

Investment Design: Myanmar Education Quality Improvement Program (My-EQIP)

Draft 5 July 2016

Myanmar Education Quality Improvement Program (My-EQIP)	
Start date: <Sep 2016>	End Date: <Aug 2020>
Proposed funding allocation: AUD 20 million	
Investment Concept (IC) approved by: <FADG Name> IC Endorsed by SPC: NA	
Quality Assurance (QA) Completed: <Enter QA processes completed e.g. peer review>	

Contents

Map of Myanmar	ii
Acronyms and Abbreviations	iii
Glossary	v
Executive Summary	vii
A. Introduction:	1
B: Analysis and Strategic Context:	1
C: Investment Description	12
Program Logic and Expected Outcomes	12
Delivery Approach	17
Innovation	20
Resources	21
D: Implementation Arrangements	22
Management and Governance arrangements and structure	22
Implementation Plan	26
Procurement Arrangements.....	27
Monitoring and Evaluation (M&E).....	28
Sustainability	31
Inclusiveness.....	31
Risk Assessment and Management	31
Annex 1: My-EQIP’s Capacity Development Lens	Error! Bookmark not defined.
Annex 2: My-EQIP Support to MoE Planning Cycle	34
Annex 3: My-EQIP Costings	Error! Bookmark not defined.
Annex 4: Terms of Reference for the Technical Coordinator	Error! Bookmark not defined.
Annex 5: Terms of Reference for the Operations Manager	Error! Bookmark not defined.
Annex 6: Terms of Reference for the ICT4D Innovator	Error! Bookmark not defined.
Annex 7: Terms of Reference for the Social Inclusion Specialist	Error! Bookmark not defined.
Annex 8: Terms of Reference for the M&E Specialist	Error! Bookmark not defined.
Annex 9: Respective Roles	37
Annex 10: Indicative Work Plan for Program Inception	39
Annex 11: M&E Framework	40
Annex 12: Risk Matrix	42

Map of Myanmar



Acronyms and Abbreviations

ARF	Adviser Remuneration Framework
AUD	Australian Dollars
CESR	Comprehensive Education Sector Review
CoP	Community of Practice
DBE	Department of Basic Education
DFAT	Department of Foreign Affairs and Trade (Australia)
DERPT	Department of Education Research, Planning and Training
EMIS	Education Management Information System
EoPO	End-of-Program Outcome
EQIP FUND	Education Quality Fund
EQSC	Education Quality Steering Committee
HRIS	Human Resource Information System
IT	Information Technology
KPP	Knowledge to Policy to Practice
M&E	Monitoring and Evaluation
MC	Managing Contractor
MoE	Ministry of Education (Myanmar)
MTR	Mid-Term Review
My-EQIP	Myanmar Education Quality Improvement Program
NESP	National Education Strategic Plan
NLD	National League for Democracy
OM	Operations Manager
PADU	Performance and Development Unit (Malaysia)
PD	Program Director
QA	Quality Assurance
SDG	Sustainable Development Goal
SIP	School Improvement Plan
T&L	Teaching and Learning
TC	Technical Coordinator
TEMIS	Township Education Management Information System
TEO	Township Education Officer
ToR	Terms of Reference

ToT	Training of Trainers
TWG	Technical Working Group
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USD	United States Dollars

DRAFT

Glossary

Term	Meaning
Assumptions	Hypotheses about factors or risks which could affect the progress or success of a development intervention.
Evaluation	The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision – making process of both recipients and donors.
Indicators	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
Lessons Learned	Generalisations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
Monitoring	A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.
Outcomes	The likely or achieved short-term and medium-term effects of an intervention's outputs.
Outputs	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Partners	The individuals and/or organizations that collaborate to achieve mutually agreed upon objectives. Note: The concept of partnership connotes shared goals, common responsibility for outcomes, distinct accountabilities and reciprocal obligations.
Quality Assurance	Quality assurance encompasses any activity that is concerned with assessing and improving the merit or the worth of a development intervention or its compliance with given standards. Note: examples of quality assurance activities include appraisal, results based management, reviews during implementation, evaluations, etc. Quality assurance may also refer to the assessment of the quality of a portfolio and its development effectiveness.
Results-Based Management	A management strategy focusing on performance and achievement of outputs, outcomes and impacts.

Stakeholders	Agencies, organisations, groups or individuals who have a direct or indirect interest in the development intervention or its evaluation.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

Source: The definitions above have been derived from the OECD Development Assistance Committee's *Glossary of Key Terms in Evaluation and Results Based Management* accessible at: <http://www.oecd.org/development/peer-reviews/2754804.pdf>

DRAFT

Executive Summary

[To be developed]

A. Introduction:

This Investment Design Document (IDD) sets out how Australia's support, under the Myanmar Education Quality Improvement Program (My-EQIP), will be implemented to improve the quality of education policy, planning, management and teaching through strengthened monitoring and evaluation and quality assurance. Fostering critical analysis of timely and relevant information will improve decision making and drive the efficient and effective use of increased government funding to the sector. An investment of AUD20 million over four years beginning in September 2016 is proposed.

This investment is primarily directed towards supporting Government of Myanmar's Ministry of Education, including at Township, District and State/Region levels. Staff and systems at these levels are essential to improving education quality and will comprise principal components of the investment. Over time, however, the investment could explore opportunities to provide support to strengthen quality assurance in non-government ethnic or faith-based systems, if and when all partners were ready to do so.

B: Analysis and Strategic Context:

Australia's strategic setting

Australia places a high importance on investing in education. Investing in knowledge and skills enables young people to participate in the economy and contribute productively to society. Australia's development policy¹ identifies better quality education as a priority. The Department of Foreign Affairs and Trade's (DFAT) education strategy² states Australia will take a system's based approach, recognising that interdependencies between the different policies and activities at different levels of the system enable or constrain change. A strong monitoring and evaluation system is crucial to understanding these interdependencies and to improve systemic capacities to deliver effective and efficient services.

Education is the flagship of Australia's aid program in Myanmar³. At approximately AU\$ 23.5 million per year, education makes up nearly 40 per cent of Australia's total aid contributions to Myanmar. Australia's education strategy in Myanmar⁴ aims to improve access, completion and learning for students in Myanmar by contributing to the following outcomes:

- Government schools are adequately resourced to meet minimum service standards.
- Affordable and sustainable strategies for supporting school improvement and teaching are adopted by government.
- Disadvantaged children gain access to more educational opportunities.
- Non-government school systems are strengthened, leading towards equivalency and convergence with government provision.
- Evaluation, education sector oversight and quality assurance are embedded in the Ministry of Education and informing policy and management decisions at each level of the system.

This investment directly responds to the fifth outcome. Strengthened monitoring and evaluation (M&E) and quality assurance systems will help the government improve education policy, planning, management, leading to better allocation of resources and increased accountability for teaching and learning outcomes.

¹ [Australian aid: promoting prosperity, reducing poverty and enhancing stability](#), 2014

² [Strategy for Australia's aid investments in education 2015-2020](#)

³ [The Aid Investment Plan Myanmar 2015-2020](#)

⁴ DFAT Myanmar Education Sector Investment Plan, 25 June 2015

Therefore, while this investment directly responds to the fifth strategy outcome, over time, it should make a significant contribution to all the outcomes and improve effectiveness of Australia's programs.

Equity is a cross-cutting issue that underpins all of Australia's development policies and strategies and is particularly relevant to Myanmar. Ensuring all children in Myanmar have access to a quality education is a key priority of the new NLD government in Myanmar. As Myanmar develops and grows, it will be critical that education systems keep pace with society demands and provide learning opportunities for all, including the disadvantaged and those with a disability. Ensuring all children have access to a quality education will require an understanding of the nature of exclusion, a supportive policy framework and systems to ensure and measure policy turns into practice.

DFAT also promotes innovation in development, which can drive efficiencies and effectiveness. Information and Communication Technologies can drastically reduce the cost of accessing and sharing information.⁵ After decades of under-resourcing and neglect, Myanmar doesn't have time for incremental steps and should explore creative, innovative solutions that enable it to empower education managers to access information in real-time and leap-frog to the next level where possible.

Myanmar's Strategic Context

The new National League for Democracy (NLD)-led government took power on 1 April 2016. While the new government is still establishing its agenda, there is reasonable amount of clarity on policy direction in the education sector. The new Minister – a former Director General within the Ministry – has outlined a clear vision for education reform, including a commitment to maintain government funding levels to the sector⁶. Education is a priority in the NLD Election Manifesto, noting “the NLD will strive to establish opportunities for lifelong learning and obtaining of a beneficial and valuable education”. In particular it notes they will:

- *Work to ensure the effective, efficient and transparent allocation and use of finances, drawing on state funding, private funding and other domestic and international sources of education funding;*
- *Develop effective educational reforms and management and monitoring programmes based on accurate information and data.*

From 2012 to 2015, the Ministry undertook a Comprehensive Education Sector Review (CSER)⁷, which recommended wide-ranging changes across the board and provided the technical basis for a draft National Education Strategic Plan (NESP). Improved M&E and quality assurance are a key feature of the draft plan. The new government has committed to finalising the plan, building on the work already undertaken. While My-EQIP currently aligns with the NESP draft chapter on Management, Capacity Development and Quality Assurance, it will be essential for DFAT to stay close consultations with the Government on any proposed changes which may affect the My-EQIP design.

The education sector legislative framework was updated in 2014 – the first time in over 40 years. The National Education Law (2014) and the Law Amending the National Education Law (2015) set out a unifying vision to strengthen coordination, management structures and systems. The new laws act as an umbrella law for a number of sub-sector laws currently being drafted, including basic education, TVET, private education and higher education. The Law also establishes the Education Policy Commission and the National Education Standards and Quality Assurance Committee to guide education reform in Myanmar and describes a new approach to quality assurance based on systematic measurement against national quality standards. The new government is establishing these bodies as a 100 day priority. The role of these

⁵⁵ [Innovation for Development: A discussion of the issues and an overview of work of the OECD Director for Science, Technology and Industry, OECD, May 2012](#)

⁶ Government investment in education was 2.1 per cent of GDP in 2013-14, a substantial increase from 0.7 per cent in 2010/11 but is still low compared to the region. For example, Malaysia and Vietnam spent 6.3 per cent in 2013 and 2012 respectively; Laos PDR 4.2 per cent in 2014; and Indonesia 3.4 per cent in 2013 (see *World Bank data on Government expenditure on education as per cent of GDP*, <http://data.worldbank.org/indicator/SE.XPD.TOTL.GD.ZS>).

⁷ A wide range of Development Partners (UN, multilateral, bilateral, non-governmental and civil society organisations) provided financial, technical and coordination support for the CESR.

committees, vis-à-vis the Ministry and the Parliamentary Education Committee is still being determined and My-EQIP will need to consider if and how to engage with these committees once established.

Myanmar's Education System

The Government of Myanmar is the largest provider of education services in Myanmar. . There are approximately 8.9 million students⁸ and 280,000 teachers (83 per cent female) in over 43,000 government schools in Myanmar. The Ministry of Education (MoE) accounts for more than 80 per cent of Union spending in the sector. It administers basic education (grades 1-11)⁹; develops policy; undertakes planning and training; monitors service delivery; runs the national matriculation exam; and runs public universities through the Department of Higher Education.¹⁰ Fourteen other ministries provide vocational and tertiary education with their own budgets. Of the 163 higher education institutions, 66 are under the Ministry of Education.

Under the new government, MoE is undergoing a restructure. The proposed new structure (currently with Cabinet for approval) proposes to merge MoE with the Ministry of Science and Technology; establish a new Department of Alternative Education; merge the Department of Education Research into a new Department of Education Research, Planning and Training (DERPT); and abolish the Department of Teacher Education and Training – the responsibilities of which will be split between DERPT and Higher Education. The Ministry have two Permanent Secretaries, one for basic education and one for Science and Technology. Under the proposed new structure, the Ministry has an estimated 800,000 positions, of which 600,000 are filled. The proposed new structure is at [Figure X](#).

[insert Ministry structure]

The MoE restructure follows a significant restructure in April 2015, which brought about major shifts in departmental responsibilities and considerable redeployment and relocation of staff. The latest restructure will necessitate more changes for MoE staff, which based on previous experience, may take some time before the new arrangements are fully operational. A lack of clarity regarding departmental roles and responsibilities may persist for the immediate future. Furthermore, the program will need to consider how to mitigate “change fatigue” among staff who have now been undergoing significant reform processes since 2011. Where possible, reducing further change in organisational responsibilities will also be important.

Education is a Union (national) responsibility. Centrally funded MoE officials manage education at the state/regional level¹¹, in the districts¹² and the townships. District level education offices were introduced for the first time in mid-2012 to bring education into line with other sectors of government. The 330 Township Education Offices have the most direct contact with schools. The Department of Basic Education, as the department primarily responsible for service delivery, has the most officers appointed at a sub-national level.

While MoE sub-national authorities have a limited role in education policy and planning, there have been steps to deconcentrate some decision-making to the sub-national level. For example states and regions can now recruit and redeploy their own teachers; township and district education officers have increased responsibility for implementing and managing parts of the recurrent and capital budget; and under the joint MoE-World Bank-Australia *Decentralising Funding to Schools Project*, schools receive and control some of their non-wage recurrent expenditure as grants through a local school grants committee. Nonetheless, with

⁸ Primary 5,191,162; Middle 3,157,226; Secondary 507,153 (MoE, August 2015)

⁹ There is a plan to add two more years of schooling. Kindergarten rolled out in 2016 and there are plans to add Year 12 in 20XX.

¹⁰ Insert World Bank PER 2015 reference

¹¹ There is no state/region level minister of education. Instead education, along with health, is overseen by the state Minister for Social Affairs. This differs from most other government sectors, where there are state/regional level ministers as well as union level ministers

¹² District officers are expected to link the township to the state/regional offices, and take charge of middle schools (secondary schools being the responsibility of the states/regions and priary schools the responsibility of Townships) but they are not yet fully functional

the exception of non-government schools, sub-national authorities do not own or operate any schools, universities, or training centres etc.

There is a sizable non-government sector. In some conflict-affected areas, ethnic groups provide services outside the state system, with well-established systems operating in Karen, Mon, Kachin, and Kayah states, providing education services for over 300,000 children - mainly at primary and post-primary levels. There are substantial differences between the government system and ethnic systems, most of which have their own policies, management, curricula, learner assessment frameworks, and teacher recruitment and development. The National Ceasefire Agreement (NCA), between the Myanmar Government and eight ethnic armed organisations¹³, has initiated a political dialogue aimed at resolving a number of issues, including decentralization of services to sub-national levels. The monastic school system, the second largest provider of basic education in Myanmar, operates over 1,600 schools catering for almost 275,000 children (often from the poorest communities).

Development Problem/Issue Analysis

While reforms over the past few years have been impressive, the transition to a high quality education system is still nascent and a number of significant challenges in the sector remain. Decades of neglect has resulted in under-resourced schools with under-paid and under-trained teachers, out-dated curricula and teaching materials. Teaching methods tend to rely on rote learning, group chanting and repetition and teachers do not routinely assess students' learning. There is little effective oversight of schools and MoE information systems focus on administrative matters and do not support effective decision making¹⁴.

These factors have contributed to poor educational outcomes. Primary net enrolments are improving¹⁵ but are still low at 92 per cent average¹⁶. Drop-out rates are very high, with approximately only 460,000 out of 1.2 million students starting in grade one making it to grade 11 – and of those, only 33-36 per cent pass the matriculation exams¹⁷. Net enrolment rates are roughly equal for boys and girls at primary and middle schools, however, more boys are likely to drop out after age 14 or fall behind at high school.¹⁸ There is a strong correlation between poverty and low primary school enrolments.¹⁹

The Government of Myanmar is investing significantly in introducing wide-ranging reforms to address these challenges, yet does not have the systems and capacity to assess how they are working and whether they are the best use of limited resources. If the Government is to succeed in delivering effective reform in an affordable and sustainable way, then it needs the capacity to set standards, monitor and analyse all aspects of its program, learn from experience and use this as the basis for improvements.

Weak quality assurance systems

As yet, there are no established education standards or frameworks to help education managers, teachers, parents and communities assess education quality. While MoE has made important progress recently in developing a teacher's competency standards framework²⁰, to date, teachers and institutions have been defining education quality themselves, leading to a fragmented and inconsistent approach across the country. Some schools lack the capacity to know how to assess and address quality education, while others

¹³ While several influential ethnic armed organisations chose not to sign at the time, most of these groups have endorsed the text of the agreement.

¹⁴ CESR Phase II reports [provide reference]

¹⁵ Up from 88 per cent in 2010 [Reena's work, ask about citing]

¹⁶ Rural areas are lagging behind urban areas at 91 per cent and 95 per cent respectively [Reena's work, ask about citing]

¹⁷ World Bank, PER, 2015 [provide reference]

¹⁸ 46 per cent of boys, compared to 37 per cent of girls, are behind at school [Reena's work, ask about citing]

¹⁹ Only 85 per cent of children in the bottom quintile are enrolled in primary school or above and 8 per cent of 7-12 year olds have never attended school [Reena's work, ask about citing]

²⁰ Under the Australian-funded *Strengthening Pre-Service Teacher Education in Myanmar*, MoE and UNESCO have developed a draft Teacher Competency Standards Framework that outlines the key characteristics and attributes of good teaching. [status?]

are focusing on issues that will have a limited impact on teaching and learning in their school, such as school administration.²¹

There is an elaborate system of recording administrative data from schools. Much of this is done manually on a monthly basis by the townships and passed up through the levels to the centre. Information is broken down by grade, gender, nationality and religion – but not ethnicity and disability. This is a hugely laborious and largely irrelevant task as the recorded data is rarely analysed to provide meaningful data to guide future actions. While computers are increasingly being used, it is generally for storage of data already stored manually. There is no integrated system of computerised file sharing.

There is a very rudimentary system of school inspection, which entails regular visits to schools by Assistant Township Education Officers - dependent on the availability of funds for transportation. It is likely therefore that accessible schools are inspected more often than those that are remote. Furthermore, the process is largely concerned with mechanical checklist-based supervision of administrative matters. For example, school inspection assessments are not related to the quality of teaching and learning. Reorienting school inspections towards quality assurance of teaching and learning processes remains a major challenge.

The assessment of learning against standards has been largely neglected, apart from the assessment of individual students through public examinations at grade nine and grade 11. The World Bank and Australia is supporting some initial work on Early Grade Reading Assessment (EGRA) and the Ministry of Education has introduced some reform of Grade 5 assessment to have a greater focus on critical thinking, but otherwise, there is currently very little quality assurance directed at learning outcomes.

Notwithstanding the absence of any systematic assessment of teaching and learning, the basis for management information systems exists. Even though these processes are labour-intensive and the information collected may not be as relevant or as useful as it might be, the habit of data collection is well established. Anecdotal evidence suggests that the Education Management Information System (EMIS) data recorded is reasonably reliable, despite the lack of incentives to maintain accuracy. The planned reforms to EMIS with UNESCO support will improve the collection of data by gender and ethnicity, including capturing aggregated numbers by gender and grade for ethnicity and disability and by gender for age, grade and all other parameters such as dropout, repetition, etc. For Higher Education/TVET, the new system will capture these attributes for the individual pupil. A computerised database of teachers already exists (the Human Resource Information System) which records biographical information and has potential as an HR tool for recruitment and deployment.

There is little evidence that the upward reporting of data culminates in much analysis; even less that there is any attempt to measure performance to inform policy, planning or decision-making. The system currently lacks the ability to sift the masses of data, interrogate data sets for useful information and interpret and use this information for management purposes. It also lacks the capacity to triangulate information from EMIS data collection and information from school inspections, so while there is basic quantitative data on enrolments and teachers there is very little qualitative information on teaching and learning. It also lacks mechanisms for assessing the quality and value for money of its management and administrative processes.

Information is not reaching national-level planning and budgeting, with weak linkages between MoE and institutions such as the Central Statistics Office (CSO) and the Ministry of National Planning and Financing. This means crucial information is not informing budget allocation decisions.

As yet, quality assurance institutional structures have not been established. A number of committees and M&E Units have been identified in the National Education Law and the NESP, but members and staff have not been appointed nor roles and responsibilities clarified. Furthermore, the governance of higher education is going through fundamental changes with moves towards autonomous control and funding. There are particular quality assurance and management issues in higher education, which set it apart from the rest of the sector.

²¹ NESP Quality Assurance and Management Sub-sector report – July 2015, pg 26.

Capacity and Cultural Constraints

The government faces a number of capacity constraints. Firstly, the Ministry is caught between meeting new expectations for efficiency, transparency and accountability while still grappling with a legacy of the past. After years of military rule, the system is upwardly focused and upwardly accountable. Education was tightly managed from the highest levels of government and MoE personnel seldom made decisions on education policy and service delivery. This has led to a culture where officials are risk averse and wary of actions that would expose themselves to criticism, stifling initiative to bring about change. Culturally senior managers at central level have not yet fully embraced the concept of delegation and local empowerment. A key focus of this investment is to help change this culture to empower education managers to use information to improve education services.

Many staff feel they don't they have knowledge and skills to meet the requirements of the new reform agenda – with planning, budgeting, M&E and computer skills all considered areas for strengthening.²² Monitoring and evaluation is not well understood or institutionalised and performance is heavily focused on compliance rather than outcomes. About 200,000 of the 800,000 positions are vacant and there is limited physical space to accommodate new staff.

Despite this, the reform agenda over the past few years has revealed a reservoir of latent talent at all levels of government. In particular there are senior and middle ranking MoE staff who are both competent and highly committed to reform. Unfortunately, the current system ensures much of this talent remains latent. For example, while Township Education Offices are part of a well-established administrative structure, they are often under-resourced and have little delegated authority. Their primary role has been to administer and supervise schools, to record educational data and to pass these up to higher levels of the administration. As a result, Township Education Officers have often lacked the guidance, authority and resources effectively to support local schools and teachers or to make decisions affecting the quality of education provision. Capacity constraints at Township, District and State/Region levels have considerable bearing on this investment. Staff and systems at these levels are essential elements in a functioning QA system. Activities aimed at overcoming capacity limitations to facilitate a two-way flow of information will therefore be principal components of the investment.

Evidence-base

Research shows that education and policies that facilitate the process of innovation, knowledge creation, and information have profound effects on the long-run patterns and future prospects of economic growth and development, including by raising worker productivity, empowering women, and enabling high functioning institutions.²³

There is a sizeable body of evidence²⁴, however, that demonstrates it is the quality of education that matters for economic growth and development outcomes. That is, attaining societal benefits depends on people acquiring knowledge and skills – not just on attending school.

Quality assurance in education can be understood as policies, procedures, and practices that are designed to achieve, maintain or enhance quality in specific areas, and that rely on an evaluative learning process. Evaluative learning refers to a process of systematic collection and critical analysis of relevant data on a defined subject that leads to recommendations for improvement. The subjects can vary from schools, school

²³ Wessal A, Wescott, C and Espíndola, C., *Delivering Better Outcomes in Education: The World Bank's Experience*, IPMN Conference Paper, 2015

²⁴ See Hanushek and Kimko (2000), Barro (2001), Hanushek and Woessmann (2008, 2012), Hanushek et al. (2010), Jamison et al. (2007), Laurini and de Carvalho Andrade (2012), UNESCO (2011) cited in Masino and Nino-Zarazua, *What works to improve the quality of learning in developing countries*, 2015; Wessal A, Wescott, C and Espíndola, C., *Delivering Better Outcomes in Education: The World Bank's Experience*, IPMN Conference Paper, 2015

heads and teachers, other education managers, programs, local authorities, parents and communities, or the performance of the education system as a whole.²⁵

The following evidence supports a focus on improving education quality through strengthened monitoring and evaluation and a large number of lessons that have informed My-EQIP. These are outlined below.

Quality Assurance is essential to improving learning outcomes

It is critical that any monitoring and evaluation (M&E) system maintains its focus on quality assurance at the point of delivery: improving teaching and learning in the classroom. The technical possibilities offered by a functioning M&E system such as oversight and control, increases in administrative efficiency and value for money, can obscure the fact that the key objective should be the improvement of learning.

Impact evaluations²⁶ point to three approaches most effective in improving learning outcomes:

- Information reforms such as making school performance data more accessible
- School-based management reforms such as tracking students, increasing school autonomy and empowering parents
- Teacher incentive reforms such as making teachers accountable for results by linking promotions and/or pay to performance.

While My-EQIP will directly support information reforms, the other two are worth noting because without high-quality M&E systems that provide reliable and timely information, these reforms would not be effective (or in some cases possible). For example, parents need reliable and timely information to be empowered and MoE needs credible results to hold teachers accountable.

Another key factor in transforming educational resources efficiently and effectively into learning outcomes hinges on the capacity of the education system to formulate, implement and measure policy. M&E has a crucial role to play in all stages of the process. A strong M&E system helps to:

- inform relevant and evidence-based policy development and planning
- ensure policies are implemented on the ground as intended;
- detect bottlenecks and inform adjustments needed to enhance capacities and achieve intended results; and
- review policy relevance, effectiveness and efficiency to inform further reform.²⁷

There are added benefits from improved quality assurance and M&E at all levels of the system. It creates incentives for enhancing data quality, promotes better informed decision-making and encourages experimentation. With timely access to information and tight feedback mechanisms, education managers can make real-time changes.²⁸ It is in part for this reason that the literature also points to the importance of establishing greater autonomy at the provider level, which can generate strong motivation to improve service delivery.²⁹

By promoting more effective use of evidence and information in policy, planning and implementation, My-EQIP will help MoE leverage its investment in the sector to achieve better education outcomes, as well as contribute towards a broader accountability in a system still struggling with the legacy of its authoritarian past.

²⁵ European Commission/EACEA/Eurydice, *Assuring Quality in Education: Policies and Approaches to School Evaluation in Europe*, Eurydice Report. Luxembourg: Publications Office of the European Union, 2015

²⁶ Andrabi and Khwaja 2014; Burns, Filmer and Patrinos, 2011; Duflo, Duas and Kremer, 2008 cited in Wessal, A, Wescott, C and Espindola, C, *Delivering Better Outcomes in Education: The World Bank's Experience*, IPMN Conference Paper, 2015.

²⁷ Segone, *From Policies to Results: Developing Capacity for Country Monitoring and Evaluation Systems*, UNICEF Evaluation Working Papers, 2007

²⁸ Wessal, A, Wescott, C and Espindola, C, *Delivering Better Outcomes in Education: The World Bank's Experience*, IPMN Conference Paper, 2015.

²⁹ Hanushek 1986, 1996; Kremer and Holla 2008; Fullan 2005; Mourshed, Chijoke, and Barber 2010; World Bank 2003; Orazem, Glewwe, and Patrinos 2007; Bruns, Filmer, and Patrinos 2011.

Leadership and ownership ensures relevance and use of evidence

Evidence indicates that national ownership is the best strategy to ensure policy relevance and use of evidence. The principle of ownership means that partner countries should own and lead their own country-led national education monitoring and evaluation system, while donors and international organisations should support sustainable national monitoring and evaluation capacity development³⁰. It is not only a practical requirement for success but is important on a more fundamental level – local actors know what capacity they need, how it can best be developed and what support they need from development partners to achieve it.³¹

Substantive demand from the government is essential to ensure successful institutionalization of systems. An M&E system must produce monitoring information and evaluation findings which are judged valuable by key stakeholders; are used to address the practical problems they face and improve government performance; and, which will ensure the funding and continuation of the M&E system. Developing better and ongoing interaction between evidence providers and evidence users in both policy and practice and strong incentives for M&E to be done well and M&E information to be used are important elements of the demand side. It is also important to build reliable ministry data systems to ensure the data is credible, timely, and consistent.³²

The education system in Myanmar is undergoing significant transition. The strategic framework for reform is not yet fully articulated and the final shape of a quality assurance system will depend on the agreed policy and strategic priorities identified by the government. In this context, there is an even stronger need for clear ownership and leadership from the Ministry of Education.

Capacity development is a multi-dimensional process

Donor efforts to help build national or system-level M&E capacity in developing countries have increased over the last twenty years. Lessons from these experiences suggest that strategies need to be comprehensive and integrated, addressing both technical and political elements. Capacity development goes beyond the transfer of knowledge and skills at the individual level to include organisations, sectors, systems and the enabling environment in which they all exist.³³

Many factors that influence capacity development are hidden, informal or poorly understood, including relationships, structures, patterns of authority, resources, cultures, and politics. It is important to understand and take into account these intangible dimensions to bring about transformational change. Understanding the country context, good governance, ownership, use of in-country resources, integrated learning across different levels of the organisations and a focus on sustainable outcomes will strengthen capacity development outcomes.³⁴

Most capacity-building strategies continue to place considerable emphasis on the provision of training and technical assistance (TA) to develop capacity. However, evidence shows that technical back-stopping to fill gaps or training alone, does not always produce the desired result. Rather, it is essential that TA provide advice and support, with a focus on knowledge management, coaching through feedback, and on-the-job skills development.³⁵ A blend of M&E tools, methodologies and approaches, and engagement with multiple stakeholders, is needed for effective capacity development.

³⁰ Segone, *Country-led Monitoring and Evaluation Systems: Better Evidence, Better Policies, Better Development Results*, UNICEF Evaluation Working Papers, 2009

³¹ Pearson 2011a, p. 8; 2011b, p. 16 in GSCRC Helpdesk Report, *Current Thinking on Capacity Development*, Lucas B, 2013

³² Segone, *Country-led Monitoring and Evaluation Systems: Better Evidence, Better Policies, Better Development Results*, UNICEF Evaluation Working Papers, 2009

³³ Pearson 2011a, p. 12 in GSCRC Helpdesk Report, *Current Thinking on Capacity Development*, Lucas B, 2013

³⁴ Baser and Morgan, 2008, p 20-12 in GSCRC Helpdesk Report, *Current Thinking on Capacity Development*, Lucas B, 2013.

Start small, build on existing systems incrementally

There is increasing recognition that capacity development in complex systems, including fragile and conflict affected contexts, can be better guided by adaptation and communication. Big, complex strategies are achieving limited results³⁶ and experts suggest starting small and building on functioning expertise where it exists, rather than setting up entirely new structures.³⁷ Capacity development at scale requires linkages to national and local plans, processes, budgets and systems. To be sustained, a comprehensive capacity development response must link to and draw from, relevant national reforms.³⁸

With many changes happening in the Myanmar's education sector simultaneously, taking an incremental problem-driven approach is more likely to be readily adopted and therefore more effective than the imposition of a ready-made system. 'Learning initiatives' designed to respond to particular problems can generate general lessons that can be integrated into program implementation. An iterative approach also provides the flexibility to respond to contextual changes and build on lessons learned to continually improve.

Rationale for Australian engagement

This section outlines why Australia is focusing its support improve the quality of education policy, planning, management and teaching through strengthened monitoring and evaluation and quality assurance.

As highlighted above, there is a need. The Government of Myanmar is at a critical juncture of its reform process, yet, it does not have systems in place to know whether or not the reforms are delivering the desired changes. A lack of reliable evidence informing the government what is, or isn't, working and why, could result in limited resources on well-intentioned but misdirected reforms. The MoE is aware of the problem but lacks capacity internally and access to expertise in-country to address the problem.

The Government is committed to strengthening its quality assurance systems. Firstly, they have directly requested Australia to assist them in establishing such systems, particularly in quality assuring reforms under NESP. This request was recently confirmed by the new Minister³⁹. Secondly, strengthening systems to get better data for evidence-based decision making is a government priority. In both bilateral and multi-stakeholder meetings, the Minister stated several times better data to inform the government's new reform agenda in line with the NLD's Election Manifesto, is a priority. The Permanent Secretary and a number of Director Generals have expressed the need for better, more trust-worthy evidence and the proposed EMIS Master Plan developed with assistance from UNESCO has been enthusiastically welcomed. Thirdly, quality assurance is enshrined in the National Education Law (2014) and the Amendment to the National Education Law (2015) and features strongly in the NESP, including a supporting budget. Fourthly, the Government is already taking a number of practical steps to demonstrate its commitment to strengthening quality assurance, including establishing M&E units within every department and M&E officer positions at the township level. These positions within line departments and at the front-line of service delivery are particularly important in helping integrate QA into the management system. They have also committed funding and human resources to reforming EMIS in 2016-17, in partnership with UNESCO. EMIS is an important foundation for this investment.

Myanmar has a strong basis on which to build and it is possible to make a difference. The basic institutional infrastructure exists in the form of rudimentary data gathering and a reporting habit, but this needs to be

³⁶UNDP 2012, p 32 in GSCRC Helpdesk Report, *Capacity Development at the National Level in Fragile and Conflict Affected States*, Lucas, B, 2014.

³⁷ Baser, 2011a, pg 21; Petersen & Engbert-Pdersen, 2013, pg 9 in GSCRC Helpdesk Report, *Capacity Development at the National Level in Fragile and Conflict Affected States*, Lucas, B, 2014

³⁸Segone, *From policies to results: developing capacities for country monitoring and evaluations systems*, UNICEF Evaluation Working Papers, 2007

³⁹ Minister for Education, Dr Myo Thein Gyi, confirmed he is seeking Australia's support to strengthening systems to monitor education reforms under the new government during his meeting with the Australian Ambassador on 27 April 2016.

strengthened and reoriented, in ensure relevant information is being collected to improve planning and management and impact service delivery. Some current practices could be made more efficient and effective through relatively mundane changes: simplified monitoring and reporting procedures, the revision of data collection formats and the intelligent use of information and communications technology. For example, the existing basic system of school inspection could be developed, over time, towards a system of quality assurance. 'Low-tech' changes to current systems could make a lot of difference and add real value to work done by government officials. Moreover, Myanmar is still in the early stages of reform. There is thus a unique opportunity to inculcate an 'evaluation culture' and evidence-informed planning early in the reform process.

There is also cause for optimism that the investment will be able to help develop a culture that values and uses information in the pursuit of higher standards. Under the Decentralising Funds to Schools Project, MoE officials have not only demonstrated a great deal of commitment; a capacity to solve problems; and public service ethic to deliver the US\$200 million government-led project but they have wholly embraced M&E as a tool to inform project improvement. MoE officials actively use the M&E information to improve project planning and implementation - the value of which has led, in part, to MoE's request for Australian support to strengthen M&E across Myanmar's education system. Not only does this provide a corp of M&E champions within MoE but is a positive sign that MoE will respond well to more structured external M&E capacity building support. This investment will build on these institutional assets, and seek to strengthen the linkages between M&E at the program level and wider system-wide quality assurance.

This investment fills a gap and complements other government and donor supported projects. UNESCO is supporting ambitious plans to develop an integrated web-based EMIS, which will provide key education information in a timely and reliable matter and UNICEF⁴⁰ has been piloting a township-based education information management system. However, there is no other donor currently supporting (or planning to support) the Ministry to strengthen its quality assurance systems to improve education quality. While My-EQIP will help MoE develop quality standards and systems where they are lacking, a key element of the support will be to help MoE draw on the existing EMIS, EGRA and M&E information and assess the outcomes at the systems level, that is, whether the sum of the parts is leading to improved teaching and learning outcomes. In this, it will be essential Australia, UNESCO, UNICEF and other donors maintain close coordination to maximise the impact of their respective interventions.

The investment also complements a push for better statistics at the central level. The new President, U Htin Kyaw, has become a champion for better statistics and evidence-informed policy and planning. A new statistics law has been drafted and will be considered by Parliament; a National Strategy for the Development of Statistics (NSDS) and statistics policy brief are being developed and six NSDS cluster groups have been established to coordinate the provision of accurate and time statistics across government.⁴¹ The World Bank is currently developing assistance to help the Government strengthen data collection and analysis at the central level. Better statistics at the central level, such household and poverty data, when combined with education data, would allow for a much deeper analysis of the education sector within context.

What would success look like

In order for improved data and analysis to lead to improved education outcomes, education managers at all levels – from Director Generals to head teachers – need to have capacity and the authority to use the information to make decisions within their realm of responsibility. So while a large part of this investment is about improving data quality and analysis to inform policy and planning at the senior management level, in order for those policies and plans to result in change on the ground, education managers at the lower levels

⁴⁰ Under the Quality Basic Education Program, funded by Australia and four other donors. QBEP is due to finish on 30 June 2016. Evaluations of QBEP activities are underway and lessons will be considered during implementation.

⁴¹ Speech by Deputy Minister of Planning and Finance at consultation meeting for the Myanmar Living Conditions Survey on 14 June 2016.

have to be empowered to use information to make changes to improve outcomes within their realm of responsibility. This investment will support the MOE in transforming both physical systems as well as the attitudes that govern how those systems operate. In order to achieve this type of evidence-informed decision-making⁴², there needs to be systemic change in three related areas:

- The willingness to use evidence. This will require inculcating a concern for results and a habit of looking critically at past performance to learn from experience. It will also require a climate of expectation that using evidence to inform decisions is the right way to behave. The organisational culture therefore needs to incentivise the use of information and provide an enabling environment that encourages action to improve service delivery and learning outcomes.
- Information is collected to inform outcomes rather than inputs: on what is being achieved, rather than simply what is being done. This will require a critical examination of the information currently available and a fresh focus on the all-important outcomes in terms of effectiveness and learning.
- The capacity to collect, analyse and present information. This calls for systems capable of producing relevant information that can be easily interpreted. To counter the risk of the managers being overwhelmed by data emanating from information systems capable of generating huge amounts of data, there need to be mechanisms for filtering and selecting the information provided at each level of the system, and for identifying and filling information gaps. There also needs to be a routine means of analysing information, so that it is available in manageable forms that can be readily used.

⁴² The term 'evidence-informed' rather than 'evidence-based' decision-making acknowledges that in practice decision-making is influenced by a variety of political and contextual factors in addition to the evidence.

C: Investment Description

This investment will provide MoE at all levels with support for monitoring, evaluation and research in order to enhance the quality of education. It is closely aligned with the proposed National Education Strategic Plan (NESP) Transformational Shift Nine:

“Managers at all levels apply evidence-based decision making and demand accountability for improved teaching and learning in schools and educational institutions.”

In particular, the investment will support, where relevant, the five drivers of change identified in the NESP that will facilitate and sustain NESP education reforms, including quality assurance systems; management structures, systems and tools; human resource (HR) capacity; coordination mechanisms; and evidence-based decision-making. If there is delay in finalising the NESP, this investment can help MoE create the enabling environment and therefore greater readiness for NESP.

The term quality assurance is used in its broad sense to mean activities involving review and assessment against standards or targets.⁴³ Education Management is also interpreted in the broad sense of actions and responsibilities that support the provision of education services to children and young people. The Glossary at the front of this document defines other terms used in this design.

Program Logic and Expected Outcomes

Theory of Change

The underlying theory of change in My-EQIP is that better access to and use of evidence will improve the quality of policy, planning, management and teaching, which will improve the quality of education reform. This will require a cultural change within MoE to embed new ways of working, including: accurate collection of relevant data and analysis, reflection, and application of findings to work towards continuous improvement in both educational management and teaching. The aim will be to create an enabling climate or organisational culture in MoE in which relevant information is routinely used at all levels of the administration to improve service delivery.

This is an ambitious agenda. It will require changes in the work practices of a large number of decision-makers, collectively called “education managers” in this design. These decision-makers are active at all levels from national to school level, as illustrated in Annex 1. The four-year investment is intended to help key education managers at all levels make a strong start to the process of improving education quality in their work-places and in the offices and schools affected by new policies, decisions and actions.

Support in early years would focus on government systems. However, where appropriate and if all partners are willing, support for complementary education systems (such as ethnic and/or faith-based) could be explored. When providing support to government systems in conflict-affected areas, a conflict-sensitive approach will apply (discussed further below).

⁴³ In education, quality assurance is associated with the assessment of teaching and learning, as well as the more bureaucratic processes of ‘monitoring and evaluation’, which have associations with measurement and learning from experience for planning and management purposes. In Myanmar, ‘Quality Assurance’ is the term used in 2014 Education Law and the National Education Strategic Plan (NESP). Throughout the document quality assurance (QA) and monitoring and evaluation (M&E) are used interchangeably.

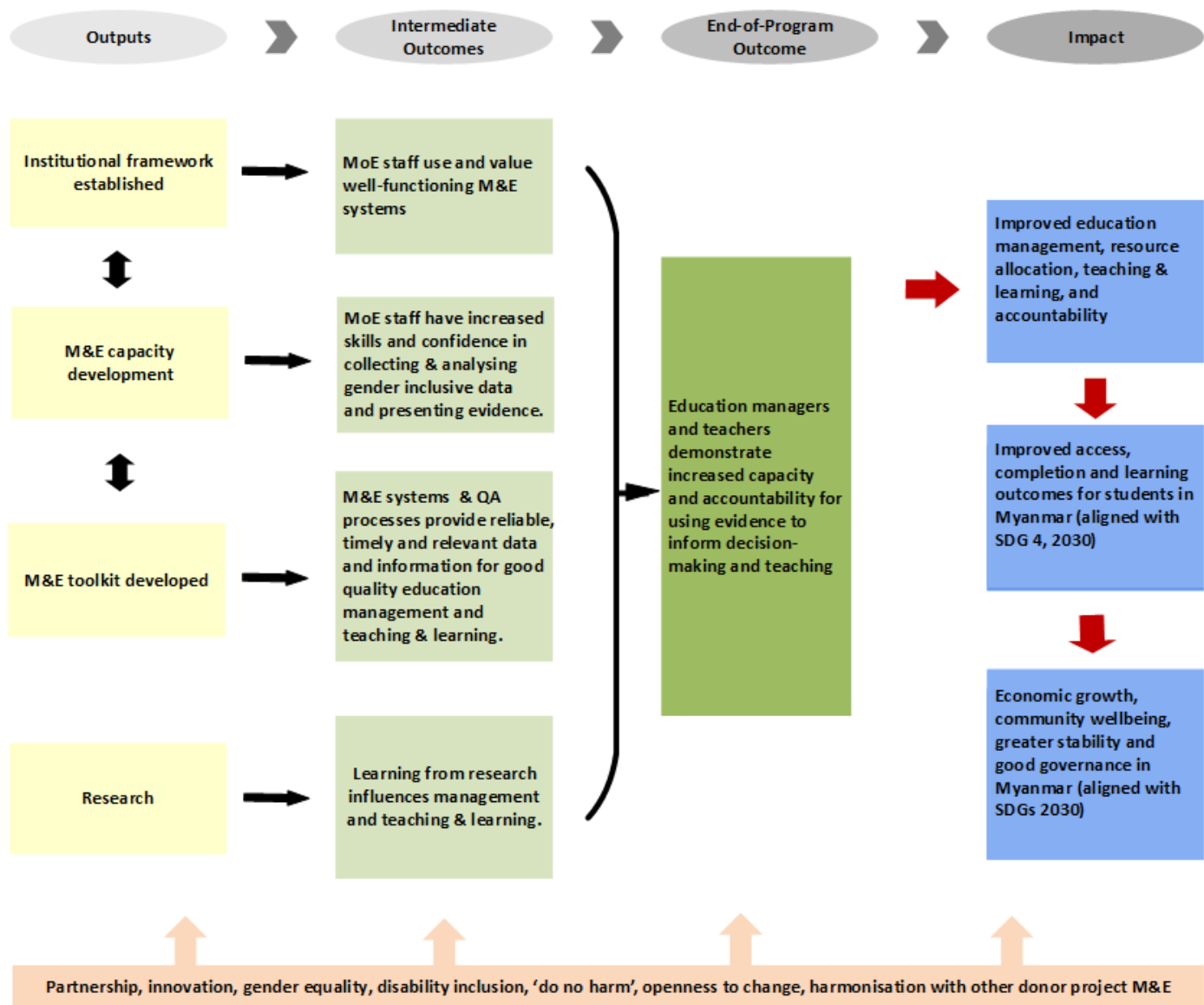


Figure 2: My-EQ Theory of Change

Theory of Change Diagram

The Theory of Change diagram at [Figure 2 \(Page 12 below\)](#) presents the changes expected to occur as a result of the My-EQIP investment. The intended End-of-Program Outcome (EoPO) is:

“Education managers and teachers demonstrate increased capacity and accountability for using evidence to inform decision-making and teaching.”

Ultimately, My-EQIP is expected to contribute Australia’s overall education goal (blue impact boxes, Figure 2):

“Improved access, completion and learning for students in Myanmar.”⁴⁴

The four Intermediate Outcomes (light green boxes, Figure 2) which will contribute to the EoPO relate to:

- institutional and cultural change in MoE accompanying the introduction of more systematised monitoring and evaluation (M&E) and Quality Assurance (QA);
- increased skills and confidence of MoE staff in M&E and QA;
- improved M&E and QA systems and processes;
- complementary research to add to learning generated through program monitoring.

It is assumed that changes are dynamic and interactive so that all four intermediate outcomes jointly lead to the overall end-of-program outcome.

The program theory is underpinned by mutually agreed values (orange band at the base of the diagram). These values (for example, partnership, and gender equality) cut across the whole Program and are essential to achieving results of a high standard. During Program inception, these values should be further discussed and agreed. It will be important through proactive program management and monitoring to ensure that these agreed factors are woven into activity design and implementation.

Program Logic

A second diagram has been prepared to show what is intended to happen to achieve the planned Outcomes. The Program Logic ([Figure 3 on page 15](#)) has additional columns in the causal chain, to show planned Inputs (orange) and Activities (mauve) leading to the five Outputs (yellow). The four Outputs are set out in greater detail than was possible in the Theory of Change diagram:

- an institutional framework within MoE;
- M&E capacity development
- M&E tools, templates and reporting formats; and,
- relevant research.

- i) **Institutional framework established:** My-EQIP will help MoE establish the enabling environment for changed QA practices at all levels, from central to targeted township level. This includes having the right structures, processes and standards in place. My-EQIP will support the development, approval and dissemination of annual departmental M&E Plans which align with the Departments’ and Ministry’s other annual planning and budget processes. The M&E plans will identify and prioritise QA procedures, tools and research to be developed and implemented. These planning processes will necessarily involve engagement with other government and donor-funded activities in the education sector so that there is alignment of M&E practice and a complete picture is developed through harmonisation. Where appropriate, My-EQIP could support MoE to establish and ensure QA institutional structures are in place and functioning.

⁴⁴ DFAT (2015) *Burma Education Sector Investment Plan: Supporting Education Reform and Strengthening Burma’s Foundation for Growth 2015-20*, p 3

- ii) **M&E capacity development:** My-EQIP will help build M&E capacity and foster cultural change, to create a demand for, and use of, information in planning and decision-making. M&E Officers at all levels will be trained and equipped with the necessary technical skills to be the champions for change. All managers and school principals will be trained to use evidence in decision-making and T&L (as appropriate). They will then familiarise their staff with the new approaches and require the use of relevant information in reporting. Capacity development will be enhanced by formation of an M&E Community of Practice (CoP), which brings together M&E Officers across departments and project personnel from other donor activities across the education sector on a bi-monthly basis, to enhance ongoing professional development, share information and network.
- iii) **M&E toolkits developed:** My-EQIP will help systematically integrate QA into the management system so that it becomes an inherent part of all relevant functions used by education managers at each level. System capacity, i.e. the means of retrieving, analysing and presenting information, needs to be strengthened. This will involve the enhancement or adaptation of a wide variety of tools for collecting relevant data (such as data collection forms, pro-forma checklists, classroom observation templates, learning assessment tests, etc.) and formats for reporting to and by managers at different levels, such as data dashboards⁴⁵.
- iv) **Research:** Since not all questions will be adequately answered through ongoing data management and analysis, studies and targeted learning initiatives will provide an overall view of performance against targets. It will also provide an element of independent verification to complement information derived from internal government systems. Evidence of such research and learning will be found in the form of a research agenda (agreed during annual planning processes), terms of reference and completed research reports.

The arrows show both inter-relationships and contribution. For example, there are relationships between the various Outputs indicated by the two-way arrows which link capacity development with other Outputs. In addition, the links between the EQ Fund and other Outputs are also depicted by arrows on the left-hand side of the diagram.

The Program Logic also shows 23 Activities (in mauve), organised in five groups, which will contribute to delivery of the planned Outputs. The Activity level is important for MoE staff and program personnel. It outlines what they do. Through orientation early in the Program, they should be able to use the program logic to understand how what they do fits in the overall Program, and contributes to overall results.

The theory of change and program logic are based on a number of assumptions which are necessary for the change to be effective (i.e. for the results to be achieved as planned) **Annex 2** is a summary of assumptions made at this early design stage. It is important to note that the Theory of Change and Program Logic (**Figures 2 and 3**) and the Assumptions (**Annex 1**) together summarise My-EQIP in early 2016, based on knowledge prevailing at the time. Changes in the external environment and internally within the Program during implementation will affect these mental maps. If necessary, the diagrams can be updated as new information on the context becomes available and as lessons are learned during implementation through My-EQIP's own M&E.

⁴⁵ For example, a "Dashboard" setup to summarise progress against key NESP indicators in a traffic light system could be valuable to Directors General and Directors as a quick reference point for accessing information and for monitoring progress. Experience in Malaysia, where a dashboard system has been in use through the Education Performance and Development Unit (PADU), has served a dual purpose of informing senior managers, but also motivating officials to work more effectively in order to see the performance of their area progress up the traffic light system from red to amber to green.

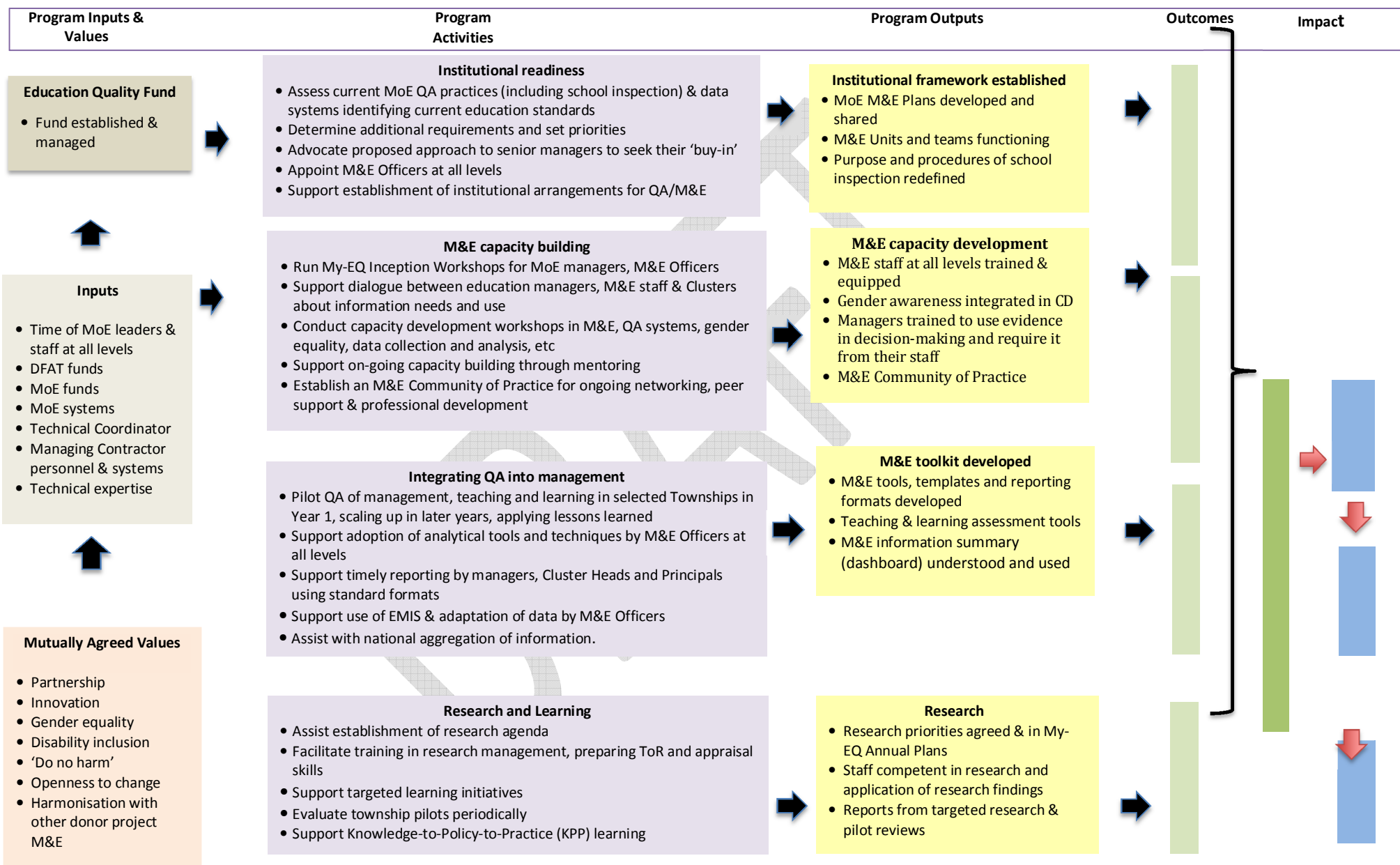


Figure 3: My-EQ Program Logic

Delivery Approach

Delivery options

The first option considered was the establishment of a QA Unit within MoE, staffed by national and international specialists, to undertake the M&E required and feed it into the Ministry. A similar approach was used for the CESR unit, which Australia has supported through multi-donor funding. The benefits of this approach were demonstrated by the CESR's considerable output over the past three years. However, CESR also illustrates the disadvantages of this approach, including limited direct engagement with and ownership by line management officials in the Ministry, limited capacity development within MoE, considerable costs and sustainability challenges.

From the Theory of Change, it is clear that capacity development and cultural change to embrace learning and continuous improvement in MoE are central to My-EQIP. Focussing My-EQIP resources in one central QA Unit would be at odds with mainstreaming QA across all levels. MoE has indicated line departments should be accountable for quality assurance of the education services and activities they deliver and thus must be engaged directly with My-EQIP. The Department of Basic Education (DBE) has created M&E Sections at Township level to monitor and support enhanced service delivery. These units would benefit enormously from technical and financial support.

On the other hand, other MoE Departments are yet to dedicate resources (human and financial) to M&E at either central or sub-national levels. A demand-driven approach tailored to the needs and priorities of the various Departments would enable Australian funding to support and add value to Departments which have commenced the M&E journey and introduce others which are yet to commence.

My-EQIP will adopt a strengths-based capacity development approach, which builds on experience to date and responds to the local contexts and local priorities. This investment design has selected a three-pronged approach based on:

- i) Embedding My-EQIP in MoE's strategic planning and routine management
- ii) Capacity development in M&E and QA
- iii) Demand-driven activities funded by the EQ Fund.

i) Embedding My-EQIP in MoE's Strategic Planning

My-EQIP activities will be aligned with MoE's annual departmental planning and budget process. A partnership approach between DERPT and the My-EQIP team will be essential to plan and implement My-EQIP cooperatively and ensure MoE ownership of activities. Together they will use participative processes to plan My-EQIP activities in line with MoE priorities, annual planning and budget processes. My-EQIP activities will be reflected in departmental M&E Plans, which will outline both MoE and My-EQIP annual funding contributions.

It will be important to ensure that managers and decision-makers will not be overwhelmed by the breadth and pace of change, and that the new M&E system fostered by My-EQIP helps them focus on key priorities identified at each level. This calls for an incremental approach to implementation that is calibrated to match the growing capacity of managers to use evidence for decision-making. Annual work plans will permit staging of outreach over time. For example, pilot Townships could be selected for targeted activities, such as the roll-out of a new school inspections system in Year 1, which could be reviewed and built upon in future years. The pilot locations should be selected carefully to represent a mix of urban, rural and remote locations, and to include some where other projects are being

implemented (and relationships established) and some new to bilateral aid, in order to maximise insight and learning for future planning.

A key element of the My-EQIP approach is to institutionalise QA into routine management and reporting procedures and practices to help focus demand for information from the EMIS and other information systems. Together with additional information from research studies and learning initiatives, this will contribute towards improved evidence-informed decision-making. Importantly, it is also assumed that the dominant MoE office culture in which managers operate will be sufficiently enabling to allow them to use information. Where appropriate, My-EQIP will build on educational reforms that have deconcentrated power within MoE, devolving decision-making to sub-national levels, by building capacity of individual managers to realise the value of information and be empowered to use it. As noted above, this will be a cultural shift that may take time. The assumptions in Annex 2 highlight that individual managers will be receptive to changing the way they operate and realise the value of information in making decisions.

Evidence collected through M&E will be useful to inform policy and planning. While evidence is crucial in informing effective decision-making, it is also recognised that the availability of evidence is only one element in the complicated mix of factors and political forces behind governmental policy decisions⁴⁶, and that once decisions have been made, sufficient capacity is required at all levels in the machinery of government to implement policy as intended. A key challenge in My-EQIP will be to support increased availability and use of evidence in this mix.

ii) Capacity development in M&E and QA

Capacity development will be central to My-EQIP's success. It underlies all aspects of the Program, from the strategic management and partnership approaches (point i) above to the design, implementation and reporting on activities to be funded by the EQ Fund (iii below). MoE's prioritisation and planning processes will drive demand for capacity development. In line with the strengths-based approach, My-EQIP will draw on and enhance MoE's existing expertise to deliver planned Program outcomes, building on existing systems and work to date. One of the early tasks will be to jointly develop a capacity development plan, outlining principles and approaches. The plan will need to be holistic, embracing the need for development of skills and attitudes, but also expected changes in behaviour. The latter crosses into the broader cultural space and the enabling environment needed to permit change to happen. Capacity development inputs will encompass not only M&E but also strategic planning, gender awareness and analysis, change management and IT. To foster a monitoring and evaluation learning culture, capacity development will conform to the following principles:

- *Capacity building will be practical.* The purpose of developing capacity is to enable MoE staff to do their jobs more efficiently and effectively. Greater understanding of abstract concepts rarely gets the job done better. The Program's emphasis will be on finding solutions to current concerns.
- *The approach should be 'little and often'.* Chunks of one-off training are indigestible and their effects wear off easily. A range of capacity development support (such as training, mentoring, peer support) over a period, which allows participants to assimilate new ideas and skills, is likely to be more effective
- *It must be learner-centred and appropriate to the needs of the participants.* Capacity building will be tailored to the audience. For example, senior managers will require intense one-to-one or small group work based on real or simulated problem solving,

⁴⁶ For example, in Carden, F. (2009) *Knowledge to Policy: Making the Most of Developmental Research*, accessible at <https://www.odi.org/events/478-knowledge-policy-making-most-development-research>

whereas training for departmental M&E Officers will be geared to the technical requirements of their jobs and the specific processes they have to undertake.

- *Capacity building activities will be participative.* It is only by taking an active part in the process, that learning can be achieved.

Technical training in the more theoretical aspects of M&E is expected to be limited to the smaller number of individuals requiring specific M&E technical skills and experience, such as the M&E officers in each Department and Township. Larger numbers of staff will require awareness raising and training focused on the use of practical tools and templates needed for their job. It is also assumed that more generic training may be required – for example in the use of computer software and the use of EMIS⁴⁷. Having acquired appropriate skills, they would then have capacity to input data into EMIS and /or use the resulting information.

It is expected capacity building needs will be diverse and a wide-range of capacity building mechanisms will be used including awareness raising, skills training, peer learning, reflection workshops, study tours and pilot activities where new learning is applied. It will be important to draw on the skills and experience of capacity development specialists where necessary.

Learning from examples of effective M&E either from My-EQIP or from other programs in the sector will be important. It is expected that M&E champions will be MoE staff who have been involved previously in M&E through existing projects. Another important source of learning will be from education sector practice in other countries, particularly in ASEAN members. While the context in each will be different, there could well be opportunity for learning about creation of an effective M&E culture through MoE officials' involvement in international meetings and programs.

ii) Education Quality Improvement Program Fund

The chosen modality for the major portion of the Australian investment is the establishment of a flexible and responsive Education Quality Improvement Program Fund (EQIPFund), which will provide the resources for a broad range of activities. MoE Departments will be able to access the EQIP FUND to undertake specific activities identified in their own annual M&E Plans⁴⁸. This will allow the Ministry to access technical assistance (TA) and support for various forms of capacity building, including staff training, targeted study tours and mentoring, as well as obtain financial support for the procurement of essential equipment and software.

EQIP FUND activities will align with departmental annual planning processes and implementation will be harmonised with MoE systems at all levels (see Annex 3). My-EQIP will support departments to develop their M&E Plans and reports to feed back into MoE's cycle. It is only the procurement of EQIP FUND goods and services that will initially be external to government systems. In later years, if fiduciary risks have been analysed and addressed, My-EQIP will explore using government systems to procure goods and services as appropriate.

The EQ Fund will also fund innovation and experimentation that encourages the development of locally appropriate strategies to address data and evidence needs. My-EQIP will provide access to resources to permit small-scale pilots to test ideas, and research and learning initiatives that will enable local stakeholders to participate in identifying problems as well as proposing and testing local solutions from which wider lessons for the system can be drawn. For example, the EQ Fund could support testing of new data gathering techniques

⁴⁷ If not already covered under UNESCO support for EMIS.

⁴⁸ It is expected that Townships will contribute to departmental annual M&E Plans based on monitoring of progress at the cluster and school levels within their jurisdiction.

and instruments, identifying problems for which data and information are needed, and developing and field testing instruments and approaches.

In close consultation with DERPT, the My-EQIP team will prepare the EQIP FUND operating procedures. These will align with Australia's *Commonwealth Procurement Rules* which set out mandatory standards for Australian payments, in accordance with seven recommended principles⁴⁹:

1. robust planning and design;
2. collaboration and partnership;
3. proportionality;
4. an outcomes orientation;
5. achieving value with relevant money;
6. governance and accountability; and
7. probity and transparency.

Innovation

Providing Australian support through the EQIP FUND allows the program to respond to local priorities and conditions, and provides flexibility in the types of activities or functions supported, including capacity development, institutional development, technical assistance, research, pilots, learning initiatives and much more. Moreover, it presents opportunities for innovation.

The education reforms present Myanmar a unique opportunity to adopt innovative policy and practice that may enable the country to 'leapfrog' stages of development. The rapid expansion of mobile telephony and the emergence of wireless and satellite-based solutions for low-cost internet significantly increase the potential of using ICT for development. Innovative software and 3G technology has to potential to connect people to relevant information in real-time and deliver innovative education models into these areas. Mobile phones (and other ICT) have been used to assist in improving the quality of education by directly teaching students and training teachers. Another success has been facilitating education-related payments, especially in environments with poor financial infrastructure.

The spread of mobile platforms also provides new tools to collect data. Mobile phones and other mobile devices for data management have been used in the education sector to produce national maps of schools, monitor improvements in education quality and produce school census data. The potential for passively collected transactional data to be generated through the use of digital services and crowd-sourced data to be collected through surveys. Myanmar can potentially learn from the experience of its ASEAN neighbours who are also exploring greater use of ICT and innovation in data collection an analysis⁵⁰ and user-generated content continues to grow with significant implications for initiatives to strength evidence based policy development.⁵¹

⁴⁹ Commonwealth Grants Rules and Guidelines <http://www.finance.gov.au/resource-management/grants/> and the Commonwealth Procurement Rules <http://www.finance.gov.au/procurement/procurement-policy-and-guidance/commonwealth-procurement-rules/> for other payment types.

⁵⁰ The budget is based on Version 6 of the ARF, dated 1 January 2016. No salary escalation has been allowed for over the four years. If required, this would be drawn from the Contingency. The ARF is accessible at: <http://dfat.gov.au/about-us/publications/Documents/adviser-remuneration-framework-2016.pdf>

⁵¹ Except the first E

Further to ICT, the investment will emphasise learning and experimentation. This will require the gradual building of an appetite for risk and a greater tolerance of failure. It will also require the establishment of procedures to incorporate lessons derived from research studies, pilots and learning initiatives into policy and practice.

Resources

Table 1 below shows a total budget of \$A18.5 million over four years. There are three main resource allocations for this investment:

- i) DFAT will appoint the Technical Coordinator (TC) who will support MoE's delivery of My-EQIP (further details in Section D below);
- ii) the EQ Fund of \$AX million is the most significant item, accounting for X per cent of the budget. It is the mechanism by which all quality assurance activities will be funded (i.e. the activities in the mauve-coloured section of the Program Logic at Figure 3);
- iii) the Fund will be managed by a Managing Contractor (MC), which will provide management support, technical advice, and M&E for My-EQIP as a whole.

D: Implementation Arrangements

Management and Governance arrangements and structure

Partnership

My-EQIP is a partnership between Australia and Myanmar to advance the quality of education in Myanmar. It will be founded on a strong working relationship between DFAT and MoE based on a joint vision, mutual endeavour and accountability.

The agreement underpinning this investment will be a Subsidiary Arrangement under the existing *Australia-Myanmar Memorandum of Understanding (MoU) on Development Cooperation*. This will be agreed before the Program begins. It is expected to broadly define the purposes of the support, set out its main objectives and priorities, the financial commitment, and outline the management and governance arrangements.

The proposed governance and management arrangements are summarised in **Figure 4** below. These arrangements can be finalised during Program inception to ensure they align with the priorities of both Governments and the evolving institutional framework associated with the NESP and its committees.

Close working relationships between the My-EQIP Steering Committee, Technical Working Group, Office of Permanent Secretary, the NESP Secretariat, DERPT and relevant line departments are essential. These relationships will be supported by a specifically recruited international My-EQIP Technical Coordinator (TC), whose role is described below.

i) Education Quality Steering Committee (MoE and DFAT)

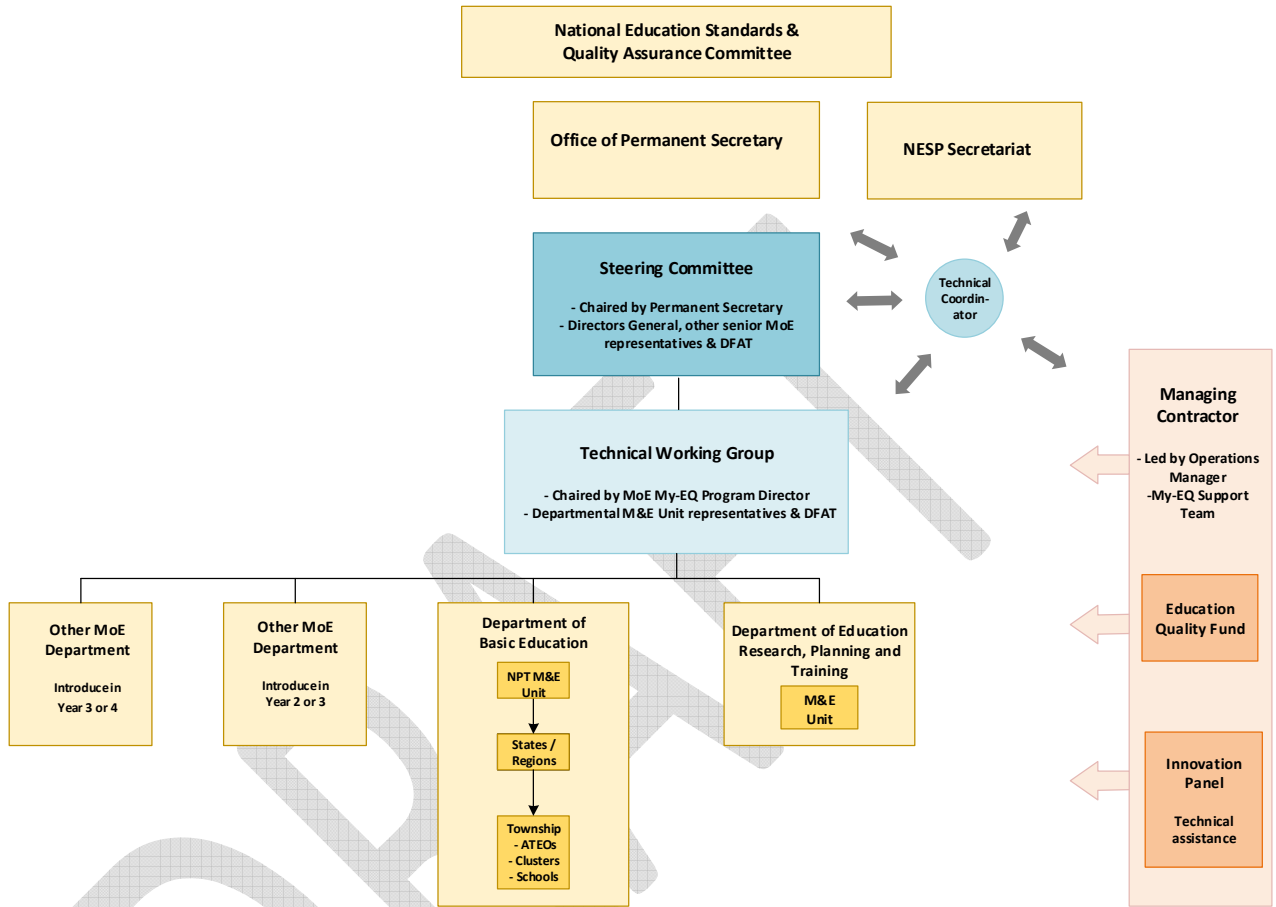
It is proposed that a joint steering committee, known as the Education Quality Steering Committee (EQSC) will lead My-EQIP. The EQSC will be chaired by the MoE Permanent Secretary, or his delegate. EQSC members will include the Directors General of the relevant Departments receiving My-EQIP support, relevant senior MoE officials leading education reform and a senior representative from DFAT. The EQSC should convene twice a year, at times which fit the MoE planning and budget cycle, most likely in May and November⁵². The My-EQIP reporting calendar will be aligned with EQSC Meetings, so that draft Annual Reports and M&E Plans can be tabled and discussed at these meetings.

The functions of the EQSC will include:

- Strategic direction setting and leadership of My-EQIP;
- Approval of My-EQIP funding to departments as reflected in the departmental M&E Plans and budgets to ensure they align to Myanmar's education reform priorities;
- Tracking of progress and results against My-EQIP funded activities in the M&E Plans, to recognise achievements by relevant departments and the Technical Working Group (see ii below), and identify any challenges and necessary follow-up;
- Approving changes to implementation in response to internal learning from M&E;
- Decision-making regarding emergent issues and drawdowns of unallocated amounts from the EQ Fund;
- Representation and advocacy of My-EQIP to the appropriate NESP or MoE education quality committees, other leaders, colleagues and constituents.

⁵² Except the first ESC Meeting, which is likely to be held in Month 4 (i.e. December 2016).

Figure 4: Governance and Management Structure



ii) Technical Working Group

The ESC will appoint a small Technical Working Group (TWG), chaired by the My-EQIP Program Director (expected to be a senior DERPT officer - see Point iii below), and comprising representatives of MoE departments receiving My-EQIP support and DFAT along with the TC. As the name implies, TWG members will operate at working level to ensure that My-EQIP is implemented in accordance with agreed plans, values and standards. The group should comprise 4- 5 members, small enough to

be focused and decisive. Meetings will be quarterly (or more often if required). Each member should nominate an alternate, who can be briefed to represent them at meetings, should members be absent⁵³.

Functions of the TWG will include: ensuring EQSC decisions are implemented; overseeing Program progress including drawdowns from the EQ Fund; troubleshooting any issues; analysis of specific My-EQIP research findings and innovations for presentation to the EQSC; and keeping the EQSC informed of major issues or risks.

The Managing Contractor (point vi below) will provide secretariat services to the TWG.

iii) My-EQIP Program Director

The PD will be accountable for effective program delivery in line with Steering Committee decisions. He/she will: chair the TWG; coordinate submission of departmental M&E plans to the EQSC; prepare meeting papers and Annual Reports to the EQSC (with the support of the TC); and support the Chair and the running of the EQSC (e.g. coordination of the agenda, briefing etc). A key PD role will be relationship building, liaising with all stakeholders, fostering linkages with the NESP Secretariat and Departmental Directors-General to support coordination and implementation of My-EQIP funded activities. He/she will ensure that My-EQIP values outlined in the Theory of Change underpin all activities to the greatest extent possible, and will anticipate and manage risk.

DERPT, which has the lead coordinating role for QA throughout the Ministry, is expected to nominate a senior person (e.g. Director or Assistant Director General) to take on the role of My-EQIP Program Director (PD).

iv) Technical Coordinator

The TC will provide a support and mentoring role, helping build MoE capacity and fostering ownership of My-EQIP. The Technical Coordinator (TC) will support the PD and MoE to deliver an effective program in line with Steering Committee decisions, including helping the PD coordinate departmental M&E plans, prepare meeting documents, My-EQIP reporting and run the EQSC. Key activities in year 1 will likely include: support MoE senior management in finalising institutional frameworks for QA/M&E (as appropriate); run inception workshops; help the PD and DERPT establish and implement a process to assess current QA processes and data systems; support departments in developing their M&E plans; act as an adviser/mentor to the PD and MoE senior management; and support ongoing capacity development within the Ministry. He/she will ensure that My-EQIP values outlined in the Theory of Change underpin all activities to the greatest extent possible, and will anticipate and manage risk. The TC is a member of the TWG.

The TC will be a full-time consultant, contracted by DFAT, based in the PD's office in MoE in Nay Pyi Taw. The DFAT Yangon Post will advertise the role, and together with senior MoE staff, select the candidate. The intention is to appoint the TC as early as possible following program approval and funding. A full Terms of Reference (ToR) for the TC is attached at **Annex 5**.

v) Departments

Each Department will be responsible for developing and implementing their own M&E Plans that identify priority activities which will improve QA in the sector. Figure 4 shows that M&E Units within departments (including at sub-national levels where relevant) will be the key

⁵³ For the TC, this would be the Operations Manager.

activity points for My-EQIP, and within those Units, the M&E Officers. Together, they will strengthen their skills and form a Community of Practice – the My-EQIP champions, responsible for promoting education quality assurance and M&E in their workplace.

vi) **Managing Contractor**

A Managing Contractor (MC) will establish a My-EQIP Support Team to assist the PD, MoE and the TC in implementing My-EQIP. Under the direction of the PD and TC, the MC will provide a range of high quality management and technical services to help MoE deliver My-EQIP activities outlined in the departmental M&E Plans, including establishing and contracting high-quality and relevant technical support through an Innovation Panel; commissioning research and procuring equipment through the EQ Fund; leading on My-EQIP M&E; providing secretariat for high level meetings; organisation of events, meetings, study tours; financial management; and providing IT systems and support.

The MC's My-EQIP Support Team will include a long-term Operations Manager (OM), supported by full-time national staff who between them will have expertise in ICT and innovation, social inclusion, M&E, accounting, administration and event organising. The team will be mentored by three international short-term advisers - an ICT4D Innovator, Social Inclusion Specialist and M&E Specialist - who will make regular short-term inputs over the four years. ToR for these positions are included at **Annexes 6, 7, 8 and 9** respectively. It will be important to coach all My-EQIP personnel in the agreed values, such as partnership, innovation and gender equality. In selecting personnel for My-EQIP it will be important to look for "soft skills" as well as technical excellence to ensure respectful relationships are created across the Program.

The MC will be contracted by DFAT following a tender process, with DFAT and MoE jointly selecting the preferred tenderer. The tender for the MC will take place as early as possible, so mobilisation can be early in the inception period, and not too long after the TC is appointed.

vii) **Innovation Panel**

The MC will establish an innovation panel, comprising skilled technical advisers and innovators to be drawn upon to meet MoE's capacity development needs. Skills required in the panel are likely to include a mix of organisational and capacity development, education reform, M&E, data analysis and management, education management, teaching and learning, IT, Management Information Systems, gender equality, disability inclusion, working effectively in conflict-affected areas, and capacity development. The Panel has been named "Innovation Panel" deliberately to encourage "blue-sky thinking" across the program so Panel members will be expected to apply their skills creatively, helping MoE "leapfrog ahead" to make up for lost time. Panel members will be expected to engage fully with MoE partners to jointly conduct the specific tasking.

The MC will invite applications, shortlist candidates and, following selection by the TWG, will contract individuals for potential inputs over the life of the Program. The MC will induct the Panel through a webinar or similar so that all members are briefed about My-EQIP's theory of change and their potential roles in supporting MoE. Having a pre-selected and briefed Panel will make appointment of short-term advisers more efficient as they will have already been contracted and will require a simpler letter of engagement or service order. A further advantage is that there should be continuity in relationships and advice if the same Panel members are available for multiple assignments. Over time, key panel members are expected to contribute to group cohesion and identity among the broad team, sharing their commitment to supporting MoE in achievement of Program objectives. This is a different

“fit” to use of short-term advisers for one-off assignments who, by definition, cannot commit beyond the time of their input.

Roles and Responsibilities

Figure 4 is a simplified diagram. In real life there will be interactions and overlaps between multiple stakeholders. There is potential for overlap and confusion in roles and responsibilities. An early task during the inception period will be to clarify governance and management arrangements and ensure that all involved are clear about their roles and how they can be supported.

Annex 10 sets out the respective roles of the PD, TC and MC in order to avoid potential confusion and discord which may arise under the contracting model, where both the TC and the MC will report directly to DFAT, and where the PD and TC are expected to work very closely together often with joint responsibilities. This table should be discussed and refined early in the Program.

Funding modality

The costs of the TC and the MC will be charged directly to DFAT in line with standard DFAT contracting arrangements. The EQ Fund will be an imprest account managed by the MC. The MC will be able to draw down amounts from the Fund for approved uses such as procurement of international and national TA, capacity building, costs associated with My-EQIP M&E (apart from the ICT4D Innovator and M&E STAs' fees which are in the MC's contract), the annual audit, holding of workshops and meetings, the My-EQIP website and MIS and any other activity-related costs.

The MC will manage the EQ Fund, preparing monthly internal reconciliations accounting for income, expenditure, bank charges and fees, and any interest accrued. This information will be the basis of brief quarterly financial statements and cash-flow projections prepared for the TWG to trigger payment tranches from DFAT. The MC will operate the Fund from a separate bank account. The MC will organise annual external audits of the Fund.

At program outset, DFAT and the MC will establish a schedule for the payment of EQ Fund tranches, and arrangements for adjusting financial flows should expenditure vary from the anticipated quarterly schedule.

My-EQIP Support Team staff salaries and office running costs, communications, office equipment and other consumables, cost of the external audits, and other program management costs will be included in the MC's contract and paid in accordance with agreed milestones.

Implementation Plan

The initial duration of My-EQIP will be four years from September 2016 to August 2020. An Inception Phase of nine months will lay the foundations for My-EQIP. The Indicative Work Plan at **Annex 11** sets out the key tasks for this important and busy period. The Work Plan also shows preparatory steps in the three months prior to the planned mobilisation of the TC to Nay Pyi Taw in September 2016.

The appointment of the MC will initiate establishment of the My-EQIP Support Office and systems, and appointment of the My-EQIP Support Team. Once the Team is in place (November 2016 in **Annex 11**), the TC will be supported to move forward with a range of tasks.

A key focus during the early months will be for the TC, PD, DFAT, the MC and others in MoE to get to know each other and build strong working relationships. As DERPT will have a

leading technical role in directing and overseeing the QA system, and DBE has significant number of staff who will be involved in implementing any changes to the system, particular effort will be needed to establish relationships with key DERPT and DBE counterparts, and through them establish the network of M&E Officers, nationally and sub-nationally. Following these early consultations, the TC will develop a simple Communications Strategy which summarises who the key My-EQIP stakeholders are and how they will work together, and useful aids to communication such as a contacts list, group email address and so forth.

Early tasks for the PD and TC will be to confirm governance arrangements, formally, establish the roles and responsibilities of the EQSC and TWG including oversight of the EQ Fund, plan meeting schedules and a standing meeting agenda for each body.

The Work Plan proposes that an EQSC Inception Meeting be convened in Month 4 (December 2016), where the PD can report on progress in the initial three months and the EQSC can agree on the strategy for the remaining six months of the financial year.

Following the EQSC Inception Meeting, the partners will work together to create awareness of My-EQIP in the various MoE Departments to encourage them to develop their M&E Plans in readiness for accessing support from My-EQIP through the EQ Fund. This will be achieved through a series of Orientation Workshops. MOE's leadership of these workshops will promote ownership.

The Workshops will introduce the objectives of the Program to senior and middle managers. It is likely that few MoE officials will have had access to the thinking behind this investment. The Workshops will assist M&E Officers to prepare for their roles as the main users of the QA system (i.e. creating demand for evidence).

Annex 10 shows that work to prepare the 2017-18 Annual Plan will commence in January 2017 following the EQSC's inaugural meeting, in order to have the Plan ready for consideration by the EQSC at its May 2017 meeting. The rolling Annual Plan process will allow development of well-informed Plans for future years responsive to developments in the preceding year. The departmental M&E plans are expected to identify priority QA activities that could be supported, such as reform of the school inspection system. The M&E Plans will identify how My-EQIP can best support MoE in prioritised activities, particularly through technical assistance, innovation, and capacity development. This will set the annual agenda for My-EQIP to focus activity and expenditure.

Procurement Arrangements

DFAT intends to manage My-EQIP via two parallel contracts – for the TC and the MC. Each tender will be advertised and recruited separately. Shortlisted applicants for the roles of TC, and MC, will be interviewed. Both MoE and DFAT will be represented on the interview panels for each tender.

The TC will be contracted on a fixed-term contract basis on DFAT's Adviser Remuneration Framework terms and conditions for an initial period of one year, which will be renewable for an additional three years, subject to performance each year. The duty station will be the MoE in Nay Pyi Taw. The TC will report for HR purposes to the First Secretary (Education) in the Australian Embassy in Yangon, but on technical matters the reporting line will be to the EQSC.

The MC will be appointed for the full four years. It will establish the My-EQIP support office in rented accommodation near to MoE in Nay Pyi Taw. The MC will report on a day-to-day basis to the TC, and contractually to DFAT.

Monitoring and Evaluation (M&E)

Monitoring and Evaluation Framework

This Section addresses My-EQIP's own M&E. This is a little more difficult to clarify in a program which has improved M&E as a key part of its content. In this Section, the design sets out how DFAT's investment will be both monitored and evaluated, so will be called My-EQIP M&E (as opposed to MoE's M&E which is to be strengthened through the investment).

My-EQIP M&E will serve multiple purposes - accountability, learning, application of learning to produce improved processes and/or outcomes within My-EQIP, and to create useable information to improve investment in education management and T&L. The M&E Framework attached at [Annex 12](#) considers each M&E purpose in turn and sets out the methods, who is responsible and the timing. The Framework distinguishes between two levels - EQ Fund activities (separate drawdowns on the EQ Fund) and the My-EQIP Program as a whole.

Activity Level M&E

The M&E for EQ-Fund activities will be proportionate to their size. Some activities, such as piloting a new school inspection system, will require a more comprehensive M&E system, comprising qualitative and quantitative assessment, whereas more mundane activities such as study tours or commissioning of research may only require standard reporting focusing on major achievements, unresolved issues, and lessons learned. A key focus will be capturing performance/results stories that demonstrate how My-EQIP activities are making a difference to T&L practice in the classroom or to policy-making and management in Departments and Townships.

The activity level M&E will also track progress against a small number of relevant indicators drawn out from the Theory of Change and Program Logic. These will be agreed as part of the detailed M&E design process during Program inception. Indicators, where appropriate, will include relevant DFAT headline indicators which will allow data aggregation. Gender disaggregated data will be sought as well as, where practical, information on the differential effects of activity achievements on men and women (or boys and girls in a school setting).

Program Level M&E

Program level M&E will focus on the higher levels of the Theory of Change through aggregation of activity level information and through additional M&E activities relevant to the My-EQIP as a whole. Where appropriate, program level M&E should also be mindful of DFAT's requirements for information which can be aggregated into higher level reporting contributing to reporting on Australian aid program performance as a whole.

The PD and TC will jointly coordinate draft departmental M&E plans for discussion at the May EQSC meetings; brief Six-Monthly Reports for November EQSC Meetings. When preparing reports, the PD and TC will draw on evidence collected in MoE's own M&E reporting and the EMIS, as well as any MC-conducted/procured M&E. The Operations Manager will prepare quarterly financial statements for the TWG. Reports will include aggregated information about project performance and achievement, and program level information.

However, M&E is not only about reporting – in addition to accountability, it is also about creating useable knowledge and a culture of reflection and learning. Face-to-face opportunities are therefore important.

An Annual Reflection workshop will be held each May from 2018 onwards for all major stakeholders – EQSC, TWG, MoE, DFAT, relevant TEOs and ATEOs, Principals from targeted locations, the MC team, and selected technical specialists from the Innovation Panel. This will provide opportunity for information-sharing about achievements and lessons learned to date, brainstorming of common issues and exploration of achievements. The workshop will be participative and transactional, drawing on MoE and My-EQIP M&E information to inform discussion on issues, risks, and lessons learned to inform recommendations to improve the program or new areas of research to explore. As well as contributing to M&E objectives, Annual Reflections also create a sense of a My-EQIP community, provide an opportunity for networking and incidental learning, and will strengthen the M&E Community of Practice.

The Annual Reflection is expected to reveal both anticipated and unanticipated findings, and potential issues and risks requiring resolution. Consideration should be given to holding EQ Steering Committee meeting back-to-back with the Annual Reflection workshop, in order to pursue follow-up actions and decisions without delay.

It could well be advantageous to also hold CoP meetings or capacity development sessions back-to-back with the Annual Reflection in order to make the most of having everyone together in one place (and achieve greater value for money from the investment in transport costs and time). For example, the CoP could meet prior to the Annual Reflection and the EQSC after it. This would create an administrative peak for the Support Team, but timing should be set well in advance to allow early planning. If necessary, the MC could bring in casual staff to assist preparations in the lead-up.

M&E Roles and Responsibilities

Undertaking the M&E

The M&E Framework identifies the lead actors for each of the M&E functions.

Under the guidance of the PD and TC, the MC will be responsible for developing and implementing the My-EQIP M&E system. That is, the MC will be responsible for drafting the M&E Plan (in consultation with the PD/TC) and for establishing systems to collect the information. The PD, TC and TWG will be the primary users of the information, which will inform reporting, planning and recommendations to the EQSC. A full-time M&E Officer, mentored by a short-term international M&E Specialist, have been included in the My-EQIP budget to provide additional M&E resources.

An early task for the PD, TC and MC team will be developing a detailed M&E Plan during the Inception Phase. This will identify key evaluation questions and indicators linked to the Theory of Change and Program Logic. Once the Plan has been prepared, data requirements and resourcing can be determined. Consideration should be given to establishing a My-EQIP M&E database to document My-EQIP activities, participants, outreach and outputs. The ICT4D innovations team in the MC will support development of the database.

It is also assumed that significant capacity development will be required to implement the M&E Framework. A capacity development approach will be adopted where relevant MoE staff working on activities which draw on the EQ Fund will attend M&E Workshops. These would create greater awareness of M&E practices, support their understanding of the information required in activity reporting, and enhance their skills and confidence to respond. This approach has proved to be most successful in other DFAT programs and tends to shift the emphasis from compliance to cooperation on a mutual endeavour to understand and learn from experience, while at the same time meeting accountability requirements.

The M&E Specialist has been allocated extra days to support the TC in undertaking M&E capacity development. The Innovation Panel will also include M&E capacity building

specialists, who could also be engaged for this purpose. Over time, it is expected that, high achieving MoE M&E Officers could co-facilitate such training, which would strengthen their skills in training others, allow training to be conducted in Myanmar language and lead to sustainability in the medium term in developing M&E capacity.

The PD and TC will engage regularly with DFAT Yangon and key DERPT counterparts so that together they can analyse how My-EQIP is meeting DFAT's and MoE's expectations and achieving results, and to avoid any "surprises" at the formal six-monthly EQSC Meetings.

Independent Review

To complement the information coming through My-EQIP M&E, DFAT will appoint independent consultants to review My-EQIP at two points. A Mid-Term Review (MTR) will be conducted in August 2018, towards the end of the second year of project implementation. This timing should be far enough into the project cycle for some intermediate results to be apparent but soon enough for changes to be implemented which benefit from lessons learned through the MTR. DFAT will also commission an independent end-of-program review which reports on the achievements of My-EQIP across its four-year duration. This would take place in July 2020. These would be funded by DFAT outside of the My-EQIP budget.

Utilising M&E Findings

There is also a responsibility to use the M&E findings. Formative information, collected during implementation, is essential for pro-active program management leading to iterative change and improvement. Findings and recommendations which can improve My-EQIP processes and outcomes need to be discussed by the EQSC and TWG and, as appropriate, adopted by the PD, MoE, TC and MC. Findings which reflect on the Program's design would lead to re-examination of the underlying program theory by, at minimum, the PD and TC, and lead to refinement to the Theory of Change and Program Logic diagrams. Findings should also lead to improved implementation practices to create greater efficiency and effectiveness.

Summative information, about what has actually happened during the complete program, needs to be captured in ways that are useful for My-EQIP stakeholders and the community at large. This may include postings of the My-EQIP and MoE websites, social media, posters and publications. It is an important way of sharing the learning and accounting publicly for expenditure of taxpayers' money. The idea of a dashboard has been raised above as a way of using infographics and targeted messaging to education managers based on evidence produced through M&E.

Team Performance

Each long-term team member (the TC and OM) will prepare a personal Annual Work Plan within three months of mobilisation, which sets out their own objectives and annual performance indicators for the period. This would sit under the Program's work plans and set personal targets for them to work towards. This would help focus and prioritise their roles, create a sense of achievement once goals are reached, and provide a baseline against which they can report six-monthly. They could revise their Plans annually. It is expected that DFAT would conduct the TC's performance reviews and the MC would conduct the OM's. These are personal and private meetings, but clearly, if done cooperatively and constructively, contribute to My-EQIP's overall performance. The OM would conduct performance reviews of his/her team members. Under ARF terms and conditions, short-term advisers will have an Adviser Performance Assessment process.

Sustainability

This investment will strengthen strategic leadership in the MoE and through the EQ Fund will support the institutionalisation and mainstreaming of QA into the ministry's management system. Resources will be provided for initiatives and capacity-building that directly strengthens the ability of the Ministry to set and monitor its own strategic goals and manage its own QA system as part of its management practices. All uses of the Fund will be at the request of the MoE. Where technical assistance is involved, a requirement of each ToR will be evidence of skills transfer to a designated official or officials.

Technical tools, templates and reporting formats will be developed with serving officials. This will ensure there is a core of understanding that becomes indigenous to the ministry at each level. It will also mean there is capacity in the ministry to enable it to take the lead in adapting or updating these tools as the system develops. Most capacity building will be provided by officials to assist other officials in the use of the tools, templates and reporting formats that will facilitate the mainstreaming of QA into the management system.

There will always be a need to provide periodic updating of QA skills and knowledge to the M&E Teams and Focal Points, and to provide initial training for new personnel. There may also be a need for occasional access to international expertise to stay in touch with international developments in QA. However, the graduation strategy that will be developed for the Fund should ensure that the relatively small expenditure required for this continuing professional development will not present any sustainability problems.

Inclusiveness

The limited data on gender and disability issues in the present information systems, and the very limited use that is made of the data that is available is an important justification for the EQ Fund. The initiative should strengthen the ministry's information base on all dimensions of inequity and discrimination, including gender, disability, remote location, poverty or ethnic identity, and represent a powerful means of helping the ministry identify where its commitment to equity requires attention. It will also provide evidence by which the Ministry and its regional offices can be held accountable. It therefore provides a powerful weapon in the drive for inclusiveness to which the Ministry and Development Partners have committed themselves.

Approval criteria will also ensure that applications for funding from the EQ Fund will be favoured if they specifically address issues of inequity or exclusion. The Ministry will be encouraged to identify, wherever possible, candidates for M&E officer or M&E Focal Point who represent women or marginalised groups.

Risk Assessment and Management

Table 2 below outlines seven risks associated with this investment and recommended treatments. These risks have been selected from the 16 risks presented in the Risk Matrix attached at Annex 12.

Table 2: Key Risks

Key Risks	Mitigation strategies
External	
The reform process or finalisation of the NESP may be	Improvements in the MoE's ability to monitor and evaluate its programs are necessary steps in increasing the

Key Risks	Mitigation strategies
delayed	efficiency and effectiveness of education management, regardless of political developments. Their value would be greatly enhanced if they were linked to reform priorities, but the rationale for them is not dependent on the reforms or the NESP.
On-going or renewed conflict could affect the ability of My-EQIP to commence work in some locations or disrupt Program activities	The EQSC will seek advice, if required, when making decisions regarding selection of Townships to benefit from My-EQIP. The Innovation Panel will include a conflict specialist, who can provide advice if required to inform decision-making regarding working sensitively in conflicted affected areas. It is expected that the MC will have security and risk management plans in place and will update these regularly. The MC will brief personnel on security when they commence with My-EQIP and prior to travelling into at-risk locations. The TC and MC will be guided by DFAT's policies and latest travel advice regarding security.
Budget cuts to Australian aid may affect future commitments to My-EQIP over its 4-year duration	Flexibility is built into the My-EQIP design through the rolling annual planning process. In a worst-case scenario, the proportion of the budget spent on activities could be reduced.
Internal	
EQSC members may not be fully engaged in My-EQIP due to other commitments and priorities	My-EQIP has been designed to align with MoE priorities and the Annual Planning process allows the program to realign if necessary to remain relevant and therefore supportive of EQSC members' deliverables on M&E. The PD and TC will support the functioning of the EQSC so that members' time commitments are minimised and focused on high level issues requiring their strategic vision and authority.
The NESP is not finalised by My-EQIP start-up, so the results framework is not available to provide the basis for quality assurance standards and targets.	Assisting senior MoE managers with development of departmental M&E Plans is a key focus of My-EQIP. Some assumptions may have to be made and interim standards developed by the PD and TC in consultation with the NESP team. These Plans can be adjusted once the NESP QA standards and targets are finalised. The need for constant review and adjustment is one of the principal reasons that the approach for this investment will be gradual and iterative.
Improvement in the availability of information does not necessarily mean that it will be used to make better-informed management decisions.	My-EQIP's Communication Strategy will ensure that managers at different levels, principals and teachers in targeted areas are: <ul style="list-style-type: none"> i) kept informed of the changes that the new QA arrangements entail; ii) They understand their roles in managing these arrangements and using the products of QA iii) They are required to use information to meet the

Key Risks	Mitigation strategies
	<p>revised reporting requirements of their jobs.</p> <p>The aim will be to create an enabling climate or organisational culture in which the use of information is routinely expected at all levels of the administration. Capacity development through workshops will include content relating to knowledge -to -policy -to -practice (KPP), as well as M&E and QA, in order to create demand for data to use as evidence. The Program will encourage leading by example to create demand for evidence as well as supply. It is also recognised that many (particularly, political) factors influence management decisions and that expecting “evidence” to be the basis of all decisions is a simplistic approach.</p>
<p>A possible scenario, which must be envisaged for all Programs using an imprest account, is that Program funds cannot be accounted for. Financial mismanagement in the management of EQ Fund may occur through either lack of competence, or in the worst case, fraud.</p>	<p>The MC will prepare Fund guidelines and a financial management manual and train relevant staff in correct procedures. The MC is expected to adopt DFAT’s zero tolerance to fraud. The Operations Manager will monitor EQ Fund expenditure with vigilance. If fraud is suspected, the MC will have a clear procedure to follow, where the MC immediately alerts the TC and DFAT and organises an audit of the affected transactions.</p>

Annex 1: Hierarchy of Decision-Makers in Education

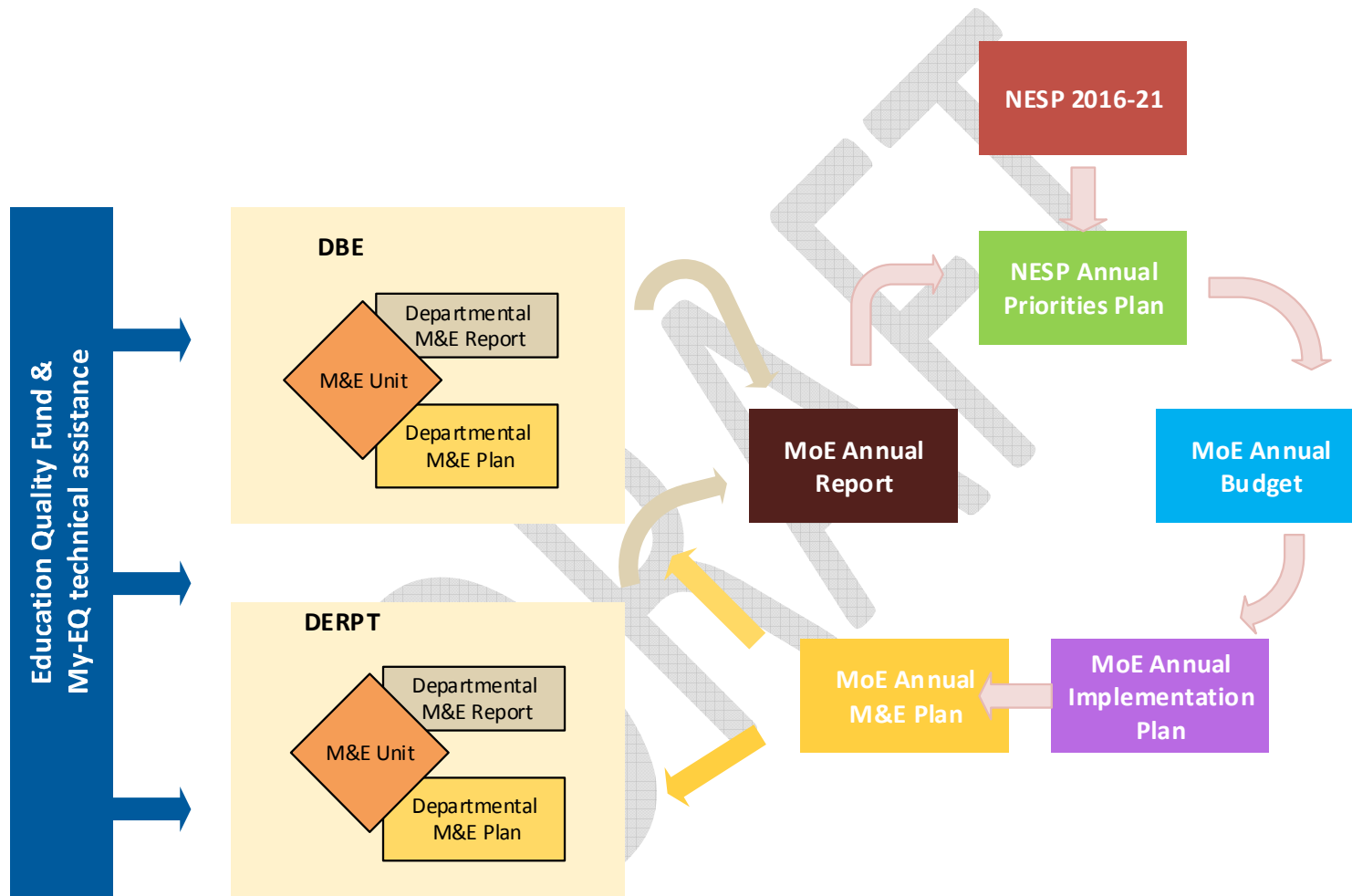
Decision-maker	Administrative Level	Number	Scope (examples)
National Education Policy Commission	National	1	Education Policy
National Education Standards and Quality Assurance Committee	National	1	Education Standards and Quality Assurance oversight
Parliamentary Education Committee (s)	National	2	Provide checks and balance in support of high-quality public education
Minister	National	1	Legislation, policies, annual plans and budget, systems, partners, international targets (e.g. SDG 4/5 Education 2030), ASEAN alignment
Permanent Secretary/ Deputy Secretary	Central Nay Pwi Taw	1	Policies, annual plans and budget, systems, partners, international targets (e.g. SDG 4/5, Education 2030), ASEAN alignment
Director General / Director	Department	12	HR, budget, standards, curriculum, specific function (e.g. basic education, TVET)
Minister for Social Affairs	State /Region	17	Responsible for education, health
State/Region Education Officer	State /Region	17	Teacher recruitment, education infrastructure, budget, access
District Education Officer	District	67	Oversee township education activity and M&E; Middle school budgets, access, T&L practice and quality
Township Education Officer (TEO)/ Assistant TEO	Township	330	Primary school budgets, access, T&L practice and quality
Cluster Head	Cluster	??	School management, T&L practice and quality
Principal	School	43,000*	School management, T&L practice and quality
Teachers	School	300,000*	T&L practice and quality

*Government schools and teachers.

Annex 2: Key Assumptions behind the Theory of Change

Key Assumptions				
Inputs to Activities	Activities to Outputs	Outputs to Intermediate Outcomes	Intermediate to EOP Outcome	End- of- Program- Outcome to Impact
<ol style="list-style-type: none"> 1. The Subsidiary Arrangement under the Australia-Myanmar Memorandum of Understanding (MoU) on Development Cooperation sets out mutual contributions and obligations. 2. DFAT's procurement processes have selected and mobilised program management personnel. 3. Appropriate TA is identified and managed effectively. 4. Planned DFAT funds remain available in future years. 	<ol style="list-style-type: none"> 1. Appropriate staff assigned as M&E officers at each level. 2. EMIS and financial management systems can provide data for key indicators (or could be adapted/improved to do so). 3. Program team coordinates with the UNESCO-supported EMIS Implementation Unit and UNICEF's work at Township EMIS (TEMIS) level. 4. Joint selection of studies, pilots etc. are feasible & affordable 5. Outputs of studies, pilots etc. are presented in useable formats and workshopped with potential users. 6. Lessons can be learned from other Education and KPP projects in SE Asia 	<ol style="list-style-type: none"> 1. Pace of change is incremental and starts with decision-makers' priorities. 2. New management routines and procedures are followed and monitored through the system. 3. Managers are willing to think critically, and are empowered to make evidence-informed decisions 4. Research, studies etc. deliver practical and timely recommendations. 5. My-EQP's own M&E delivers learning and continuous improvement. 6. Learning through M&E informs the pace of expansion from the initial pilots. 7. Coordination with M&E in other donor programs, particularly the Decentralizing Funding to Schools Project 	<ol style="list-style-type: none"> 1. Decision-makers are not overwhelmed by the overall change agenda. 2. Decision-making authority is delegated according to evolving capacity and will. 	<ol style="list-style-type: none"> 1. More informed decision-making contributes to better resource management. 2. Key system inputs such as facilities, teacher management and training, curriculum materials, school and institutional leadership and governance are delivered.

Annex 3: My-EQIP Support to MoE Planning Cycle



Annex 10: Respective Roles

My-EQIP Program Director (PD)	Technical Coordinator (TC)	Managing Contractor (MC)
<p>Department of Education Research, Planning and Training, Ministry of Education</p>	<p>Long-term Adviser</p>	<p>My-EQIP Support Team led by a full-time Operations Manager (OM), supported by three long-term officers in innovation, social inclusion and M&E. These national staff will be mentored by international short-term specialists. National staff with financial and administration skills and a driver will complete the team.</p>
<p>My-EQIP Steering Committee (EQSC)</p>	<p>My-EQIP Steering Committee (EQSC) on program matters First Secretary (Education), DFAT, Yangon on administrative matters</p>	<p>The Technical Coordinator on program matters First Secretary (Education), DFAT, Yangon on program and administrative matters</p>
<ul style="list-style-type: none"> • Lead My-EQIP implementation, • Build and maintain supportive relationships with My-EQIP stakeholders • Provide guidance and strategic direction on My-EQIP M&E • Brief and support EQ Steering Committee Chair • Chair Technical Working Group • Coordinate departmental M&E plans for submission to the EQSC • Prepare Annual Reports and Six-Monthly Reports • Advocate for My-EQIP within the Ministry of Education, creating interest and commitment 	<ul style="list-style-type: none"> • Build capacity and strengthen ownership of My-EQIP in MoE • Build and maintain supportive relationships with My-EQIP stakeholders • Facilitate Induction Workshops • Provide guidance and strategic direction on My-EQIP M&E • Support preparation of departmental M&E Plans, and all My-EQIP reporting including Annual Reports and Six-Monthly Reports • Facilitate preparation of the Capacity Development Plan in consultation with PD • Lead periodic review of the Theory of 	<ul style="list-style-type: none"> • Support PD and TC in program implementation • Lead My-EQIP M&E, including data collection and analysis, contributions to reporting in consultation with the PD and TC • Establish, equip and run the My-EQIP program office • Recruit and develop a My-EQIP Support Team, supporting a culture of teamwork, learning and results-based management internally and with counterparts • Organise and manage the My-EQIP Innovation Panel and recruit, brief, mobilise and performance manage TA • Support PD and TC in ensuring that My-EQIP is innovative and socially inclusive • Provide secretariat services to My-EQIP Steering Committee and Technical Working Group meetings • Develop My-EQIP management systems and processes

My-EQIP Program Director (PD)	Technical Coordinator (TC)	Managing Contractor (MC)
<ul style="list-style-type: none"> • Facilitate appointment of M&E Officers in M&E Units in DERPT and DBE in the first instance • Anticipate and manage Program risk • Ensure that My-EQIP's agreed values underpin all activities and documents 	<p>Change and Program Logic to maintain its relevance and integrity</p> <ul style="list-style-type: none"> • Assist MoE to manage Program risk • Ensure that My-EQIP's agreed values underpin all activities and documents • Ensure that findings from My-EQIP-funded research and My-EQIP M&E results are shared as appropriate 	<ul style="list-style-type: none"> • Organise My-EQIP financial management including operation of the Program bank account in Nay Pyi Taw • Establish and manage the Education Quality Fund, including monthly financial statements, forecasting of cash flow, and quarterly reports • Support the TC in management of risks that may affect implementation, if required • Establish and run the My-EQIP website • Develop a My-EQIP M&E database • Ensure that My-EQIP's agreed values underpin all activities and documents • Organise external annual audit

DRAFT

Annex 1: Indicative Work Plan for Program Inception

DRAFT

Annex 12: M&E Framework

No	Program Results (What?)	Method (How?)	Responsibility (Who?)	Timing (When?)
1	Activity Outcomes	<ul style="list-style-type: none"> Snapshot Reports on EQIP FUND-funded activities 	<ul style="list-style-type: none"> MoE Officers in Departments, or Townships 	<ul style="list-style-type: none"> on completion, or six-monthly for longer activities
2	Program Outcomes	<ul style="list-style-type: none"> My-EQIP Annual Reports Annual Reflections Completion Report Mid-Term Review End-of-Program Evaluation 	<ul style="list-style-type: none"> PD to coordinate with support from TC, M&E Officer, M&E Specialist DFAT, PD, MoE M&E Officers, relevant TEOs, TC, MC team PD to coordinate with TC/MC support Independent evaluators Independent evaluators 	<ul style="list-style-type: none"> For May EQSC Meetings. Final-after the Meetings Annually from May 2018, back to back with EQSC Meetings Jun 2020 Aug 2018 Jul 2020
3	Learning	<ul style="list-style-type: none"> Themes at Annual Reflections. For example: Capacity development – <i>what approaches are useful?</i> Social inclusion – <i>what are some good My-EQIP examples to share and build on?</i> 	<ul style="list-style-type: none"> DFAT, MoE, M&E Officers, TEOs & ATEOs, TC, MC team 	<ul style="list-style-type: none"> During Annual Reflections -May 2018 -May 2019 -May 2020
4	Accountability	<ul style="list-style-type: none"> Progress Reports Financial statements Timesheets Mid-Term Review Completion Report 	<ul style="list-style-type: none"> PD with TC / MC support OM and My-EQIP Support Team TC & MC team, STAs Independent evaluators PD with TC / MC support 	<ul style="list-style-type: none"> Six monthly Quarterly Monthly Aug 2018 Jun 2020

No	Program Results (What?)	Method (How?)	Responsibility (Who?)	Timing (When?)
		<ul style="list-style-type: none"> • End-of-Program Evaluation 	<ul style="list-style-type: none"> • Independent evaluators 	<ul style="list-style-type: none"> • Jul 2020
5	Useable information	<ul style="list-style-type: none"> • Lessons learned • Photos • Brochure / audio-visual materials 	<ul style="list-style-type: none"> • All stakeholders 	<ul style="list-style-type: none"> • Ongoing throughout

DRAFT

Annex 13: Risk Matrix

Risk	Impact	L	C	R	Treatment	Responsibility
External						
New NLD government takes time to establish its priorities and policies	May slow the pace of educational reform and delay finalisation of the NESP	3	3	H	<ul style="list-style-type: none"> Build strong relationships with MoE senior executive to remain informed Focus activities on M&E improvements to create greater efficiency and effectiveness which will be beneficial even if not maximised through links to NESP reforms 	DFAT, PD, TC, EQSC
On-going or renewed conflict arises in parts of the country	<p>Delivery of My-EQIP to some locations is disrupted</p> <p>Political instability in program sites and insecurity leads to disruption to Program activities</p>	4	4	H	<ul style="list-style-type: none"> Well informed decision-making in selection of targeted areas Specific strategies developed through strategic advice from Conflict Specialist from the Innovation Panel Security and risk management plans in place and adhered to Be guided by GoA policy and advice 	EQSC, DFAT, PD, TC, MC
Natural disasters such as floods, cyclones	Disruption to Program activities	3	3	H	<ul style="list-style-type: none"> Risk monitoring in place to anticipate events Implement emergency response if necessary (e.g. staff withdrawal) Adjust activities in affected areas 	EQSC, PD, TC, MC
Budget cuts to Australian aid	Inability to meet planned funding commitment	3	3	H	<ul style="list-style-type: none"> Flexibility is built into the design through the rolling annual planning process Reduce size of the EQ Fund If cuts were extreme, consider extending Program duration to spread out expenditure 	DFAT / EQSC

Lack of power supply in remote locations	Inability to use computers / IT systems affects data collection	3	3	H	<ul style="list-style-type: none"> Data collection paper-based at local level and data entry & aggregation at higher levels 	MoE/TC to work with M&E Officers
Internal						
My-EQIP Education Quality Steering Committee members are busy with many commitments and priorities	EQSC members may not be fully engaged in their roles as leaders of My-EQIP	3	4	H	<ul style="list-style-type: none"> My-EQIP activities are designed to be relevant to MoE's priorities creating an incentive for engagement Rolling Annual Planning process allows realignment if required to retain relevance / incentive The EQSC Meetings will be run efficiently to focus attention on high level issues and minimise time input 	MoE, DFAT, PD, TC
Program partners in M&E at central and sub-national levels have a poor understanding of the program	Difficult to gain traction and stimulate interest in the EQ Fund grants.	3	3	H	<ul style="list-style-type: none"> Inception Workshops at central and sub-national levels will be designed to share information about My-EQIP and create demand for funding to support local M&E needs 	PD, TC, MC
MoE Departments and sub-national entities lack capacity to prepare annual M&E Plans	M&E Plans and EQ Fund proposals not prepared to the appropriate standard	3	4	H	<ul style="list-style-type: none"> Capacity development workshops for MoE senior staff & M&E Officers on developing work plans and proposals, and follow-up with mentoring Capacity development workshops for M&E Officers at sub-national levels and follow-up with mentoring MC M&E team and short-term advisers from the Innovation Panel work with senior managers and/or M&E Officers 	PD, DERPT, TC, MC
Despite good intentions, key	Quality of implementation will	3	4	H	<ul style="list-style-type: none"> Discussions of roles early on tailor 	PD, EQSC

counterparts in MoE are too busy to have time to invest in My-EQIP	decline if MoE does not lead the take-up of M&E in education management and T&L				<ul style="list-style-type: none"> counterpart inputs to be appropriate and feasible. Interventions are demand driven (i.e. respond to local needs and priorities) with the intention of making officials' jobs easier and results more effective 	
Better M&E/availability of data does not improve use of evidence to make better-informed decisions	My-EQIP's full potential not realised and achievement of EoPO affected	3	4	H	<ul style="list-style-type: none"> Effective communications strategy keeps managers at all levels, Principals and teachers informed of the changes that new QA arrangements entail & their roles in producing and using data Capacity development in knowledge - to -policy- to- practice (KPP) for senior managers expected to use the newly available evidence Leading by example- creating demand for evidence as well as supply 	PD, TC, EQSC, TWG
Counterparts change jobs and hand over responsibility to replacement staff	Lack of continuity in both attendance at meetings and contribution to decision-making until new staff feel confident in their new roles.	4	4	H	<ul style="list-style-type: none"> As My-EQIP changes are to be applied Ministry-wide, if officials are transferred within MoE the new skills will not be lost. Following changes in key counterparts, the PD, TC & MC to brief and guide replacement personnel. 	PD, TC, MC
Financial mismanagement through either incompetence or fraud affects EQ Fund disbursements and reconciliations	Program funds cannot be accounted for	3	5	H	<ul style="list-style-type: none"> MC to prepare Fund guidelines and a financial management manual and train relevant staff in correct procedures MC to monitor expenditure with vigilance Clear procedure if fraud suspected where MC alerts TC and DFAT and 	MC

					organises an audit of the affected transactions	
Discord between the PD, TC and MC	Creates inefficiency in Program implementation	3	4		<ul style="list-style-type: none"> • Zero tolerance to fraud • Selection panels to Consider personal qualities as well as technical excellence when recruiting the TC and OM • Workshop roles and responsibilities and communication strategy established early in the Program to ensure clarity and respect • Priority on partnership and excellence in relationships an ongoing theme of My-EQIP 	DFAT, DERPT, PD, TC, MC
Assuming the NESP is finalised, the results framework is quite broad	Unable to use the NESP framework as the basis for QA standards and targets	4	2	M	<ul style="list-style-type: none"> • PD & TC will work closely with senior managers early in the Program to establish strategic targets and measures for QA 	PD & TC
EQ Fund under-spent due to lack of demand	My-EQIP's full potential not realised	2	4	M	<ul style="list-style-type: none"> • Thorough tracking and monitoring of implementation of departmental M&E plans Corrective action taken- e.g. to promote My-EQIP and create additional demand for M&E – if demand appears to lag • Thorough My-EQIP M&E should anticipate and warn of any under-utilisation and the reasons 	EQSC, TWG, MC
Difficulty sourcing experienced personnel due to Myanmar's recent isolation	International experts may have limited Myanmar experience and local team members may have had little exposure to	3	2	M	<ul style="list-style-type: none"> • Selection panels for the TC and MC will need to exercise judgement in selecting the 'right' mix of skills • Similarly, other selection processes during inception (recruitment of 	DFAT, DERPT, PD, TC, MC

	international bilateral aid programs				<p>national staff, and the Innovation Panel) will need to value and seek a mix of technical and “soft” skills and Myanmar experience.</p> <ul style="list-style-type: none"> • An interpreter will be included in the MC team to support international LTAs and STAs and extra interpreters on call • The TC and OM will be encouraged to take Myanmar language classes • Selection criteria for the TC and MC should include experience working in Myanmar is desirable (but not mandatory as it would risk undervaluing other relevant expertise and experience) 	
--	--------------------------------------	--	--	--	---	--

DRAFT

Key

L: Likelihood

5 = Almost certain, 4 = Likely, 3 = Possible, 2 = Unlikely, 1 = Rare

C: Consequence

5 = Severe, 4 = Major, 3 = Moderate, 2 = Minor, 1 = Insignificant

R: Risk Level

V = Very High, H = High, M = Medium, L = Low

The risk level has been determined using the following table:

Likelihood	Consequences				
	Insignificant	Minor	Moderate	Major	Severe
Almost Certain	Moderate	Moderate	High	Very High	Very High
Likely	Moderate	Moderate	High	High	Very High
Possible	Low	Moderate	High	High	High
Unlikely	Low	Low	Moderate	Moderate	High
Rare	Low	Low	Moderate	Moderate	High