAL Aid Quality Check, 2019
- 〉 Quality and Technical Assurance Group – Annual Review of the PNG – Australia Governance Partnership
- 〉 Review of the Papua New Guinea Direct Financing Support Mechanism, 2018

Department of Foreign Affairs and Trade – other
- 〉 DFAT Monitoring and Evaluation Standards, 2017
- 〉 DFAT Indonesia Inovasi Guiding Program Strategy Part 1 and 2, 2017
- 〉 DFAT Innovation Strategy, 2018-2021
- 〉 Strategy for Australia's Aid Investment in Education, 2015
- 〉 What Works Best for Education in Development: A Super Synthesis of the Evidence, 2017

Government of PNG Documents, Policies and Plans
- 〉 GoPNG Development Cooperation Policy 2018-2022
- 〉 GoPNG DPLGA Corporate Plan 2018-2022
- 〉 GoPNG Medium Term Development Plan III, 2018-2022
- 〉 GoPNG National Education Plan 2015 – 2019
- 〉 GoPNG National Education Plan (Draft) 2020 - 2029
- 〉 GoPNG National Lukautim Pikinini (Child Protection) Policy 2017-2027
- 〉 GoPNG Universal Basic Education Plan 2010 – 2019
- 〉 NDOE Guidelines for School Learning Improvement Plans, 2006 and 2007
- 〉 NDOE TORs for SLIP Committees, 2017
- 〉 NDOE Top Management Team Meeting Circular, PPF Baseline Reports, 11 July, 2019
- 〉 PNG Vision 2050
- 〉 Memorandum of Understanding between NDOE, Grantees and Abt, October 2019
- 〉 Memorandum of Understanding between CARE and PDOE, East Simbu Province, May 2018
- 〉 Memorandum of Understanding between Save the Children and PDOE, Education Division, EHP, May 2018
- 〉 Boosting Education Standards Together in PNG (BEST PNG) Program Document, 2019

PNG Partnership Fund Secretariat Documents

⟩ Gender and Social Inclusion in the PPF Education Projects, November 2019
⟩ PPF Handbook Part II MEL Framework, Abt, June 2018
⟩ PPF Education Monitoring trip Report RISE AROB Final, Sept 2018
⟩ PPF Education Monitoring trip Report T4E –Morobe, Draft 1, July 2018
⟩ PPF Education Monitoring trip Report T4E -Central Province - April 2018
⟩ PPF Six-Monthly Progress Report, Jan-June 2019
⟩ PPF Synthesised Baseline Report, July 2019
⟩ PPF Education Monitoring trip Report T4E Madang, May 2019
⟩ PPF Education Monitoring trip Report PKS Mt. Hagen Oct 2019
⟩ PPF Education Monitoring trip Report RISE East Sepik, Oct 2019

Pikinini Kisim Save Reports
⟩ CARE PKS Concept Note, August 2017
⟩ CARE PKS Annual Report, Dec 2018
⟩ PKS MEL Roadmap, November 2018
⟩ PKS School Leadership Training Modules 1 – 3, 2018
⟩ Schedule 3- Grant Agreement Attachments, March 2018
⟩ CARE PKS Six-Monthly Progress Report, July 2019
⟩ CARE PKS Baseline Survey Report, Inamuka, E. (*et al*), February 2019
⟩ PKS Outcomes Monitoring Guide and Tools, Inamuka, E. September 2019
⟩ PKS Overview Presentation for PPF Review, November 2019
⟩ CARE PKS updated MEP, July 2019
⟩ CARE revised annual work plan 2019 - March 2019
⟩ CARE PKS Revised Scope of Works, Sept 2019
⟩ PKS School Leadership Training Modules 4 – 5, 2019

Rapidly Improving Standards in Elementary Documents
⟩ Save the Children RISE Concept Note and Annex A, April 2017
⟩ Grant Agreement, Abt and StC PNG, May 2017
⟩ Save the Children RISE Annual Report, Dec 2018
⟩ Save the Children RISE Six-Monthly Progress Report, July 2019
⟩ Save the Children RISE MEP Plan, Updated, July
⟩ Save the Children RISE Baseline Survey Report, Johnston, C., (*et al*), Sept 2018
⟩ RISE Scope of work, 2019
⟩ PPF Education Evaluation ToR, RISE, Oct 2019
⟩ RISE Learning Assessment Midline Report, Johnston, K. and Namit, K., July 2019
⟩ RISE PNG Education and Research Studies, Baseline and End Line Home Reading Practices Design, Undated
⟩ RISE PNG Education and Research Studies, Literacy Boost and Numeracy Boost Design, Undated
⟩ RISE PNG Education and Research Studies, Teacher Competency Study Design, Undated

Together for Education Documents
⟩ World Vision T4E Concept Note, April 2017
⟩ Grant Agreement, Abt and World Vision Australia, May 2017
⟩ World Vision T4E Annual Work Plan, Dec 2019
⟩ World Vision T4E Annual Report, Dec 2018
⟩ World Vision T4E Six-Monthly Progress Report, July 2019
⟩ World Vision T4E MEP, July 2019
⟩ World Vision T4E Baseline Survey Report, Smith, H., and Simoncini, K., June 2018
⟩ T4E Midline Report, PNG Central, Madang and Morobe Provinces, Simoncini, K and Namit, K., August 2019
⟩ T4E Work Plan, Final, 2019
⟩ T4E School Board of Management Leadership Workshop, Facilitator's Manual, April 2019
⟩ PPF Education Evaluation ToR, T4E, Sept 2019

⟩ Library for All, Midline review of the Spark Digital Library Kits (unpublished), Updated Nov 2019

Other documents
⟩ Pacific Islands Literacy and Numeracy Assessment, PNG Report, Educational Quality Assessment Program, 2015 and 2018
⟩ Bilum Books SBC English for PNG, Overview, May 2018
⟩ Indicators for All? Monitoring Quality and Equity for a Broad and Bold Post-2015 Global Education Agenda, Barret, A., and Sorenson, T., Open Society Foundations, April 2015
⟩ Goals and Indicators for Education and Development, Consolidating the Architectures, Lewin, K., Open Society Foundations, April 2015
⟩ Improving Educational Outcomes in Developing Countries: Lessons from Rigorous Evaluations, Working Paper 20284, National Bureau of Economic Research, July 2014
⟩ Measuring Early Learning Quality and Outcomes Overview, UNESCO, UNICEF, Brookings Institution and the World Bank, 2017
⟩ PNG Education Budget Analysis – 2012-2018, PNG National Research Institute, 2019

Annex H: DFAT Monitoring and Evaluation Standards

	Criteria Description	PKS	RISE	T4E
2.6	The M&E Plan provides a summary of the overarching system design including key M&E approaches and activities	3	3	3
2.7	The M&E Plan is consistent with current international standards for evaluation practice (e.g. Joint Committee on Standards for Educational Evaluation – Program Evaluation Standards)	2	2	2
2.8	Goals and End-of-program outcomes are clearly articulated and assessed	4	4	4
2.9	The plan is focused around key performance indicators and evaluation questions linked to specific intended uses of the information	4	4	4
2.10	The reach/coverage, quality, and exposure of participants to key deliverables are monitored and evaluated	5	5	5
2.11	Relevant aspects of the context and key risks are monitored	4	4	4
2.12	Methods are fully described for sampling, data collection, management, analysis and processing	4	4	3
2.13	Baselines are constructed where appropriate	6	6	5
2.14	Responsibility is allocated to specific individuals (not organizations) for all M&E activities	3	4	4
2.15	Mutual accountability and joint assessment by local partners is provided for (using partner systems where appropriate)	4	3	3
2.16	Individuals responsible for implementing the M&E plan have the capacity to do so (time, resources and skills)	Not assessed	Not assessed	Not assessed
2.17	A strategy for the utilization of information is described	4	4	4
2.18	A complete schedule of M&E activities shows when all key M&E activities will be carried out and information available	2	2	4
2.19	The M&E plan can be easily understood by non-specialists and key stakeholders	4	4	3
2.20	The M&E plan is resourced and costed	3	4	4