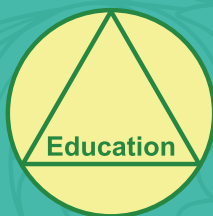


The Government of the Republic of the Union of Myanmar
Ministry of Education



Mid Term Review of the National Education Strategic Plan 2016-2021

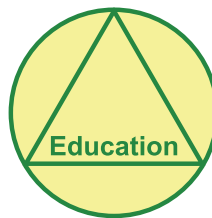


Submitted by the NESP MTR Team
November 2019

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Ministry of Education



**Mid Term Review of the National
Education Strategic Plan 2016-2021**

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Acronyms

ADB	Asian Development Bank
AE	Alternative Education
APR	Annual Performance Review
CESR	Comprehensive Education Sector Review
DAC	Development Assistance Committee
DAE	Department of Alternative Education
DAIP	Departmental Annual Implementation Plan
DAPR	Departmental Annual Performance Report
DBE	Department of Basic Education
DERPT	Department of Education Research, Planning and Training
DFAT	Department of Foreign Affairs and Trade
DHE	Department of Higher Education
DSW	Department of Social Welfare
DTVET	Department of Technical , Vocational Education and Training
ECCD	Early Childhood Care and Development
EiE	Education in Emergencies
EMIS	Education Management Information System
ETVSCG	Education and TVET Sector Coordination Group
FGD	Focus Group Discussions
GESI	Gender Equality and Social Inclusion
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPE	Global Partnership for Education
HEIs	Higher Education Institutions
IIEP	International Institute for Educational Planning
JICA	Japan International Cooperation Agency
KII	Key Informant Interviews
MTR	Mid-term Review
M&E	Monitoring and Evaluation
My-EQIP	Myanmar Education Quality Improvement Program
NAQAC	National Accreditation and Quality Assurance Committee
NEPC	National Education Policy Commission
NESP	National Education Strategic Plan
NFPE	Non-formal Primary Education
NFPE EP	Non-formal Primary Education Equivalency Program
NGO	Non-Governmental Organisation
NSDES	National Strategy for the Development of Education Statistics
NSSA	National Skill Standards Authority
OECD	Organisation for Economic Cooperation and Development
OOSC	Out of School Children
PeMAS	Performance Monitoring and Accountability System
PPP	Public Private Partnership
SDG	Sustainable Development Goals
SSWG	Sub-Sector Working Group
SQASF	School Quality Assurance Standards Framework
TCSF	Teachers Competency Standards Framework
TVET	Technical and Vocational Education and Training
UN	United Nations
UNESCO	United Nations Education Science and Cultural Organisation
UNICEF	United Nations Children's Fund

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The MTR Report was researched and written by Phillipa Morgan, Team Leader, Khin Kyu, Co Team Leader, Farrukh Moriani, Governance Specialist, Karina Veal, Education Specialist, Tess Goodliffe, Governance Specialist, Jane Perry, Education Specialist, Nandar Nwe Oo, Gender Equity Social Inclusion Specialist, Min Thien Win, Education Specialist and Aung Tin, Education Specialist in October 2019. The following report reflects the views of that team.

Executive Summary

Introduction

As part of the governance arrangements for the current Myanmar National Education Strategic Plan (NESP) 2016–2021 the Ministry of Education (MoE) and stakeholders commissioned a Mid Term Review (MTR). The results of the MTR will support the MoE to identify what adjustments to NESP implementation are required for the current strategy; and to inform the design of the next phase of the NESP post 2021.

The MTR team investigated the overall progress of the NESP at the midpoint of implementation (2019). The purpose of the MTR was:

- Management – to enable the MoE to make evidence-based decisions on priorities, resources, direction and strategy going forward, including, learning about what has worked well and less well and how to improve the implementation of the NESP.
- Accountability – to ensure that NESP alignment with relevant policies and procedures, programming decisions, and expenditure are clearly understood by relevant stakeholders.
- Learning – contribute important lessons learned generated through the MTR process to enable the MoE to adjust and more effectively implement the final two years of the NESP.

Methodology

The methodology of the MTR followed the Organisation for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) evaluation criteria, through a series of questionnaires in Key Informant Interviews and Focus Group Discussions. The methodology assessed the relevance, effectiveness, and efficiency incorporating gender and inclusion as a cross cutting theme. It is recommended that the final evaluation in 2021 uses the OECD/DAC criteria and includes the remaining two DAC criteria: impact, and sustainability.

The MTR team used a mixed methods approach including qualitative methodologies for data collected from key informant interviews, focus group discussions, and direct observations and secondary quantitative research. A literature review was undertaken to inform contextual understanding and to triangulate and validate the primary data collected by the team at the field level.

Key Findings

The NESP is a highly ambitious plan, detailing a complex series of strategies led by many departments within the MoE while also being supported by other government bodies and support agencies. There is a need to manage expectations to what might realistically be expected to be achieved from within and outside government. For the remaining two years of NESP implementation, the MTR team encourages the MoE to remain focused on achieving realistic and planned foundations of reform. Beyond implementation of individual reforms, the MTR team finds that stronger links with industry and stronger connection to future social and economic development policy and plans needs to coherently underpin the next phase of NESP in Myanmar.

The following section summaries the key findings of the MTR.

1. The NESP represents a positive change in sector reform.

The NESP is widely regarded by internal and external stakeholders, as representing a major improvement over how education services are planned, organised, and delivered. While there were differing perspectives on its scope and the quality of its implementation, feedback from stakeholders within the government, development partners, private sector, and civil society groups clearly pointed to it being viewed very positively. Political commitment and leadership for wide ranging reforms such as those encapsulated in the NESP, are central to enhancing their likelihood of success.

2. The NESP is structured more as an MoE plan rather than a sector-wide plan.

The NESP focuses primarily on strategy for MoE and although the MoE is the lead agency in the education sector, multiple other ministries play a critical role in the sector. Other Ministries with key responsibilities include: Technical and Vocational Education and Training (TVET) and Higher Education (e.g. Ministry of labour immigration and population, Industry, Agriculture livestock and irrigation, Border Affairs etc.); early childhood care and development (Ministry of social welfare relief and resettlement); and Monastic schools (Ministry of religious affairs and culture). The NESP does not provide clarity of the roles of other ministries nor guidelines for inter-ministerial coordination mechanisms across the education sector.

3. The structure of NESP may not be helpful for annual planning processes, however, improvements in efficiency in planning and delivery mechanisms are becoming evident.

The nine Transformational Shifts articulate sector vision and longer-term goals that would, in all cases, outlive the current phase of NESP implementation. Translating these longer-term goals into the strategies and outcomes over a five-year period, and the setting of targets under annual plans, presents a challenge in terms of synchronising timeframes, activities, and budgets. NESP implementation commenced in March 2017 following its approval in 2016. The planning and delivery mechanisms are therefore still at the early stage, although the major structures are in place. Department annual implementation plans, with M&E plans are underway and intended in the future to better inform progress reported through the Annual Performance Reviews (APRs). The establishment of Parent Teacher Associations (PTAs), inclusion of private sector representatives in various committees, and engagement with development partners through the Education and TVET Sector Coordination Group (ETVSCG) and Sub-Sector Working Groups (SSWGs) are all positive steps. A major challenge in improving the efficiency and effectiveness of implementation of the reforms under the NESP; is that the interdependency on reform processes outside of its jurisdiction, and hence over which it has little control. Reform related to decentralisation of the governance of education, civil service reforms, improvement in public financial management needs to be coordinated with other Ministries.

4. Human resource management has improved and needs to be further strengthened, with priority needed in teacher recruitment, retention, deployment, salary, and career progression.

As the largest employer in the country, the MoE needs an effective human resource management system. While MoE's efforts at meeting its human resource management challenges including the use of temporary appointments to meet teacher shortages through temporary appointments are commendable, two issues stand out.

- the sanctioned positions to filled positions ratio declines at lower levels of government, which has negative implications for delivery, particularly for Basic Education, and
- there is an imbalance between gazetted and non-gazetted staff, with large number of the latter leading to inefficient use of budgets for staffing purposes.

The reform mechanisms for teachers have been slow with the only progress noted being the development of a draft policy paper, primarily addressing the issues surrounding promotion. A newly established Teacher Task Force will have the important task of implementing mechanisms to support an effective teacher management system.

5. The budget allocation per student is attempting to address inequities.

In the period since 2014/15 the education budget increased by 63 per cent. The three regions receiving the highest per student budgets are Rakhine State, Chin State, and Kayah State – all conflict affected areas. Rakhine State and Chin State aside from being conflict affected also rank with the lowest matriculation results nationwide. The weak correlation between higher expenditure and lower matriculation results is likely the result of those areas in conflict resulting in disrupted schooling, as well as, inexperienced teachers being posted to remote areas, and using Myanmar language instead of (better understood) local, ethnic languages. While the MTR recognises that it is still early in terms of NESP implementation, a more informed assessment of the link between its outputs and learning outcomes will be possible in subsequent years. The MTR review regards the further exploration of the link between the NESP and learning outcomes as a priority.

6. Data shows gender parity in student enrolment at national level, except at the tertiary level.

In 2017, the Gross Enrolment Rate (GER) for primary education was 109 per cent for females, and 115 per cent for males.¹ Similarly, GER for secondary education has improved for both female (18 per cent increase) and males (14 per cent increase) over the past decade. UNESCO data indicates that there has been little improvement in the gross enrolment rate at the tertiary level; as of 2017, the rate was 18 per cent for females and 16 per cent for males.² National data masks the disparities in education across regions, states, and population subgroups including disability, ethnicity, religion, and gender. Both girls and boys in rural areas are less likely to transition to secondary schools than urban children due to: the lack of quality secondary schools, and poorly staffed and resourced schools. Similarly, boys and girls living in remote and conflict affected areas are unable to attend school due to the lack or closure of schools. Children with disabilities' access to and participation in education is limited, with 67 per cent of children with disabilities not attending school. Both boys and girls with disabilities experience similar challenges in accessing education.

7. Despite the MoE efforts, to implement inclusive education policy, there is a lack of awareness about inclusivity combined with limited capacity to implement inclusive practices at the school level. This contributes to children with disabilities being excluded from education.

While the National Education Law precludes schools from refusing access to any child, however, there is limited provision in mainstream schools to meet the needs of all students. The MTR team finds that although there has been some limited awareness raising focused on children with disabilities, generally, information to deal with issues of inclusive education across the education system is limited. This has reduced the ability to promote a system that addresses and responds to the diverse needs of all children and youth. An initiative for inclusive education, launched as part of the Myanmar government's long-term Basic Education Development Plan (2001–2031), commits to include all children with disabilities and children from minority backgrounds in mainstream education.³ Data available to the MTR team suggests that teachers do not have the capacity to implement inclusive education in classrooms. While there have been initiatives to improve pre-service teacher education, these have not yet included courses related to inclusive education as an approach to teaching all students regardless of their background or ability level. The MTR team notes that the MoE is committed to providing inclusive education to all students regardless of their learning needs, which has been a major direction with implementation of the NESP.

8. Limited quality data to understand and address equity and inclusion issues.

Much of the current data available to the MTR team is not disaggregated by gender or factors of disadvantage such as ethnicity, religion, disability, geographic location, and economic status. Data available to the MTR indicates that Gender Equality and Social Inclusion (GESI) is not integrated across all nine Transformational Shifts of the NESP, which limits its contribution to improving and strengthening education opportunities for all girls and boys. While inclusion is a focus of one transformational shift in the NESP, the plan does not adequately mainstream GESI across all main sub-sectors. Going forward, implementation of EMIS should assist the ministry to identify and report on social inclusion issues and practices through improved systems for data collection and analysis.

9. More strategic planning, monitoring and management of preschools is required

The multisector Early Childhood Care and Development Policy articulates the collaboration needed between the Department of Social Welfare (DSW) in the Ministry of Social Welfare, Relief and Resettlement (MSWRR) and the MoE in order to plan, implement, monitor and evaluate preschool provision. However, the pre-primary classes defined in the law are not included in the Committee's oversight responsibilities. It can be interpreted that the oversight responsibility for school-based preschools lies with the MoE, but not the responsibility for other preschools including private ones. The MoE DBE reports on the progress of NESP strategies relating to kindergarten, but there is

¹ This figure reflects an increase since 2010 (females 97 per cent males 98 per cent).

² The rate for females increased to 18 per cent (2017) from 16 per cent (2011); and for males to 16 per cent (2017) from 12 per cent (2011).

³ This particular initiative was launched in 2004. The MoE is committed to prioritising inclusive education practices.

virtually no reporting on preschool activities. The formation of the National Early Childhood Care and Development (ECCD) Committee is a positive development, although actions to ensure that every district and township has a functioning ECCD committee to oversee the local provision of preschool services is needed. The structure of the DSW means that it has limited outreach in rural and remote areas and therefore it is unable to support comprehensive provision of preschool services for 3 to 4-year-old children in these locations. The MTR team endorse the notion for better coordination between the parties responsible for the provision of this sector, to help facilitate increased access and improved quality of learning in preschool education.⁴ The establishment of the National ECCD Committee in 2017⁵ provides an appropriate forum to bring key stakeholders together.

10. Basic Education reform is complex, ambitious, yet critical to the overall reform in education.

The Basic Education reform is highly complex because it involves many large-scale activities occurring simultaneously. They range from infrastructure projects to development and rollout of new curriculum, significant changes to pedagogy and assessment, and a huge reform in teacher capacity building. Success in achieving reform also is dependent on significant changes in Teacher Management and quality assurance processes. At the time of this review, it is difficult to gauge the overall effectiveness of these profound changes to embed and systemise new educational practice and improve student learning. Each intervention is inter-related requiring sustained investment and time before systematic gains in student learning are evident.

11. Education in Emergencies is not addressed in the NESP.

Education in Emergencies (EiE) is an area, which is missing from the current NESP. EiE in Myanmar is supported by humanitarian partners but also by the MoE with funding to support education access to displaced children through temporary learning spaces and/or enrolment in government schools in host communities, payment of volunteer teachers, provision of textbooks, and facilitation of government examinations for displaced children in temporary learning facilities. For the first time in the 2020–2021 fiscal year, a dedicated budget line for EiE contingency planning was included as a stand-alone budget line. While the issues surrounding EiE are not explicit in the NESP, the mechanisms established to strengthen partnerships provide an avenue for ongoing dialogue around EiE with relevant organisations.

12. The commencement of a four-year teacher education program may need an additional strategy to cater for the potential lack of teachers during the period 2021 to 2023.

The introduction of the longer teacher education program may result in a shortage of teacher educators. Staffing shortages may well have a detrimental effect on the successful implementation of the program. There are also implications for the provision of new teachers from 2021–2023; to fill this gap MoE has introduced six-month teacher training programs for graduates and has proposed the reintroduction of Daily Wage Teachers. While these may be short-term solutions to maintain teacher strength in the near future, the potential risks of reintroducing Daily Wage Teachers (such as increase in the number of teachers who apply for promotion to teacher higher grades) need to be mitigated, such as through defining a clear time period for their deployment. Attracting retired teachers back to the classroom, for a limited period, providing they be given training to deliver the new curriculum is worthy of consideration to address teacher expected shortages.

13. There are no explicit learning strategies to cater for ethnic language speakers across Myanmar.

Children whose ethnic language is not Myanmar account for approximately 30 per cent of the school aged population and are at high risk of dropping out. These children face additional burdens of having to acquire two new languages (Myanmar and English) in order to engage in and complete their education. The Department of Myanmar Nationalities' Languages (DMNL) produces

⁴ CESR Report Part 2 2012

⁵ According to data provided in templates from MoE DBE July 2019 (via Khin Kyu, MTR Co-Team Leader)

and distributes materials in a range of nationalities' languages to support student learning. However, there is no reference to this work or its potential for further contribution in the NESP.

- 14. The new basic education curriculum created under the NESP represents a significant positive reform in a system with a strong tradition of rote learning and knowledge-based examinations however, local management support is required to ensure the new curriculum is fully implemented.**

The introduction of a curriculum aimed at maximising educational outcomes for students is a relevant way of addressing issues surrounding student engagement, retention and performance. The new curriculum also reflects society's need for citizens capable of learning how to learn, applying critical thinking, communication and creativity and possess a core of knowledge and skills in technical and academic areas. New curriculum implementation challenges include: teaching in specialist areas such as physical education, music, and the arts where current teachers only have minimal training, particularly in schools with high student teacher ratios, and timetabling; where all classes at the same grade level undertake the same subjects at the same time may exacerbate shortages of teaching and learning resources.

- 15. The implementation of the alternative primary program is well on track, the middle-school program is ready for roll-out, with non-formal TVET not matured.**

The widespread delivery of the Non-Formal Primary Education Equivalency Programme(NFPE EP) target of 20 per cent of townships has been effective with provision now available in 25 per cent of townships. The intermediate target for implementation of the Non-formal Middle Education Equivalency Programme (NFME EP) has not been achieved but good foundations are in place. The curriculum has been delivered as a national pilot and early evaluation results are positive. Plans to introduce non-formal TVET as a third Alternative Education (AE) certificate have not matured. However, Government technical high schools (GTHS) and other equipped centres are beginning to offer a greater number of shorter livelihood vocational programs with literacy and numeracy support targeted specifically to young people who do not hold the Myanmar TVET formal entry requirements. These initiatives are encouraging and greater discussion between the Department for Alternative Education (DAE) and the Department of Technical, Vocational Education and Training (DTVET) could result in a range of possibilities and growth of non-formal skills development programs utilising existing TVET certification benefitting young people, adults, and employers.

- 16. The potential reach and impact of non-government organisations in delivering alternative education is not yet maximised.**

While approximately 10,000 children a year receive the NFPE EP curriculum through the Department of Alternative Education (DAE) in partnership with Myanmar Literacy Resource Centre and United Nations Children's Fund (UNICEF), there are approximately 20,000 other children receiving informal non-formal primary education programs that are not officially recognised by the MoE as being NFPE EP suppliers. A framework, developed by DAE to increase collaboration with international non-governmental organisations (INGOs), non-governmental organisation (NGOs), and Civil Society Organisations (CSOs) undertaking activities under AE sector strategies, would be a welcome step forward.

- 17. TVET development is integral to highest levels of national policy, yet has no dedicated guiding legislation, or national policy.**

Despite alignment to key policy frameworks, the TVET sector in Myanmar does not yet have guiding legislation nor a dedicated national policy. In addition to legislation, there is a need for regulations, policies, and directives. Clearer guidelines will facilitate the implementation of the NESP components, such as, the establishment of a TVET Council, establishment of mechanisms for engaging industry, regulation of private providers, and establishment of a framework for TVET sub-sector financing.

18. Impressive progress has been made to facilitate improvements across TVET provision, led by MoE, with shared responsibility among many ministries.

Stakeholders and beneficiaries appreciate and highly regard the new curricula for short courses, new community-focused courses, and new refresher training for instructors brought in under the NESP. Access to formal TVET is generally offered to school leavers based on academic results. The recent introduction of more flexible entry points can be seen as a step towards integrated pathways between learning and employment. There is a need for a single coordinating body to regulate and manage the entire scope of TVET. The proposed national TVET Council has the potential to be an important reform for coordinating and guiding TVET across Myanmar. Development has not yet commenced since this reform is contingent upon the proposed new TVET Legislation. The establishment of a new TVET Financial and Monitoring system has also not commenced. Both of these initiatives are relevant, and it is expected they will be implemented in the future.

19. The Rectors consider ‘Autonomy’ as the highest priority reform.

The prevailing model for Higher Education Institutions (HEIs) management in Myanmar is highly centralised. Rectors and senior managers at HEIs do not make decisions on operational matters such as staffing, course provision, and procurement of equipment as these matters are determined by officials within the Department of Higher Education (DHE) in Nay Pyi Taw with decisions then relayed to the affected HEIs. The NESP does not envisage full independence of HEIs but that HEIs should have autonomous decision-making over elements, such as, their governance and management, academic profile and curriculum, external, and financial partnerships, and research. The NESP recognises that Universities will gain autonomy based on their charters approved by the National Education Policy Commission (NEPC) and implemented as autonomous universities which will be overseen by the university councils.

20. Distance Education in Higher Education is widely available but needs significant improvement.

Distance Education (DE) is being run by each of the participating universities under a ‘one campus, two systems’ approach and the number of students utilising DE is now approximately equal to the number of students attending university. Although, it currently lacks several features of contemporary DE provision. There appears to be little investment in the development of online resources or the development of dedicated delivery platforms. There was little investment in developing quality face-to-face events to supplement the individual, home based learning.

21. The overall work on Quality Assurance has commenced across all subsectors, although progress is understandingly slow for such significant reform.

One of the drivers of change to facilitate and sustain the NESP (2016–2021) education reforms over the long term is the establishment of external and internal quality assurance systems in all sub-sectors, to provide a framework for and assess the achievement of quality of education against standards. Progress has been made: an external quality assurance system for Higher Education is in development (due to be implemented in 2020); a School Quality Assurance Standards Framework (SQASF) is in the process of being implemented; and draft quality assurance frameworks are underway for TVET and AE.

The National Accreditation and Quality Assurance Committee (NAQAC) terms of reference should reference their role as being responsible for the oversight of all quality assurance processes, across all subsectors.

22. The connection between the NESP and the Departmental Annual Implementation Plans (DAIPs), and the monitoring and reporting mechanisms requires strengthening.

The MoE is continuing to implement the Departmental Annual Implementation Plans (DAIPs) with the content and processes for preparing and implementing the DAIPs continuing to improve, but the annual planning process cannot address a design flaw in the NESP. The NESP takes a programmatic approach, focused on outcomes, while the DAIPs and the departmental budgets are annual processes, hence the compatibility challenge. The Transformational Shifts articulate sector

vision and longer-term goals that would, in all cases, outlive the current phase of NESP implementation. Translating these longer-term goals into the strategies and outcomes over a five-year period and the setting of targets under annual plans, thus presents a challenge in terms of synchronising timeframes, activities and budgets. This represents a classic example of ‘stretch goals’ such as those in the NESP (2016–2021), creating institutional tensions resulting in little progress, typically resolved through resorting to issues of form or structures, rather than focusing on functions and services.

23. Despite progress, some challenges exist in Monitoring and Evaluation; oversight and coordination remain an issue.

It is noted that the MoE, with the support of My-EQIP, has developed Department M&E plan templates, with implementation commenced; however, tracking progress in such a broad program of reform poses a challenge, and lack of reliable information on learning outcomes has been a significant obstacle. There are some clear issues with the current NESP Monitoring and Evaluation (M&E) Framework, including: the high number of indicators, their definitions and relevance, the timeframes within which they are expected to be achieved, the lack of metadata, baselines, and end outcome targets. Having M&E responsibilities dispersed across several institutions may also contribute to delays in timely access to key data, and in turn, affect the MoE’s ability to accurately measure achievements of the NESP and learn from key challenges. Furthermore, the lack of oversight and coordination affects the ability for the MoE to make clear decisions and take accountability. The horizontal and vertical reporting mechanisms remain ambiguous.

24. Commitment to compliance with global agreements.

The Government of Myanmar is committed to ensuring compliance with the United Nation’s Sustainable Development Goal 4 (SDG4). Through launching the National Strategy for the Development of Education Statistics (NSDES) in June 2019 and the National Indicator Framework for monitoring progress towards the implementation of SDG4, the MoE has started to realign the NSDES goals of the Education Sector with the SDGs, and the Myanmar Sustainable Development Plan (MSDP). The MTR recommends the prioritisation of these initiatives for NESP 2.

At a glance: priority recommendations for NESP (2019–2021)

The following section summaries the priority recommendations for NESP 2019 – 2021.

Whole education sector

1. Institute better accountability for results, including: legislative accountability through publishing and presenting in Parliament; an education sector annual report; bi-annual briefings with Parliamentary Committees on Education; and, conduct a functional and institutional review to help MoE align internal assignment of roles, responsibilities, and finances.
2. Conduct policy innovation to make budgeting more effective including: review of budget criteria; reduce inequity in budget allocations, within MoE; and, incentivising delivery through a mix of conditional grants, challenge funds, budgetary top ups to schools who comply with specific performance conditions or meet defined and agreed targets related to quality, access and equity and inclusive management.

Gender, equality, and social inclusion (GESI)

3. To improve the inclusion of children with disability, develop new equitable learning measures through collaboration with cross sector, cross stakeholder, MoE, Ministry of Social Welfare, Relief and Resettlement, and civil society organisations. Implement through targeted interventions, pilots, and awareness campaigns at the school and community levels.
4. Support teachers to improve the management of GESI in schools by training and orientating teachers on the significance of GESI. In addition, there is a need to develop courses, modules, and new inclusive learning materials as part of pre-service and in-service teacher training programs.

Pre-school and kindergarten

5. Appoint focal points in MoE whose role is oversight of preschool and liaison for progress of ECCD Policy and Department of Social Welfare (DSW) and, establish ECCD committees in every district to oversee the local provision of preschool services.
6. Raise the quality of kindergarten teaching by extending mentoring programs and preparing new kindergarten teaching and learning materials in local languages to support early learning outcomes.

Basic education

7. The combined reform across all the Basic Education Transformational Shifts is planned to be implemented over a period of at least ten years in order to become fully established in schools across the country. The MTR team recommends retaining the focus on the current programmed strategies in the NESP in order to embed new curriculum, pedagogy, and student assessment methodologies in all years across all schools.
8. The DBE to continue to promote use of national ethnic languages as the primary language of instruction in initial years of education, to support language and literacy development, and with DMNL, provide language-appropriate curriculum adaptation, learning materials and language assistants. Continue to implement processes and mechanisms for curriculum adaptation and capacity building as a matter of priority.
9. Enhance coordination and strengthen partnerships for EiE to ensure educational provision to those children most at risk.

Teacher education and management

10. Assign high priority to development of strategies for the retention of quality teachers through better mechanisms for teacher recruitment, deployment, career pathways, and promotion.
11. Activate and support the Teacher Task Force to: establish a teacher policy; the terms of reference for the Teacher Education Council; and, the MoE implement the Teachers Competency Standards Framework (TCSF) at Beginner level across all schools.
12. As an interim measure to address the likely teacher shortage that will result from the introduction of a four-year teacher education program, shorter graduate teacher training courses, such as a one year graduate teacher diploma and where necessary hiring daily wage teachers for a limited period, may need to be considered along with more formalised one-year graduate teacher training diploma courses in later years.

Alternative education

13. Finalise, publish the draft policy framework on Alternative Education, and clarify roles, operational processes, and financial responsibilities between DAE and DBE to streamline shared management of Alternative Education services at local level.
14. Expand the number of NGO providers able to offer Alternative Education services by encouraging them to register with the DAE and grant them authority to confer the Grade 5 Non-formal Primary Education Equivalency Program (NFPE-PE) certificate.

TVET

15. A clear governing framework for TVET in Myanmar, including, legislation and a national policy, be finalised for implementation. Standardisation and mutual recognition between TVET High Schools and the academic (normal) High Schools should be included in the TVET policy.
16. Establish the national TVET Council, and support DTVET plans for improved management and regulation of public and private TVET providers
17. Continue implementing NESP components for TVET, giving increased focus to aligning new curricula and learning materials with National Skill Standards Authority (NSSA) standards, increasing the range of occupational areas offered, and upskilling TVET teachers / trainers.

Higher education

18. The Department for Higher Education (DHE) increase technical support to an initial lead batch (no more than eight) Higher Education Institutions to make integrated progress with establishment of new arrangements for autonomy, piloting of new admissions process, piloting quality assurance processes, providing management and leadership support to Rectors' and HEI management.

Management, capacity development and quality assurance

19. For the NAQAC to be supported with capacity building to undertake their new role and effectively implement their Terms of Reference.
20. Consider establishing a formal quality assurance Secretariat as part of the NAQAC and the submission of regular status reports on MoE education quality improvement to NAQAC through formal reporting lines to inform education policy.

Monitoring and evaluation

21. Continue to prioritise the rollout of the newly developed DAIP's and M&E Plans across all departments.
22. Review and revise current NESP 2016–2021 indicators and targets in order to become more specific and measurable (SMART) and relevant, adjusting targets in line with MTR findings.

At a glance: priority recommendations for NESP 2

The following section summarises the recommendations for NESP 2. See the detailed report for the full list of recommendations.

1. Create an enabling space for a range of education service providers by removing and reducing barriers to entry and strengthening quality assurance through articulation of regulation and service standards applicable to all providers and quality assurance systems.
2. Strengthening regulation and service standards. The promotion of a competitive marketplace would require a strengthening of the regulatory framework, capacities to implement it, and service standards that are equally applicable to all providers.
3. Reshape the NESP as an Education Sector Wide Framework as a long-term vision articulating the broad aspirations and direction of a holistic approach to education across Myanmar.
4. Develop a National Inclusive Education Policy, which provides a clear definition of inclusion, identifies disadvantaged groups, and outlines approaches that address the barriers for children with diverse needs to access quality education across all education levels.
5. Maintain GESI across all sub-sectors of NESP to ensure that the concerns and experiences of all girls and boys, women and men are an integral component of the design, implementation, monitoring and evaluation of education programs and policies.
6. Undertake a cost-benefit analysis to consider, expanding school-based preschools in Basic Education Schools to include 3 to 4 year-old preschool age children and involve all providers of preschool services including MoE, DSW, INGOs, NGOs, monastic schools and private sector.
7. Continue reform in Basic Education, utilising lessons learnt from NESP (2016–2021).
8. Establish resource centres staffed by educators and others with expertise in special needs to provide support to schools and teachers.
9. Establish a National Curriculum Development Centre to plan and manage independent and continuous review and reform of the BE curriculum.
10. Planning and policy for the realistic, appropriate and effective utilisation of ICT to support reform in management and education delivery.

11. Foster stronger links for dialogue and collaboration between Basic Education, TVET and Alternative Education to ensure that curriculum, pedagogy, and learning pathways reflect and cater for broad expectation of society and future workforce.
12. Establish systems to support in-service professional development and the establishment of local communities of practice, building on teacher expertise within schools and school clusters.
13. Set clear strategies to increase the number of children achieving Grade 5 completion certificate through Alternative Education and to increase the percentages of children who, after completing Grade 5, transition into mainstream education.
14. Create a single TVET training market comprising public training providers from the various ministries together with non-government and private providers to focus on meeting agreed national skills goals through diverse delivery methods.
15. Reform Distance Education to become a blended delivery option with equivalent quality educational outcomes and standing as traditional campus-based mode.
16. Develop a critical mass of contemporary education leaders at universities, colleges, TVET and schools, who are fully equipped with skills, knowledge, and talents to provide quality leadership in education institutions. Merge this work with the teacher retention strategies and career pathways recommended under NESP (2016–2021) Teacher Management.
17. Develop a Results Framework that incorporates and aligns all levels of results inclusive of SDGs, MSDP, and NSDES; linking and aligning indicators between the frameworks.



Section 1 Introduction, Methodology and Background

1.1 Introduction

In recent years Myanmar's national education system has come under pressure to improve the quality of education by students, parents, employers, and citizens. In response to this pressure, the Government of Myanmar has introduced a number of policy reforms in order to transform the national education system and ensure that all students progress through the education cycle, achieve quality learning standards and fulfil their lifelong learning goals and aspirations.

The development and implementation of the National Education Strategic Plan (NESP) 2016–2021, in 2015 represented a significant milestone for the education sector in Myanmar. Not only did it constitute a comprehensive approach towards important reforms, but it also provided the government, education stakeholders, and citizens with a clear roadmap for sector-wide education reforms. Over a five-year period, implementation of NESP (2016–2021) aimed to dramatically improve access to inclusive quality education for students at all levels of the national education system.

The MoE has identified nine Transformational Shifts that will collectively contribute to the achievement of the NESP goal – 'improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions. Furthermore, the attainment of the nine Transformational Shifts will contribute significantly towards the achievement of the Sustainable Development Goal for Education (SDG4) 'Ensuring inclusive and equitable education and promote lifelong learning opportunities for all'.

To determine progress to date in the NESP (2016–2021) implementation and in preparation for NESP 2, the MoE commissioned a Midterm Review (MTR) to identify which of the key strategies were prioritised and implemented as planned both within the context of the Government of Myanmar's reform process and the SDGs. A particular focus of the MTR was to recommend adjustments to the current NESP implementation to 2021 and to inform the design of the next phase. The review of the NESP 2016–21's achievements and progress towards the expected mid-term outcomes has resulted in an evidence-based understanding of the key lessons of the reform process undertaken thus far and, informs the recommendations for future strategic implementation of the NESP to 2021 and suggestions for the design of the NESP 2 2021+.

The NESP MTR team consisted of five international and five national specialists, jointly recruited by the MoE and My-EQIP / Cardno. The MTR took place from May–November 2019 (see Annex C for the full timeline of the MTR).

MTR Reference Group. The MTR Reference Group comprised of ten members from relevant MoE Departments and education stakeholder groups including the Department of Foreign Affairs and Trade (DFAT), the Department for International Development, the United Nations Education Science and Cultural Organisation (UNESCO), and the United Nations Children's Fund (UNICEF). The MTR Reference Group acted in an advisory capacity, as opposed to a formal decision-making body. Its primary function being to support the MTR team to implement the, NESP MTR Terms of Reference, and by contributing to preparation and design of the MTR review plan. The MTR Reference Group also provided comments and feedback to the MTR team to ensure the quality of the review reports and recommendations.

Ministry of Education (MoE). The MoE as the primary audience of the NESP MTR consisted of departmental Director Generals (DGs) and Deputy Director Generals (DDGs). Other stakeholders included regional level, district, and township education office personnel, as well as, principals, students, teachers, and parents from schools, universities, colleges, and technical institutions. The MoE provided a task manager, deputy task manager, and three support staff, comprising of staff from the MoE, to facilitate the MTR process by providing the team with access and support throughout the MTR.

The MoE worked in partnership with development partners (DPs) to provide support to the MTR process through the provision of key documents to enable the literature review and support for the recruitment of the MTR team, undertaken by My-EQIP.

This report outlines the overall MTR findings through the lens of the OECD/DAC criteria of Relevance, Effectiveness, Efficiency, and Gender Equality and Social Inclusion (GESI). Each of nine Transformational Shift areas is addressed under separate sections with the exception of Basic Education, which includes four Transformational Shifts. A separate section addresses Monitoring and Evaluation of the NESP along with recommendations for both NESP (2016–2021) and the NESP 2.

1.2 Methodology

1.2.1 Scope and purpose

The MTR investigated the overall progress of the NESP (2016–2021) at the midpoint of implementation (2019). The formative and utility focused review used the Organisation for Economic Cooperation and Development (OECD) / Development Assistance Committee (DAC) evaluation criteria of relevance, effectiveness, and efficiency incorporating gender and inclusion as a cross-cutting theme as its guiding structure. The MTR team recommends that the final evaluation of the NESP in 2021 should address the remaining two DAC criteria of impact and sustainability.

The purpose of the MTR was:

- Management – to enable the MoE to make evidence-based decisions on priorities, resources, direction, and strategy going forward, including learning about what has worked well and less well and how to improve the implementation of the NESP.
- Accountability – to ensure that alignment with relevant policies and procedures, programming decisions and expenditure are clearly understood by funders and relevant stakeholders.
- Learning – contribute important lessons learned generated through the MTR process to enable the MoE to adjust and more effectively implement the final two years of the NESP.

The two objectives of the MTR were:

Objective 1: To independently review the overall progress, achievements, and challenges in implementing the NESP and to conduct an in-depth review and analysis of a few prioritised areas / sub-sectors under the NESP; and

Objective 2: Develop a limited number of concrete, evidence-based, realistic recommendations to change, adjust or support the achievement of the current NESP's nine Transformational Shifts, Strategies and End Outcomes in the remaining two years of the NESP implementation and to inform the development of a subsequent strategy for implementation post 2021.

Following the inception period, the MoE made additional requests of the MTR team, which resulted in the broadening of the scope of Objective 1, to cover all nine Transformational Shifts. There were no adjustments made to Objective 2.

While there was agreement that relevance, effectiveness, and efficiency would be the focus of the NESP MTR, the later additions of all nine Transformational Shifts broadened the scope of the assignment to such a degree that including the OECD/DAC criteria for each transformational shift was not possible. As a result, the OECD/DAC criteria was used as the architecture to report on the overall NESP findings while the analysis of each shift was conducted as a broad review of progress and challenges identified by the team. The relevance criteria was considered important because the implementation context of the NESP has changed and adjustments to the NESP may be needed to ensure that it remains aligned with national priorities as implementation continues. Understanding the effectiveness of the implementation of the NESP to this mid-point in time was also a priority, especially about progress towards and achievement of stated NESP outcomes. Efficiency was the third main priority with key MoE stakeholders wanting to use the MTR findings to inform management decisions. Gender and Social Inclusion as cross cutting criteria was a priority for the MoE and all stakeholders (see Annex D for a detailed breakdown of the methodology and tools used).

The structure of the MTR report reflects the following factors:

- Given the many linkages that the NESP design and implementation has between the nine Transformational Shifts, the overall findings have been presented through the lenses of the OECD/ DAC criteria: relevance, effectiveness, efficiency and inclusive of GESI. This is followed by an analysis of the all Transformational Shifts including: Pre-school and Kindergarten, Basic Education, Teacher Education Management, Alternative Education, TVET, High Education, Management, Capacity Development and Quality Assurance. NESP (2016–2021) recommendations are included under each transformational shift.
- Monitoring and Evaluation Findings and Recommendations for NESP (2016–2021).
- A separate section presents the NESP 2 recommendations.
- A rapid review of progress towards achievement of all NESP intermediate outcomes is included in the annex section of the report (see Annex A for the progress towards achievement report).

1.2.2 Review design principles

Key aspects of the design included the utilisation of a mixed methods approach including qualitative methodologies for data collected from key informant interviews, focus group discussions, and direct observations and secondary quantitative research. The methodology encompassed a literature review to inform contextual understanding and to triangulate and validate the primary data collected by the team at the field level. At the request of the MoE, the MTR team incorporated a progress towards achievement report as an annex to this final report using evidence generated through a three-day workshop held with representatives from the eleven departments in the Ministry of Education who have oversight of relevant NESP chapters.

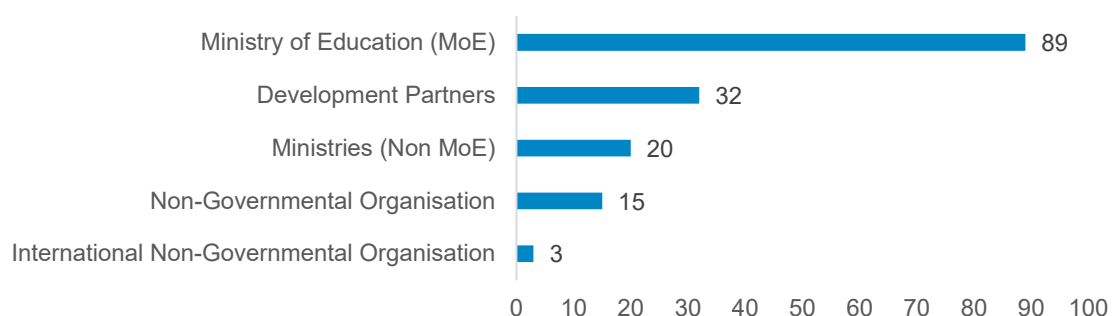
The MTR focused on the initial years of the NESP implementation (2016–2019) and the status of the functioning of the NESP stakeholders (work and interest groups, governance structure/decision making, and partnerships). In line with the formative nature of the MTR, the report also aimed to link the context of the NESP with the changing context currently associated with policy reform to inform the next phase of the NESP. The scope of the MTR was inclusive of all nine Transformational Shifts.

1.2.3 Data collection tools and methods

The MTR team developed a number of data collection tools and methods, which included:

- Desk review of 390 relevant materials, including but not limited to APRs, NESP, Education Statistics 2018, Departmental Annual Implementation Plans (DAIPs), Comprehensive Education Sector Review (CESR), UNESCO Data Gap Analysis Report (DRAFT).
- Stakeholder consultations held with 159 key stakeholders through: key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) including: MoE employees; other Ministries; DPs; headmasters and teachers; Parent Teacher Associations (PTA); Teacher and Student Unions; regional, district and township school level officials; Parliament Upper and Lower houses; NEPC; NAQAC; Rectors Committee; international non-governmental organisation / NGOs; private institutes and other education providers.
- A three-day workshop conducted with the 11 departments of the MoE to allow for the gathering of data related to progress towards achievement of the intermediate outcomes in all nine Transformational Shifts as stated in the NESP.

Figure 1 Consultations by stakeholder type



56 per cent per cent of the stakeholder meetings were undertaken directly with the MoE through its departments, followed by Development Partners (20 per cent), 13 per cent with other ministries (i.e. Department of Social Welfare), 9 per cent with NGOs (i.e. Union of Myanmar Federation of Chambers of Commerce and Industry) and 2 per cent with INGOs (i.e. World Education). In total eighty-one (81) stakeholders were consulted across one hundred and fifty-nine (159) consultations.

1.2.4 Key review questions and sub-questions

Table 1 outlines the key questions and sub-questions, as stated in the Terms of Reference (ToR), relating to each criterion.

Table 1 Review questions and sub-questions

Key Questions	Sub-Questions
Relevance	
To what extent does the NESP remain relevant to the current context?	<ul style="list-style-type: none"> What adjustments need to be made to the NESP to ensure alignment with current laws, policy and structure? E.g. SDG's and Myanmar Sustainable Development Plan To what extent do MoE departments' activities and strategies (current and planned) align with the NESP?
Effectiveness	
To what extent are the expected intermediate outcomes and targets for the NESP being achieved by the MoE and its departments?	<ul style="list-style-type: none"> intermediate outcomes that have been successfully implemented for learning lessons of what has gone well; and, intermediate outcomes that have not been implemented much to understand challenges better
	<ul style="list-style-type: none"> In which areas has the most progress been made towards end outcomes and why (any themes)?
	<ul style="list-style-type: none"> How can improvements be made to ensure adequate progress?
	<ul style="list-style-type: none"> To what extent is the M&E system delivering accurate and useful information to MoE decision-makers?
Efficiency	
To what extent has the implementation of the NESP been managed efficiently by MoE and its partners?	<ul style="list-style-type: none"> To what extent have budget targets and expenditure been achieved as expected and where are there significant variations (if any) and why? In terms of activities, to what extent are resources being used in the best way to avoid duplication, gaps in service delivery and improve access, equity and quality?
Gender and Inclusion	
To what extent are barriers to inclusion being identified and addressed?	<ul style="list-style-type: none"> How well is gender and inclusion being monitored and measured?

1.2.5 Sampling framework and final locations

The MTR team used convenience sampling as the sampling strategy for the selection of locations⁶ and populations. Convenience sampling was based on equal representation of locations in Upper, Central and Lower Myanmar using five predefined criteria. The original sample of locations included Lashio; however, because of the onset of conflict in that area, the team substituted additional townships in Mandalay. The sample accounted for the regional strata division of city, district and township. Data was collected at each strata level.

Key criteria for the selection of locations:

- remoteness and socio-economic conditions
- accessibility and logistics

⁶ Nay Pyi Taw; Yangon; Mandalay; Sittwe; Taunggyi; Myitkyina; Mawlamyine; HPa-An

- coverage of the transformational shifts
- school performance rating
- ethnicity.

The sample population included: MoE staff, DPs, INGOs/NGOs, private education providers, national, regional, district, and township level officials, headmasters, and school teachers (basic education and early learning), higher education institutions, vocational colleges, alternative education providers, teacher and student unions, and Parent Teacher Associations (PTAs). To ensure adequate coverage of rural areas, the team divided the data collection into two phases.

- Phase 1: Nay Pyi Taw and Yangon, involving regional level stakeholders.
- Phase 2: Sittwe, Mandalay, Myitkyina and Mawlamyine (which involved district and township level stakeholders).

Please refer to Annex D for the Inception Report for the comprehensive data collection plan and Annex B for a breakdown of individual stakeholders and locations.

Figure 2 Locations of data collection



1.2.6 Challenges and limitations of the MTR

Shifting priorities resulting in changes to the ToR. The original ToR was provisionally approved by the Reference Group but later amended by the MoE (see Annex D Inception Report for communication regarding the requested changes). The events that transpired during the inception phase led to a revision of the proposed original MTR ToR and methodology. The amendment of the original ToR to include all nine Transformational Shifts resulted in the expansion of the MTR's scope. Despite the expansion of the ToR, the timeline and organisation of technical inputs could not be markedly adjusted because of the contracted team members competing prior commitments. Regardless, the MTR team endeavoured to provide detailed findings and recommendations for all nine Transformational Shifts, addressing a range of issues that are the result of the complex nature and structure of the NESP and its implementation across all Transformational Shifts. This initial analysis would benefit from a more detailed analysis of specific areas in the future to assist the MoE to build a more comprehensive picture of achievements and progress as NESP implementation proceeds.

Unobservable factors and data scope. The MTR received secondary data and reports from the MoE and other stakeholders about NESP implementation to date. Stakeholder participants inevitably reported on other activity in progress or planned and due to take place at some point in the future. The MTR team noted these intentions but did not always find other related evidence to validate, substantiate or triangulate the claims.

Second, limitations of time, issues with movement in certain parts of the country, and challenges in some logistic arrangements placed restrictions on the depth of engagement with stakeholders. In particular, the MTR team recognised that the engagement with elected representatives at different levels might have been less than expected. The team incorporated a variety of mitigation measures to offset some of the challenges outlined including utilisation of abridged methodologies and additional resources. The Review recommends further in-depth reviews for each of the nine Transformational Shifts.

Internal validity of data. Data was collected primarily through available data in the education sector in Myanmar and through the MoE. As noted above the MTR team endeavoured to triangulate and verify data to the extent possible within the timeframe available. However, the annex containing progress towards achievement consisting of department level self-reported data, collected has not been verified or triangulated, as the request for this report occurred late in the review process. As much as possible the review team considered the achievements report ratings and where contrary evidence existed, this is noted in the annex.

Deviation from original methodology. The MTR team had proposed to incorporate a quantitative survey in the original detailed Review plan; however, due to time constraints, related to changes to the scope of Objective 1, the quantitative survey did not proceed and did not compromise the approach taken. The MTR team used the broad review questions as stated in the scope of works to guide the interviews and focus groups discussions. In some cases, additional questions were incorporated or previously proposed questions were removed at the discretion of the interviewer to allow for as much flexibility and responsiveness to the interviewees as possible.

Recall biases. Qualitative data collection relied on respondents to have a certain understanding of the key areas of inquiry in order to provide subjective responses. In some cases, key informant stakeholders were interviewed in the presence of the MoE task team or their supervisors. The team is aware that a natural tension in some key informants may have resulted in biased answers. While the team applied a 'context-sensitive' approach to data collection, the above situation was unavoidable in some instances.

Other donor activity. The MTR team observed a multitude of donors and implementing partners operating in the education sector. While the team did its best to ensure that all development and implementing partners were consulted in the process, it was not possible to track independently all NESP related donor and implementing partner activities. Consequently, it is possible that some of the recommendations stated in this report have commenced.

1.3 Background

The government approved its National Education Law (NEL) in September 2014. Several years of sustained research and planning preceded the launch of the NESP (2016–2021) and, importantly, the government simultaneously increased efforts to expand education provision. Budget allotment in the education sector increased from 310 Billion Kyats (approx. USD\$251.8 million) in 2012–13 to 1.76 trillion Kyats (approx. USD\$1.34 billion) in 2017–18, which is approximately 8.5 per cent of total government expenditure.

The NESP 2016–2021 contains an ambitious reform agenda with priorities for all sub-sectors underpinned by a unifying framework. This allows officials and stakeholders alike to share a broader understanding of how all sub-sectors contribute towards the Ministry of Education NESP goal statement expressed as: Improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions.⁷

Over a five-year period, implementation of the NESP aims to improve dramatically the access to quality education for students at all levels of the national education system through nine focus areas or Transformational Shifts.

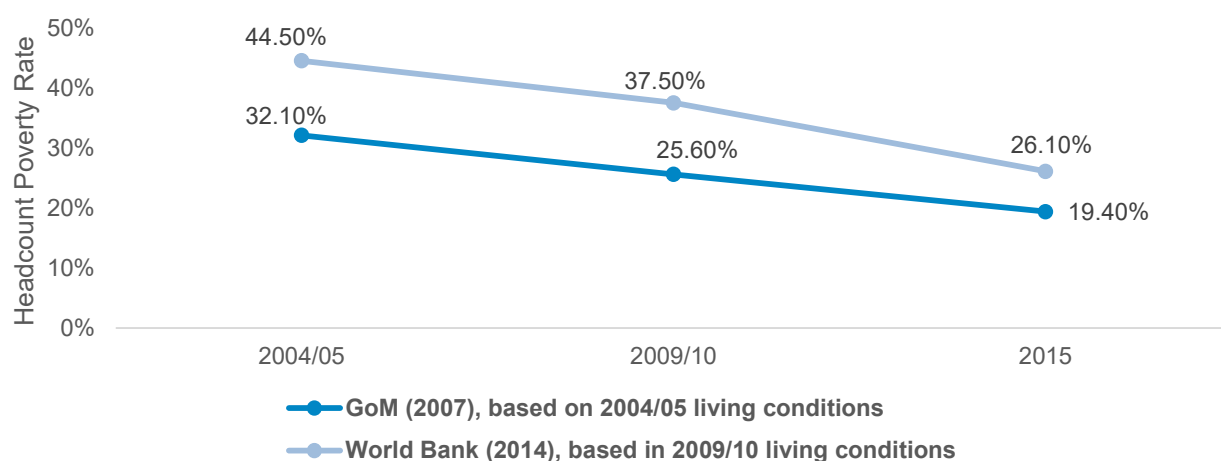
The NESP 2016–2021 is a guiding document for the education sector in the Myanmar Sustainable Development Plan (2018–2030). The Strategy 4.1 of the MSDP, its action plans and strategic outcomes are very much in line with the strategies and outcomes inspired in the NESP.

1.3.1 Economic and social development

Myanmar is currently categorised as a Lower Middle-Income economy but has demonstrated a robust growth trend that compares very favourably with regional and global standards. Despite showing signs of slowing down from a high of 6.8 per cent economic growth rate in 2017–2018, the medium-term macroeconomic outlook remains positive and will likely lead to a growth rate of 6.6 per cent by 2020–2021.⁸ The growth spurt is expected to be underpinned by the increasing flows of foreign and domestic investment, which support the government measures to improve the business environment, as well as liberalisation measures in the services and insurance sectors.

The results on the economic conditions are even more impressive. Over the last decade, the country has seen a decline in poverty and increase in living conditions. Figure 3 illustrates the decline in poverty according to the Government's own analysis and the World Bank's methodology.⁹

Figure 3 Decline in poverty



⁷ NESP, P.10

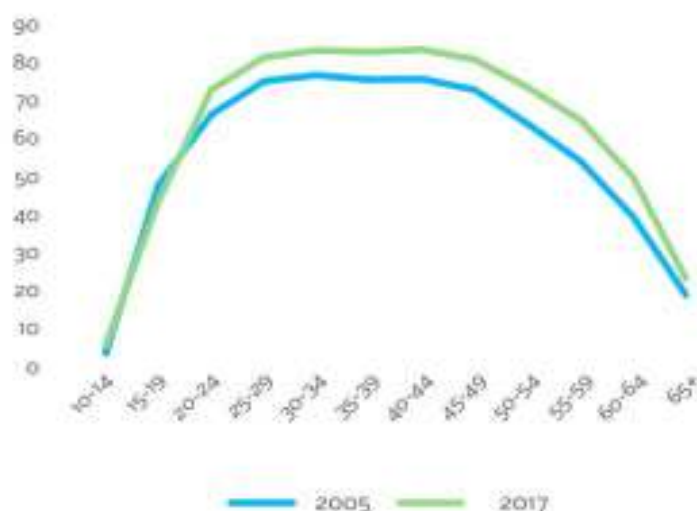
⁸ <http://www.worldbank.org/en/country/myanmar/overview> retrieved on 25 May 2019

⁹ The decline in poverty is recorded from 32.1 per cent in 2004–2005 to 19.4 per cent in 2015 according to the Government's own analysis and from 44.5 per cent to 26.1 per cent during the same period using the World Bank's methodology.

Improvements in living standards and well-being correlate with the considerable gains in economic growth. The Myanmar Living Conditions Survey 2017 reported that access to safe drinking water has improved across most of the country since 2015. The report also acknowledges rising literacy and numeracy rates and a narrowing of related gender gaps, especially among the youth population. The percentage of the population who report be literate or numerate is 88.9 per cent (males 92.8 per cent and females 85.6 per cent)¹⁰, though it should be noted that such aggregate statistics may mask discrepancies among Myanmar's states and regions. According to the report, labour force participation (Figure 4) has increased over time, with women recording the highest gains. The report shows that the share of rural households that relies on candle and kerosene for lighting recorded a steep decline in the past decade to nine per cent in 2017¹¹, while the number of rural households that use electricity for lighting has doubled.¹²

Despite these successes, challenges abound. The evolving political structure, efforts to improve service delivery and establish more accountable, sustainable institutions have helped Myanmar achieve improvements on key governance indicators, but the country continues to fall behind other lower middle-income countries. In comparison to other ASEAN member countries, Myanmar's legacy of economic and political isolation has affected capacities for economic governance, led to weaknesses in the legal system, the business regulatory framework, and in bureaucratic capacity.¹³

Figure 4 Union labour force participation



Source: Myanmar Living Conditions Survey 2017: Central Statistics Office

The Multidimensional Index of Disadvantage¹⁴ records stark spatial diversity of disadvantage, exemplified by nearly two thirds of households in Rakhine and Kayin being disadvantaged in at least five different aspects of disadvantageousness. Intra-state variations in disadvantage at township levels are evident with rural populations being more than twice as likely to experience multiple disadvantages as compared to urban populations. Eighty-four (84%) per cent of the population are reported to experience disadvantage in at least one indicator.

Ongoing conflicts and ethnic tensions have led to displacement of the ethnic populations and economic marginalisation, and have severely affected the peace building processes ushered in with the National Ceasefire Agreement, signed between the government and the Ethnic Armed Organisations. Significantly, the persistence of conflict has disrupted education opportunities for children in these areas.

¹⁰ Myanmar Living Conditions Survey, 2017, June 2018, P.103.

<https://www.mm.undp.org/content/myanmar/en/home/library/poverty/MLCS.html>

¹¹ From 62 per cent in 2005 to nine per cent in 2017.

¹² Myanmar Living Conditions Survey, 2017, June 2018, P.38

¹³ Hendrix, Cullen; Noland, Marcus. 2015. Myanmar: Cross-Cutting Governance Challenges. © Asian Development Bank

¹⁴ Multidimensional Welfare in Myanmar, Ministry of Labour, Immigration and Population Myanmar and World Bank, 2018

1.3.2 Education a key driver underpinning the NESP implementation context

In recent years Myanmar's national education system has come under pressure from students, parents, employers and citizens to improve the quality of education. In response to this pressure, the Government of Myanmar has introduced a number of policy reforms in order to transform the national education system and ensure that all students progress through the education cycle, achieve quality learning standards and fulfil their lifelong learning goals and aspirations.

The Government of Myanmar has identified education and poverty alleviation as key drivers to support the democratic and peace-building process and to achieve the national goal of Myanmar becoming a Middle-Income Country by 2030. Linking education reform and investment to social and economic goals has provided a strong narrative around which to galvanise national and international effort and financing.

The process of education reform in Myanmar has gradually evolved over almost a decade and gathered pace since the change of government in 2016. Myanmar has made real progress in providing education to children in years 1-5 with new legislation mandating free education resulting in high primary education enrolment rates but posing two significant challenges:

- Most children are under-prepared for school, with few having access to early childhood education prior to enrolment in primary school, and this under-preparedness is potentially having an early impact on learning, transition rates and may contribute to an early educational 'divide'; and
- Low quality of primary provision with under-resourced schools and low-paid teachers utilising outdated teaching methods.

These challenges compound and low transition rates will likely result in many more children who are out-of-school. As school infrastructure and resources, including teacher capacity catches up with new policy, implementing effective measures to retain enrolled students and 'find' out-of-school children and provide appropriate pathways to learning and successful education (whether by integration into mainstream education or via separate streams) must be a high priority in line with national goals for equitable educational access for all.

Significant challenges continue at every level. Poor facilities and teaching methods compound low upper secondary completion rates. Failure to pass the matriculation exam may effectively halt students' ambition to attend higher education, and reduce the prospects for direct entry into the labour market or technical and vocational education and training (TVET) courses.¹⁵ Lifting the quality of teaching and learning in secondary education can thus contribute greatly to increasing the life chances of young people in Myanmar.

Few school leavers choose to attend TVET. Enrolments are low, in fact, much lower than enrolments to higher education (in contrast to common patterns in other countries within the region). Perceived low quality and relevance reduces demand and employability prospects. TVET schools and institutes need to be significantly refurbished, retooled, and reinvigorated. Participation in higher education is a desirable goal for many secondary school students but for those who do achieve their goal, uneven quality compromises their ability to acquire skills and knowledge for a modern economy. As industrial and economic trends grow, ensuring a supply of knowledgeable and skilled young people will become ever more pressing.

Management, teaching, infrastructure and curriculum all need rapid reform to meet national needs, and the NESP provides an excellent structure for that purpose. Financial investment, from international development partners in addition to increased domestic investment, is necessary. Despite significant recent increases in government funding for education, Myanmar still spends only around 2 per cent of GDP on education overall and under 1.5 per cent on Basic Education, which contrasts with its neighbours Malaysia and Vietnam (Vietnam spends around 5-6 per cent of GDP on education).

The strategies and outcomes of the NESP are thus highly relevant to national development goals and urgent in terms of need. Active external support and financing will likely continue to be needed

¹⁵ Data from the 2014 census cited in the CESR suggest that nearly two-thirds of students who reach year 11 fail their final matriculation exam.

for some time and NESP's demonstrated success in the effective implementation of policies and processes will lead to better understood and coordinated impacts.

Section 2 Overall Findings and Recommendations

Governance is an important determinant of the quality, pace, and degree of progress on reforms under the NESP. The clarity in functional assignment, the presence of requisite institutional capacity; the existence of strong performance management mechanisms to robustness of financial management, the NESP's performance—like that of any other major reform—is a function of the extent to which its institutions, incentives, and instruments blend to either hinder, or facilitate achievement of results.

At the outset, it is important to underscore that governance aspects of management, capacity development, and quality assurance ought not to have been framed as a separate Transformational Shift. Governance issues are central to every aspect of every transformational shift and provide the platform for the translation of their visions into results. The review finds that conceptually, having governance sit outside all Transformational Shifts was misconceived.

Relevance



2.1 Findings (relevance)

Dimensions of legitimacy and policy were used to assess the relevance of the NESP and Figure 5 provides a high level summary of the findings:

Figure 5 Snapshot of factors impacting the NESP's (2016–2021) relevance



1. The NESP represents a positive change in sector reform

The NESP is widely regarded by internal and external stakeholders alike, as representing a major improvement in the planning, organisation and delivery of Myanmar's education services. While there were differing perspectives on its scope and the quality of its implementation, feedback from stakeholders within the government, development partners, private sector, and civil society clearly pointed to it being viewed—as a State Education Office staff member quite elegantly put it—having brought about 'light where there was darkness'. Most stakeholders believe the NESP serves as common currency for dialogue and creates space for multiple actors to participate in delivery. It is reasonable to conclude that the implementation of the NESP has not only improved the education sector but has been a leader in reforms processes undertaken in Myanmar. The NESP stands out as a comprehensive, well-developed approach that has moved on swiftly in terms of implementation compared to other reform strategies being implemented to public financial management¹⁶, improving equitable access to basic public services¹⁷, and addressing structural rural-urban inequities.¹⁸

2. Strong political leadership

Political commitment and leadership for wide ranging reforms such as those included in the NESP, are central to enhancing their likelihood of success. NESP is a centrepiece for strong political leadership and full government ownership, with the Union Minister driving the reform agenda. This has helped the NESP take off and for government-wide support to be mobilised. Furthermore, this strong political base for the NESP has helped engage and garner active support of other stakeholders. This includes development partners, through the ETVSCG, SSWGs and funding and Technical Assistance support; civil society in the Alternative Education and ECCD sub-sectors and; the private sector mainly through participation on various committees, but also in the form of the School and Industry Partnership Pilot Project.

¹⁶ See the critique in Myanmar Public Expenditure Review 2017: Fiscal Space for Economic Growth, World Bank 2017

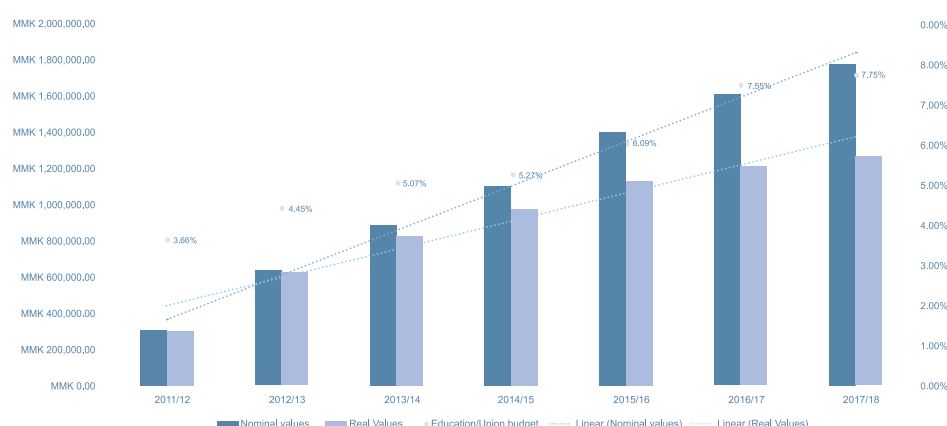
¹⁷ Myanmar Living Conditions Survey 2017: Report 03 Poverty Report, World Bank, UNDP 2019

¹⁸ Multidimensional Welfare in Myanmar, World Bank 2018

3. The government is committed and actively engaged

Reforms are often waylaid by the inability of governments to back good intent with substantive investment. In the case of the NESP, the government has delivered on its commitments, as evidenced by consistent reflection, with active support of the development partners on ways to improve NESP implementation. The government has not shied away from disclosure on any gaps that exist—the publication of the Out of School Children Report with UNICEF is a case in point; and it has continued to increase funding of the education sector. Not only does Education account for 8.83 per cent of the Union Budget (FY 2018–2019) with an outlay of MMK 2,177 billion (USD\$1.4 billion) in 2018–2019, it has grown consistently as a proportion of the Union Budget and the NESP is overwhelmingly reliant on increased government financing. At 2.5 per cent in 2018–2019, education spending as a percentage of GDP is low as compared to countries in the region (e.g. Vietnam 6.6 per cent, Nepal 5.10 per cent and Lao PDR 2.94 per cent¹⁹), but the consistent growth in allocations reflects well on governmental priority for the sector.

Figure 6 Growth in allocations to the education sector, nominal and real values 2011 - 12 to 2017-18, millionMMK



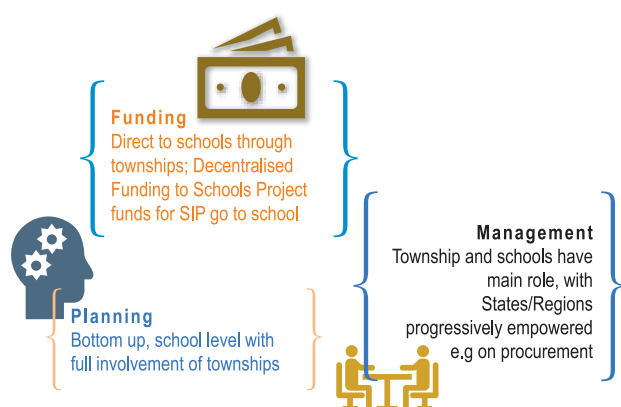
Source: Myanmar 2018 Education Budget Brief, Ministry of Planning and Finance and UNICEF

4. Implementation design has a positive bias toward decentralised delivery

In the context of a strong legacy of centralisation and control culture, implementing decentralised governance is a considerable challenge. Nevertheless, the NESP has been able to put in place a delivery mechanism, which employs a decentralised delivery model (Figure 7), in line with Myanmar's recent drive to promote and implement decentralisation. While the NESP offers a positive bias in its design and implementation there are remaining challenges to address in the use of national budgets and on the empowerment of townships and schools to hire and/or deploy teachers. The MoE has empowered states and regions in terms of greater involvement with the hiring processes of teachers and in procurement of education infrastructure development. What is less clear is the role of states, regions and districts in relation to planning, implementation and monitoring requirements. Currently districts appear to be a redundant tier in the sector with no substantive role, although as efforts to operationalise decentralisation of the governance of education, to the subnational level take hold this tier will likely play a more substantial role in the implementation of education policy and programs within the states and regions.

¹⁹ UNESCO Institute for Statistics (2017). *Education Database*. (Online). Available at data.uis.unesco.org. (Accessed 7 August 2019)

Figure 7 Elements of decentralised delivery under the NESP (2016–2021)



Myanmar does not have an Education Sector Wide Policy. Instead, it is proxied by an Education Law, the enunciation of Education Policy Principles²⁰ and the NESP, which provides the policy framework. Sub-sectors either have had policies in the recent past (e.g. Higher Education), have newly developed ones (e.g. ECCD), or under development (e.g. TVET). Policies in closely related subject areas, such as public–private partnerships, and laws on Private Education and Basic Education are also in the making. Lack of a sector-wide policy fosters a quasi-legalistic, technocratic approach towards sector development, as opposed to a more inclusive, politically driven agenda.

5. The NESP is structured more as an MoE plan than a sector-wide plan

As the principal agency in the education sector, the MoE accounts for 83 per cent of all spending and leads on delivery of the NESP. Fourteen other ministries form part of the education sector and have key responsibilities in the other subsectors: TVET and Higher Education (e.g. Ministries of industry, labour immigration and population, agriculture livestock and irrigation, defence, border affairs); ECCD (Ministry of social welfare relief and resettlement); and Monastic schools (Ministry of religious affairs and culture).²¹ However, roles of other Ministries are not well articulated, and inter-ministerial coordination mechanisms are weak. For example, while school based ECCD is implemented at Basic Education schools under the Department of Basic Education, the government has designated the Ministry of Social Welfare, Relief and Resettlement as the focal mechanism for pre-school implementation of ECCD. As a result, in critical sub-sectors such as TVET and ECCD, the strategic direction is unclear. In the TVET sector, the working of the NSSA appears to have generated good cross-sector collaboration, but ECCD continues to suffer from benign neglect, with little support offered by MoE to MOSWRR. Basic Education receives the most significant portion of the education budget and the allocation per sector may need reconsidering. This absence of a sector-wide approach in practice is at odds with the NESP's conceptual aspiration for leadership for the sector; it could result in a reduction of MoE's influence on national policy, especially as it relates to research, innovation and relevance for industry; and further widen gaps in terms of inter-agency complementarity of effort and coherence of approach.

6. The NESP is not anchored in a social and economic development framework

Investments in human capital are intended to serve the broader objective of economic development and well-being of citizens. While the NESP is aligned well with the other key reform agendas of Myanmar — decentralisation; (public financial management); SDGs — it is not anchored within an economic development framework that is geared towards knowledge, innovation, and productivity. If investments in the education sector are unhinged from and do not contribute to improving the nation's competitiveness, productivity and propensity for innovation, and do not lead to poverty reduction through creating better quality jobs, then the NESP's relevance and achievements could be questioned. Data on Myanmar's education-industry-economy linkages is illustrative of how Myanmar lags behind other ASEAN countries. Myanmar scores 3.32 out of 100 on the Global Competitiveness

²⁰ These are articulated for example, on the MoE website

²¹World Bank (2019). *Inclusive Access to Quality Education Project Document*, Nay Pyi Taw. World Bank

Index²²; scores low on global innovation²³; its labour productivity growth has declined in the past decade²⁴; and in the last decade, only six patent applications and four industrial design applications were filed. In comparison, Cambodia had 396 patent filings and 382 industrial design applications in that same period.²⁵ In 2018, Myanmar's Higher Education institutions produced 348 citations of research, compared to 5,741 for Vietnam and 2,922 for Bangladesh.²⁶ These figures suggest that the education sector is not producing the outcomes which could secure Myanmar's future as a nation built on the fundamentals of knowledge and skills and that the emphasis on quantity (e.g. in terms of the vast number of Higher Education Institutions) may be compromising quality for high cost of quantity. There would be merit in the argument that the economic development framework for Myanmar itself is not well defined, but that does not detract from the principle of creating a closer NESP-socio-economic-human development nexus.

7. The NESP does not fully recognise and acknowledge the role of non-state providers

Although the private sector and civil society are performing important roles in ensuring better access, inclusion, or quality, there is little acknowledgement of their contribution within MoE. Official data suggests that there are 179,183²⁷ students in private schools at all levels across the country, but these figures will likely continue to rise given that private providers seem to be proliferating in urban areas. Monastic schools garner far greater attention from government, although they pose inclusivity challenges as only Buddhist students are able to enrol in these schools. Monastic schools also receive funding from MoE, are licensed by Ministry of Religious Affairs, and have a business model subsidy from MoE for teacher salaries that appear to have little positive implications for other non-state providers. Similarly, civil society providers play a highly significant role in terms of inclusion, operating in areas of ethnic conflict and civil unrest including Rakhine, and with communities that are marginalised and vulnerable due to either internal displacement or high incidence of poverty.

8. Diversity of voice and inclusion in process are still works-in-progress

The MoE appears to be making strong efforts to embed inclusion and introduce greater diversity across its institutional arrangements. The establishment of Parent Teacher Associations (PTA), inclusion of private sector representatives and development partners in various MoE chaired committees, such as the ETVSCG and SSWG's are all welcome steps. However, the MTR found that the relevance of these institutional arrangements could be strengthened. PTAs have no substantive role in planning, budgeting and oversight of schools, although this is potentially to be addressed through implementation of the Schools Quality Assurance Standards Framework and related school quality improvement planning processes requiring PTA involvement. Private sector participation appears tokenistic on most forums except for the more recent progress on the NSSA, and the seeming lack of importance attached by MoE departments to private sector and development partner involvement in SSWGs requires more studied review. Moreover, ethnic voice, that of persons with disabilities, teachers' unions and student councils, is weak and important issues like education for children in conflict, and education on democratic and federalism principles, structures etc. are missing in the NESP.

²² Based on 2018 data and using the indicators included in the Global Competitiveness Index

²³ Ranked 20.3 out of 100 on the Global Innovation Index 2015

²⁴ Decline from 11.6 per cent in 2007 to 6.3 per cent in 2018; source: CEIC (2019). Labour Productivity Growth Indicators. (Online). Available at www.ceicdata.com. (Accessed 25 July 2019).

²⁵ WIPO (2019). Country Profiles (Online). Available at www.wipo.org. (Accessed 20 August 2019)

²⁶ Scimago Journal and Country Rank (2019). Country Profiles. (Online). Available at www.scimagojr.com/country_profiles. (Accessed 20 August 2019).

²⁷ Ministry of Education data for 2017–2018

Effectiveness



2.2 Findings (effectiveness)

The MTR Review Team gauged the effectiveness of NESP from management and measurement perspectives

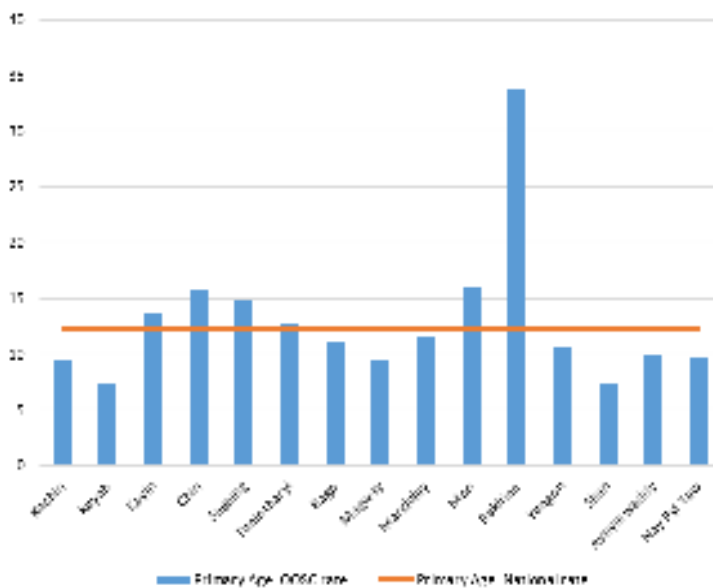
Figure 8 Snapshot of factors impacting the NESP's (2016–2021) effectiveness



9. Institutional arrangements are not yet proving effective in enhancing equity and inclusion

Despite the MoE's commitment to implement recommendations of the Rakhine Advisory Commission²⁸, equity and inclusion continue to be problematic. Against a national rate of 12.26 per cent for Out of School Children (OOSC) at primary level, the rates for Rakhine, Mon and Chin are 33.8 per cent, 15.95 per cent and 15 per cent respectively (Figure 9).

Figure 9 Primary age children out of school rate by state/region



Source: UNICEF 2017

Dropout rates in the primary sector before the final grade in certain locations; Kachin (49.0 per cent), Rakhine (38.3 per cent) and Ayeyarwaddy (32.8 per cent), are all significantly higher than the national rate of 10.6 per cent. The situation in lower secondary is also a concern with Kachin (64.2 per cent), Bago (62.78 per cent) and Kayin (45.5 per cent), all significantly higher than the national rate of 15.8 per cent.

²⁸ Minutes of the 9th ETVCSG Meeting

Similarly, as is evident from the matriculation results for 2016–2017, student performance is weakest in areas where conflict, poverty and lower levels of economic development persist; Rakhine (17.16 per cent pass rate); Chin (19.14 per cent); Ayeyarwady (27.46 per cent); and Kayin (29.47 per cent).²⁹

10. The finance structure is disproportionate and creates a misalignment between functions and goals

An analysis of the MoE budget reveals three important aspects of the financing of the NESP.

- Two departments; the Department of Basic Education (DBE) 77% and the Department of Higher education (DHE) 17% together account for 94% of the total education budget (FY 2017–2018).
- Current expenditure forms 83% of all education expenditures, with DBE and DHE accounting for 95% of all current expenditure
- Pay, allowances, and expenses of goods and services together constitute more than 90% of the current expenditure.

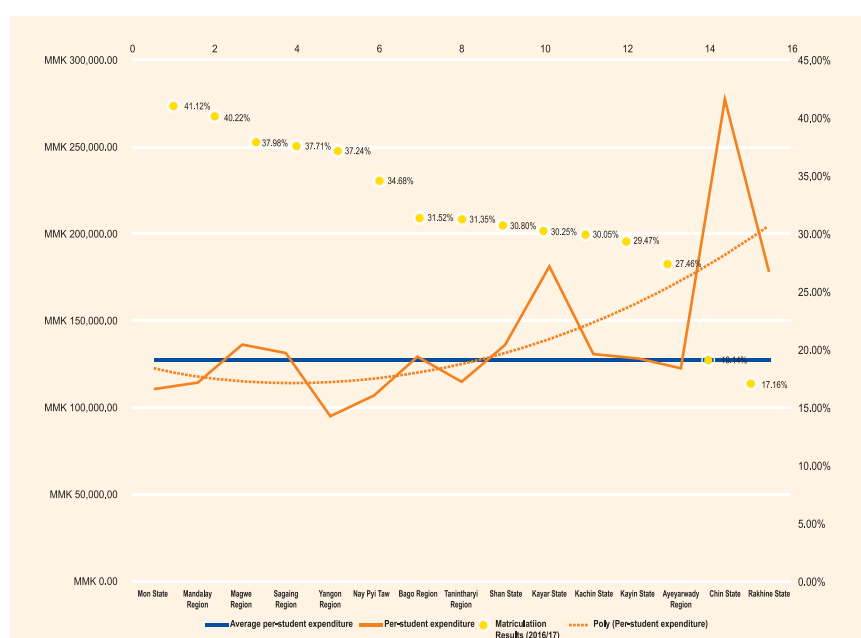
Together these translate into:

- little funding available for other sectors such as TVET
- high levels of committed expenditures leaving a highly restrictive financial space for capital expenditure
- low financing for the maintenance of education infrastructure.

11. The budget allocation per student is attempting to address inequities

In the period since 2014-15 the education budget increased by 63 per cent.³⁰ The three regions receiving the highest per student budgets are Rakhine State, Chin State and Kayar State – all situated in conflict areas. However, two out of three of the conflict-affected regions also have the lowest matriculation results in the country. The weak correlation between higher expenditure and lower matriculation results is likely due to disruption in education, difficulty in renewing staff, and most inexperienced teachers being posted to remote areas³¹, and using Myanmar as a medium of instruction instead of local, ethnic languages. While recognising that these are still early years of NESP implementation and that a more informed assessment of the link between its outputs and learning outcomes will be possible in subsequent years, this evidence is being highlighted to raise a red flag for MoE.

Figure 10 Countries and states / regions per student expenditures (2017–2018) and matriculation results (2016–2017) ordered by decreasing results in matriculation



²⁹ Myanmar 2018 Education Budget Brief, Ministry of Planning and Finance and UNICEF

³⁰ Author's calculation based on data in the Myanmar 2018 Education Budget Brief, Ministry of Planning and Finance and UNICEF

³¹ Ministry of Education (2015). School Survey. Nay Pyi Taw. Ministry of Education and the World Bank

12. Functional assignment for the NESP has overlaps and missing elements

The institutional arrangements for coordinating implementation of the NESP are unclear. Key institutions such as the NESP Secretariat, NESP Coordination Committee, Program Management Teams and Teacher Education Council have not been established and the position of Permanent Secretary has been vacant for more than one year. Some institutions, such as the Parent Teacher Associations, are in the early stages of development with some areas of responsibilities overlapping e.g. monitoring and evaluation, which is fragmented across three departments (DERPT, DM&E Education, and DM&E Research). Similarly, TVET, and ECCD implementation is fragmented, with the former spread across 14 other Ministries, and based on fragile inter-governmental coordination mechanisms. Other responsibilities seem redundant, e.g. the office of the District Education Officer which has an unclear mandate, and the DAE, whose functioning, role, and contribution is misdirected toward delivery rather than on regulation and enabling non-state providers of Alternative Education.

13. Pathways for career progression professional development are restrictive for teaching staff

Teachers are the single largest category of civil servants in Myanmar, constituting more than one-third of the total workforce employed by the Union Government, accounting for nearly half the union budget's wage bill and a third of the Union government's pension bill.³² Teachers are treated as public servants and their pay and compensation, career pathways, promotions, and professional development options are limited and tied to the overall public servants' structure. This leads to difficulties in deployment and retention of teaching staff in rural and conflict-affected areas. Head Teachers and Rectors are chosen from among the teachers / professors' pool and do not receive special training on education leadership, school management, or corporate governance for Higher Education Institutions and, thus are not armed with requisite skills and tools to perform optimally in leading their schools or institutions.

³² Myanmar Pay, Compensation and Human Resource Management Review, Ministry of Planning and Finance and World Bank, 2017

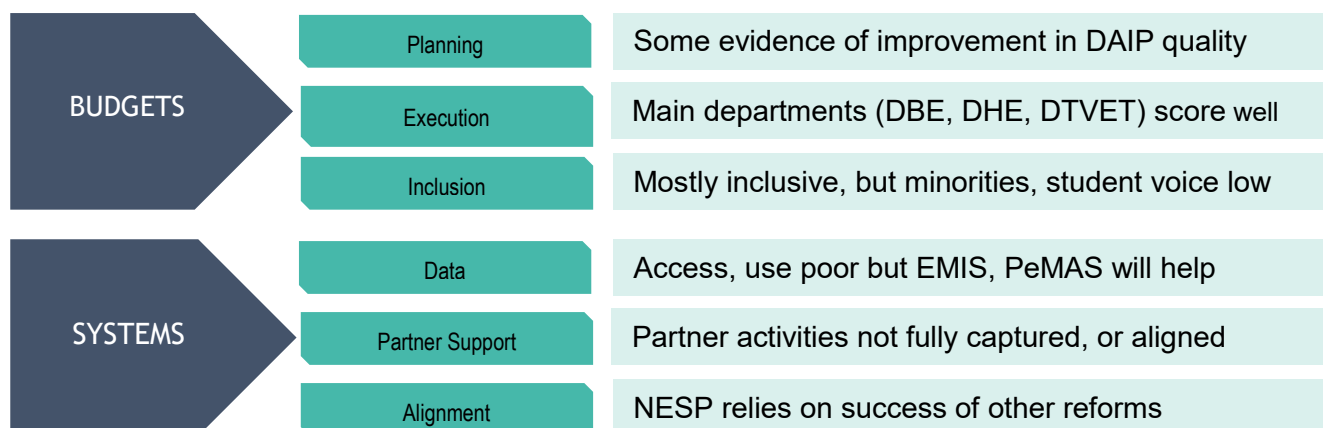
Efficiency



2.3 Findings (efficiency)

A budgetary and systemic lens is used for reviewing efficiency (Figure 11.)

Figure 11 Snapshot of factors impacting the NESP's (2016–2021) efficiency



14. Some improvements in efficiency in planning and delivery mechanisms are becoming evident

While the NESP was approved in 2016, actual implementation began in March 2017. The planning and delivery mechanisms are therefore still at the early stage, although the major structures are in place and implementation is underway and progress reported through Annual Performance Reviews. Improvements in the quality of Departmental Annual Implementation Plans (DAIPs) and a better understanding of departments of the planning process is evidenced by work planned under 83 of the 99 components of the NESP in DAIPs of 2018–2019 and 2019–2020, as opposed to 63 of the 99 components in the DAIP for 2017–2018. The 11 implementing departments in MoE are demonstrating progress in terms of linking budgets and outputs through these plans. The Annual Budget and Outputs Performance Assessment Report for 2017–2018 which measures effectiveness of budget execution shows that at least one department met the target for Budget Savings, although advocating savings in budget execution is not recommended unless these savings relate to efficiencies in cost-effectiveness of expenditures and savings are readily transferred to other areas requiring more budget. Two meet the target for Outputs Achieved, three met the Quality of Outputs Evidence target, and four met the Budget Expenditure targets. The Department for Basic Education, which consumes nearly 80 per cent of the total education budget, was one of the four departments in the sector to achieve the budget execution target.

15. MoE is not able to fully capture, align and maximise support from development partners

Partnerships form a vital part in the NESP machinery. Whether it is from the perspective of financial support, which helps close financing gaps, or technical assistance that bridges capacity gaps, development partners are important stakeholders in NESP implementation. The main institutional arrangements for government-partner coordination, dialogue and exchange of information and perspectives are the Education and Technical Vocational Sector Coordination Group (ETVSCG) and the Sub- Sector Working Groups (SSWGs). Perceptions of the utility of the SSWGs among the member organisations was mixed, with questions raised whether this forum was the most relevant, and most efficient way of engagement. Very few respondents during the key informant interviews referred to the working, decisions and dialogue in the SSWGs. This indicates little cascading of SSWG discussions within the MoE and may explain SSWG's members' call for a review of the SSWG's functionality.³³ Reasons for this may include the composition of the forum, which is heavily dominated by development partners, or may be due to communication and engagement barriers. It was suggested these discussions are jargonistic and discourage government counterparts, both those participating in the SSWGs and those translating the discussions from interacting more meaningfully.

³³ Minutes of recent SSWG

The Overseas Development Assistance (ODA) financing for the education sector is reported at 1 per cent of the total expenditure.³⁴ This seems quite low, given the substantial financial and technical assistance from large organisations such as the European Union, World Bank, DFAT, and UNICEF. The gaps in the reported data may be a function of the self-reporting of ODA commitments on the Mohinga platform. The MoE itself does not appear to be fully aware of the full extent of development partner support, with most MoE departments referring to only a handful of projects and interventions. However, MIMU's 3W (Who What Where) Database shows a very large number of projects being implemented by well over 200 INGOs, bilateral agencies, foundations, charities.³⁵ Alignment with the MoE priorities and resourcing as well as its annual planning process, including the DAIP's and school plans would better capture these investments

16. Success is dependent on other institutional reforms

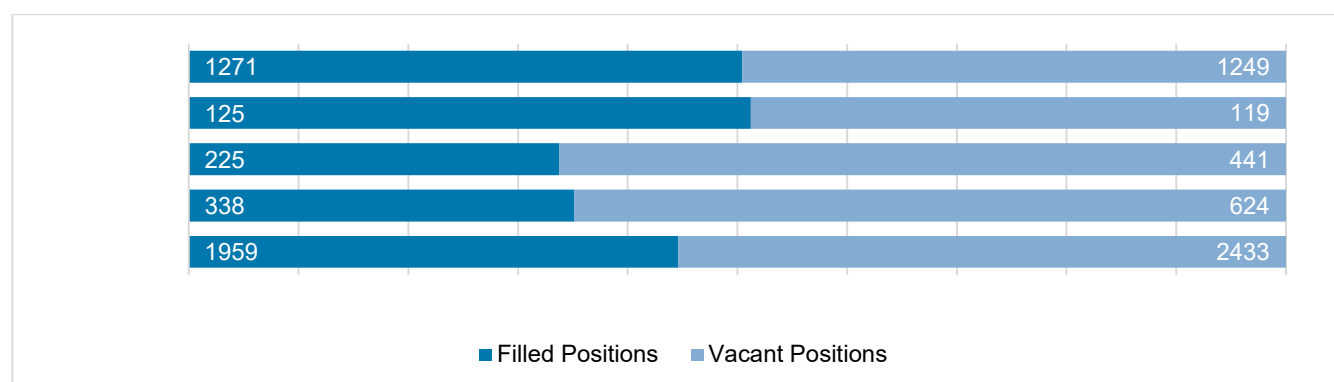
A major challenge in improving the efficiency and effectiveness of implementation of the reforms under the NESP, is the inter dependency on reform processes outside of its jurisdiction and hence over which it has little control. Issues such as decentralisation, civil service reforms, accountability frameworks, improvement in public financial management are all in the domain of other ministries. Assessment of progress achieved on NESP implementation thus needs to be cognisant of this context. MoE's drive for decentralised governance, improving financial management, and its willingness to experiment with new solutions, demonstrate its commitment to reform in the broader policy implementation environment.

17. Human resource management has improved but needs to be further strengthened

As the largest employer in the country, the MoE needs an effective human resource management system. While MoE's efforts at meeting its human resource management challenges including the use of temporary appointments to meet teacher shortage are commendable, two issues stand out.

- The ratio of sanctioned positions to be filled declines at lower levels of government, which has negative implications for education delivery, particularly for Basic Education (Figure 12).
- There is an imbalance between full time employed staff and Daily Wage Teachers, with large number of the latter leading to inefficient use of budgets for staffing purposes.

Figure 12 Percentage of vacancies by administration level



Source: Multilevel Capacity Gap Assessment, Ministry of Education, UNICEF 2016

18. Teacher promotion, deployment, and salary incentives are inefficient

Hiring, training and deployment of teachers remains a challenge. There are three major factors in this area noted:

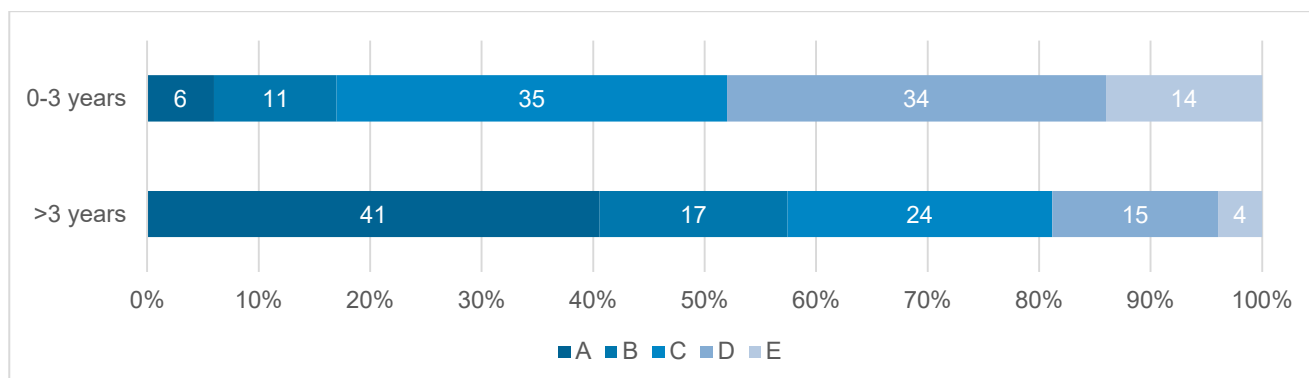
- The least experienced teachers staff remote areas (Figure 13).
- Despite pay increases, the salary of teachers is barely above the minimum wage rate of MMK 4,800 per day e.g. Primary Assistant Teachers receive MMK 180,000 per month. The salary of a Rector is approximately MMK 450,000.

³⁴ Ministry of Planning and Finance. *Myanmar Education Budget Brief 2018*. Nay Pyi Taw. Ministry of Planning and Finance and UNICEF.

³⁵ Myanmar Information Management Unit (2019). Available at <https://themimu.info/3w-dashboard>. (Accessed 20 July 2019).

- Promotion for teachers is linked to their ability to transfer to another school, where they can apply for elevation to a higher level (e.g. from primary school to middle school). For university lecturers, promotion is seniority based and not linked to publication of research undertaken by lecturers.

Figure 13 Primary teachers' level of experience (%) by school



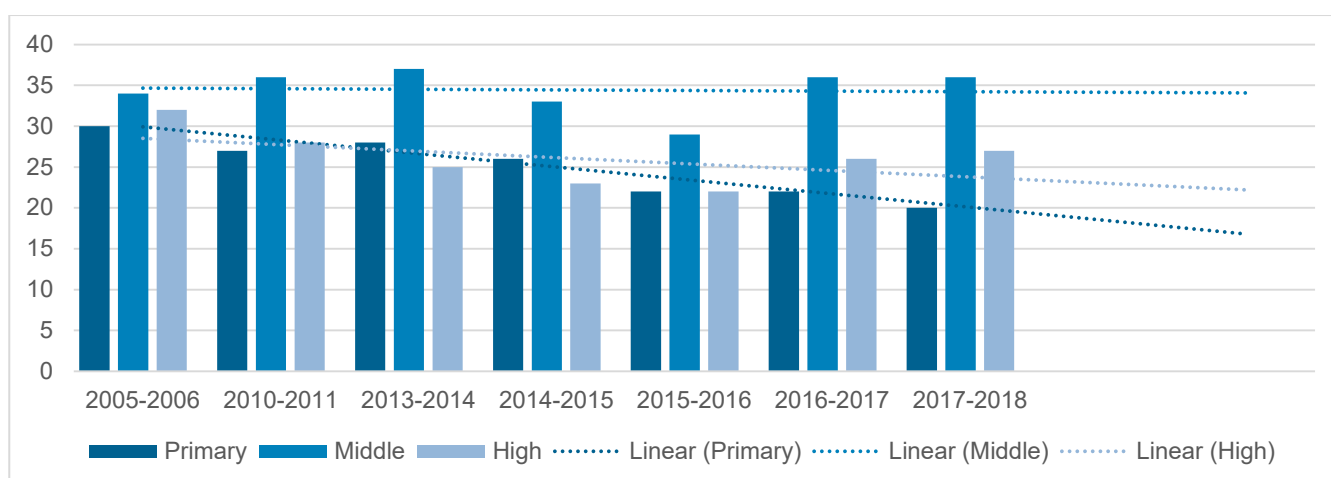
Source: World Bank and Ministry of Education Myanmar school survey, 2015

Note: Categories A and B are urban, while C, D and E are rural (in increasing order of remoteness)

These disincentives could possibly be one of the explanations for the reported 240,000 teacher vacancies of teachers in Myanmar. Another could be the cost of salaries, estimated at roughly MMK 564 billion per year if all the current 240,000 positions were filled at the current salary of MMK 198,000 per month.

The continuing high pupil: teacher ratio in middle schools (Figure 14) will require addressing at some stage. This will have further implications for the future recruitment and deployment of teachers.

Figure 14 Students per teacher



Source: Ministry of Education and Central Statistics Organisation

2.4 Overall NESP recommendations 2019–2021

1. To ensure the highest level of accountability the MTR recommends that:

- An annual report on the education sector, presented by the Minister for Education, in a joint session of the two houses in 2021. This first report would enable the Minister to share the overall progress on NESP at the end of its current phase.
- Bi-annual briefings with Parliamentary Committees on Education. This can start with immediate effect and can include written briefs, supplemented by special retreats, and regular meetings.
- To improve administrative and financial accountability within the MoE:

- Conduct a functional and institutional review within the timeframe of the current NESP implementation phase. To assist MoE align internal assignment of roles, responsibilities and finances, before determining the path to better accountability lines.
2. Run policy experiments in relation to budgeting criteria, processes and incentivising performance
- Review of budgeting criteria. Use revised budget allocation criterion in select regions and townships and measure results in relation to OOSC, improving the quality of education and student learning outcomes.
 - Reduce inequity in budget allocations within MoE. Ninety-four per cent (94%) of the MoE budget goes to DBE and DHE. It thus becomes completely unrealistic to expect the rest of the entire MoE to deliver on NESP and deliver on the commitments and targets in the DAIP. Following from the proposed functional assignment and institutional review proposed, opportunities could arise for more equitable sub-sector funding.
 - Incentivise delivery of education services through a mix of conditional grants and Challenge Funds. Provide budgetary top ups to schools who comply with specific performance conditions or meet defined and agreed targets related to quality, access and equity and inclusive management through PTAs.

2.5 Gender and social inclusion

19. Data shows gender parity in student enrolment at national level, except at the tertiary level

Gender data indicates that there is gender parity at all levels of the education system at a national level.³⁶ Enrolment rates have improved since the implementation of policy reforms, which have included free compulsory primary education, scholarships and support for children from disadvantaged communities. In 2017, an increase was recorded in the gross enrolment ratio for primary education to 109 per cent and 115 per cent for females and males respectively.³⁷ Similarly, enrolments for secondary education for both females and males have improved to 67 per cent and 61 per cent respectively.³⁸

UNESCO data indicates that there has been little improvement in the gross enrolment ratio at the tertiary level. The 2017 enrolment rates were recorded at 18 per cent for females and 12 per cent for males.³⁹ Data suggest that females are more likely to enrol in tertiary courses and at an earlier age than males.⁴⁰ Enrolment rates may vary by rural and urban populations.^{41,42} Although there is limited data on the courses undertaken by males and females, available data suggests that there are more females in courses such as teacher education and more males in engineering and forestry courses.⁴³ Despite the higher numbers of females in tertiary education, there is greater unemployment among women compared with men.^{44,45} Unfortunately, progress in women's education does not match post-education employment data that indicate lower labour force participation rates and higher unemployment for girls and women.

20. National student data hides inequities in subgroups

National data masks the disparities in education across regions, states, and population subgroups including disability, ethnicity, religion, and gender. Both girls and boys in rural areas are less likely to transition to secondary schools compared to urban children due to the lack of quality secondary

³⁶ UNESCO (nd). Myanmar Education and Literacy, UNESCO website: <http://uis.unesco.org/en/country/mm>

³⁷ Ibid. Increase is recorded compared to 2010 data (females 97 per cent and males 98 per cent)

³⁸ Increases in secondary education enrolments in 2017 from 2010 levels, which were 49 per cent for females and 47 per cent for males

³⁹ Enrolment rates in 2011 were 16 per cent for females and 12 per cent for males.

⁴⁰ Asian Development Bank, United Nations Development Programme, United Nations Population Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women. (2016) Gender Equality and Women's Rights in Myanmar: A Situation Analysis, https://www.undp.org/content/dam/unct/myanmar/docs/unct_mm_UNWomen_Report_Gender%20Situation%20Analysis.pdf

⁴¹ In 2009-10, there were disparities across urban and rural households with 29 per cent of urban females aged 16-19 years enrolled in higher education compared to 8 per cent rural females; there were 23 per cent urban males aged 16-19 years compared to 6 per cent rural males enrolled in higher education

⁴² Ibid.

⁴³ Ibid.

⁴⁴ The 2014 Myanmar Census indicates that 50.5 per cent of women participated in the labour force compared to 85.2 per cent of men

⁴⁵ Department of Population. (2014) The 2014 Myanmar Population and Housing Census:

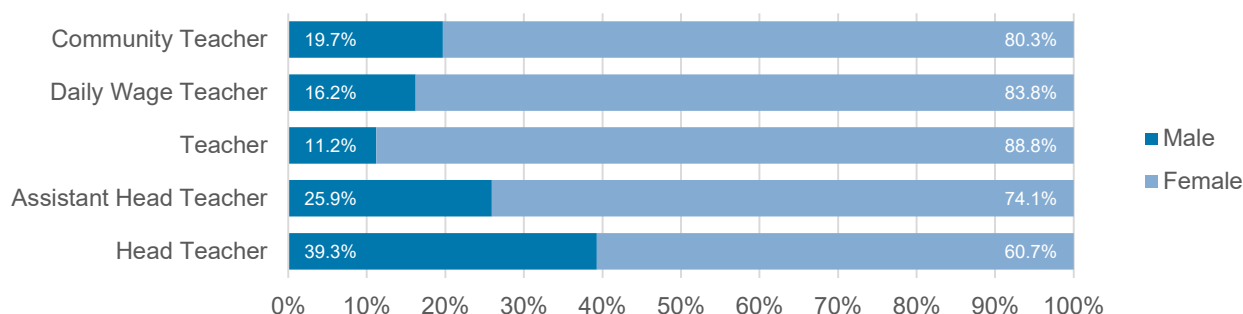
The Union Report, Census Report Volume 2, Nay Pyi Taw: Department of Population, Ministry of Immigration and Population.

schools and poorly staffed and resourced schools.⁴⁶ Similarly, boys and girls living in remote and conflict areas are unable to attend school due to the lack or closure of schools.⁴⁷ Children with disabilities' access to and participation in education is limited, with 67 per cent of children with disabilities not attending school with both boys and girls with disabilities experiencing similar challenges in accessing education.⁴⁸ However, in the 14 to 17 year old cohort, the proportion of girls with disabilities attending school was significantly lower (16 per cent) than that of boys (23 per cent).⁴⁹ Research indicates that children with disabilities have been denied enrolment in mainstream schools, due to common beliefs that they would not benefit from education, attitudes regarding disability, and the inaccessibility of school infrastructure.⁵⁰

21. Gender inequity in teaching staff and in senior management positions.

As indicated in a 2018 report⁵¹, females make up the majority of teaching staff (88.8 per cent), yet only 61 per cent of head teachers and 74.1 per cent of assistant head teachers are women. (See Figure 15). To increase the number of male teachers the MoE has raised salaries as an incentive strategy. The report notes that the majority of Assistant Township Education Officials (ATEOs) are male. It was suggested that this is because ATEOs are required to travel, visiting rural and remote areas⁵² and therefore these positions are regarded as being unsuitable for female staff. Data collected during this review suggests that the gender profile has not shifted significantly since 2015, with limited career path options for female teaching staff. Women in education leadership positions provide role models that might encourage female student retention, as well as influencing the emphasis placed on gender equality in policy and practice.⁵³ Although the teacher management and promotion system treat women and men equally, women are less likely to progress to senior management positions.⁵⁴

Figure 15 Breakdown of school positions by gender (2015)



Source: Ministry of Finance and Planning and World Bank (2018) Myanmar Pay, Compensation, and Human Resource Management Review <http://documents.worldbank.org/curated/en/167501522309579124/Myanmar-pay-compensation-and-human-resource-management-review-p111>

22. Limited awareness about inclusivity in education.

Awareness about inclusive education across the education system is limited. This has reduced the ability to promote an inclusive education system that addresses and responds to the diverse needs of all children and youth. An initiative for inclusive education was launched in 2004 as part of the Myanmar government's long-term Basic Education Development Plan (2001–2031), which

⁴⁶ UNICEF. (2016) Bottleneck Analysis: Gender Dynamics affecting Participation in Secondary School education in Myanmar and Implications for Social Cohesion, 15 November.

⁴⁷ Meeting #81, 20190627.

⁴⁸ UNICEF. (2016) Situation Analysis of Children with Disabilities in Myanmar 2016, Yangon: UNICEF, p35.

⁴⁹ Ibid, p35.

⁵⁰ Ibid, p34.

⁵¹ Ministry of Finance and Planning and World Bank (2018) Myanmar Pay, Compensation, and Human Resource Management Review <http://documents.worldbank.org/curated/en/167501522309579124/Myanmar-pay-compensation-and-human-resource-management-review>

⁵² Meeting#70, 20190621; Meeting#90, 20190701; Meeting#91, 20190701

⁵³ UNESCO. (2018) Global Education Monitoring Report Gender Review: Meeting our commitments to gender equality in education, France: UNESCO, p23.

⁵⁴ Myanmar Government. (nd). Teacher Education and Management Sub-Sector Report No. 5, p3.

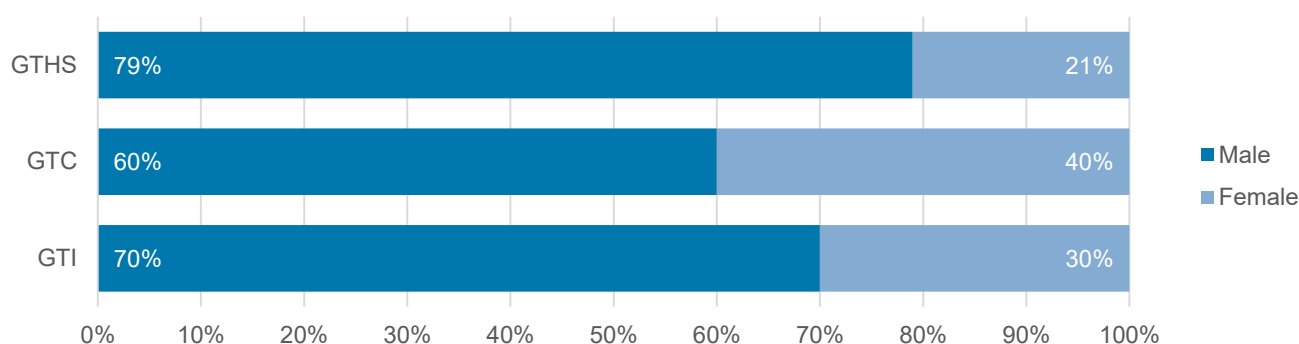
commits to the inclusion of children with disabilities and children from minority backgrounds in mainstream education.⁵⁵

Although the NESP includes inclusion in one of the nine Transformational Shifts, there is limited awareness about the broader concept⁵⁶ of inclusive education and the benefits of diversity in classrooms and schools. A whole school approach, involving school communities and all levels of the education system is required to increase awareness about the benefits of inclusive education. Inclusive school systems not only develop new ways of teaching that respond to individual needs which benefit all children, they are also able to change attitudes about diversity and form the basis for a just and non-discriminatory societies.⁵⁷ However, MTR data indicates that some teachers believe that the education of children with disabilities is a welfare and charity rather than an education issue and prefer special education schools.⁵⁸ to serve these children. There is limited understanding about other issues of inclusivity, including; Sexual Orientation and Gender Identity Expression (SOGIE) and lesbian, gay, bisexual, and transgender (LGBT) rights both in schools and communities⁵⁹, as well as linguistic challenges for children from different ethnic groups.⁶⁰

23. TVET does not promote inclusion and equity.

There is an over representation of males in student enrolments in government TVET colleges.⁶¹ (See Figure 16)

Figure 16 Male and female participation in TVET 2017–2018



Source: TVET Myanmar Government (2017). Technical and Vocational Education and Training, <http://www.tvetmyanmar.gov.mm/en>

There are currently limited modules that attract or encourage girls to undertake TVET courses. Sociocultural norms depict the primary role of women as mothers; this influences the types of training opportunities that are available to women, which are in areas traditionally considered the roles of women such as sewing and laundry.⁶² There are vocational training schools for domestic science offered to women by the Ministry of Border Affairs. Gender inequality and gender stereotypes are challenges for achieving gender parity in the TVET sector primarily due to the courses offered to girls and boys, which correspond with traditional gender roles, such as in service or care sectors for girls.⁶³ Sociocultural attitudes perpetuate the stereotypes in workplace environments that discriminate against women wanting to undertake employment in non-traditional work sectors or decision-making roles considered suitable for men only. Supporting and encouraging fair and equal opportunities for both girls and boys to participate and succeed in TVET

⁵⁵ Myanmar Government. Access, Quality and Inclusion Sub-Sector Report No. 3, p6.

⁵⁶ UNESCO's Policy Guidelines on Inclusion in Education (2009)

⁵⁷ UNESCO. (2009) Policy Guidelines on Inclusion in Education, France: UNESCO.

⁵⁸ Meeting#35, 20190606.

⁵⁹ Meeting#28, 20190605

⁶⁰ Meeting#68, 20190620.

⁶¹ Win, K. Z. (2018) Gender Equality in Accessing Technical Vocational Education and Training (TVET) in Myanmar, [https://www.pic.org.kh/images/2019Research/20190128%20Gender%20Equality%20in%20Accessing%20Technical%20Vocational%20Education%20and%20Training%20\(TVET\)%20in%20Myanmar.Khaing%20Zin%20Win.pdf](https://www.pic.org.kh/images/2019Research/20190128%20Gender%20Equality%20in%20Accessing%20Technical%20Vocational%20Education%20and%20Training%20(TVET)%20in%20Myanmar.Khaing%20Zin%20Win.pdf)

⁶² Asian Development Bank, United Nations Development Programme, United Nations Population Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women. (2016) Gender Equality and Women's Rights in Myanmar: A Situation Analysis, https://www.undp.org/content/dam/undc/myanmar/docs/undc_mm_UNWomen_Report_Gender%20Situation%20Analysis.pdf

⁶³ UNESCO. (2003) UNESCO's Gender Mainstreaming Implementation Framework (GMIF) for 2002–2007, <http://unesdoc.unesco.org/images/0013/001318/131854e.pdf>

courses could translate into more girls and women pursuing skill development opportunities. In addition, the development of training programs that meet labour market demands in both current and new employment avenues could increase skill development opportunities for women.⁶⁴

24. Limited capacity to implement inclusive practices at the school level.

Data available to the MTR suggests that in-service teachers do not have the capacity to implement inclusive education in classrooms. Myanmar has 21 teacher training colleges that provide diploma degrees in teaching, as well as three universities that provide undergraduate and postgraduate degrees in teaching. Currently, the teacher training colleges provide pre-service and in-service teacher training; however, this does not include courses or modules related to inclusive education and current courses do not mainstream inclusive education across the training provided.⁶⁵ While the MoE is eager to implement inclusive education, there are limited resources dedicated to do this effectively. The MoE has initiated education policy workshops with UNESCO that includes capacity building for teachers in inclusive education, with a specific focus on children with disabilities.⁶⁶ Currently most teachers and school principals are unfamiliar with broader inclusion concepts. Initiatives are underway to mainstream inclusive education as part of the ongoing pre-service teacher education reform and which, may include courses related to inclusive education as an approach to teaching all students regardless of their background or ability. MTR data suggests that the new curriculum and its accompanying pedagogy are student centred, which supports teachers to identify individual learning styles and ability levels and to adapt teaching strategies to accommodate students' diverse needs.⁶⁷

25. Limited quality data to understand and address equity and inclusion issues.

The NESP recognises monitoring and evaluation as a critical issue that will support tracking, reporting, analysis, and decision-making.⁶⁸ Interviews conducted for the MTR suggest that there is limited data to understand and address the diverse educational needs of children.⁶⁹ Sex disaggregated data is necessary to assess the situation of girls' and boys' access and participation in education and to develop appropriate evidence-based responses and policies. Data that allows for an analysis of interconnected inequalities, such as ethnicity, religion, disability, geographical location, and economic status is essential to understand the diversity of students and to improve data quality. Currently, the NESP programs under Basic Education and Basic Education curriculum do not disaggregate data based on factors of disadvantage.⁷⁰ MTR data suggests that data collection processes are fragmented and do not cover all regional levels; schools have not received Education Management Information System (EMIS) training and are therefore unable to analyse and utilise the data for better decision making.⁷¹ Quality data is crucial for the development and delivery of relevant and targeted programs and policies for specific groups, as well as mainstreaming GESI across the education system.⁷²

26. Gender and social inclusion is not mainstreamed across NESP.

MTR data indicates that GESI is not integrated across all nine Transformational Shifts of the NESP, which limits its contribution to improving and strengthening education opportunities for all girls and boys.⁷³ While inclusion is a focus of one transformational shift in the NESP, the plan does not adequately mainstream GESI across all main sub-sectors. This has implications in how the education system responds to the diverse needs of girls and boys. There is a lack of policies related to gender equality, disability inclusion, and other marginalised groups, which guarantee

⁶⁴ Asian Development Bank, United Nations Development Programme, United Nations Population Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women. (2016) Gender Equality and Women's Rights in Myanmar: A Situation Analysis, https://www.undp.org/content/dam/undp/myanmar/docs/undp_mm_UNWomen_Report_Gender%20Situation%20Analysis.pdf

⁶⁵ Myanmar Education Consortium. (2015) Analysis of Disability Inclusive Education in Myanmar, <https://mecmigration.files.wordpress.com/2016/05/mec-inclusive-education-analysis-report-july-20151.pdf>

⁶⁶ Meeting#152, 20190716

⁶⁷ Meeting#89, 20190701; meeting#71, 20190621; meeting#56, 20190617.

⁶⁸ Ministry of Education. (2019) Myanmar National Strategies for Development of Education Statistics (NSDES) 2019–2023, p3

⁶⁹ Meeting#, U Ag Htun Khine, 20190625; Meeting #80, 20190627

⁷⁰ UNESCO. (nd) Myanmar National Education Strategic Plan and Sustainable Development Goal 4: A Policy Gap Analysis, p24

⁷¹ Meeting#79, 20190627; meeting#102, 20190702.

⁷² Leach, F. (2003) Practising Gender Analysis in Education, Oxford: Oxfam GB

⁷³ Meeting#24, 20190604; Meeting#28, 20190605

equitable access, quality education and achievement to support NESP's Transformational Shifts related to inclusive education.⁷⁴ A clear definition of inclusion and disaggregated data about vulnerable groups are required to guide the development of strategies to improve students' access to and active participation in quality education in Myanmar.

27. Children with disabilities continue to be excluded from education

A widely cited statistic estimates that 4.6 per cent of the Myanmar population live with some form of disability and more than a quarter of these people, or over 1 per cent of the total population, have multiple disabilities.⁷⁵ While the National Education Law precludes schools from refusing access to any child, there is limited provision in mainstream schools for students with disabilities. Though Myanmar is a signatory to the SDGs, the UN Resolution on the Rights of the Child and the Rights of People with Disabilities, there is limited information available about children with disabilities in Basic Education.⁷⁶ Anecdotal evidence suggests that children with disabilities are not represented in schools to the proportion represented in the general population.⁷⁷ This suggests that families of children with disabilities may not attempt to access education or may experience barriers to enrolment.^{78,79}

Some progress in improving participation for children with disabilities is evident in the Union Minister's announcement that new schools are designed to be accessible for children with disabilities that 6,656 disabled students have received educational stipends and there has been awareness raising activities about Education for Children with Disabilities conducted in seven states. The Science, Technology, Engineering and Mathematics (STEM) project will incorporate inclusive education in the new four-year preservice teacher training. However, the system cannot afford to wait four years for schools to begin meeting the needs of children with disabilities. The MTR team recommends that in-service provision of teachers to incorporate inclusive pedagogical practice in the teaching of STEM is urgently needed.

2.6 GESI recommendations 2019–2021

3. GESI awareness be increased and supported by:

- A series of GESI orientation workshops delivered in schools (teachers, school principals) to provide an overview of GESI with regard to education and to develop strategies to identify and address GESI challenges at the school level. Coaching and mentoring activities that provide targeted guidance on GESI challenges specific to schools, regions, and states would strengthen current practice.
 - MoE conduct educational campaigns in communities that highlight importance of all children receiving an education regardless of their background or ability and provide awareness about inclusive education as an approach that contributes to improved educational outcomes for all students.
4. Develop courses and modules on inclusive education that can be included in pre-service and in-service teacher training to assist teachers in developing necessary skills and knowledge to meet the diverse learning needs of students and increase teacher confidence and competency to work in inclusive classrooms.

⁷⁴ UNESCO. (nd) Myanmar National Education Strategic Plan and Sustainable Development Goal 4: A Policy Gap Analysis, p24

⁷⁵ 2014 Census

⁷⁶ UNICEF Myanmar. (2016) Situational Analysis of Children with Disabilities in Myanmar 2016, Yangon: UNICEF Myanmar.

⁷⁷ UN Statistics. (2017) Disability Statistics in Myanmar, <https://unstats.un.org/unsd/statcom/48th-session/side-events/documents/20170309-2L-Khaing-Khaing-Soe.pdf>

⁷⁸ In 2013, research conducted by Japanese International Cooperation Agency (JICA) indicated that only 37.1 per cent of disabled children had access to education.

⁷⁹ Data Collection Survey on Education Sector in Myanmar (JICA), February 2013

Transformational Shifts and Sub-Sectors Findings Preschool and Kindergarten



Section 3 Transformational Shifts and Sub-Sectors Findings

3.1 Preschool and kindergarten

28. More strategic planning, monitoring and management of preschools is required

In terms of national relevance, this transformational shift clearly aligns and supports the implementation of the Myanmar Policy for Early Childhood Care and Development (ECCD), the Early Child Development Law 4/2014 and Sustainable Development Goal (SDG) 4.2. According to the ECCD Law (2014), responsibility for preschools lies with the Central ECCD Supervisory Committee, chaired by the Minister of MSWRR. However, the pre-primary classes defined in the law are not included in the Committee's oversight responsibilities. It can be interpreted that the oversight responsibility for school-based preschools lies with the MoE, but not the responsibility for other pre-schools including private ones. The ECCD Policy articulates the collaboration needed between the Department of Social Welfare (DSW) in the Ministry of Social Welfare, Relief and Resettlement (MSWRR) and the MoE in order to plan, implement, monitor and evaluate preschool provision.

Research on preschool and early childhood interventions showed that low enrolment, high dropout and low completion can be attributed to a lack of quality preschool services.⁸⁰ The national ECCD Policy claims that addressing quality and access to preschool will positively influence the dropout challenges observed in Basic Education.⁸¹ For students to attain improved learning outcomes throughout their education, good foundation skills in literacy and numeracy and success in early learning experiences are required. Under NESP, these foundational skills are to be delivered through quality preschool and kindergarten education provision across the country. However, there is no oversight of preschool at the MoE nor a specific SSWG to monitor the implementation of the NESP preschool strategies; the MoE DBE reports on the progress on NESP strategies relating to kindergarten⁸², but there is virtually no reporting on preschool activities.

The MTR team endorse the notion for better coordination between the parties responsible for the provision of this sector, to help facilitate increased access and improved quality of learning in preschool education.⁸³ The establishment of the National ECCD Committee in 2017⁸⁴ provides an appropriate forum to bring key stakeholders together. The recent restructure of the system has clearly placed the Kindergarten year as the entry year of Basic Education under the MoE; however, it remains unclear where the responsibility and oversight for preschool provision lies. Identifying where the locus of responsibility for preschool lies needs to be addressed, as a priority.

29. Number of students enrolled in kindergarten has declined

The MoE provision of preschool places has declined despite the national intention to 'greatly expand' preschool services. While there was an increase in the number of preschools attached to MoE Basic Education Schools from 2015–2016 to 2016–2017, peaking at 5,457 preschools, the number has since fallen to 3,570. This is 7.7 per cent of the total number of Basic Education Schools (47,005) having a preschool. The MoE is the largest provider of preschool education (Table 3); however, if the decline of preschools attached to Basic Education schools continues, the total number of preschools in 2021 will be fewer than in 2016.

Student enrolment in Basic Education schools (Table 2) under MoE in both preschool and kindergarten years has decreased since 2016-17.

Table 2 Preschool and kindergarten student enrolment in basic education schools, 2016–17 to 2018–19

Sector	2016-17	2018-19	Difference
Preschool	129,589	88,479	-41,110
Kindergarten	964,896	892,280	-72,616

⁸⁰ HKU Early Childhood Development and Education Research Team (2017) Myanmar East Asia-Pacific Early Child Development Scales. <https://arnec.net/ecd-scales-detail?id=21>

⁸¹ ECCD Policy (2014), p1 and NESP, p57

⁸² SSWG presentation 11th ETVSCG presentation 20190513

⁸³ CESR Report Part 2 2012

⁸⁴ According to data provided in templates from MoE DBE July 2019 (via Khin Kyu, MTR Co-Team Leader)

Some informants – teachers, principals and education officers – claimed that the decrease in preschool enrolments is attributable to the implementation of kindergarten education and the use of MoE based preschool facilities to accommodate the new kindergarten curriculum. Other anecdotal evidence on Kindergarten enrolments suggests that previous student data was not accurate and included considerable overaged students and many who repeated, therefore the actual enrolment data is only now becoming more accurate. Another factor relates to the cost of the preschools. The preschools attached to MoE's basic education schools are run with community contributions, not with MoE funds. Thus, where communities are not able to contribute funds, it follows that no preschool options will be available in basic education schools, unless provided by NGO's or other private providers, in partnership with the school for the community. Herein lies a further equity challenge for the implementation of the ECCD Law. A well-informed reason for the decline in preschool enrolments is needed along with investigation of kindergarten enrolment. If the strategic intent to increase access to kindergarten education is to be achieved, the reasons for the decline in both preschool and kindergarten enrolment needs to be explored.

30. National ECCD committee established however its effectiveness is uncertain yet

The NESP states the need for strengthened coordination and governance of preschool services by the establishment of ECCD Committees at district and township levels. A National ECCD Committee was established in May 2017, chaired by the Minister of the Ministry of Social Welfare, Relief and Resettlement, to support the organisation of the ECCD system.⁸⁵ The committee includes representation from a number of ministries as well as non-government bodies including the MoE, Ministry of Health and community-based organisations.⁸⁶ While the formation of the National ECCD Committee is a positive development, strategies are needed to ensure that every district and township has a functioning ECCD Committee to oversee the local provision of preschool services.

There was insufficient data to confirm whether the intermediate target: *40 township ECCD committees are strengthened through training, management guidelines and relative support* has been met, as it is not clear which institution is responsible for the monitoring and evaluation of ECCD Committee activity. School-level ECCD Committees (also known as preschool management committees), comprising school principal, preschool teachers, parents and elected community leaders, have a key role to play in the success of preschool provision, through the recruitment and supervision of teachers, payment of teacher salaries, collecting of funds for additional teaching materials and local preschool awareness raising. Effective ECCD Committees have a clear understanding of their role and have strong leadership; the challenges for less effective ECCD Committees in Myanmar include lack of opportunities for capacity development and limited access to funding. The MoE has recognised the need to provide advocacy and technical support for national ECCD Committees⁸⁷ but it is not clear how this support is to be provided, particularly as there is no specific MoE department overseeing pre-school education. An assessment of the effectiveness of ECCD Committees to determine the extent to which they are contributing to strengthening the coordination of preschool services would be useful.

31. DSW has limited outreach in rural and remote areas to support comprehensive pre-school services.

According to the ECCD Policy (2014), the DSW is the focal department for the development of 0 to 8-year-olds. The structure of the DSW means that it has limited outreach in rural and remote areas and therefore it is unable to support comprehensive provision of preschool services for 3 to 4-year-old children in these locations. DBE remains the largest provider of preschool education with 56 per cent of preschool aged students enrolled in its schools. Less than 30 per cent of 330 townships (98 of 330) across the country have preschools provided by the DSW. As the DSW has limited resources and outreach to support the expansion of preschool services, collaboration between all providers is essential in order to achieve expansion.

⁸⁵ according to MoE DBE template July 2019

⁸⁶ ECCD Policy (2014) p.142

⁸⁷ Department Annual Implementation Plan for DBE for 2018–2020

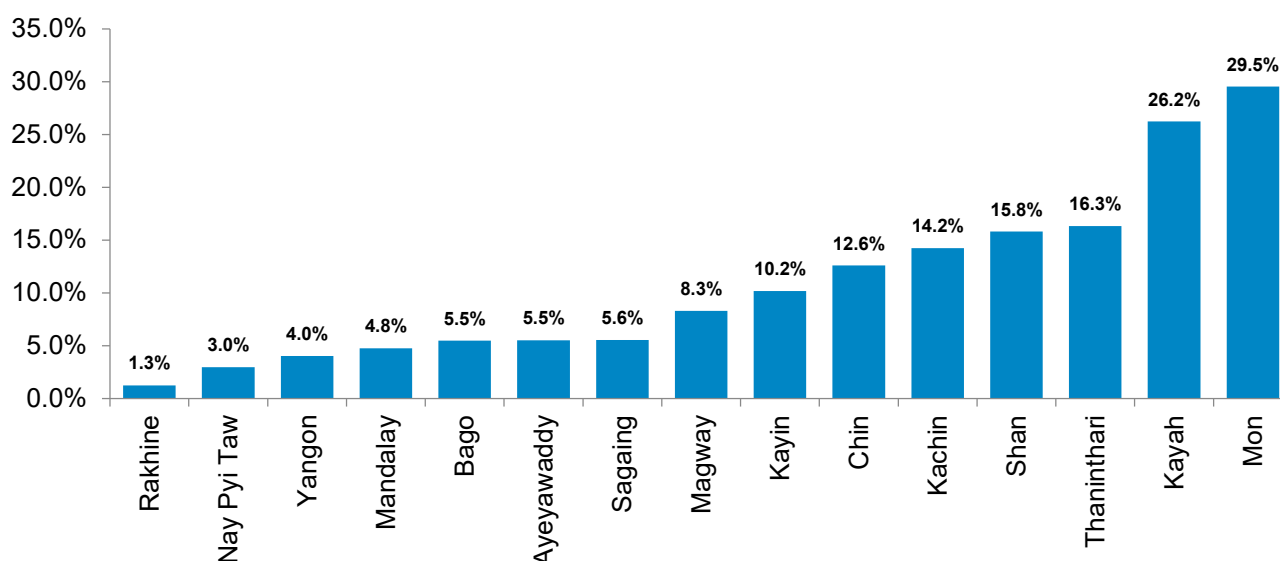
Table 3 Number of children enrolled in preschools by type of organisation in 2019

Organisation	2018–19	Percentage of total
MoE	88,479	56%
International non-government organisation	52,895	33%
DSW	17,699	11%
Total	159,703	

Source: DBE, DSW, Myanmar ECCD network Group

Table 3 above, shows that a total of 159,073 children were officially enrolled in preschools across the country in 2018–2019; 88,479 (56 per cent) of these children were enrolled in MoE preschools, 52,895 children (33.3 per cent) were enrolled in the 2,367 preschools run by international non-government organisations and 17,699 children (11.1 per cent) were enrolled in DSW preschools.

Table 4 Percentage of preschools attached to basic education schools in state / region (under the MoE)



Source: DBE 2019

The percentage of preschools in Basic Education schools varies in each state across Myanmar, with the largest percentages in Mon and Kayah states (see Table 4) and the smallest percentage in Rakhine state. There are more private and DSW preschools in regions compared to the states. Demographic changes in Myanmar appear to be creating a greater demand for preschool provision as parents are working longer hours and there are more working women in the population.⁸⁸ However, the number of preschools attached to MoE Basic Education Schools has fallen, suggesting that the supply of preschool places in those schools has been reduced, thus not meeting the potential demand.

The intermediate target 'Early Childhood Intervention (ECI) service established in 5 townships in three state and division' has been subsumed in the primary goals of the MSWRR's National Strategic Plan for Early Childhood Intervention 2017–2021: 'by 2021, all 21 states, regions and self-administered areas will have begun some ECI services'.⁸⁹

32. The introduction of kindergarten has been generally well received.

As part of the overall schooling structure to address the SDGs, a major initiative in the 2016–2017 academic year was the introduction of a year of kindergarten to provide early childhood education

⁸⁸ Ang, L. and Wong, L. (2015) 'Conceptualising early childhood care and development in fragile states: Understanding children and childhood in Myanmar' *Global Studies of Childhood*, Vol. 5(4) 367–380

⁸⁹ Strategic Plan for Early Childhood Intervention 2017–2021 p.51

<https://reliefweb.int/sites/reliefweb.int/files/resources/National%20Strategic%20Plan%20-%20English%20version.pdf>

foundations in preparation of more formal schooling from grade 1. An integral part of this initiative was the development and implementation of a new curriculum for kindergarten covering six learning areas. A 2017 review of the effectiveness of the implementation of the new kindergarten curriculum found that overall it had been well received, confirmed in the team's field visits, overcoming parents' initial doubts that children could learn through playing and active participation.⁹⁰ The overall impact of the new kindergarten curriculum; however, for example, in terms of preparing children for primary grades, has yet to be evaluated. While most kindergarten teachers have undergone training, some challenges regarding implementation remain.⁹¹ These challenges include teacher shortages resulting in large class sizes with reported student teacher ratios of over 50:1 in some locations. Several kindergarten teachers reported a shortage of teaching aids to support the delivery of the curriculum despite 70,000 Kindergarten kits being distributed to Basic Education schools in 2017–2018. Kindergarten teachers need to be supported in developing and sharing their own locally sourced, low cost teaching materials and training on how to make teaching aids from local products and waste.

3.2 Preschool and kindergarten recommendations 2019–2021

5. Functioning ECCD committee is established in every district to oversee the local provision of preschool services.
6. The MoE raise the quality of kindergarten teaching by teaching and learning by i) extending teacher mentoring programs to kindergarten teachers and ii) preparing new kindergarten teaching and learning materials to support early learning outcomes, including learning materials containing local content.

⁹⁰ UNICEF (2017) *Monitoring and Evaluation Report on New Kindergarten Curriculum Implementation*

⁹¹ *ibid*

Basic Education



3.3 Basic education: access, quality, inclusion and curriculum and student assessment

33. Basic education reform is complex, ambitious, yet critical to the overall reform in education

Basic Education (BE) accounts for most of the activities in the Myanmar education system involving over 9.14 million students and 404,444 teachers in 2018–2019.⁹² NESP content reflects the relative importance of Basic Education to the education system with five of the nine Transformational Shifts relating to Basic Education. The NESP is the first education sector wide plan and it builds on earlier initiatives to strengthen Basic Education.⁹³

Strategies planned to improve the quality of Basic Education have included the addition of two extra years of schooling: Kindergarten (introduced in 2016/17 AY) and Grade 12, raising teacher salaries, tackling gaps in teacher supply through large scale training and recruitment, commencing development of a Teacher Competency Standards Framework and revision of the legal and policy framework underpinning BE.⁹⁴

To ensure the success of the current phase of reform, the NESP lays down four underpinning principles:

- a sequenced and integrated approach to implementing reforms in order to maximise student achievements
- dynamic accountability relationships within and across all levels of the system
- enabling township and school-based decision-making policy reforms
- mechanisms to empower schools to sustain the reforms.

The Basic Education reform is highly complex because it comprises many large-scale activities occurring simultaneously, involves vast numbers of schools, teachers, students and education officials as well as requiring time to undertake each activity. These activities range from infrastructure projects such as school construction and expansion to development and rollout of new curriculum⁹⁵, significant changes to pedagogy and assessment and a huge push towards teacher capacity building. At the time of this review, it is difficult to gauge the overall effectiveness of these profound changes to embed and systemise new educational practice and improve student learning. Each intervention is interrelated requiring sustained investment and time before systematic gains in student learning are evident.

The scale of BE reforms may have been very ambitious for the NESP timeframe, particularly considering the restructuring of MoE and the need to rapidly build institutional capacity in key areas of the Ministry. Different departments of MoE have the responsibility for managing specific sequences of activities⁹⁶ and overseeing their implementation. To develop a more integrated and relevant approach to educational planning and provision, MoE is fostering and supporting linkages with state, regional and township authorities, non-state education providers, development partners, relevant other Ministries and others contributing to reshaping BE. The sheer scale of the reforms requires the involvement of a wide range of stakeholders and there is evidence of collaboration between MoE stakeholders and other agencies at many levels, for example in achieving the goal of training all primary teachers and junior teachers nationwide on implementation of the new curriculum.⁹⁷ Presently, perhaps due to urgency or competing demands, there is little indication (apart from in development partner funded activities) that evidence of improvements in learning attributable to reform is being captured, analysed or systematically disseminated.

⁹² Union Minister of Education, Dr Myo Thein Gyi quoted in MoE's reforms: Working on educational development plan on 12 priority sectors. Global New Light of Myanmar, April 10, 2019. Available from <https://www.globalnewlightofmyanmar.com> Accessed July 8, 2019.

⁹³ Some earlier initiatives addressing access, focused on shifting the economic burden of schooling away from families through abolition of school fees for primary education in 2012, and middle / upper secondary education in 2015. National school grants and a stipends program have also been introduced for the neediest students.

⁹⁴ Comprehensive Education Sector Review, Access, Quality and Inclusion Sub Sector Report, p 1

⁹⁵ To date, the new curriculum is used in Kindergarten, Grades 1, 2, 3 and 6. New curriculum will be sequentially introduced in the remaining grades.

⁹⁶ DBE, DERPT, DME, Department for Myanmar Nationalities Languages, DHE and DAE all play a role in BE reform, with varying scope and scale of responsibilities.

⁹⁷ ETVSCG Minutes 12/5/19

34. Foundation reforms will take time to effect school retention, currently it remains a challenge

Myanmar's primary gross enrolment rate of 107.4 (reported 2018)⁹⁸ is high by international standards, however retention is low and national dropout rates remain high, with variations across states. Factors known to affect retention in Myanmar include lack of interest, distance of school from the home and children assisting with other needs of the family.⁹⁹

A focus of the NESP is to improve access and raise the quality and relevance of education so that students are more likely to remain within the system and complete their schooling. This cannot be achieved quickly because building programs take time as do elements that contribute to improved quality. These are only possible with successful, interrelated, and slow developing activity such as teacher capacity, changes to curriculum and assessment, fit for purpose school facilities, sustained community participation and skilled leadership. Data indicates that most dropouts occur at the end of primary school or during secondary education. Since the changes most likely to affect student attitudes to education (i.e. new curriculum, pedagogy and assessment approaches) have so far occurred mainly in primary schools (with new grade 6 curriculum only implemented since June 2019), it is unlikely that any significant improvement in secondary dropout rates will be seen until the changes have been adopted in those grades.

35. School based decision making looks promising

Strengthening township and school-based decision making and establishing mechanisms to empower schools to sustain reforms are fundamental principles of the NESP. PTAs report engagement in a wide range of issues from safety hazards, lobbying for change from a single to double shift delivery, enhancement of the school environment, to preparation of teaching and learning materials.

With PTA involvement, support from TEOs and Head Teachers trained in School Improvement Planning (SIP), over 90 per cent of schools have been able to identify priorities for improvement, prepare budget estimates and produce compliant School Improvement Plans. This resulted in 58,154 million MMK being disbursed in May and November 2018 to 48,575 government and monastic schools.¹⁰⁰

The SIP process is viewed¹⁰¹ as both supportive of Principals and a form of professional development, which strengthens management skills. Principals and education officials indicated that being able to identify specific priorities in a school and receive grants to address them is a clear benefit. One District Education Officer suggested the most obvious impact is evident in lower socio-economic background schools because in higher socio-economic background schools, PTAs are in a position to provide supplementary funds if the school outsources services such as waste disposal and cleaning.

36. School Quality Assurance standards have been developed and piloting is in progress

The development of the Schools Quality Assurance Standards Framework (along with initial trials and piloting in 114 schools in 57 townships) is a critical NESP achievement and a vital step in strengthening the current SIP process and establishing a culture of continuous educational improvement at the school level. The standards were established through participative processes involving Head Teachers and relevant officials from states and regions, district and township education offices to ensure high levels of ownership and understanding. Implementation is due to commence in a first cohort of some 2900 schools covering 57 townships from 18 states and regions this year.

⁹⁸ MoE unpublished DBE data for 2018. Myanmar Education and Literacy General Information. (2017). Retrieved November 5, 2019, from <http://uis.unesco.org/en/country/mm>, reports a GER for 2017 of 112.22.

⁹⁹ Republic of Myanmar. *2014 Myanmar Population and Housing Census, Policy Brief on Education* pg 4. World Vision. (2014) *Reasons for Out-of-School Children in Select Communities in Myanmar*.

¹⁰⁰ World Bank, 2019, Myanmar Decentralising Funding to Schools Implementations Status and Results Report, pg 2.

¹⁰¹ Meeting no 104, 127, 131

37. Infrastructure upgrading is moving slowly

The upgrading of primary schools to middle and upper schools and construction of new schools where needed¹⁰² are integral steps in lifting the overall quality of education. Despite these achievements, school infrastructure needs are still significant. According to the Union Minister, out of 47,005 schools in Myanmar, only 29,994 have toilets, 37,479 schools have enough drinking water and only 38,145 schools have cleaning water. There is also a shortfall of classrooms to cater for the student enrolment: 21,895 classrooms are still needed for middle and high schools and 23,734 classrooms for primary schools.¹⁰³

Delays, availability of relevant MoE experience and expertise in construction management (which was previously the responsibility of another Ministry) and quality issues have affected achievement of NESP construction targets.

38. Basic Education is not yet inclusive

The Basic Education sector is diverse, comprised of over 47,000 government schools and more than 1,000 private schools, approximately 1,500 monastic education schools are managed by Ministry of Religious Affairs and Culture.¹⁰⁴

Inclusive education strives to eliminate social exclusion that is a consequence of attitudes and responses to diversity in race, social class, ethnicity, religion, gender and ability¹⁰⁵ and ensuring access to this kind of education remains a key challenge for the government.¹⁰⁶ In addressing socio economic barriers to education, pro poor strategies such as the extension of the stipend program to assist students in 116 Townships in Hardship Regions have resulted in support to 191,814 of the neediest children and increased transition rates of poor and at-risk students. School Feeding Programs are also being conducted in 1,192 schools in nine Regions/States.¹⁰⁷ While, these efforts illustrate commitment to inclusive education, systemic level change, including for all ethnic groups, requires ongoing and targeted effort.

By filling gaps in educational provision across Myanmar, religious schools and Ethnic Basic Education Providers (EBEPs), along with NGOs contribute significantly to the goal of education for all. While many providers deliver the national curriculum, many face substantial challenges in achieving parity with government schools due to poor facilities, reliance on volunteer teachers, uncertain and unpredictable conditions and lack of access to textbooks outside government-controlled areas.¹⁰⁸ The establishment of regular meetings with Complementary Education representatives under NESP¹⁰⁹ and will be key to forming more collaborative partnerships to address inequities and improve learning outcomes of marginalised students in future. Reflecting the NESP emphasis on establishment of partnership arrangements, a partnership mechanism led by the State Education Directors has been established in Kayin and Mon State to ensure collaboration among education departments and organisations. Priority will be given to replicating this in other states.¹¹⁰

39. New mechanisms established to improve Education in Emergencies

According to Global Facility for Disaster and Risk Reduction, Myanmar is exposed to a range of natural hazards, including cyclones, earthquakes, floods, landslides, tsunamis, and volcanoes. These accompanied by high economic and social costs create a significant impact on the poor and most vulnerable. Annual expected losses from natural hazards is close to \$185 million, equivalent to nearly one per cent of the country's 2008 gross domestic product (GDP), the highest among all countries in Southeast Asia.

¹⁰² The decision on where to construct new schools was based on mapping distances between home and school and meeting the criteria for a minimum number of children. MoE DBE KII Meeting (27 May 2019).

¹⁰³ ETVSCG Minutes, 9 October 2018

¹⁰⁴ Ministry of Education, Myanmar. 2018 Education Budget Briefing.

¹⁰⁵ Vitello & Mithaug 1998 in Anscow, M., 2005, *Developing Inclusive Education Systems: What are the Drivers for Change?*

¹⁰⁶ Including CESR (Ministry of Education), UNESCO, UNICEF, M Myanmar Education Consortium EC reports

¹⁰⁷ World Bank. (2019). Myanmar Report mentioned in ETVSCG Minutes 12 May 2019

¹⁰⁸ Education in Emergencies Sector Strategy Myanmar, 2018, p2

¹⁰⁹ MEDG, Myanmar Education Consortium and EiE meetings

¹¹⁰ *ibid*

It is estimated that around 184,000 children aged 3–17 in the conflict-affected areas of Kachin, Rakhine and northern Shan States, as well as those in natural disaster zones, are at risk of missing their education.¹¹¹

While Education in Emergencies (EiE) is missing from the current NESP, the MoE has taken some steps to redress this shortcoming. EiE in Myanmar is supported by humanitarian partners but also by MoE with funding to support education access to displaced children through temporary learning spaces and/or enrolment in Government schools in host communities, payment of volunteer teachers, provision of textbooks and facilitation of government examinations for displaced children in temporary learning facilities.

For the first time in the 2020–2021 Fiscal Year, a dedicated budget line for EiE/contingency planning was included, as a standalone budget line. MoE not only invests financial resources to support EiE but also time and human resources. MoE has appointed EiE focal persons at national and sub-national level in five states and co-chairs quarterly sector meetings to strengthen the coordination with Humanitarian Partners. While the issues surrounding EiE are not explicitly addressed in the NESP, the mechanisms established to strengthen partnerships provide an avenue for ongoing dialogue around EiE with relevant organisations.

40. There are no explicit learning strategies to cater for ethnic language speakers across Myanmar

Children whose ethnic language is not Myanmar account for approximately 30 per cent of the school aged population and are at high risk of dropping out. These children are faced with the challenge of acquiring two new languages (Myanmar which is an official language and English which is taught as a foreign language) in order to engage in and complete their education. The National Education Law¹¹² allows for the learning of nationalities' languages and cultures and for the use of nationalities' languages as classroom languages and there is clear international evidence that learning during the foundations years is optimised when delivered using the ethnic language in the classroom.

There is evidence of confusion about whether and to what extent ethnic languages may be used as a language of instruction in the classroom. Some respondents believe the use of these languages are only permitted outside of school hours. This issue is politically sensitive and has so far proved difficult to address but it is critical that it be resolved.¹¹³ According to the DMNL, the Ministry has allowed the use of nationalities' local languages as well as teaching the local curriculums during school hours. This is in accordance with the National Education Law under the management of the Region and State Governments. Currently, the Ministry has supported teaching 62 nationalities' languages in respective schools.

It appears that even where one language predominates, teachers assigned to ethnic nationalities areas often do not speak the local language. One strategy used by MoE to address this issue is recruiting of teaching assistants (with 5,161 teaching assistants appointed in December 2017 and 6935 teaching assistants and 175 language teachers in 2019).¹¹⁴

The Department of Myanmar Nationalities' Languages produces and distributes materials in a range of nationalities' languages to support student learning¹¹⁵ but this work and the potential for further contribution to this area of reform are not reflected in the NESP.

41. Curriculum development and implementation has been effective

The vast task of developing a new curriculum for Basic Education is viewed as overwhelmingly successful. It encompassed a Basic Education Curriculum Framework for the curriculum standards, scope and sequence as a blueprint for the development of syllabuses for all grades.

Curriculum, teacher guides, textbooks, and teaching and learning resources have been completed for five grades (Kindergarten, 1, 2, 3 and 6) with eight grades remaining. Work on Grades 4, 5, 7, 8,9, 10 are on track for completion by 2021 while Grades 11 and 12 are planned to be completed in 2022. Teaching and learning materials for the completed curriculum have been produced and

¹¹¹ Unicef. (2018) Education Program Report. Available at <https://www.unicef.org/myanmar/education>. Accessed July 15, 2019.

¹¹² National Education Law 2014 and amendment, 2015

¹¹³ South, A and Lall, M. (2016) *Schooling and Conflict: Ethnic Education and Mother Tongue-based Teaching in Myanmar*, p2

¹¹⁴ Union Minister, *Global New Light of Myanmar*, op cit.

¹¹⁵ UNICEF East Asian and Pacific Regional Office (2016) *Synthesis Report: Language Education and Social Cohesion (LESC) Initiative in Malaysia, Myanmar and Thailand*. The Asia Foundation.

distributed and are being utilised, although there were some delays in delivery and shortfalls in resources. Despite this issue, it is clear that very significant milestones have been achieved. A public awareness campaign is underway and utilising a range of media to communicate the benefits of the new curriculum and engage with communities around the reforms. In a survey to monitor the supply of textbooks, 73.5 per cent of teachers attending curriculum training reported receiving sufficient supply while 4 per cent did not receive sufficient textbooks for any subject.¹¹⁶ If this pattern were reflected at a national level, it would represent a significant NESP achievement.

42. With a strong tradition of rote learning and knowledge-based examinations in Myanmar, the new curriculum created under the NESP represents a significant positive reform.

The introduction of a curriculum aimed at maximising educational outcomes for students is a relevant way of addressing issues surrounding student engagement, retention and performance. The new curriculum also reflects the society's need for citizens capable of learning how to learn, applying critical thinking, communication and creativity who possess a core of knowledge and skills in technical and academic areas. This aligns with international trends where many countries have adopted competency based or outcomes-based curriculum.

Teachers reported that 'students are more self-reliant in their thinking, draw on what they already know and form their own conclusions'. 'They are also showing creativity (for example) in writing, drawing and expressing their own ideas'.¹¹⁷

Despite initial caution, fieldwork suggests that the new curriculum has been increasingly well received as the critical mass of students and teachers with firsthand experience of the new curriculum has grown. Some teachers not yet using the new curriculum are impatient to begin.

43. Local management intervention is required to support new curriculum implementation

New curriculum implementation challenges include teaching in specialist areas such as physical education, music and the arts where teachers have only had minimal training. Particularly in schools with high student teacher ratios, lockstep timetabling where all classes at the same grade level undertake the same subjects at the same time may exacerbate shortages of teaching and learning resources. Some schools address these issues by allocating subjects according to teacher strengths and modifying timetables to ease equipment shortages but is more difficult in small schools with few staff.

It is expected that the Schools Quality Assurance Standards Framework (SQASF), to be introduced in 2020, will result in enhanced curriculum implementation (and other gains) by providing training, guidelines and procedures for sound school level decision making.

44. Curriculum development capacity building is being well managed

There is evidence that the complex curriculum development process and the capacity building of curriculum developers has been efficiently managed by MoE with JICA and EU, despite vast numbers of stakeholders involved in development of each subject.¹¹⁸

Training has been provided to curriculum developers. To implementing teachers across the country and this will continue to be rolled out in preparation for each new grade level. It was reported by one development partner that according to their evaluations 'there is real evidence at both outputs and outcomes level that the BE curriculum development and supporting training is successful. Teaching pedagogies are changing, and learner outcomes are improving.'¹¹⁹ According to teachers and principals consulted during MTR fieldwork, teachers trained in the new curriculum are utilising more student-centred teaching techniques and assessment methods. Many teachers reported student engagement in learning and motivation to attend school have increased, along with learning gains.

The Curriculum Development teams were formed from three different departments, DERPT, DBE and the then DHE Teacher Education. Considerable investment of time and resources have gone into developing the requisite expertise and there is some concern about retention of this capacity

¹¹⁶ JICA Create. (2019) G3 Curriculum Introduction Training for In-Service Teachers 2018–2019.

¹¹⁷ Taunggyi School No 4 Meeting record

¹¹⁸ Each subject wide committee can involve up to 60 members, DERPT and EYE meetings

¹¹⁹ JICA consultation and meetings with teachers and principals

for future regular curriculum review and updating. It is unclear who will be responsible for quality of the in-service teacher training or for ongoing curriculum management.

45. Teacher training in new curriculum will require ongoing attention and support to enable full implementation of the new pedagogy and content

Under NESP, in-service teacher activity known as Teacher Professional Development Programme (TPDP) for the introduction of the new primary curriculum has been provided to approximately 255,000 primary teachers and approximately 23,197 township officials.¹²⁰ More than 5,000 trainers have been recruited and trained to deliver this program.

Training evaluations and responses of TPDP from the field indicate that the curriculum training is worthwhile although it was noted that quality tended to suffer as the cascade moved further from the centre. Some teachers and trainers reported that training was too short to cover the broad scope of the new curriculum.¹²¹ Insufficient training runs the risk of superficial or tokenistic application of the new pedagogy. For teachers to implement a student-centred approach they require a capacity to analyse and adjust their teaching over time to meet the needs of learners. There is evidence that early intervention with children in early years of BE whose basic skills are lagging is a worthwhile investment in education.¹²²

46. Assessment reform is moving ahead

The development and approval of a National Assessment Policy for Basic Education as well as a linked Policy on Primary, Lower Secondary and Upper Secondary Student Assessment, which includes clear guidelines on the use of competency-based and formative assessment, is a key achievement for the MoE. It is a significant milestone in the process of assessment reform as formative assessment is internationally recognised as an effective tool to improve learning outcomes and complement student-centred learning.¹²³

The Department of Myanmar Examinations has created hard copy and online classroom assessment resources for teachers and has disseminated information about changes to assessment policies and processes reforms via the DME website. Classroom assessment activities have been developed and integrated into the new curriculum at each grade level. At the same time, new Grade 5 and 11 examinations are being developed.

Paving the way in use of ICT, the Department of Myanmar Examinations has created an assessment portal containing assessment guidelines and resources to support classroom-based assessment. Teachers are provided with the opportunity to download assessment materials to mobile phones ultimately saving money on producing and delivering print resources.

Another key achievement is the establishment of assessment related ICT infrastructure for storing and analysing assessment and publishing assessment results.

47. ICT in schools. Planning and policy decisions required.

Currently there is a strong reliance on print resources across Myanmar. The Ministry of Education has begun to create some alternative to print based resources with secondary teaching videos online. The recent ICT in Education Conference convened by MoE (with excerpts broadcast on social media) provided some evidence of government intention to strengthen this area.

However, across Myanmar, only 5.31 per cent of government schools have computers (8,847 out of 47,005¹²⁴).

Although there is considerable enthusiasm and discussion surrounding ICT potential to revolutionise education, careful policy decisions need to be made before contemplating ICT as a quick solution to reform education. For example, considerable thought about ICT's potential usage

¹²⁰ JICA Create. (2019) G3 Curriculum Introduction Training for In-Service Teachers 2018–2019, MoE

¹²¹ Meetings with teachers, Dept of M & E Education etc meeting numbers to be inserted

¹²² Glewwe, P & Muralidharan, K. (2013) Improving Education Outcomes in Developing Countries: Evidence, Knowledge Gaps, and Policy Implications They noted that interventions that focus on improved pedagogy (especially supplemental instruction to children lagging behind grade level competencies) are particularly effective.

¹²³ Croft, A, Miles, S, Brown, R, Westbrook, J and Williams, S (2017) *Teachers developing knowledge in low and middle income countries: towards more inclusive pedagogy*. In: Hughes, M T and Talbot, E (eds.) *The handbook of research on diversity in special education*. Wiley-Blackwell, Boston, MA

¹²⁴ ETVSCG Meeting Minutes, 9 October 2018

to communicate, disseminate, store and manage information including teaching and learning resources and promote teaching and learning interactivity in some systems is needed.

Planners in Myanmar could consider the readiness of the country's ICT and power infrastructure, total cost-benefit equation, supplying and maintaining the requisite hardware, and ensure investments are matched with school leaders and teacher support as well as other policies aimed at maximising and ensuring effective use of ICT.¹²⁵

For those schools already equipped with the appropriate technology and with teachers with relevant skills there are many opportunities to begin to use technology to supplement print materials with online readers or textbooks as a starting point.

Although working towards increased use of digital technologies to support progress in education is important, promises to utilise ICT to revolutionise pedagogy should be considered with caution. 'Evidence on the impact of greater use of technology in the classroom depends crucially on the details of both the intervention and its implementation. It appears that the key success factor is the extent to which careful thought goes into integrating effective pedagogical techniques with technology.'¹²⁶

3.4 Basic education recommendations 2019–2021

1. The Ministry of Education consider outsourcing the project management of school construction and upgrading as a measure to speed the completion of urgently required new classrooms.
2. A Curriculum Management and Review group may be established prior to the establishment of the CDC and Basic Education Curriculum and Textbook Committee as intended in the Basic Education Law (draft) to plan curriculum review cycles, methods and to ensure curriculum keeps pace with global and national change. Responsibilities would include establishing teams to gather data around issues pertaining to curriculum implementation and areas for improvement.
3. The DBE to continue to promote use of national ethnic languages as the primary language of instruction in initial years of education, to support language and literacy development, and with DMNL, provide language-appropriate curriculum adaptation, learning materials and language assistants. Continue to implement processes and mechanisms for curriculum adaptation and capacity building as a matter of priority.
4. Continued commitment by government in Education in Emergencies to enhance coordination and strengthen partnerships is recommended to enhance educational provision to those children most at risk. Newly established mechanisms to bring EiE under the MoE umbrella where possible and engage in ongoing dialogue around EiE with relevant organisations will be integral to this.
5. The MoE collaborate with the MoSWRR and with Civil Service Organisations to develop new equitable learning measures, such as targeted interventions, pilots, and new inclusive learning materials, for children with disabilities. The MoE could consider piloting in-class sign language support to groups of deaf students enrolled in mainstream schools. Because this is a modest intervention, which requires no special equipment or investments other than provision of SL interpreters, it could be initiated immediately. Learning could be drawn from this pilot to assist future decisions around groups of learners with other disabilities.
6. Future teacher in-service training incorporates pre and post training tasks such as action research aimed at implementing learning from professional development, engaging with colleagues already implementing the curriculum and applying learning to workplace tasks in order to extend learning opportunities beyond the training and deepen teachers' understanding.

¹²⁵ UNESCO's International Institute for Educational Planning. (2019, August 14). Brief 4: Information and communication technology (ICT) in education. Retrieved from <https://learningportal.iiep.unesco.org/en/issue-briefs/improve-learning/curriculum-and-materials/information-and-communication-technology-ict>.

¹²⁶ Glewwe, P & Muralidharan, K. (2013) Improving Education Outcomes in Developing Countries: Evidence, Knowledge Gaps, and Policy Implications, p58

Teacher Education and Management



3.5 Teacher education and management

In order to improve the quality of teaching, an integrated approach to teacher education and reform of teacher management is required. Given the size of the teaching force, the three strategies underpinning this transformational shift are complex and will require time to develop, implement and over time improve student learning outcomes. The strategies in this area are highly relevant and align with the National Education Law¹²⁷ which states that the Ministry of Education will improve teachers' qualifications and establish the rights and responsibilities of teachers.

48. Teacher recruitment, retention, deployment, salary and career progression requires urgent action

Teachers comprise a significant portion of civil servant employed by the Union Government¹²⁸ and their salaries and benefits are similarly proportionate within the overall Union budget's wage bill.

Recruiting enough effective teachers and deploying them properly to schools is vital for increasing student learning.¹²⁹

In NESP strategy one '*Strengthen teacher quality assurance and management*', the emphasis on reforming teacher management is either overlooked, de-emphasised or not yet actioned. The three components are:

Component 1. Forming a Teacher Education Council

Component 2. Establishing a Teacher Quality Assurance System

- Teacher Competency Framework
- Teacher Accreditation

Component 3. Design and implement an equitable teacher recruitment, promotion and deployment system.

The management mechanisms for component three, the development and retention of quality teachers, are well articulated early in the NESP document and highlight the need to strengthen teacher recruitment, teacher deployment and teacher evaluation¹³⁰ however, how these areas are to be addressed has not been set out in the full chapter strategy and components described on pages 143. The reform mechanisms described above (1, 2, 4 and 5) have been slow with the only progress noted being the development of a draft policy paper¹³¹, primarily addressing the issues surrounding promotion. It is understood a Teacher Task Force has recently been established; however, the importance of implementing mechanisms to support an effective teacher management system cannot be underestimated. The current low salaries have the potential to impact negatively on teacher recruitment and may contribute to the large number of vacancies; high student to staff ratios are an issue for both Middle Schools and schools in urban areas while finding teachers to work in rural schools is a challenge. Teacher deployment is impacted by the policy of requiring five teachers per primary school and over half of MoE schools have 100 students or less. Concerted efforts are needed to approve and implement the proposed reforms to the teacher management system; further progress needs to be made in this area as a matter of priority. This includes investigating incentives to encourage graduates to join the teaching profession and a review of the basis for awarding teacher promotion.

In order to ensure development and retention of quality teachers, the following teacher management areas need to be strengthened

1. Teacher recruitment
2. Teacher deployment
3. Teacher evaluation (evaluation of teacher performance)
4. Teacher promotion (based on teacher performance and career experience) and a career pathway system
5. Incentives for the retention of quality teachers

¹²⁷ Myanmar National Education Law (2014)

¹²⁸ Ministry of Finance and Planning and World Bank (2018) *Myanmar Pay, Compensation, and Human Resource Management Review* <http://documents.worldbank.org/curated/en/167501522309579124/Myanmar-pay-compensation-and-human-resource-management-review>

¹²⁹ UNESCO, IIEP. Learning Portal <https://learningportal.iiep.unesco.org/en/issue-briefs/improve-learning/teachers-and-pedagogy/recruiting-and-deploying-effective-teachers>

¹³⁰ NESP p51

¹³¹ UNESCO (2018) *Reforming the teacher promotion structure in Myanmar: an options paper*.

Components 1 and 2, the developments towards a Teacher Competency Standards Framework (TCSF) and the formation of a Teacher Council, appear to have been prioritised in this Strategy. The use of a Quality Assurance system (using the Teacher Competency Standards Framework), once implemented, to measure teachers' quality and possibly incentivise teachers may be utilised into the future, but without sufficient or appropriate teachers being recruited, deployed, retained and promoted the entire system will struggle to reform. A reprioritisation in strategy one is recommended.

49. Teacher Education Council has not yet been established.

In 2018, the MoE agreed to form a Teacher Task Force (TTF) to advise on the development of a comprehensive teacher policy, which will precede the formation of the Teacher Education Council. In the new and existing co-ordination mechanisms and management structures diagram, the Teacher Education Council reports to the MoE DHE. While the formation of the TTF is a positive step towards meeting the objectives in this area, its authority and role and function is unclear. The different roles and responsibilities of the Teacher Education Council and the planned National Centre for Teacher Professional Development (NCTPD), both to report to the MoE DHE, needs to be clarified.

According to the NESP, the Teacher Education Council is to be a professional body, which will provide leadership, institutionalise professional standards, provide a forum for debate on effective pedagogy and support the implementation of national teacher competency frameworks. As the Teacher Education Council is expected to support the implementation of the competency standards framework, it will require clear terms of reference.

50. The Teacher Competency Standards Framework for beginning level has been developed and piloted.

The standards, elements and indicators of the Teachers Competency Standards Framework (TCSF), Beginner level, have been developed and piloted and NEPC¹³² has provided feedback on this. The TCSF aligns with the learning outcomes of the four-year competency-based teacher education programs, which are to be implemented throughout Myanmar from 2020.

The appropriateness of the TCSF will need to be monitored during the implementation process. A validation survey is currently being pilot tested by the MoE in the townships of two regions, Yangon and Nay Pyi Taw, before national implementation involving up to 5,000 teachers in public, monastic and private schools, ethnic schools and with student teachers in colleges and universities.

The purpose of survey is to ascertain the extent to which teachers understand education reform, awareness of the TCSF and whether the TCSF captures effective teaching practice in Myanmar.¹³³

Efforts have been made to disseminate the first level of the TCSF and seek feedback¹³⁴; some stakeholders view the TCSF to be over ambitious and catering to the most capable teachers.¹³⁵

The other levels of the TCSF will be continuously implemented once the Beginning level has been established. The TCSF also needs to be aligned to the Pre-service Primary Teacher Training (PPTT) program for graduates.

Consideration needs to be given to how the TCSF are to be used by various teachers and groups such as Daily Wage Teachers and monthly paid teachers and monastic education management - Ministry of Religious Affairs- community. This implementation will need to be supported through collaboration between the MoE and DSW.

51. The commencement of a four-year teacher education program may need additional strategy to cater for the potential lack of teachers during 2021 to 2023.

A key component intended to improve pre-service teacher education is the introduction of the four-year teacher education program in December 2019. This is a significant step and means that Myanmar's extended program will be in alignment with the majority of countries in the region.¹³⁶ A

¹³² UNESCO (2018) Strengthening Pre-Service Teacher Education in Myanmar (STEM) Project Progress Report

¹³³ UNESCO (2018) STEM/My-EQIP Teacher Competency Standards Framework (TCSF): Validation study design November 2018

¹³⁴ UNESCO (2018) Strengthening Pre-Service Teacher Education in Myanmar (STEM) Project Progress Report

¹³⁵ Meeting#143 20190710

¹³⁶ UNICEF (2013) Development of a Teacher Education Strategy Framework Linked to Pre and In-Service Teacher Training in

master plan to support recruitment, training for teacher educators, building of classrooms and expanding provision of accommodation on campus has been developed which is said to have led to an increase in the recruitment and training of teacher educators, building of classrooms and expanding provision of accommodation on campus. Despite this, there may still be a shortage of teacher educators due to the extended program to be delivered; this shortage of staff may well have a detrimental effect on the successful implementation of the program. There are also implications for the provision of new teachers from 2021–2023. To fill this gap MoE has introduced six-month teacher training programs for graduates and has proposed the reintroduction of Daily Wage Teachers. While these may be short-term solutions to maintain teacher strength in the near future, the potential risks of reintroducing Daily Wage Teachers (such as increase in the number of teachers who apply for promotion to teacher higher grades) need to be mitigated, such as through defining a clear time period for their deployment. Shorter graduate teacher training courses, such as a one-year graduate teacher diploma and where necessary hiring daily wage teachers for a limited period, may need to be considered along with more formalised one-year graduate teacher training diploma courses in later years. Consideration could also be given to attracting retired teachers back to the classroom for an interim period, providing they be given training to deliver the new curriculum.

Extensive training has been offered to teacher educators to support the integration of teaching both content and process and to encourage more inductive pedagogic approaches.¹³⁷ The focus has also been placed on ensuring student teachers are prepared to deliver the new student-centred curriculum. Once the four-year Education Degree College has been opened, the effectiveness of the new four-year program as well as the student-centred pedagogical approach will need priority attention. The change from two to four years training may contribute to limited new teacher availability until the first new cohort graduates in 2023 i.e. between 2021 (when a two-year cohort would graduate) and 2023 when the first four-year cohort will graduate.

52. In service Teacher activities are currently aligned with ministry-level priorities and delivered through ‘top down’ mechanisms.

While in-service teacher training has supported the roll out of the new Basic Education curriculum, the intermediate targets for 2018/2019 calling for the establishment of the NCTPD, to support long-term capacity building, and the introduction of the Teacher Professional Development Programme have not been met. It is clear that the establishment of the NCTPD and the introduction of the Teacher Professional Development Programme were ambitious intermediate targets for 2018/2019. It is recommended these now need to be prioritised for the remaining period of the NESP.

Training activities are currently primarily developed in line with ministry-level priorities and delivered through central level to township level mechanisms. With the wealth of experience amongst practicing teachers, MoE is encouraged to develop school/township level to central level approaches to professional development to promote sharing of good practice and provide support for less experienced teachers.

53. School Mentoring program has been well received

The school mentoring program introduced to support the implementation of the new curriculum in almost 50 per cent of townships (150 of 330), has been well received. The positive sentiment bodes well for the implementation of mentoring approaches set out in the *Structure of the Teacher Professional Development Training and Mentorship Programme*.¹³⁸ There has been a significant number of professional development opportunities and training interventions provided but the MTR Review Team was not made aware of any overarching strategy or oversight in place at this stage. As the research suggests, ‘discrete, ‘one-off’ training events are considered less effective than ongoing professional development activities.¹³⁹

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¹³⁷ UNESCO STEM Progress Reports, 2017 and 2018

¹³⁸ NESP 2016–21, p149

¹³⁹ Trucano, M (2005) *Knowledge maps: ICTs in education – what do we know about the effective uses of information and communication technologies in education in developing countries?*

<http://documents.worldbank.org/curated/en/856191468139794695/pdf/466330BRI0Box31teaching0and0ICTs111.pdf>

3.6 Teacher education and management recommendations 2019–2021

7. The development and implementation management mechanisms for the development and retention of quality teachers be treated with urgency and given high priority in its current strategy area. The areas of teacher management identified in early sections of the current NESP that need to be strengthened are:
 - Teacher recruitment and salary structure
 - Teacher deployment
 - Teacher promotion (based on teacher performance and career experience) and a career pathway system
8. The Teacher Task Force to be activated and supported in its role to establish teacher policy and the terms of reference for the Teacher Education Council and the MoE implement the TCSF at Beginner level across all schools for the target teaching staff, including daily wage teachers (where applicable) as well as teachers in non-MoE contexts.
9. If the four-year teacher education program is to proceed, commencing December 2019, and be successful, urgent attention is required to address the likely teacher shortage that will result from the introduction of a four-year teacher education program. Shorter graduate teacher training courses, such as a one year graduate teacher diploma and where necessary hiring daily wage teachers for a limited period, may need to be considered along with more formalised one-year graduate teacher training diploma courses in later years.
10. MoE to consolidate its approach to the provision of in-service teacher professional development opportunities to ensure that these are equitable and align with identified teacher needs. Professional development opportunities need to be identified through both a 'top down', strategic level approach and a 'bottom up' approach based on the needs of teaching staff.

Alternative Education



3.7 Alternative education

Education for All highlighted the benefits of Basic Education and focused international attention on the importance of reaching children not receiving an education. In Myanmar, progress in reducing the number of out-of-school children (OOSC), adolescents and youth is aligned with government national commitments under Myanmar's *Basic Education Development Plan* for 2001–2002 / 2030–2031 and international commitments towards *Sustainable Development Goals* (SDG4-education goals) and the *UN Convention on the Rights of the Child* 1991.

54. As many as 2.7 million children may be missing out on an education

Participation in mainstream schools remains the preferred modality for education but Alternative Education (AE) offers an innovative, flexible approach to those not serviced by formal (standard, time-based) educational programs. According to the 2014 Population and Housing Census, up to 2.7 million children (aged between 5 and 16 years) had either never enrolled in school or had dropped out of the formal education system.¹⁴⁰ A recent MoE / UNICEF report identified the most common barriers in Myanmar as: poverty, child labour, insufficient schools, limited access for children with disabilities, geographical challenges, and disengagement by parents.¹⁴¹ Myanmar experiences great geographic, linguistic and cultural diversity, and percentages OOSC vary significantly across the country with the highest percentages recorded in rural areas of Rakhine, Mon, Chin and Sagaing, and the lowest in Nay Pyi Taw.¹⁴² Direct government provision of its flagship Non-Formal Primary Education Equivalency Programme (NFPE EP) currently reaches only a small percentage of OOSC. NESP components, which focus on establishing processes for spreading provision into remote and diverse areas utilising increased numbers of community providers delivering service in local languages, remain highly relevant.

55. Government commitment to Alternative Education represents a milestone

The inclusion of Alternative Education in the NESP is the first-time activities addressing OOSC have received dedicated national government attention in a strategic plan. The NESP strategies and components are not only relevant but their inclusion represents a significant development for which the government is to be commended. A small, new department to deliver the components detailed in NESP has been established. In a UNESCO regional survey of non-formal education (NFE) governance, a dedicated NFE coordinating authority affiliated with or located within a Ministry of Education was presented as a common thread of good practice.¹⁴³ In some countries, services for OOSC comprise part of a larger Basic Education Department and while there is some merit in that approach in the context of Myanmar and the need for focus and early action on a complex issue, the creation of a dedicated team, for first years at least, is considered appropriate by the MTR team. There is always a risk of non-formal education programs evolving into a parallel inferior system for disadvantaged children, without good teachers or learning materials and without up-to-date curriculum. The government is therefore to be commended on implementing an approach that seeks to increase AE quality as well as to broaden pathways back into the formal education system.

56. Department of Alternative Education actions set sound foundations

Although the Department of Alternative Education (DAE) has missed meeting many of its mid-term outcomes, there are positive indications that the DAE is setting up the necessary basis for growth and coordination. The Alternative Education Sub Sector Working Group (AESSWG) is well serviced and meetings are held regularly. There is an AE policy in draft form, data has been collected as a step towards establishing a national database of demand and supply that will be fully linked with the broader EMIS, and quality assurance standards have been drafted. Plans, are being developed for the registration of non-government providers. Primary education coverage has exceeded its target with further coverage planned, and there are firm plans for delivery and certification for non-formal middle-school equivalency education. Despite these achievements, the implementing

¹⁴⁰ 2014 Population and Housing Census, Myanmar

¹⁴¹ MoE, Myanmar Report on out-of-school children initiative (OOSCI), March 2018

¹⁴² *ibid*

¹⁴³ The UNESCO Asia Pacific Regional Guide to Equivalency Programmes compares policies and frameworks across Asia Pacific.

environment is potentially fragile. The Department itself is severely under-resourced with many positions lying vacant, and, for logistical reasons, there is a reliance on the administrative processes of the DBE for delivery, for example, DBE processes are used for paying AE teachers and for organising the logistics of the program.

57. NESP planned for three AE certificates – implementation progress is mixed

The widespread delivery of the Non-formal Primary Education Equivalency Programme (NFPE EP) in 20 per cent of townships has been effective with provision now available in 25 per cent of townships even though the actual numbers of students have not increased; likely, because the full range of anticipated accredited providers have not yet been accredited or engaged. The intermediate target for implementation of the Non-Formal Middle Education Equivalency Programme (NFME EP), which aims to provide continuing education for NFPE achievers and OOSC of middle school education 13+ years, has not been achieved but the foundations are in place. The curriculum has been delivered in flexible mode in a national pilot and early evaluation results are positive.¹⁴⁴ It is likely that significant logistical planning is necessary before a broader national rollout takes place to ensure grass roots level efficiency. Plans to introduce non-formal TVET as a third AE certificate have not matured. Vocational skills are difficult and expensive to provide in settings other than purpose built technical schools and institutes. Government technical high schools (GTHS) and other equipped centres are beginning to offer a greater number of livelihood vocational programs with shorter duration and with appropriate literacy and numeracy support targeted specifically to young people who do not hold the Myanmar TVET formal entry requirements. These initiatives are encouraging and greater discussion between DAE and DTVET could result in a range of possibilities and growth of non-formal skills development programs utilising existing TVET certification benefitting young people, adults, and employers.

58. Introduction of policy and system-wide changes have been slow

Overall effectiveness would be stronger if a clear and comprehensive Alternative Education Policy and associated plan were in place.¹⁴⁵ It is anticipated that a forthcoming policy will be principle-driven and enabling to allow for the diverse settings and solutions in the context of Myanmar and will align with child-labour laws. Broad consultation of the policy and associated implementation details could unite the diverse AE community around a common purpose and vision.

The planned development of a live national AE database linked to the EMIS will require dedicated technical assistance and financial support. A 'point in time' collection of demand for services (collected by the MoE) and the 'point in time' information on supply of services (collected by the World Bank) are necessary precursors for a data base and are considered as good partial progress towards the desired intermediate target.

The NESP included a component for the introduction of AE quality assurance standards. The DAE has prepared a first draft and an early copy was shared. The comprehensive draft standards will likely prove more applicable to larger more established providers – some simplification will be necessary for applicability to the smaller, less formal services managed by community providers.

59. The potential reach and impact of non-government organisations is not yet maximised

While approximately 10,000 children a year receive the NFPE EP curriculum through the DAE in partnership with Myanmar Literacy Resource Centre and UNICEF, there are approximately 20,000 other children receiving informal non-formal primary education meaning programs that are not officially recognised by the MoE as being NFPE EP but are similar. They are learning in a variety of learning environments and, at present, are not offered the grade 5 completion exam. The World Bank who along with UNICEF are a key partner with government on OOSC activities, have gathered data from across Myanmar and estimate that as at mid-2019 these 20,000 children are

¹⁴⁴ Presentation by Myanmar Literacy Resource Centre at Debriefing and Validation Workshop on NFME Evaluation Programme, 31 May 2019, Nay Pyi Taw.

¹⁴⁵ The MTR team understands there has been a draft policy since 2015 awaiting public consultation prior to finalisation and dissemination. The CESR sub-sector report on NFE (July 2015) urged government to prioritise the development of an agreed AE Policy and indeed the first component under NESP is for wide dissemination of the AE Policy, suggesting that the Policy itself would be drafted and approved by the time of NESP publication. The draft policy was not available to the MTR team.

served by an additional 39 other providers.¹⁴⁶ The providers servicing the most numbers of children are Myanmar Mobile Education Project, Save the Children, World Vision, World Education and the Monastic schools, and there is evidence of many promising and innovative practices amongst these leaders.¹⁴⁷ The Government is not yet leveraging the potential reach and impact of these non-government organisations who have significant capacity to affect positive education futures for OOSC. The DAE needs to develop a framework that will increase collaboration with INGOs, NGOs and CSOs undertaking AE activities under AE sector strategies.

60. Expand NGO partner registration to support a broader range of providers for Alternative Education

Establishing mechanisms to attract and regulate partners in Alternative Education is considered highly relevant and the Review recommends that the DAE give priority during 2020–2021 to implementing the various NESP components, which will expand NGO partner registration, to be able to cater to the needs of OOSC and OOSY. NGO providers who wish to deliver the NFPE EP certificate (and the NFME EP when fully rolled out) should be encouraged to register with the DAE under provisions to be set out in the AE Policy.¹⁴⁸ Registered providers could be given authority to conduct the primary curriculum based on common credentials but without having to conform to all elements of the current NFPE EP. Delivery options should be flexible, against learning outcomes as set in the Grade 5 examination, to allow diverse providers the opportunity to deliver to best suit their group of learners. The data from these NGO providers could be included in the forthcoming AE database and their students could have outcomes tested at Grade 5 to show equivalency with ‘standard’ school achievement. Additional elements such as the training and deployment of more Grade 5 testers/certifiers and provisions to allow supportive funding via government and development partners will need to be established. The base for all these suggestions is already contained within the NESP – all that is required is a dedicated focus on implementing these components, supporting budget and a broadening of the DAE role into that of a coordinator as well as a direct provider. If providers representing only 50 per cent of the current informal provision were registered, met minimum standards and could offer access to the Grade 5 exam this would result in a doubling of the current numbers of children through quality and relevant AE and would be a major achievement for government as well for the children themselves. It would also provide the framework for large-scale expansion of quality AE provision in future years.

3.8 Alternative education recommendations 2019–2021

1. The draft policy framework on Alternative Education be finalised and released as a matter of priority.
2. The DAE expands the number of NGO providers able to offer Alternative Education services leading to MoE recognised Grade 5 completion certificate. Encouraging NGO providers to register with the DAE, giving registered providers the authority to confer the Grade 5 NFPE-PE certificate, and allowing registered providers to continue to provide education in line with local need, can achieve this.
3. Clarify roles, operational processes and financial responsibilities between DAE and DBE to streamline shared management of Alternative Education services at local level. This could include matters such as methods for payment of AE teachers and extension of professional development opportunities to AE teachers.

¹⁴⁶ World Bank Myanmar office, July 2019, AE subsector data collection (from unpublished internal report)

¹⁴⁷ *ibid*

¹⁴⁸ The MTR has not been provided with a draft of the AE Policy

Technical and Vocational Education and Training (TVET)



3.9 Technical and Vocational Education and Training (TVET)

The vision encompassed in NESP for Technical and Vocational Education and Training (TVET) remains highly relevant in today's environment. The three strategic elements lead Myanmar towards the development of a strengthened contemporary TVET system, and this, in turn, will support national objectives for human capital development.

61. TVET development is integral to highest levels of national policy, yet has no dedicated guiding legislation, or national policy.

Human resource development is central to key government policies. The *Economic Policy of the Union of Myanmar*¹⁴⁹ lists twelve policy areas, with policy area 3 being: 'Fostering the human capital that will be needed for the emergence of a modern developed economy and improving and expanding vocational education and training.' The *Myanmar Sustainable Development Plan 2018–2030*¹⁵⁰ has TVET central to two of the five goals; 'Job creation and private sector led growth' and 'Human resources and social development for a 21st century society' requires the support of skilled labour and significant investment in education and training of the population. Despite alignment to key policy frameworks, the TVET sector in Myanmar does not yet have guiding legislation nor a dedicated national policy. Three legal frameworks currently govern TVET¹⁵¹ and the Government is in the process of formulating a new TVET law. It is understood that the draft Bill¹⁵², which has been several years in development, is under discussion internally before a broader external consultation and transmittal to Parliament. In addition to legislation, there is a need for regulations, policies and directives. Implementation of NESP components such as the establishment of a TVET Council, establishment of mechanisms for engaging industry, regulation of private providers and establishment of a framework for TVET sub-sector financing will be facilitated by clearer agreed directions.

62. The connection between TVET and economic development is still evolving

The importance of linking the development of skills to current and emerging economic opportunities, although central to the TVET chapter in the NESP, is not yet fully embraced by the sector. The Review urges the strengthening of this relationship for future TVET planning. The strategies and components listed in the TVET section of the NESP focus mostly on improvements to the supply and delivery of TVET, reflecting the emphasis of the current system. Throughout Myanmar programs in a narrow band of basic metals technology, building and engineering skills are over-represented at most schools and institutes. IT courses are sometimes offered but facilities and teachers may be lacking. Programs in tourism and other sectors are offered less frequently. This static focus remains despite the growing requirement for skilled labour for agriculture, energy, infrastructure construction, telecommunications, mining, tourism and finance-related businesses. A survey of 3,000 Myanmar businesses found lack of skilled labour was one of the major constraints for business growth.¹⁵³ Effective government investment in such sectors builds skills that contribute to both poverty reduction at a personal level and economic development and competitiveness at a national level.

Although the MoE is the primary delivery arm for TVET in Myanmar, it is the NSSA, under the Ministry of Labour, that has recently developed over 50 occupational competency standards for new market-demanded occupational programs. Collaboration between the MoE and the NSSA is growing and the new standards are underpinning new and revised programs. A more sophisticated analysis of industry and occupational demand and supply issues is needed. Traditional labour market information collection methods involve sourcing from government data and / or from newspaper job vacancies. With the rapid growth of digital job search platforms in Myanmar, new possibilities arise. UNESCO suggests an innovative cost-effective solution using 'big data' analysis of such sources to build a future approach to providing response guidance to the TVET system.¹⁵⁴

¹⁴⁹ Economic Policy of the Union of Myanmar, The Government of the Republic of the Union of Myanmar, 2016

¹⁵⁰ Myanmar Sustainable Development Plan, The Government of the Republic of the Union of Myanmar, 2018

¹⁵¹ *National Education Law* (2014) and its amendment (2015); *Technical, Agricultural and Vocational Education Law* (1974) currently under revision; *Employment and Skills Development Law* (2013).

¹⁵² The Review Team has not had the opportunity to sight the draft Bill.

¹⁵³ Survey conducted in 2014.

¹⁵⁴ UNESCO TVET System Review Myanmar, 2019 (working draft)

Economic development does not take place exclusively in cities or in formal jobs, yet the Review found no obvious differentiation between the skill sets offered by providers in large cities or those in smaller towns. Assessment of need should take geographically localised differences into account and training options varied accordingly. For many people in Myanmar self-employment, which requires particular skill sets, is a reality and few formal options appear to be offered to meet those requirements.

Expansion into new skill areas goes beyond national relevance. Across ASEAN, agricultural, manufacturing and service sectors are developing towards innovation-intensive competitiveness based upon the ability to generate new ideas, products and processes.¹⁵⁵ While some of these shifts may seem far away from current circumstances in Myanmar a proactive approach will effectively prepare young people for future economic opportunities.

63. Impressive progress has been made to facilitate improvements across TVET provision

Progress towards implementation of the TVET chapter of NESP is effective. Implementation of many of the TVET intermediate targets under the NESP has commenced and the Department of Technical, Vocational Education and Training (DTVET) is committed to continuing expansion and reform. The Department has had financial and technical support from development partners and provided oversight of significant investment to improve basic infrastructure. In all areas visited, the MTR team found evidence of new dormitories and staff quarters, new workshops and new training equipment. These improvements are crucial, not only for educational purposes but also for staff and student well-being. The MTR team heard of many instances where TVET instructors slept on the floor of their classroom, and one principal who had converted a small office in the administration building to serve as his sleeping quarters.

Infrastructure improvement, including for workshops and equipment, are 'once in a generation' investments and Principals met were unanimously proud of their renovated campuses. New curricula for short courses, new community-focused courses, and new refresher training for instructors brought in under NESP are also well appreciated and regarded highly.¹⁵⁶ Access to formal TVET is generally offered to school leavers on basis of academic results and the introduction of more flexible entry points can be a step towards integrated pathways to learning and employment. Despite involving additional work, Principals were unanimously positive about the introduction of short courses that brought disadvantaged youth, early school-leavers, local community members and local employees into their premises and hoped for sustainable funding to expand these activities.

International development partners have assisted with the expansion of community and employer-oriented programs and have supported the move to higher quality. One high quality MoE Centre of Excellence has been established in partnership with GIZ on behalf of the Government of Germany, in a previously disused facility at Insein, Yangon Region. The Government of Singapore has established a centre in Yangon offering excellent training but since it uses Singaporean standards and offers Singaporean qualifications, it is not fully considered as a COE under the MoE.

64. There is a commitment of government to strengthen the TVET system

As a response to decades of underinvestment in TVET, the MoE has given greatest emphasis during the first years of NESP implementation to stimulating more opportunities for skills development, while less emphasis has been given to developing the new policy and regulatory settings. At this mid-term of NESP, there are now the beginnings of a systematic approach to quality assurance within all TVET institutions, through commenced development of Quality Assurance systems, supported by My-EQIP and to meeting labour-market requirements. The challenges are well documented¹⁵⁷ and more recently in the UNESCO TVET System Review.¹⁵⁸ Quality assurance provides a framework for TVET providers to benchmark themselves against peers, strive for continuous improvement and signal quality to employers and prospective students. Over the final period of NESP, it is expected the DTVET will continue to engage Principals with the

¹⁵⁵ ADB Skills Development for Inclusive and Sustainable Growth in Developing Asia-Pacific, 2012

¹⁵⁶ Field Based Interviews with Principals and staff at nine TVET schools/institutes in five states/regions

¹⁵⁷ CESR, TVET subsector report, 2015

¹⁵⁸ TVET System Review Myanmar, 2019, UNESCO (working draft)

new quality improvement processes¹⁵⁹, including training on how to collect improved institutional level performance data and administer tracer studies to understand student destinations.

65. Responsibility for TVET is shared among many ministries, but the MoE has leadership role

TVET provision in Myanmar is overwhelmingly provided by the public sector with thirteen different ministries managing TVET providers, all offering their own programs. The MoE manages the largest number of providers (60). The Ministry of Agriculture, Livestock and Irrigation (MoALI) manages 55 providers, the Ministry of Industry (MoI) operates a small number of well-resourced institutes and the other 10 ministries manage small providers in specific occupational areas. Other TVET providers include: Singapore-Myanmar Vocational Training Institute (SMVTI); Nyaung Shwe Vocational Training Institute (NVTI); School of Industrial Training and Education (SITE); English Language Proficiency Schools (ELPS); and Yadana Welding Training Center (YWTC)

Table 5 Ministries involved in the provision of TVET

Ministries	Names and Types	Number	Target
Ministry of Education	Government Technical High School	35	Secondary (formal)
	Government Technical Institute	22	Post-secondary (formal)
	Government Technical College	3	Post-secondary (formal)
Ministry of Information	Industrial training centres	6	Pre-Employment
Ministry of Labour, Immigration and Population	Training centres	6	Reskilling
Ministry of Agriculture, Livestock and Irrigation	Agricultural institutes	15	Post-secondary (formal)
	Lacquerware Technical College	1	Post-secondary (formal)
	Cooperative training schools	7	Post-secondary (Non-formal)
	Weaving and vocational schools	14	Pre-Employment
	Fishery schools	3	Workers
	Vocational schools (livestock)	14	Workers
	Livestock Training School	1	Workers
Ministry of Social Welfare, Relief and Resettlement	Vocational training schools	9	Vulnerable young people
	Early Child Care Centre	1	Orphans
	Adult Vocational School	1	Vulnerable adults
Ministry of Border Affairs	Home science schools	42	Women
	Technical schools	9	Ethnic young people

Source: developed from data provided by UNESCO, June 2019

Provision across the public sector is fragmented with no central policy coordination or collection and analysis of data. For example, the names of the various providers, names of programs offered and number of students enrolled are not centrally held. The MoE and MoI hold separate sets of data on TVET provision.

Mechanisms to coordinate and harmonise TVET are underdeveloped. While the MoE is not the only ministry with responsibility for TVET it has the lead responsibility nationally and is in a position now to more actively exercise that leadership. The NESP assigns this role to the MoE, with responsibility for legislative change, establishment of a National TVET Council, quality assurance and other policy reforms. In anticipation of these reforms, there is no impediment to the MoE exercising greater coordination with each of the other ministries, and with the NSSA, the Private Sector Development Human Capital Working Group and others. These actions could complement implementation of NESP and help foster a whole-of-government approach.

¹⁵⁹ Government of Australia's program MyEquip is supporting this work with TVET Principals

There is a need for a single coordinating body to regulate and manage the entire scope of TVET. The proposed national TVET Council has the potential to be an important reform for coordinating and guiding TVET across Myanmar. As mentioned earlier, development has not yet commenced since this reform is contingent upon the proposed new TVET Legislation. The establishment of a new TVET Financial and Monitoring system has also not commenced. Both these initiatives are relevant and it expected they should be implemented in the future.

66. Planning for future expansion of training

The rapid development of Myanmar will undoubtedly require an increase in skilled labour and hence the strategy to expand access to TVET is relevant. As the NESP recognises it will be necessary for DTVET to increase the number of learners in order to produce skilled labour to meet Myanmar's future requirements. While there has been expansion in numbers of young people into MoE provided TVET institutions, there is scope in future years for significant further expansion. Approximately 20,000 students per year enrol in full-time programs in MoE TVET schools and institutes. This number of full-time students has remained constant in recent years – growth in enrolment figures have come mostly from the short-course market. The MoE has plans for doubling the number of full-time students by the end of the NESP implementation period through building an additional 35 GTHSs.¹⁶⁰ The Review finds that there is also physical potential on some campuses to expand within the existing campus footprint. It is important that future expansion be in line with new approaches. Planning needs to ensure new GTHSs offer labour market demanded courses utilise innovative learning resources and upskill new teachers. Planning for expansion will also require an equipment and facilities stock take in order to develop a responsible investment plan.

67. Contemporary approaches to teaching and learning are yet to be realised

Embedding contemporary approaches into TVET teaching and learning has proved very challenging in Myanmar. The NESP articulates the importance of 21st Century transferable skills such as critical thinking, problem solving, creativity, teamwork, communication skills, and conflict resolution. UNESCO SDG Policy Gap Analysis¹⁶¹ found that these important skills are often neglected in Myanmar and site visits by the MTR team confirmed this finding. Instruction appears overly focused on occupational knowledge and practical physical skills with little evidence of broader education outside of specific technical areas.

Embedding digital skills is also extremely under-developed, and the Review Team saw no examples of adequate ICT training and no adequate use of technology in learning. Mobile phone penetration in Myanmar is very high. Government and industry observers estimate that over 90 per cent of adult have a mobile phone, and upwards of 80 per cent of these phones are smartphones.¹⁶²

Given this exceptionally high penetration, developing off-campus and on-line learning opportunities (even 'mobile first' modalities) has merit. There are many examples now from elsewhere within ASEAN to provide inspiration.

Contemporary approaches to teaching and learning require high-capacity teaching staff. The Review finds that this area requires greater emphasis in coming years. In addition to the teacher training centre in Baelin, a new centre is currently under construction in Yangon. Improved pre-service and in-service teacher training will continue to be necessary in both general pedagogical skills as well as for practical skills development.

68. There is good will for stronger linkages with industry; action needs to follow

The Review finds that developing effective actionable mechanisms to shift TVET closer to the 'demand-side' still need to be implemented. All schools /institutes visited welcome local industry on an individual basis, but system-wide mechanisms are not in place. The NESP mentions closer links, and even public–private partnerships. Options for these ranging from government legislation, financial incentives, sector advisory bodies, broad industry involvement in standard setting and

¹⁶⁰ The construction of the 35 additional GTHSs is understood to be conditional on approval of a proposed European Union Education Program.

¹⁶¹ SDG4-Policy Gap Analysis 2017, UNESCO

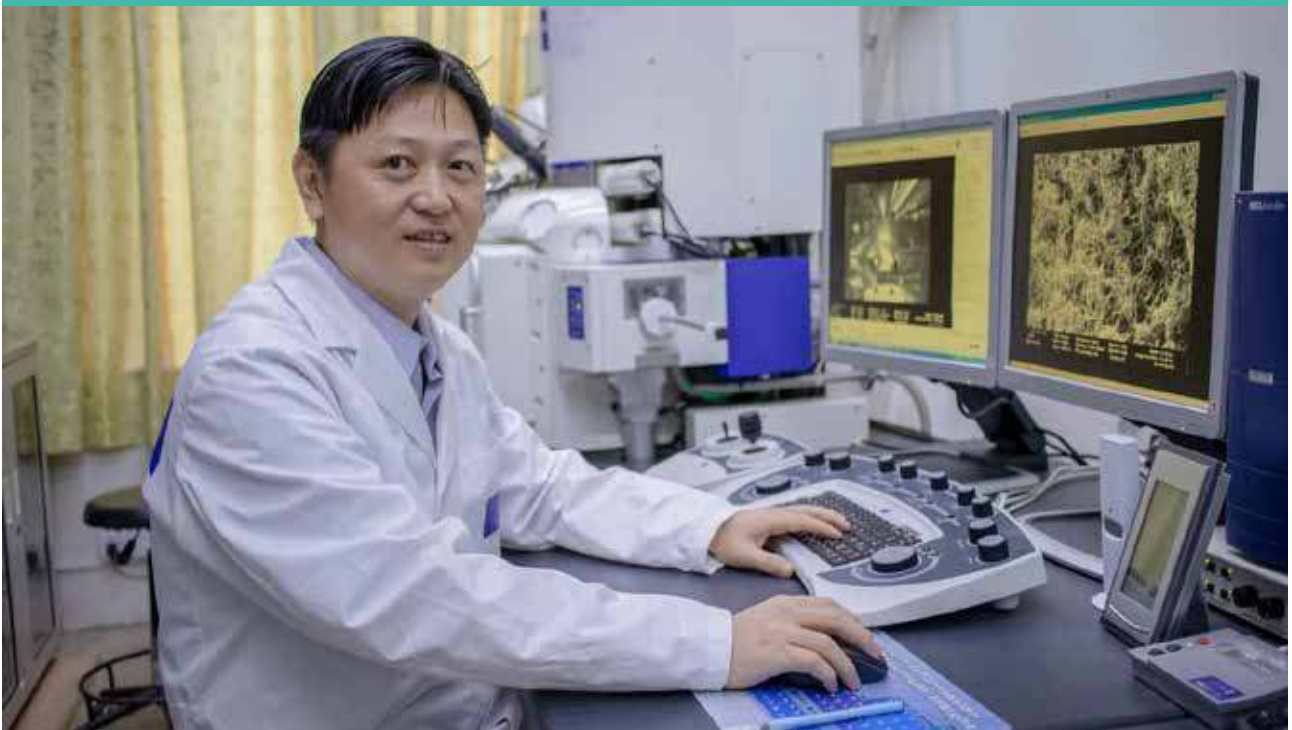
¹⁶² TVET System Review Myanmar, 2019 UNESCO (working draft)

assessment, arrangements for work placements, value chain partnerships and work-based experience can all be explored for relevance, noting the value of targeted solutions. Processes for registration for the burgeoning number of private TVET providers are not yet in place, nor are plans for certification of skills acquired through private providers.

3.10 TVET recommendations 2019–2021

1. A clear governing framework for TVET in Myanmar, including, legislation and a national policy, be finalised for implementation. Standardisation and mutual recognition between TVET High Schools and the academic (normal) High Schools should be included in the TVET policy.
2. In continuing implementation of the NESP TVET components, the DTVET give increased focus on aligning curricula and learning materials to NSSA skills standards, expanding courses to a broader range of occupational areas, and upskilling TVET teachers / trainers.
3. Support TVET Principals and senior staff to take more active leadership roles, engaging with the new quality improvement processes, collecting institution level performance data and implementing nationally consistent tracer studies to understand student destinations.
4. The DTVET plan for the setting up a national TVET Council, and for registering private TVET providers.

Higher Education



3.11 Higher education

There are no formal mechanisms in place to determine the extent to which Higher Education Institutions (HEIs) in Myanmar meet the expectations of their students, staff, stakeholders and the society. The MTR team finds that the NESP Higher Education (HE) focus to modernise the governance and management of HEIs and improve the standards of teaching, learning and research capacity within HEIs is critical to Myanmar's social, economic and technological development. Furthermore, such modernisation will contribute to strengthening Myanmar's capacity to contribute to higher education dialogue within the ASEAN region. There are 174 public HEIs in Myanmar managed by nine separate ministries. The MoE manages the majority of these institutions (134) and it is to these HEIs that the NESP is directed.

69. The government is committed to comprehensive reform

The transformational shift for Higher Education given in the NESP is highly relevant as a guiding vision. The NESP sends a positive message that reforms in governance, financing, teaching, management and research will lift system quality and that Myanmar should look towards regional systems for benchmarks. With the desire to build a world-class Higher Education system by first developing a small number of regionally competitive universities, Myanmar's vision is aligned with the broader ASEAN vision for a regionally collaborative Higher Education (HE) system of comparable Higher Education Institutions (HEIs) contributing towards regional trade and mobility.¹⁶³ The commitment towards rebuilding the Myanmar HE sector should be accepted as an ambitious vision for implementation beyond the five-year period of the current NESP. The HE sector in Myanmar is now recovering from decades of under-investment and isolation. Until the mid-1960s the universities of Yangon (then known as Rangoon) and Mandalay were considered among the best in East Asia. They are still regarded as the best available in Myanmar but are no longer at their peak. Simultaneously the universities of neighbouring countries have developed, resulting in an increasingly wider gap.¹⁶⁴

70. Rectors consider 'Autonomy' as the highest priority reform

The prevailing model for HEI management in Myanmar is highly centralised. Rectors and senior managers at HEIs do not make decisions on operational matters such as staffing, course provision and procurement of equipment – these matters are determined by officials within the Department of Higher Education (DHE) in Nay Pyi Taw with decisions then relayed to the affected HEIs. Discussions with Rectors and staff during site visits¹⁶⁵ reveal that several years into NESP reform, processes within MoE are still perceived as slow and bureaucratic, that the centralised management structure hinders reform and that granting expanded autonomy is the best strategy for institutional improvement. The NESP does not envisage full independence of HEIs but that HEIs should have autonomous decision-making over elements such as their governance and management, academic profile and curriculum, external and financial partnerships, and research. Under the *National Education Law* 2014 eligibility for HEI autonomy is dependent upon the institution drawing up a University Charter to guide directions as well as the establishment of a University Council. The NESP recognises that the Universities will gain autonomy based on their charters approved by the National Education Policy Commission (NEPC) and implemented as the Autonomous Universities which will be overseen by the University Councils.

71. No Higher Education Institutions yet have approved Charters or operational Councils

The NESP anticipated that, by the mid-term, there would be 'functioning HEI governance for the first batch of autonomous universities'¹⁶⁶ with 10 HEIs making good progress. This intermediate outcome is yet to be fully achieved. Charters aligned with DHE *Statement of Principles for Autonomy and Accountability* are to be individualised for each university and cover matters such as composition of Council, tasks and responsibilities of Chairman, Rector and other senior staff, and a framework for key issues such as university admission system and selection of teaching course

¹⁶³ ASEAN Secretariat, *ASEAN Work Plan on Education 2016–2020*

¹⁶⁴ International Association of Universities (2016) *Higher Education in ASEAN*

¹⁶⁵ The MTR team visited 18 HEIs in 9 states/regions

¹⁶⁶ NESP 2016–2021, p199

programs. The Charters are to be approved by the National Education Policy Commission (NEPC). Following approval of Charters, University Councils will be established and then autonomy ‘pilots’ commenced. The pilot group of HEIs will include two ‘comprehensive’ clusters of universities in Yangon and Mandalay. The needs and practicalities of shared governance and strategic planning within the two university clusters should be carefully considered, including the possibility of a transitional provision of shared university councils that will govern these clusters.

As at the time of the MTR the following 14 universities are actively in the process of developing charters: Mandalay Technological University; Mandalay University of Computer Studies; University of Technology, Mandalay; University of Foreign Languages; Myanmar Aerospace Engineering University, Meikhtila; Technological University (Mandalay); University of Information Technology, Yangon; University of Mandalay; University of Yangon; Yadanabon Cyber City; Yangon Technological, University; Yangon University of Computer Studies; Yangon University of Economics – (Hlaing Campus and Ywar Thar Gyi Campus); Yangon University of Education, and Yangon University of Foreign Languages.

72. A number of NESP components are being implemented but effort is dispersed

In addition to the granting of expanded autonomy to HEIs, the NESP contains a number of other strategies designed to improve the quality of HE provisions. These include: upgrading physical facilities and equipment, introducing on-line library resources, improving distance education, providing professional development for teaching staff, increasing support for research and introducing quality assurance measures, with quality assurance standards drafted. The NESP outlines the development of a small number of HEIs to reach ‘world-class’ standard. As improvements are being developed and implemented simultaneously it is not clear how the activities will contribute to the outcomes. Elements are being implemented across some of the 134 MoE HEIs but effort is dispersed, with different HEIs commencing implementation on various components, as the table below shows.

Table 6 Higher education Institutes actively working towards NESP (2016–2021) reforms

Number of HEIs	NESP HE reforms/ improvements
15	Have received funding to re-equip science and engineering laboratories for better applied learning experiences
15	Are designing institution-based student admission practices to allow student preferences to be considered instead of centralised admissions based solely on academic results
14	Are actively developing their own university charter as a first step towards autonomy for operational and management decisions
6	Are reviewing and re-designing their academic course profiles to reflect own local economic and social needs

Source: MTR compiled from information provided by DHE

Over 90 per cent of the DHE budget is allocated to annual recurrent costs (salaries and running costs), therefore funds available for capital and reform must be prioritised.¹⁶⁷ Sequenced, coordinated implementation is particularly important to maximise the limited available resources.

73. Modern, integrated approach to professional development has commenced

As the traditional centralised model of HEI management is progressively updated to a more corporate model, Rectors and other senior academic and administrative leaders need to develop the skills and knowledge necessary to secure the intended NESP policy reforms. Under the current system rectors and pro-rectors, who are selected from academic posts, receive little preparation for the task of managing and leading an education institution—management training is often restricted to attendance at a three-week course focusing on generic civil service management responsibilities held at the Phaunggyi civil service academy. The NESP envisaged the formation of a National Institute for Higher Education Development (NIHED) to provide specifically targeted HE professional development programs led by experienced and skilful practitioners from across the

¹⁶⁷ Myanmar 2018 Education Budget Brief, Ministry of Planning and Finance and UNICEF

HE system. The DHE is not currently intending to build a stand-alone institute. The Review finds the intended focus on the development of targeted courses and other activities cost-effective and appropriate. Already, the DHE has partnered with an international development partner to implement a Myanmar Higher Education Management Program of one-year duration.¹⁶⁸ Feedback from participants was very favourable and such programs could be progressively rolled out with more national trainers involved and with a stronger emphasis on change management.

The NIHED is overseen by the NEPC, however, the courses and activities are conducted in collaboration with the Ministry of Education for building the capacity of leadership and senior management in universities under the Department of Higher Education and other relevant national education bodies. While the provision of professional development programs with support from international partners shows promise, sustainability of these programs and ongoing support to professional development within higher education sector will require review and revision of HR policy, and establishment of appropriate infrastructure, including human resources, facilities and budgets, such that professional development and specialised training can be effectively managed for the whole higher education sector.

74. Rectors' committee an exercise in collaborative leadership

The Rectors' Committee was established in April 2018 and is still in development stage. Its membership is drawn from rectors/ principals from all 174 public HEIs in Myanmar with an elected executive committee of 15 members. This is a bold initiative in collaborative leadership giving elected Rectors additional responsibilities in guiding and supporting their peers. The Rectors' Committee cooperates with HEIs and provides strategic support but does not directly administer.¹⁶⁹ The leadership and activities of the Rectors' Committee has proven to be an energising and positive influence on implementation of governance reform.

The committee has already supported progress towards establishing charters, university councils, and new approaches to admissions and academic course profiling, and their support is likely to become even more important as the reform process accelerates.

75. Distance education is widely available, but needs significant improvement

Distance education (DE) has an integral role to play in providing access to students for whom it is not convenient to attend campus daily, particularly those who need to fit study around work commitments. For example, it is understood that many teachers, living in staff quarters at schools, choose DE modality to upgrade their qualifications. DE has enormous potential to build new paths to Higher Education and expand lifelong learning opportunities. It also keeps learning costs lower for individual students by offering alternatives to attending regular classes.

Distance education can be defined as 'institution-based, formal education where the learning group is separated, and where interactive telecommunications systems are used to connect learners, resources, and instructors'.¹⁷⁰ Globally the difference between DE and campus learning opportunities are reducing, as campus-based students use online resources frequently and online-enrolled students attend regular workshops and residential weekends and block learning sessions. In Myanmar over half of all undergraduates are now enrolled in DE and it is recognised that for the 'foreseeable future expanded access to Higher Education for more students will only be possible through expansion and improvement of DE'.¹⁷¹ The MoE report that 39 Universities now offer degrees through DE mode. While the concept is relevant, DE is currently operated as, and perceived as, a parallel but second-class system.¹⁷² The Ministry describe DE as being run by each of the participating universities under a 'one campus, two systems' approach yet it currently lacks many of the hallmarks of contemporary DE provision. There appears to be very little investment in development of online resources or development of dedicated platforms, and little investment in developing quality face-to-face events to supplement the individual, home based

¹⁶⁸ Funded by the British Council with international expertise from the University College London and local expertise from the Irrawaddy Policy Exchange.

¹⁶⁹ Soe, Zaw Wai (2018) *Role of Rectors' Committee in Higher Education Reform* PPT Myanmar

¹⁷⁰ Schlosser, L. A., & Simonson, M. (2009). *Distance education: Definition and glossary of terms* (3rd ed.). Charlotte, NC: Information Age.

¹⁷¹ NESP 2016–21, p195

¹⁷² CESR *Technical Annex on Higher Education* MoE 2013

learning. Access to faculty is limited and practical and face-to-face seminars (including laboratory work) are limited to a four-week annual block. The qualification awarded records that the degree was achieved through DE mode and this is understood to signify a lower standard.

The DHE reported to the MTR that 57 HEIs now have functioning e-learning centres and e-libraries. During site visits, the MTR team found that the majority of the e-libraries viewed were barely functioning, internet connectivity was often poor and the numbers of computer terminals for student use were few. The situation is better, however, within the 13 university libraries participating in the internationally supported eLibrary Myanmar Project and those with a partnership with the University of Manchester, UK.¹⁷³ Through these initiatives, students are able to access the online resources of EBSCO, Jstor, the Oxford Journal Collection and the IMF eLibrary and the University of Manchester.

Linkages with the Open University, UK, are certainly a positive move. Nonetheless, the MTR team believes that much more could be done to improve DE across Myanmar and finds the MoE could consult experts in new technology-aided delivery modes to provide clear and detailed steps to implement the stated NESP components as well as develop a broader blueprint for blended, modern, distance learning. Review and planning undertaken over the next two years could pave the way for a stronger focus in NESP 2.

76. Preparing for a knowledge-based economy

Higher education's specific contribution to both economic development and individual returns may not have been quantifiably measured in Myanmar, but the assertion that institutional changes can create positive contribution to the economic growth of the country is well held. Myanmar scores a low 3.32 out of 100 on the Global Competitiveness Index¹⁷⁴ and labour productivity growth has declined to 6.3 per cent in 2018.¹⁷⁵ At the local level, there are encouraging signs as HEIs develop links with local employers and shift the profile of their courses towards employment opportunities¹⁷⁶ and this will be aided by the introduction of autonomy in academic course selection. The introduction of selective autonomy as contained within NESP will also allow institutions to more easily enter research and sponsorship partnerships with industry. This could be important as HEIs seek and obtain sources of financing beyond government allocations. Overall, the MTR team finds that these important areas of Higher Education reform have been underdeveloped during the period of NESP.

Integration between education, employment and a knowledge-based economy requires deep, selective investment and a clear roadmap for effective directions. The development of modern skills for an innovative, competitive economy goes far beyond improving the types of courses offered towards courses with higher employment outcomes, although that is clearly important. An entire cultural shift is necessary as well as a plan on how the HE system in Myanmar can tilt towards the incubation of innovative and creative thinking necessary for global, economically competitive societies.

77. For remainder of NESP: focus on supporting 'first batch' to success

The pressure to implement a large number of important components of the NESP across so many HEIs has constrained success and reduced visible impact. Outside of Yangon and Mandalay, the standard of education and management across the 134 MoE HEIs is uneven. The components listed in the NESP are sound and, if implemented, would contribute to a more inclusive, relevant, and quality system. Yet the MTR team finds that stakeholders within the HE system lack confidence in articulating a vision for the future of HEIs in Myanmar.

Developing a policy and framework for a small number of 'world-class' institutions, as anticipated in the NESP, has not yet occurred. To increase effectiveness in the final two years of NESP the MTR review team urges Government to undertake this visioning work and use it to guide NESP(2016–2021) implementation across a small selection of high quality HEIs. It is recommended that the

¹⁷³ From the international NGO Electronic Information for Libraries (EIFL) with finances provided by the Open Society Foundation's Higher Education Support Programme.

¹⁷⁴ World Economic Forum *The Global Competitiveness Report* (2018) Geneva

¹⁷⁵ *Ibid.* Labour productivity growth declined from 11.6 per cent in 2007 to 6.3 per cent in 2018.

¹⁷⁶ British Council Report on Scoping East Asia University Industry Collaboration, London 2019

DHE, in consultation with the Rectors' Committee, select a very small lead 'first batch' group of HEIs who will be well supported to implement a range of NESP (2016–2021) components and strive for excellence. Some NESP components are being implemented to some extent across some of the 134 MoE HEIs. Examples include a University Charter and University Council, intensive professional development for key personnel and broad change management training for whole institution, funding for functional science and engineering laboratories, effective e-libraries, responsive admissions processes, locally administered staffing processes, locally and economically relevant courses, and improved student services.

The goal would be to support a small group of between 4-8 HEIs (not all from Tier 1 institutions) in implementation so that the government would be able to demonstrate clear success, assessed using adaptive management principles, at the end of the NESP (2016–2021). This would provide encouragement to other HEIs in Myanmar and demonstrate the validity and utility of the package of reforms. The HE sub-sector in Myanmar has had relatively low and uncoordinated investment over many years. If the MoE can demonstrate, good success in the remaining two years of the NESP (2016–2021) there is significant opportunity to attract future financial and technical support.

3.12 Higher education recommendations 2019–2021

11. To demonstrate clear success at the end of the (2016–2021), the DHE focus intense implementation support on a small batch of between 4-8 high-performing Higher Education Institutions, selected in consultation with the NEPC, using data provided by the Rectors' Committee.
12. A review of distance education be undertaken, outlining challenges with the current approach, identifying strategies to achieve a 'blended delivery' mode with equivalent quality educational outcomes, and standing as traditional campus-based mode.

Management, capacity development and quality assurance



3.13 Management, capacity development and quality assurance

78. Quality assurance has commenced

One of the drivers of change to facilitate and sustain the NESP (2016–2021) education reforms over the long term is the establishment of external and internal quality assurance systems in all sub-sectors, expected to provide a framework for and assess the achievement of quality against standards. While the MoE will be responsible for the development and implementation of internal quality assurance systems, a National Accreditation and Quality Assurance Committee (NAQAC) (established in January 2017) is responsible for the development and implementation of external quality assurance systems. The National Education Policy Commission oversees the NAQAC activities.¹⁷⁷ Progress has been made: an external quality assurance system for Higher Education is in development (due to be implemented in 2020); a School Quality Assurance Standards Framework (SQASF) is in the process of being implemented; and draft quality assurance frameworks are underway for TVET and Alternative Education.

There are a number of quality assurance strategies/components throughout the NESP (2016–2021) and there needs to be clear oversight of these, which needs to be reflected in the terms of reference of the NAQAC.

The terms of reference and provision of resources for the NAQAC need to be reviewed to ensure that the committee has the mandate and capacity to oversee national quality assurance initiatives throughout the education sector under the National Education Policy Commission.

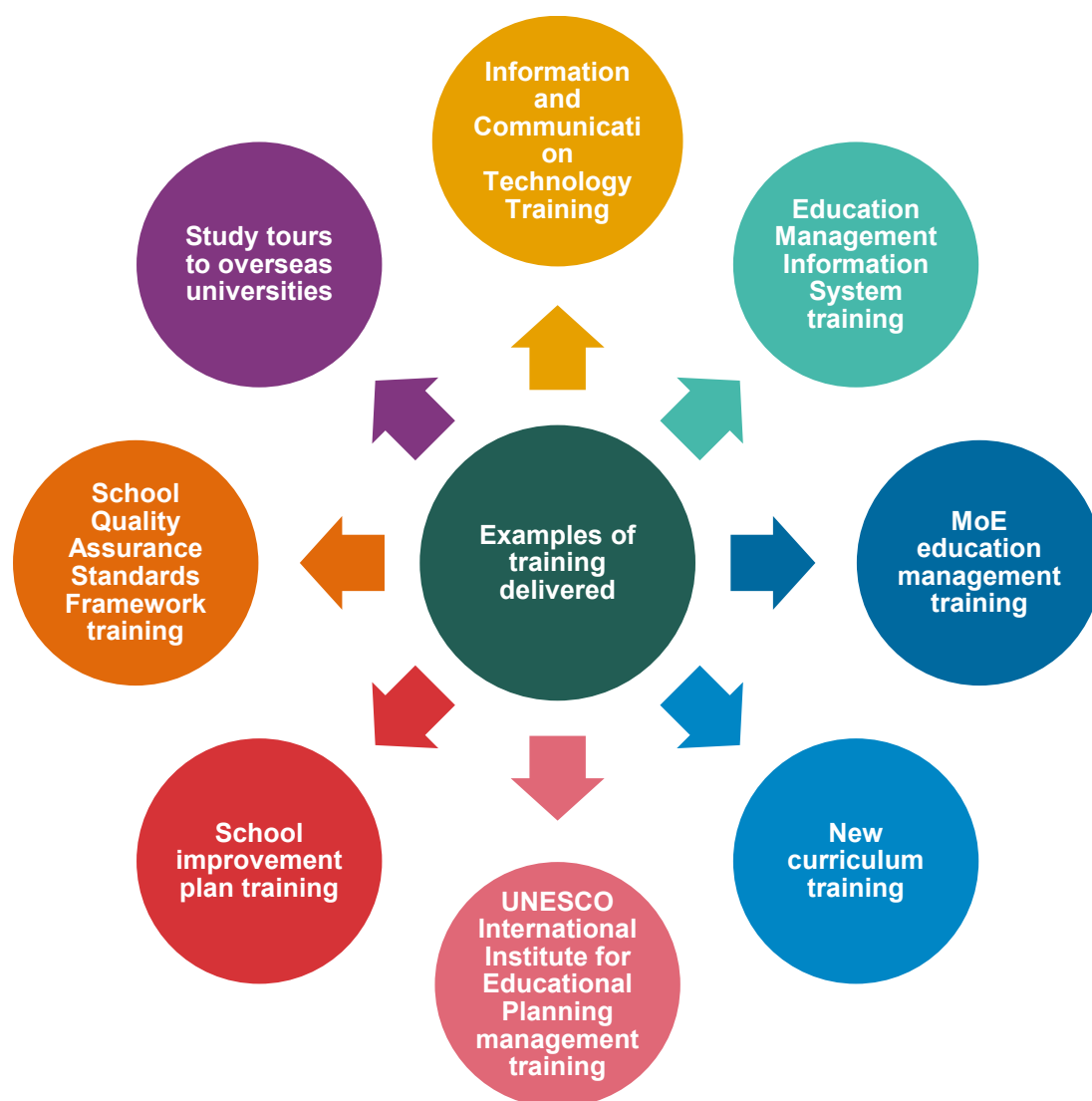
79. Some training has been provided but in a fragmented manner

The NESP Annual Capacity Development Plan (an intermediate target) is yet to be drafted. Since 2016, a significant number of short-term capacity development opportunities, mostly training, have been provided to numerous officers¹⁷⁸ although, not all have targeted education managers (see Figure 17 below, for a snapshot of training). Some MTR respondents, considered that the key challenge in this area has been one of overall planning and oversight. While there have been many training and capacity development interventions involving many different agents, the MoE would benefit from following a clear strategic human resource development plan.

¹⁷⁷ <https://myanmar.ca/edu/>

¹⁷⁸ Annual Performance Review 2017–2018, p.166, p.174, p.197; My-EQIP 6-month ME Report Oct 18 – Mar 2019 300419; UNESCO IIEP Planning and Management Training Programme Overview 2017; UNESCO (2018) Strengthening Pre-Service Teacher Education in Myanmar (STEM) Project Progress Report

Figure 17 Examples of training activities since 2016



Oversight is needed in order to:

- ensure training and continuous professional development opportunities are appropriately targeted in line with identified needs
- be able to monitor impact and effectiveness
- ensure equity of opportunity
- monitor the calibre of training interventions and other approaches to capacity building.

The implementation of EMIS and HRIMS is intended to support this to some extent as these databases will have the capacity to capture training data. The challenge will be identifying equity of access to training and capacity development interventions, knowledge management, and ensuring the right people have the right training. Mechanisms need to be developed in order to monitor and evaluate the effectiveness, frequency, and equity of professional development opportunities and the impact these have on an individual's performance.

80. The connection between the NESP and the Departmental Annual Implementation Plans (DAIPs), and the monitoring and reporting mechanisms requires strengthening.

The NESP (2016–2021) takes a programmatic approach that focusses on outcomes, whereas, the DAIPs and budget cycles an annual process. DAIP's are developed for 2 years, and annually adjusted for the forward year in line with the budget cycle. My-EQIP has been supporting the DAIP and M&E plan process, with diligence and success, to improve the processes of preparing and implementing the DAIPs, however, it cannot address a design flaw in the NESP.

In the current financial year, DAIP's were prepared for a two-year cycle, which creates complexity, given that the Medium-Term Fiscal Framework (MTFF) could provide indications to MoE of finances available over a two-year period.

The sequencing has had an impact on the quality of the DAIPs and on their link with the budgeting process. DAIPs have not previously been prepared before the annual budget estimates are provided to departments. While, being addressed in the next iteration of DAIP's, currently, this creates parallel reporting systems, with departments reporting on annual budgets through financial reports that are not linked to delivery of results and monitoring of progress towards and achievement of targets. The DAIPs are reported through the Annual Performance Review process, which is selective on what it reports on from the DAIPs. Going forward, using the M&E plans departments will report against their DAIP's, which in turn are based on NESP strategies and components. The Departmental Annual Performance Report (DAPR) will include financial and physical achievements, analysis of learned and recommendations for improvement and will be used to inform the Ministry-wide Annual Performance Review.

The Review team understands the current DAIPs relating to the financial year are created with a budget, but departments' capacity to capture all on and off budget support to NESP implementation is still emergent.

81. Structure of the NESP (2016–2021) may not be very helpful annual planning processes

The Transformational Shifts articulate sector vision and longer-term goals that would, in all cases, outlive the current phase of NESP implementation. Translating these longer-term goals into the strategies and outcomes over a five-year period, and the setting of targets under annual plans, presents a challenge to synchronise timeframes, activities, and budgets. This is an example of 'stretch goals' such as those in the NESP (2016–2021), which are creating institutional tensions and resulting in little progress. As a result, premature load bearing¹⁷⁹ occurs, because the MoE departments currently lack the institutional systems, structures and capacity to convert the NESP's 'stretch goals' into meaningful annual plans for monitoring and reporting on NESP implementation.

82. Limited accountability and results focus

The accountability mechanisms under the NESP (2016–2021) suffer from three drawbacks:

- they follow a compliance and process orientation (e.g. periodic financial reports) rather than being linked to results (e.g. increased number of OOSC children enrolled in schools) and accessible easily (e.g. through voluntary disclosure in public domain)
- they are devoid of legislative accountability i.e. there is no results-based reporting to government
- there is very little systematic collection and analysis of consumer (students, parents, teachers, businesses, CSOs) feedback.

Presently, MoE does not hold to account, education managers on NESP program implementation. This renders the accountability and oversight mechanisms somewhat ineffective and inconsequential, as they neither inform policy choices, nor affect operational decisions.

The NEPC, submits a bi-annual report to Parliament, but the MoE does not. It is noted that engagement with the Parliamentary Committees on Education in the two houses of Parliament, is minimal and driven by the Committees, not MoE. Similarly, feedback and communication loops with consumers is erratic, supply-driven and rigid. The implementation of the EMIS and PeMAS should enable in a new era and culture more open, timely, and more targeted engagement and reporting.

83. Full-scale launch of the EMIS and PeMAS is in progress and its implementation is critical

The imperative of consistent feedback, evidence driven decisions, and use of technology to improve performance management, cannot be over emphasised. The full-scale rollout of the EMIS and PeMAS are important steps for bridging the data, communication and information gaps. MoE

¹⁷⁹ This term signifies the extent to which institutions are saddled with responsibilities they are not ready for

has trialled through DBE a Communications for Management (C4M) App, testing communications and reporting on school level data to DBE. The full operationalisation of the EMIS across the country should pave the way for decisions to be informed by evidence, better utilised by MoE for M&E NESP implementation through DAIPs, while PeMAS will allow for access to timely data across the value chain of decision makers and implementers on a range of key indicators, and enabling better, faster communication. Similarly, the Improving Access and Quality Education Project and My-EQIP aims to introduce innovations in data collection, and monitoring related to monitoring and reporting on implementation of school level plans. It is important that these systems be fully integrated with each other, and with EMIS, so that MoE staff at all levels works with a seamless package of tools and services.

84. Institutional capacity poses several risks, as does its relative underfunding

Gaps in institutional capacities are widely acknowledged and understandable, given that a strategic approach to implementation is a relatively new phenomenon for the country. However, the concerns over capacity do not seem to translate into either substantial funding, or into strategic investments in institutional capabilities. Except for the work done by MoE through the Capacity Development Team and under the MoE-led My-EQIP program on systems development, capacity development is at best negligible and at worst irrelevant. Restrictive definitions of capacity building, low funding except under projects financed by development partners, and poor conception, such as Head Teachers receiving standard government civil servant trainings rather than education leadership training, hamper any meaningful impact on performance.

The MoE, through the My-EQIP project has supported the development of a Monitoring and Evaluation Framework underpinned by sustained capacity building of M&E personnel representing all 11 departments as well as the EQIS Capacity Development Framework¹⁸⁰, which aims to develop capacity at the individual, organisational, and institutional level.

Although there is yet to be a MoE Annual Capacity Development Plan, draft terms of reference have recently been drawn up for a Capacity Development Management Committee (CDMC).

While this a positive initiative supporting the NESP (2016–2021) strategy, the CDMC has not yet been established. Proposing the Union Minister as chair signals the importance attached to this area and may shortcut a lengthy approval process, enabling the committee to meet four times a year as per its schedule and fulfil its mandate. There is some concern that this committee will duplicate the efforts of the Management, Capacity Development and Quality Assurance SSWG, and more broadly the ETVSCG and other SSWG's. The plan to collect baseline data on all capacity development activities in relation to NESP (2016–2021) strategies will be a valuable starting point. There is a proposal to collect a database on the CD opportunities including evaluation of training, however, there needs to be a mechanism to monitor the longer-term effectiveness of the training on improving or enhancing performance.

Progress has been made with the development and implementation of the Education Management Training Program although there are no education management staff enrolled on the program to date, which means that the intermediate target has not been met. This program will need to be complemented by system-wide training and support for education managers at all levels (not just at Ministry level in Nay Pyi Taw). Systems need to be developed and implemented to identify professional development needs at a local level and these needs should be incorporated into national plans.

85. Use of digital technology to enhance management practices is still emerging

There is progress being made in the development of digitally based management systems such email for communication between MoE and decentralised bodies. As the use of digital forms of communication, especially emails, is in its infancy across Myanmar, some townships and schools are reluctant to accept any official direction unless it comes in a traditional paper form. Most, if not all INGOs and many agencies all utilise digital technology for official communication. MoE is moving in this direction, however, has yet to embrace it fully. For MoE to make reform leaps increased use of digital technologies in management is critical.

¹⁸⁰ MY_EQIP Activity 10.4.1: MY_EQIP M&E Systems Plan, 10 October 2018, P.7

3.14 Management, capacity development and quality assurance recommendations 2019–2021

13. For the NAQAC to be supported with capacity building to undertake their new role and effectively implement their Terms of Reference.
14. Consider lengthening the tenure for officers on the NAQAC and reporting lines established to ensure that regular status reports on MoE quality assurance initiatives are submitted to NAQAC to inform planning and decision-making.

Monitoring and Evaluation



Section 4 Monitoring and Evaluation of the NESP 2016–2021

IIEP/GPE guidelines state that ‘Monitoring and evaluation (M&E) mechanisms are critical to ensuring that the plan is on track to achieving its targets. An effective M&E system should ask whether the intended activities are being carried out as designed, whether the targets of the plan are being achieved and if not, why not?’¹⁸¹ In 2016, the Multi-level Ministry of Education Capacity Gap Assessment reported serious concerns in the MoE’s ability to monitor and evaluate execution of the NESP (2016–2021). Furthermore, it went on to state that the function of M&E was largely nascent in central and across all administrative levels.¹⁸²

The MoE has made significant progress towards strengthening the M&E systems, although barriers to more effective monitoring of the NESP (2016–2021) remain.

86. Oversight and Coordination of the Monitoring and Evaluation of the NESP (2016–2021) is a challenge

The responsibility for monitoring and evaluating the NESP (2016–2021) is unclear. The 2016 restructuring of the MoE resulted in current oversight of the monitoring and evaluation framework resting with three departments within the Ministry of Education – DM&E (Res), DM&E (Edu) and DERPT, with latter a functional department with M&E responsibilities mainly related to curriculum and training.¹⁸³ The DM&E (Res) has oversight responsibility for the NESP (2016–2021). However, activities such as the development of DAIPs and the M&E Plans, is coordinated by the three core departments through the M&E Core team with support from My-EQIP. All departments are responsible for M&E of DAIPs, but there is no one central level department or coordinating body. This makes the division of M&E responsibilities among the departments unclear with the issue further compounded by the lack of clear mandate of the newly developed M&E departments.

87. Monitoring and Evaluation Reform is progressing

To support M&E of reform and progress of the NESP (2016–2021), three key initiatives have been designed.

- An Education Management Information System is in the process of being established. There are positive indications that significant data collection is already occurring but as this is a work in progress, some data gaps exist and will continue to exist until the system is in full use.
- The development of a revised NESP M&E Framework (MEF) underpinned by sustained capacity building of an M&E Core Team comprising representatives from the three core departments with M&E responsibility. This M&E core team is supporting all 11 departments to develop and implement M&E plans aligned to DAIP and the NESP outcomes is supported by My-EQIP. The MEF has a fivefold purpose: accountability, learning, producing evidence, continuous improvement, and sharing of results. M&E activities aligned to the MEF are to be carried out by the departments and provide sound evidence for the APR. The current focus is predominantly on producing evidence of achievement against the NESP (2016–2021) targets.¹⁸⁴
- Further capacity development support was provided to DM&E (Res) through the Danish funded Capacity Development Fund (CDF) through direct support of the Annual Performance Review 2017–2018 and a number of M&E trainings.

As noted by the MY-EQIP six-month M&E Report (Oct 18-Mar19), ad hoc support by donors to different departments with M&E responsibilities is a potential duplication of efforts¹⁸⁵, especially considering that DM&E (Res) is a member of the M&E Core Team who are currently providing M&E capacity support to eight MoE departments.

¹⁸¹ GPE NESP Appraisal Report, p17

¹⁸² Multi-level Ministry of Education Capacity Gap Assessment, October 2016, QBEP, FHI360, p31

¹⁸³ Multi-level Ministry of Education Capacity Gap Assessment, October 2016, QBEP, FHI360, p25

¹⁸⁴ Meetings with MoE Departments and My-EQIP

¹⁸⁵ Myanmar Education Quality Improvement Program (My-EQIP), M&E Report, 7 October 2018 – 31 March 2019, p3

88. Despite progress, some challenges exist in M&E

The M&E Framework in Stage 6 of the NESP (2016–2021) Annual Planning and Budget Cycle incorporates¹⁸⁶

- Department M&E plans
- Department Annual Performance Reports, and
- NESP Annual Performance Review

From 2016–2019 there were only two reporting mechanisms: the DAIPs and the APR.

It is noted that the MoE, with the support of My-EQIP, is developing Department M&E plan based on M&E templates and disseminated through the M&E core team to each of the nine service delivery departments (DAE, DBE, DERPT, DHE, DME, Department for Myanmar Nationalities Languages, DRI, DTPC and DTVET). Tracking progress in such a broad program of reform poses a challenge and lack of reliable information on learning outcomes has been a significant obstacle.¹⁸⁷ There is a shortage of data at the outcome and impact level and very little disaggregated data collected, especially by gender. M&E capacity building in Monitoring and Evaluation is being addressed under the current NESP (2016–2021), through the aforementioned mechanisms and once the EMIS is operational, the system will generate rich data (including from SQASF, SIP and other interventions). A key challenge lies in achieving efficient and effective analysis of data so that it can be utilised for system strengthening in a timely manner.

89. Measurement of the NESP (2016–2021) results

During its conception, it was envisioned that results of the NESP (2016–2021) would be measured through a series of phased outcomes and corresponding indicators resultant at

- Mid-way through the NESP (2016–2021) in 2019 and
- At the end of NESP (2016–2021) in 2021

The NESP (2016–2021) comprises 27 strategies and 99 components, which are to be measured through 142 intermediate and 92 end outcomes. The GPE Appraisal conducted in 2016 reported that ‘these outcomes are simply listed without target values attached. As such, the strategies are not monitorable’.¹⁸⁸ Furthermore, the situation regarding the lack of baseline values remains unchanged and given the dependency of the end outcomes on a comparative baseline, will likely result in inconsistent measure of progress at the end of the NESP (2016–2021). As stated by the UNESCO Strategic 5-year Plan and Situation Analysis, the process of obtaining data is manual and therefore only a limited range of indicators and figures are published nationally. Furthermore, the lack of standards makes it difficult to properly assess whether data is complete or incomplete,¹⁸⁹ which consequentially affects the MoE’s ability to report on achievement of intermediate and final outcomes of the NESP (2016–2021). There are some clear issues with the current NESP (2016–2021) M&E Framework, including the high number of indicators, their definitions and relevance, the timeframes within which they are expected to be achieved, the lack of metadata, baselines and end outcome targets.

Extensive studies have been completed to identify and assess the validity and measurability of the NESP (2016–2021) outcomes and indicators (UNESCO Gap Analysis, GPE Appraisal, UNESCO IIEP Workshops, My-EQIP situation analysis etc.) However, the issues remain pertinent at the midpoint of the NESP (2016–2021), that is, some of the NESP outcomes and indicators are unmeasurable.

90. Commitment to compliance with global agreements

The Government of Myanmar is committed to ensuring compliance with Sustainable Development Goal 4: *Inclusive and equitable quality education and promote lifelong learning opportunities for all*¹⁹⁰, through the launching of the National Strategy for the Development of Education Statistics (NSDES) in June 2019 and the National Indicator Framework for monitoring progress towards the implementation of SDG4. Despite these outstanding achievements, according to UNESCO’s SDG4

¹⁸⁶ My-EQIP, National Education Strategic Plan 2016–21 Monitoring and Evaluation Framework, October 2018, p8

¹⁸⁷ Comprehensive Education Sector Reform (CESR) initiative finding, 2014

¹⁸⁸ GPE NSP Final Report, p17

¹⁸⁹ UNESCO Strategic 5 Year Plan and Situation Analysis Myanmar 2015–2020. p29

¹⁹⁰ UNESCO, 2016b

Policy Gap Analysis ‘a significant number of SDG4 Global Indicators are not linked with the NESP systemic, high-level targets and outcome indicators’.¹⁹¹ While work is underway to realign the goals of the Education Sector with the SDGs and Myanmar Sustainable Development Plan (MSDP), supported by UNESCO, the fact remains that there has been limited systematic tracking of the NESP intermediate outcome results using the intermediate outcome indicators as a measurement of progress towards achievement.

4.1 Monitoring and evaluation recommendations 2019–2021

1. Greater M&E capacity is required across the system to track and sustain progress, identify emerging impact and enable evidence-based decision making at all levels. The MoE should continue to prioritise the roll-out of the newly developed M&E Plans across all departments.
2. To review and revise the current NESP indicators in order to become more specific and measurable (SMART) (E.g. % of students in primary, middle and high schools who dropped out in a particular year, then re-enrol and remain enrolled after 12 months). Review the current NESP targets and determine which targets should be adjusted based on the midterm findings.

¹⁹¹ Myanmar National Education Strategic Plan and Sustainable Development Goal 4 – A Policy Gap Analysis, UNESCO, vi

NESP 2



Section 5 Recommendations NESP 2

Remember that the length of your long-term plan is not necessarily an indication of its quality. What is important is that you have clarity about what you want to achieve, that you have knowledge of the sector in which you operate, and that all your planning documents provide continuous support for your teachers' Anon.

Education Sector Plans are key components of any National level strategy. Planning gives direction; enhances continuity of actions and reduces overlapping of responsibilities. Given the delayed commencement of NESP (2016–2021) and the limited time available for any real changes prior to the end of NESP (2016–2021), the MTR team proposes the following recommendations be incorporated into NESP 2.

1. Reshape the NESP as an Education Sector Wide Framework as a long-term vision articulating the broad aspirations and direction of a holistic approach to education across Myanmar.
2. Create an enabling space for a range of education service providers by removing and reducing barriers to entry and strengthening quality assurance through articulation of regulation and service standards applicable to all providers and quality assurance systems.
3. Prioritise implementation of a national regulatory system, including the National Quality Assurance Framework (NQAF), regulation of private providers, and utilisation of NSSA, together with flexible entry and pathway requirements.
4. Continue reform in Basic Education, utilising lessons learnt from the NESP (2016–2021)
5. Establish a National Curriculum Development Centre to plan and manage independent and continuous review and reform of the Basic Education curriculum.
6. Develop a National Inclusive Education Policy, which provides a clear definition of inclusion, identifies disadvantaged groups, and outlines approaches that address the barriers for children with diverse needs to access quality education across all education levels.
7. Mainstream GESI across all sub-sectors of the NESP to ensure that the concerns and experiences of all girls and boys, women and men are an integral component of the design, implementation, monitoring and evaluation of education programs and policies.
8. Establish resource centres staffed by educators and others with expertise in special needs to provide support to schools and teachers.
9. Undertake a cost-benefit analysis to consider, expanding school-based preschools in Basic Education Schools to include 3 to 4 year-old preschool age children and involve all providers of preschool services including MoE, DSW, INGOs, NGOs, monastic schools and private sector.
10. Planning and policy for the realistic, appropriate and effective utilisation of ICT to support reform in management and education delivery.
11. Foster stronger links for dialogue and collaboration between Basic Education, TVET and Alternative Education to ensure that curriculum, pedagogy and learning pathways reflect and cater for broad expectation of society and future workforce.
12. Develop and implement a Leadership and Management program to develop a critical mass of contemporary education leaders at universities, colleges, TVET and schools, who are fully equipped with skills, knowledge and qualities to provide quality leadership in education institutions. Merge this work with the teacher retention strategies and career pathways recommended under NESP (2016–2021) Teacher Management.
13. Establish systems to support in-service professional development and the establishment of local communities of practice, building on teacher expertise within schools and school clusters.
14. Set clear strategies to increase the number of children achieving Grade 5 completion certificate through Alternative Education and to increase the percentages of children who, after completing Grade 5, transition into mainstream education.

15. Create a single TVET training market comprising public training providers from the various ministries together with non-government and private providers to focus on meeting agreed national skills goals through diverse delivery methods.
16. Reform Distance Education to become a blended delivery option with equivalent quality educational outcomes and standing as traditional campus-based mode.
17. Develop a Results Framework that incorporates and aligns all levels of results inclusive of SDG, MSDP and NSDES, linking and aligning indicators between the frameworks.
18. Strengthen the nexus between TVET / Higher Education and economic and social development so that new reforms and initiatives support a knowledge driven, technology enabled Myanmar.
19. Prioritise implementation of a national regulatory system, including the National Quality Assurance Framework (NQAF), regulation of private providers, and utilisation of NSSA, together with flexible entry and pathway requirements.

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Section 7 Key Findings Tables

Key Findings from Executive Summary

#	Key Findings from Executive Summary	Key Finding(s) from Main Report #
1	The NESP represents a positive change in sector reform.	1
2	The NESP is structured more as an MoE plan rather than a sector-wide plan.	5
3	The structure of NESP may not be helpful for annual planning processes, however, improvements in efficiency in planning and delivery mechanisms are becoming evident.	81,83
4	Human resource management has improved and needs to be further strengthened, with priority needed in teacher recruitment, retention, deployment, salary, and career progression.	17, 48
5	The budget allocation per student is attempting to address inequities.	11
6	Data shows gender parity in student enrolment at national level, except at the tertiary level.	19
7	There is a lack of awareness about inclusivity combined with limited capacity to implement inclusive practices at the school level. This contributes to children with disabilities being excluded from education	20,22,23,24
8	Limited quality data to understand and address equity and inclusion issues.	25
9	Lack of clear responsibility for the oversight of pre-school in MoE.	28
10	Basic Education reform is complex, ambitious, yet critical to the overall reform in education.	33
11	Education in Emergencies is not addressed in the NESP.	39
12	The commencement of a four-year teacher education program may need an additional strategy to cater for the potential lack of teachers during the period 2021 to 2023.	51
13	There are no explicit learning strategies to cater for ethnic language speakers across Myanmar.	40
14	The new basic education curriculum created under the NESP represents a significant positive reform in a system with a strong tradition of rote learning and knowledge-based examinations however, local management support is required to ensure the new curriculum is fully implemented.	42
15	The implementation of the alternative primary program is well on track, and the Middle-school program is ready for roll-out.	55,56
16	The potential reach and impact of non-government organisations in delivering alternative education is not yet maximised.	59
17	TVET development is integral to highest levels of national policy, yet has no dedicated guiding legislation, or national policy.	61
18	Impressive progress has been made to facilitate improvements across TVET provision, led by MoE, with shared responsibility among many ministries.	63,65
19	The Rectors consider 'Autonomy' as the highest priority reform.	70
20	Distance Education in Higher Education is widely available but needs significant improvement.	75
21	The overall work on Quality Assurance has commenced across all subsectors, although progress is understandingly slow for such significant reform.	78,82
22	The connection between the NESP and the Departmental Annual Implementation Plans (DAIPs), and the monitoring and reporting mechanisms requires strengthening.	80
23	Despite progress, some challenges exist in Monitoring & Evaluation; oversight and coordination remain an issue.	86,87,88
24	Commitment to compliance with global agreements.	90

Key Findings from Main Report

Key Findings (Main Report)

Relevance	
1	The NESP represents a positive change in sector reform
2	Strong political leadership
3	The government is committed and actively engaged
4	Implementation design has a positive bias toward decentralised delivery
5	The NESP is structured more as an MoE plan than a sector-wide plan
6	The NESP is not anchored in a social and economic development framework
7	The NESP does not fully recognise and acknowledge the role of non-state providers
8	Diversity of voice and inclusion in process are still works-in-progress
Effectiveness	
9	Institutional arrangements are not yet proving effective in enhancing equity and inclusion
10	The financing structure is disproportionate and creates a misalignment between functions and goals
11	The budget allocation per student is attempting to address inequities
12	Functional assignment for NESP implementation has overlaps and missing elements
13	Pathways for career progression professional development are restrictive for teaching staff
Efficiency	
14	Some improvements in efficiency in planning and delivery mechanisms are becoming evident
15	MoE is not able to fully capture, align and maximise support from development partners
16	Success is dependent on other institutional reforms
17	Human resource management has improved but needs to be further strengthened
18	Teacher promotion, deployment and salary incentives are inefficient and skewed
Gender and Social Inclusion	
19	Data shows gender parity in student enrolment at national level, except at the tertiary level
20	National student data hides inequities in subgroups
21	Gender inequity in teaching staff and in senior management positions.
22	Limited awareness about inclusivity in education.
23	TVET does not promote inclusion and equity.
24	Limited capacity to implement inclusive practices at the school level.
25	Limited quality data to understand and address equity and inclusion issues.
26	Gender and social inclusion are not mainstreamed across NESP.
27	Children with disabilities continue to be excluded from education
Pre-School & Kindergarten	
28	More strategic planning, monitoring and management of preschools is required
29	Number of students enrolled in Kindergarten has declined
30	National ECCD committee established however its effectiveness is uncertain yet
31	DSW has limited outreach in rural and remote areas to support comprehensive pre-school services.
32	The introduction of kindergarten has been generally well received.
Basic Education: Access, Quality, Inclusion & Curriculum and Student Assessment	
33	Basic Education reform is complex, ambitious, yet critical to the overall reform in education
34	Foundation reforms will take time to effect school retention, currently it remains a challenge
35	School based decision making looks promising

#	Key Findings (Main Report)
36	School Quality Assurance standards have been developed and piloting is in progress
37	Infrastructure upgrading is moving slowly
38	Basic Education is not yet inclusive
39	New mechanisms established to improve Education in Emergencies
40	There are no explicit learning strategies to cater for ethnic language speakers across Myanmar
41	Curriculum development and implementation has been effective
42	With a strong tradition of rote learning and knowledge-based examinations in Myanmar, the new curriculum created under the NESP represents a significant positive reform.
43	Local management intervention is required to support new curriculum implementation
44	Curriculum development capacity building is being well managed
45	Teacher training in new curriculum will require ongoing attention and support to enable full implementation of the new pedagogy and content
46	Assessment reform is moving ahead
47	ICT in schools. Planning and policy decisions required.
	Teacher Education and Management
48	Teacher recruitment, retention, deployment, salary and career progression requires urgent action
49	Teacher Education Council has not yet been established.
50	The Teacher Competency Standards Framework for beginning level has been developed and piloted.
51	The commencement of a four-year teacher education program may need additional strategy to cater for the potential lack of teachers during 2021 to 2023.
52	In service Teacher activities are currently aligned with ministry-level priorities and delivered through 'top down' mechanisms.
53	School Mentoring program has been well received
	Alternative Education
54	As many as 2.7 million children may be missing out on an education
55	Government commitment to Alternate Education represents a milestone
56	Department of Alternative Education actions set sound foundations
57	NESP planned for three AE certificates – implementation progress is mixed
58	Introduction of policy and system-wide changes have been slow
59	The potential reach and impact of non-government organisations is not yet maximised
60	Expand NGO partner registration to support a broader range of providers for Alternative Education
	TVET
61	TVET development is integral to highest levels of national policy, yet has no dedicated guiding legislation, or national policy.
62	The connection between TVET and economic development is still evolving
63	Impressive progress has been made to facilitate improvements across TVET provision
64	There is a commitment of government to strengthen the TVET system
65	Responsibility for TVET is shared among many ministries, but the MoE has leadership role
66	Planning for future expansion of training
67	Contemporary approaches to teaching and learning are yet to be realised
68	There is good will for stronger linkages with industry; action needs to follow
	Higher Education
69	The government is committed to comprehensive reform
70	Rectors consider 'Autonomy' as the highest priority reform

#	Key Findings (Main Report)
71	No Higher Education Institutions yet have approved Charters or operational Councils
72	A number of NESP components are being implemented but effort is dispersed
73	Modern, integrated approach to professional development has commenced
74	Rectors' Committee an exercise in collaborative leadership
75	Distance Education is widely available, but needs significant improvement
76	Preparing for a knowledge-based economy
77	For remainder of NESP: Focus on supporting 'first batch' to success
	Management, Capacity Development and Quality Assurance
78	Quality Assurance has commenced
79	Some training has been provided in an ad hoc manner
80	The connection between the NESP and the Departmental Annual Implementation Plans (DAIPs), and the monitoring and reporting mechanisms requires strengthening.
81	Structure of the NESP (2016–2021) may not be very helpful for annual planning processes
82	Limited accountability and results focus
83	Full-scale launch of the EMIS and PeMAS is in progress and its implementation is critical
84	Institutional capacity poses several risks, as does its relative underfunding.
85	Use of digital technology to enhance management practices still emerging
	Monitoring & Evaluation of the NESP (2016–2021)
86	Oversight and Coordination of the Monitoring and Evaluation of the NESP (2016–2021) is a challenge
87	Monitoring and Evaluation Reform is progressing
88	Despite progress, some challenges exist in M&E
89	Measurement of the NESP (2016–2021) results
90	Commitment to compliance with global agreements

***Bold:** Denotes key recommendation

Section 8 Recommendations Tables

Recommendations NESP (2019–2021) -

#	Main Body	#	Executive Summary
Whole Education Sector			
1	<p>To ensure the highest level of accountability the MTR recommends that:</p> <ul style="list-style-type: none"> ▪ An annual report on the education sector. Presented by the Minister for Education, in a joint session of the two houses. The first report to be submitted in 2021, which would enable the Minister to share the overall progress on NESP at the end of its current phase. ▪ Bi-annual briefings with Parliamentary Committees on Education. This can start with immediate effect and can include written briefs, supplemented by special retreats, and regular meetings. ▪ To improve administrative and financial accountability within the MoE: ▪ Conduct a functional and institutional review. To assist MoE align internal assignment of roles, responsibilities and finances, before determining the path to better accountability lines. This can be carried out within the timeframe of the current NESP implementation phase. 	1	<p>Institute better accountability for results, including:</p> <ul style="list-style-type: none"> ▪ legislative accountability through publishing and presenting in Parliament ▪ an education sector annual report; bi-annual briefings with Parliamentary Committees on Education ▪ conduct a functional and institutional review to help MoE align internal assignment of roles, responsibilities, and finances.
2	<p>Run policy experiments in relation to budgeting criteria, processes and incentivising performance</p> <ul style="list-style-type: none"> ▪ Review of budgeting criteria. Use revised budget allocation criterion in select regions and townships and measure results in relation to OOSC, improving the quality of education and student learning outcomes. ▪ Reduce inequity in budget allocations within MoE. As we know, 94% of the MoE budget goes to DBE and DHE. It thus becomes completely unrealistic to expect the rest of the entire MoE to deliver on NESP and deliver on the commitments and targets in the DAIP. Following from the proposed functional assignment and institutional review proposed, opportunities could arise for more equitable sub-sector funding. ▪ Incentivise delivery of education services through a mix of conditional grants and challenge funds. Provide budgetary top ups to schools who comply with specific performance conditions or meet defined and agreed targets related to quality, access and equity and inclusive management. 	2	<p>Conduct policy innovation to make budgeting more effective including</p> <ul style="list-style-type: none"> ▪ review of budget criteria ▪ reduce inequity in budget allocations, within MoE ▪ incentivise delivery through a mix of conditional grants, challenge funds, budgetary top ups to schools who comply with specific performance conditions or meet defined and agreed targets related to quality, access and equity and inclusive management.
Gender Equality, and Social Inclusion (GESI)			
3	<p>GESI awareness be increased and supported by:</p> <ul style="list-style-type: none"> ▪ A series of GESI orientation workshops delivered in schools (teachers, school principals) to provide an overview of GESI with regard to education and to develop strategies to identify and address GESI challenges at the school level. This could be strengthened by coaching and mentoring activities that provide targeted guidance on GESI challenges specific to schools, regions, and states. ▪ MoE conduct educational campaigns in communities that highlight importance of all 	3	<p>To improve the inclusion of children with disability, develop new equitable learning measures through collaboration with cross sector, cross stakeholder, MoE, MoSWRR, and civil society organisations. Implement through targeted interventions, pilots, and awareness campaigns at the school and community levels.</p>

#	Main Body	#	Executive Summary
	children receiving an education regardless of their background or ability and provide awareness about inclusive education as an approach that contributes to improved educational outcomes for all students.		
4	Develop courses and modules on inclusive education that can be included in pre-service and in-service teacher training to assist teachers in developing necessary skills and knowledge to effectively meet the diverse learning needs of students and increase teacher confidence and competency to work in inclusive classrooms.	4	Support teachers to improve how GESI is managed in schools by training and orientation for teachers on the significance of GESI. Also, there is a need to develop courses, modules, and new inclusive learning materials as part of pre-service and in-service teacher training programs.
Pre-School and Kindergarten			
5	Functioning ECCD committee is established in every district to oversee the local provision of preschool services.	5	Appoint focal point in MoE whose role is oversight of preschool and liaison for progress of ECCD Policy and Department of Social Welfare (DSW) and establish ECCD committees in every district to oversee the local provision of preschool services.
6	The MoE raise the quality of kindergarten teaching by teaching and learning by <ul style="list-style-type: none"> extending teacher mentoring programs to kindergarten teachers preparing new kindergarten teaching and learning materials to support early learning outcomes, including learning materials containing local content. 	6	Raise the quality of kindergarten teaching by extending mentoring programs and preparing new kindergarten teaching and learning materials in local languages to support early learning outcomes.
Basic Education			
7	The Ministry of Education consider outsourcing the project management of school construction and upgrading as a measure to speed the completion of urgently required new classrooms.	7	The combined reform across all the Basic Education Transformational Shifts is planned to be implemented over a period of at least ten years in order to become fully established in schools across the country, therefore it is recommended to remain focused on the current programmed strategies in the NESP in order to fully embed new curriculum, pedagogy, and student assessment methodologies in all years across all schools.
8	A Curriculum Management and Review group may be established prior to the establishment of the CDC and Basic Education Curriculum and Textbook Committee as intended in the Basic Education Law (draft) to plan curriculum review cycles, methods and to ensure curriculum keeps pace with global and national change. Responsibilities would include establishing teams to gather data around issues pertaining to curriculum implementation and areas for improvement.	8	The DBE to continue to promote use of national ethnic languages as the primary language of instruction in initial years of education, to support language and literacy development, and with DMNL, provide language-appropriate curriculum adaptation, learning materials and language assistants. Continue to implement processes and mechanisms for curriculum adaptation and capacity building as a matter of priority
9	The DBE promote and implement use of national ethnic languages as the primary language of instruction in initial years of education, and provide language-appropriate curriculum adaptation, learning materials and language assistants. Clear processes and mechanisms for curriculum adaptation need to be established and capacity building be commenced as a matter of priority.	9	Enhance coordination and strengthen partnerships for EiE to ensure educational provision to those children most at risk.
10	Continued commitment by government in Education in Emergencies to enhance coordination and strengthen partnerships is recommended to enhance educational provision to those children most at risk. Newly established mechanisms to bring EiE under the MoE umbrella where possible and engage in ongoing dialogue around EiE with		

#	Main Body	#	Executive Summary
	relevant organisations will be integral to this.		
11	The MoE collaborate with the MoSW and with Civil Service Organisations to develop new equitable learning measures, such as targeted interventions, pilots, and new inclusive learning materials, for children with disabilities. The MoE could consider piloting in-class sign language support to groups of deaf students enrolled in mainstream schools. Because this is a modest intervention which requires no special equipment or investments other than provision of SL interpreters, it could be initiated without delay. Learning could be drawn from this pilot to assist future decisions around groups of learners with other disabilities.		
12	Future teacher in-service training incorporate pre and post training tasks such as action research aimed at implementing learning from professional development, engaging with colleagues already implementing the curriculum and applying learning to workplace tasks in order to extend learning opportunities beyond the training and deepen teachers' understanding.		
Teacher Education and Management			
13	The development and implementation management mechanisms for the development and retention of quality teachers be treated with urgency and given high priority in its current strategy area. The areas of teacher management identified in early sections of the current NESP that need to be strengthened are: <ul style="list-style-type: none"> ▪ Teacher recruitment and salary structure ▪ Teacher deployment ▪ Teacher promotion (based on teacher performance and career experience) and a career pathway system 	10	Assign high priority to development of strategies for the retention of quality teachers through better mechanisms for teacher recruitment, deployment, career pathways, and promotion.
14	The Teacher Task Force to be activated and supported in its role to establish teacher policy and the terms of reference for the TEC and the MoE implement the TCSF at Beginner level across all schools for the target teaching staff, including daily wage teachers (where applicable) as well as teachers in non-MoE contexts.	11	Activate and support the Teacher Task Force to: establish a teacher policy; the terms of reference for the Teacher Education Council (TEC); and, the MoE implement the Teachers Competency Standards Framework (TCSF) at Beginner level across all schools.
15	If the four-year teacher education program is to proceed, commencing December 2019, and be successful urgent attention is required to address the likely teacher shortage that will result from the introduction of a four-year teacher education program. Shorter graduate teacher training courses, such as a one year graduate teacher diploma and where necessary hiring daily wage teachers for a limited period, may need to be considered along with more formalised one-year graduate teacher training diploma courses in later years.	12	As an interim measure to address the likely teacher shortage that will result from the introduction of a four-year teacher education program, shorter graduate teacher training courses, such as a one year graduate teacher diploma and where necessary hiring daily wage teachers for a limited period, may need to be considered along with more formalised one-year graduate teacher training diploma courses in later years.
16	MoE to consolidate its approach to the provision of in-service teacher professional development opportunities to ensure that these are equitable and align with identified teacher needs. Professional development opportunities need to be identified through both a 'top down', strategic level approach and a 'bottom up' approach based on the needs of teaching staff.		

#	Main Body	#	Executive Summary
Alternative Education			
17	The draft policy framework on Alternative Education be finalised and released as a matter of priority.	13	Finalise and publish the draft policy framework on Alternative Education and clarify roles, operational processes, and financial responsibilities between DAE and DBE to streamline shared management of Alternative Education services at local level.
18	<p>The DAE expands the number of NGO providers able to offer Alternative Education services leading to MoE recognised Grade 5 completion certificate. This can be achieved by</p> <ul style="list-style-type: none"> ▪ encouraging NGO providers to register with the DAE ▪ giving registered providers the authority to confer the Grade 5 NFPE-PE certificate ▪ allowing registered providers to continue to provide education in line with local need. 	14	Expand the number of NGO providers able to offer Alternative Education services by encouraging them to register with the DAE and grant them authority to confer the Grade 5 NFPE-PE certificate.
19	Roles, operational processes and financial responsibilities between DAE and DBE be clarified to streamline shared management of Alternative Education services at local level. This could include matters such as methods for payment of AE teachers and extension of professional development opportunities to AE teachers.		
TVET			
20	A clear governing framework for TVET in Myanmar, including, legislation and a national policy, be finalised for implementation. Standardisation and mutual recognition between TVET High Schools and the academic (normal) High Schools should be included in the TVET policy.	15	A clear governing framework for TVET in Myanmar, including, legislation and a national policy, be finalised for implementation. Standardisation and mutual recognition between TVET High Schools and the academic (normal) High Schools should be included in the TVET policy.
21	<p>In continuing implementation of the NESP TVET components, the DTVET give increased focus on</p> <ul style="list-style-type: none"> ▪ aligning curricula and learning materials to NSSA skills standards ▪ expanding courses to a broader range of occupational areas ▪ upskilling TVET teachers / trainers. 	16	Establish the national TVET Council, and support DTVET plans for improved management and regulation of public and private TVET providers
22	TVET Principals and senior staff be supported to take more active leadership roles, engaging with the new quality improvement processes, collecting institution level performance data and implementing nationally consistent tracer studies to understand student destinations.	17	<p>Continue implementing NESP components for TVET, giving increased focus to</p> <ul style="list-style-type: none"> ▪ aligning new curricula and learning materials with National Skill Standards Authority (NSSA) standards, ▪ (ii) increasing the range of occupational areas offered, ▪ upskilling TVET teachers / trainers.
23	The DTVET plan for the setting up a national TVET Council, and for registering private TVET providers.		
Higher Education			
24	To demonstrate clear success at the end of the (2016 – 2021), the DHE focus intense implementation support on a small batch of between four and eight high-performing Higher Education Institutions, selected in consultation with the Rectors' Committee.	18	<p>The DHE increase technical support to an initial lead batch (no more than eight) Higher Education Institutions to make integrated progress with</p> <ul style="list-style-type: none"> ▪ establishment of new arrangements for autonomy ▪ piloting of new admissions process ▪ piloting quality assurance processes ▪ providing management and leadership support to Rectors' and HEI management.
25	A review of distance education be undertaken, outlining challenges with the current approach and identifying strategies to achieve a 'blended delivery' mode with equivalent quality educational outcomes and standing as traditional campus-		

#	Main Body	#	Executive Summary
	based mode.		
	Management, Capacity Development and Quality Assurance		
26	For the National Accreditation and Quality Assurance Committee to be supported with capacity building to undertake their new role and effectively implement their Terms of Reference.	19	For the NAQAC to be supported with capacity building to undertake their new role and effectively implement their terms of reference.
27	Consider lengthening the tenure for officers on the NAQAC and reporting lines established to ensure that regular status reports on MoE quality assurance initiatives are submitted to NAQAC to inform planning and decision-making.	20	Consider establishing a formal QA Secretariat as part of the NAQAC with reporting lines established to ensure that regular status reports on MoE education quality improvement are submitted to NAQAC to inform education policy.
	Monitoring and Evaluation		
28	Greater M&E capacity is required across the system to track and sustain progress, identify emerging impact and enable evidence-based decision making at all levels. The MoE should continue to prioritise the roll-out of the newly developed M&E Plans across all departments.	21	Continue to prioritise the roll-out of the newly developed M&E Plans across all departments.
29	To review and revise current NESP indicators in order to become more specific and measurable (SMART) (e.g. % of students in primary, middle and high schools who dropped out in a particular year, then re-enrol and remain enrolled after 12 months). Review the current NESP targets and determine which targets should be adjusted based on the midterm findings.	22	Review and revise current NESP 2016-21 indicators and targets in order to become more specific and measurable (SMART) and relevant, adjusting targets in line with MTR findings.

NESP 2 Recommendations

1	Reshape the NESP as an Education Sector Wide Framework as a long-term vision articulating the broad aspirations and direction of a holistic approach to education across Myanmar.
2	Create an enabling space for a range of education service providers by removing and reducing barriers to entry and strengthening quality assurance through articulation of regulation and service standards applicable to all providers and quality assurance systems.
3	Prioritise implementation of a national regulatory system, including the National Quality Assurance Framework (NQAF), regulation of private providers, and utilisation of NSSA, together with flexible entry and pathway requirements.
4	Continue reform in Basic Education, utilising lessons learnt from the NESP (2016–2021)
5	Establish a National Curriculum Development Centre to plan and manage independent and continuous review and reform of the Basic Education curriculum.
6	Develop a National Inclusive Education Policy which provides a clear definition of inclusion, identifies disadvantaged groups, and outlines approaches that address the barriers for children with diverse needs to access quality education across all education levels.
7	Mainstream GESI across all sub-sectors of the NESP to ensure that the concerns and experiences of all girls and boys, women and men are an integral component of the design, implementation, monitoring and evaluation of education programs and policies.
8	Establish resource centres staffed by educators and others with expertise in special needs to provide support to schools and teachers.
9	Undertake a cost-benefit analysis to consider, expanding school-based preschools in Basic Education Schools to include 3 to 4 year-old preschool age children and involve all providers of preschool services including MoE, DSW, INGOs, NGOs, monastic schools and private sector.
10	Planning and policy for the realistic, appropriate and effective utilisation of ICT to support reform in management and education delivery.
11	Foster stronger links for dialogue and collaboration between Basic Education, TVET and Alternative Education to ensure that curriculum, pedagogy, and learning pathways reflect and cater for broad expectation of society and future workforce.
12	Develop and implement a Leadership and Management program to develop a critical mass of contemporary education leaders at universities, colleges, TVET and schools, who are fully equipped with skills, knowledge and qualities to provide quality leadership in education institutions. Merge this work with the teacher retention strategies and career pathways recommended under NESP (2016–2021) Teacher Management.
13	Establish systems to support in-service professional development and the establishment of local communities of practice, building on teacher expertise within schools and school clusters.
14	Set clear strategies to increase the number of children achieving Grade 5 completion certificate through Alternative Education and to increase the percentages of children who, after completing Grade 5, transition into mainstream education.
15	Create a single TVET training market comprising public training providers from the various ministries together with non-government and private providers to focus on meeting agreed national skills goals through diverse delivery methods.
16	Reform Distance Education to become a blended delivery option with equivalent quality educational outcomes and standing as traditional campus-based mode.
17	Develop a Results Framework that incorporates and aligns all levels of results inclusive of SDG, MSDP and NSDES, linking and aligning indicators between the frameworks.
18	Strengthen the nexus between TVET / Higher Education and economic and social development so that new reforms and initiatives support a knowledge driven, technology enabled Myanmar.
19	Prioritise implementation of a national regulatory system, including the National Quality Assurance Framework (NQAF), regulation of private providers, and utilisation of NSSA, together with flexible entry and pathway requirements.

Annex A Progress Towards Achievement of Intermediate Outcomes

SECTION 1. Progress Towards Achievement of Intermediate Outcomes

The following information presents a Ministry of Education self-reported summary of progress of the intermediate outcomes under the transformational shifts of the National Education Strategic Plan 2016-21. The information is based on the activities planned for the programmes/components associated with the strategies under each of the transformational shift.

Methodology:

Focal persons from all eleven departments of the Ministry of Education (MoE) attended a workshop on 10 to 12 June 2019.

During the workshop, the representatives from all departments of MoE completed templates indicating progress made for each component. These were completed and returned to the MTR team after receiving approval from their supervisors. To accompany summary of progress MoE shared some selected final or high-level results from their activity. There was no verification or validation of the self-reported progress.

The data was collated, and each component colour coded as follows

- ☐ All activities of a component have been 1) implemented and 2) met with the set targets
- ☐ Some (or) all activities of a component have been implemented; however, NOT all the activities are met with the set targets
- ☐ Any activities of a component are NOT in place, not commenced or without a response

1. Pre-school and kindergarten

This transformational shift is assigned to the Department of Basic Education (DBE).

Most of the activities under this transformational shift have not been started with only one activity implemented as planned. Although DBE is responsible for this area, the work across Early Childhood Care and Development (ECCD) is undertaken using a multi sectorial approach. The primary ministry responsible is the Department of Social Welfare (DoSW) under the Ministry of Social Welfare, Relief and Resettlement (MoSWRR).

In May 2017, the MoSWRR, in collaboration with MoE and other key ministries, officially formed the National ECCD Committee. The first meeting of the National ECCD Committee was held in October 2017 and the Second National ECCD Seminar was held in December 2018. There is some uncertainty of roles between two different executing agencies, DBE and DSW.

Table 7 Reported progress in preschool and kindergarten

Code	Component	Department Concerned	Activities Implemented	Progress
4.1.1	Establish ECCD Committees at district and township levels	DBE	0/3	
4.1.2	Preschool census and mapping baseline (integrated with the DBE school census and mapping baseline)	DBE	0/1	
4.2.1	Expand access to school- and community- based preschools through preschool grants to disadvantaged areas	DBE	0/2	
4.2.2	Provide early childhood intervention and rehabilitation services for children with special needs aged three to five years		0/1	
4.3.1	Provision of integrated packages of interventions for preschools in rural and remote areas	DBE	1/2	
4.3.2	National preschool teacher training and preschool management committee training		0/3	

Code	Component	Department Concerned	Activities Implemented	Progress
4.3.3	Quality assurance through assessment of the achievement of national preschool standards	DBE	0/2	
4.4.1	Provision of Kindergarten teachers, classroom infrastructure and appropriate teaching and learning materials	DBE	2/3	
4.4.2	Promotion of parental involvement in Kindergarten		0/2	
4.4.3	A national teacher training programme for Kindergarten specialisation	DBE	1/1	
		Total	4/20	

Note: Self-reported progress. Has not been verified

2. Basic Education- Reforms for the 21st Century

The responsible MoE departments for Basic Education – Reform for the 21st Century DBE; DM&E and DM&E (Edu). Of four components, two have been partially implemented.

Of those in progress, the following was reported:

- Component 5.2.1 – 70 % of the 14 planned service providers have signed Partnership Agreements with MoE. (May 2019)
- Component 5.3.1- DM&E (Res) conducted awareness raising meetings on NESP and Education Reform with stakeholders including teachers and stakeholders.
- Component 5.3.2 – DM&E (Edu) conducted a survey for the schools where there were no persons who passed matriculation in 2017, and an online survey observing the reasons of choosing the major subject of upper secondary students

Table 8 Reported progress in basic education- reform for 21st century

Code	Component	Department Concerned	Activities Implemented	Progress
5.1.1	Decision Making in Schools and Townships Policy	DBE	0/1	
5.2.1	Development of a partnership mechanism to support the participation of different education service providers in the basic education reforms	DBE	1/1	
5.3.1	Basic education reforms awareness communication campaign	DBE + DM&E (Res)	2/2	
5.3.2	Monitoring reform implementation challenges and stakeholder perceptions	DM&E (Edu)	0/2	
		Total	3/6	

Note: Self-reported progress. Has not been verified

3. Basic Education- Access, Quality and Inclusion

The two departments responsible department for this transformational shift are 6; DBE and DM&E.

Three out of nine components have commenced.

Reported activities conducted include:

- DM&E (Edu) conducted an Assessment on the utilisation of laboratory equipment and teaching aids (6.1.3) in July 2017 and have released the assessment report.
- DM&E (Res), developed training manuals for PTA members who were trained on how to use an Application called M4P (Information Platform – Receiving and Sharing the School Information Through the Mobile Phone Application). This application is to be used for data and information sharing, collecting and receiving between Education Offices and PTA members.
- *MTR findings indicate School Quality Assurance Standards Framework (SQASF) is in progress

Table 9 Reported progress in basic education- access, quality and inclusion

Code	Component	Department Concerned	Activities Implemented	Progress
6.1.1	School census and mapping baseline	DBE	1/1	
6.1.2	Expansion of existing schools, upgrading of schools and construction of new schools	DBE	3/3	
6.1.3	Provision of teaching and learning materials packages for basic education schools	DBE + DM&E (Edu)	1/1	
6.2.1	Strengthening compulsory primary education (CE) (pilot)		0/3	
6.2.2	Supporting at-risk students for equitable access to basic education	DBE	2/2	
6.2.3	Promote access for children with special educational needs	DBE	1/1	
6.3.1*	Development of a national School Quality Standards Assurance Framework (SQASF)	DBE	0/1	
6.3.2*	School improvement planning against the SQASF	DBE	0/2	
6.3.3	School leadership and management	DBE + DM&E (Res)	1/2	
		Total	9/16	

Note: Self-reported progress. Has not been verified

4. Basic Education - Curriculum

There are four departments responsible for this area: Department of Myanmar National Languages (DMNL), DM&E (Edu), DERPT and DBE.

Four out of nine components have been successfully completed. Two were partially met and three have not yet started.

*MTR findings indicate curriculum materials are being translated into selected Myanmar nationalities languages

Table 10 Reported progress in basic education- curriculum

Code	Component	Responsible departments	Activities Implemented	Progress
7.1.1	Preparation of the new curriculum design for basic education	DERPT	1/1	
7.1.2	Development and finalisation of curriculum materials	DERPT + DBE	4/4	
7.1.3*	Development of curriculum for nationalities' languages	DMNL	0/4	
7.2.1	Teacher training on the new basic curriculum	DERPT + DBE	1/1	
7.2.2	Capacity Development of Curriculum Development Teams (CDTs)	DERPT	1/2	
7.2.3*	Capacity development for curriculum development teams of nationalities' languages	DMNL	0/2	
7.3.1	Strengthen the curriculum management system	DERPT + DBE	1/2	
7.3.2	Implement the new basic education curriculum dissemination through different media	DERPT	1/1	
7.3.3	Strengthen curriculum monitoring and evaluation systems	DERPT + DM&E (Edu)	0/4	
		Total	9/21	

Note: Self-reported progress. Has not been verified

5. Student Assessment and Examinations

The Department of Myanmar Examinations (DME) is the primary MoE department responsible for this area although DBE and DERPT both have some responsibilities.

Table 11 Student assessment and examinations

Code	Component	Responsible departments	Activities Implemented	Progress
8.1.1	National Assessment Policy	DME + DERPT	1/1	
8.1.2	Classroom-level Assessment	DME + DERPT	1/1	
8.1.3	School-level Assessment	DME + DERPT	1/2	
8.1.4	Grade 5, Grade 9 and high school Completion Examinations	DBE + DERPT	1/1	
8.1.5	National Sample-based Assessments	DERPT	1/1	
8.2.1	Restructure of Dept. of Myanmar Examinations		0/2	
8.2.2	Capacity building and advocacy	DME + DERPT	0/2	
8.2.3	Development of assessment-related information and communication technology infrastructure	DME	1/1	
8.2.4	Development of assessment system monitoring mechanisms		0/1	
		Total	6/14	

Note: Self-reported progress. Has not been verified

6. Teacher Education and Management

The Department of Higher Education (DHE), although DBE has some responsibility.

It is reported that six of ten components have been completed.

Some activities have started under *Formation of the Teacher Education Council* and *Establishment of the National Teacher Professional Development Centre*; however, activities are currently on hold until approval from the Minister of Education has been obtained.

Some additional activities conducted during the period of the NESP include:

- Conducting Diploma in Teacher Education. 19,328 students attended between 2016 – 2018
- Preservice Primary Teacher Training PPTT. 28,125 participants attended in 2016 – May 2019
- Activities related to the 4 year degree programme in Education Colleges (ECs) including - Formation of the central committee; Coordination meetings and workshops; Drafting the curriculums; Orientation on pre-service teacher education reform; Development of textbook, teacher guides; and Approval from NEPC, MoE and the respective Board of Study.
- *MTR findings note implementation of an equitable teacher recruitment, promotion and deployment system is not yet commenced

Table 12 Teacher education and management

Code	Component	Department Concerned	Activities Implemented	Progress
9.1.1	Establishment of a Teacher Education Council	DHE	0/1	
9.1.2	Establishment of a teacher quality assurance system	DHE	1/1	
9.1.3*	Design and implementation of an equitable teacher recruitment, promotion and deployment system	DHE	1/1	
9.2.1	Short-term revisions to the teacher education curriculum and teacher training models	DHE	2/2	
9.2.2	Upgrading two-year programmes in education colleges to Specialised degree programmes	DHE	2/2	

9.2.3	School partnerships and reform of block teaching and practicum		1/1	
9.2.4	Strengthen management and administration of TEIs		1/1	
9.3.1	Establish the NCTPD	DHE + DBE	0/1	
9.3.2	Development and implementation of the Teacher Professional Development Programme	DHE + DBE	1/1	
9.3.3	Countrywide comprehensive short-term in-service training on the new basic education curriculum	DHE	1/1	
Total			10/12	

Note: Self-reported progress. Has not been verified

7. Alternative Education

Activity in five out of eight components have commenced. The only activity that is reported as completed is Expanding the NFPE EP, Basic Literacy (BLP) and Functional Literacy programmes (FLP) and other AE programmes.

DAE has conducted some related activities which contribute to outcomes, these include:

- Continuous Education in Loikaw for whole Kaya State 2016-17 as a contribution to Component 1 of Strategy 2 (10.2.1), in which 1303 participants participated in the activities of Continuous Education starting from 1st Jan to 31st Mar 2017
- Signing MoU with Volunteer Service Overseas (VSO) in February 2018 to improve the Capacity of DAE and joint implementation of the NFE programmes
- In collaboration with Myanmar Literacy Resource Centre, Training for Regional and Township Monitors and Zonal Monitors were conducted in 2018 as a contribution to the component 10.2.1.

Table 13 Alternate education

Code	Component	Responsible departments	Activities Implemented	Progress
10.1.1	National AE Co-ordination Committee (AECC), AE policy and DAE capacity	DAE	1/1	
10.1.2	National AE baseline and database system design	DAE + DERPT	0/2	
10.2.1	Expand the NFPE EP, Basic Literacy (BLP) and Functional Literacy programmes (FLP) and other AE programmes	DAE	2/2	
10.2.2	Pilot-test and expand the Middle School Education Programme (NFMS EP)	DAE	0/1	
10.2.3	Develop and pilot-test the National Youth Education Certificate (NYEC)		0/1	
10.3.1	Development of a national (AE-QASF)	DAE	1/1	
10.3.2	Development of national certificates system	DAE	1/1	
10.3.3	Development of teacher competencies and a teacher-training programme	DAE	1/1	
Total			6/10	

Note: Self-reported progress. Has not been verified

8. Technical and Vocational Education and Training (TVET)

Out of 16 components in total under the Chapter 11 of 'Technical Vocational Education Training', only one component is not implemented yet (In fact, the outcome and target of the component is too ambiguous and not in line with the current financial rules and regulation). Some activities under the components have been started but the achievements are partially met the target due to the time and resources limitation or some targets are very ambitious.

The DRI has conducted following activities as related actions to the TS;

- The series of training for 'Food Safety and Food Drying Process' and these trainings provide knowledge and practical experience about food safety and importance of hygiene in food processing for MSMEs, food industries and local participants
- Various education and awareness trainings including Geographical Indications (for Parliament members, Universities, and Shwebo Pawsan Association), ASEAN Patent Attorney (for Law firms in Myanmar), Collective Management, IP Protection and Management (for Authors, Researchers, Customs, Polices, Judges and IP staffs and so on)

Similarly, the DTPC has conducted some related activities such as:

- In order to increase the accessibility to the TVET especially for the youths with disabilities and the youths in need, a number of training courses for Mechanical Engineering and Electronic at the GTI (Pyin Oo Lwin)
- Skills Training (Short Term) courses such as 'Automobile Maintenance Skill', 'Applied Electronic and Electrical Skill', Auto CAD, 'Air-Condition Installation and Maintenance', 'Basic Computer Training'

Table 14 TVET

Code	Component	Department Concerned	Activity Implemented	Color coded
11.1.1	Establish an integrated TVET system that strengthens all TVET pathways	DTVET + DTPC	1/1	
11.1.2	Increase the capacity and upgrade existing long-term TVET programmes	DTVET + DM&E (Res)	2/2	
11.1.3	Undertake competency-based modular short courses	DTVET + DTPC + DRI	1/2	
11.1.4	Establish TVET Centres of Excellence (COEs)		1/1	
11.1.5	Expand stipends and scholarships for disadvantaged students	DTVET	1/1	
11.2.1	Undertake capacity development training for TVET managers/management staff	DTVET	1/1	
11.2.2	Provide pedagogical and specific skills training for pre-service and in-service TVET teachers	DTVET	2/2	
11.2.3	Establish dual training systems at training institutions and industry workplaces	DTVET	1/1	
11.2.4	Develop/upgrade TVET curricula	DTVET	2/2	
11.2.5	Establish a quality assurance system	DTVET	1/1	
11.3.1	Establish a strengthened TVET governance system	DTVET	1/3	
11.3.2	Establish duties and functions of a TVET Council and local TVET advisory boards	DTVET	1/3	
11.3.3	Establish a TVET financial management and monitoring system		1/1	
11.3.4	Establish an information management system	DTVET	2/2	
11.3.5	Conduct TVET research	DTPC	1/1	
11.3.6	Establish public-private partnerships (PPPs)		2/2	
		Total	21/26	

9. Higher Education

Out of 13 components under the Higher Education, four components have been reported as completed, two yet to commence due to the approval process and changing the implementing agency.

Additional and related activities were conducted during the first two and half years of the NESP. These include

- Establishment of Satellite Communication Ground Station Platform Laboratory and Microelectronic Platform Laboratory

- Establishment of the radar technology platform laboratory
- Conduct Nuclear techniques trainings to modify and improve the application of nuclear techniques and human resources
- Establishment of Techno-logy Innovation Support Centres (TISCs Internship programme) implemented at DRI
- Upgrade the nuclear laboratories to promote their standards to the international level
- Technical training on satellite communication and micro-electronics application platform
- Various trainings, workshops, meetings, research papers, conference and excursions

Table 15 Higher education

Code	Component	Department Concerned	Activities Implemented	Progress
12.1.1	Undertake overseas study tours to document best practices and establish partnerships with international universities, research centres and other higher education institutions	DHE + DRI	1/1	
12.1.2	Establish a National Institute for Higher Education Development (NIHED) to improve higher education governance and management, build individual skills and strengthen institutional capabilities	DHE + DRI	1/1	
12.1.3	Strengthen governance of HEIs through University Charters and University Councils	DHE	2/3	
12.1.4	Strengthen autonomy and accountability of HEIs to realise more efficient and effective management, better value for money and significant improvements in access to quality higher education	DHE	1/2	
12.1.5	Establish a Higher Education Quality Assurance Agency (HEQAA) to lead the development of national quality standards for higher education and undertake quality assurance assessments of all HEIs	DHE + DRI	0/1	
12.2.1	Establish a National Research and Innovation Fund and Research and Development Centres at HEIs to benefit university teaching and learning, and develop university-managed income streams	DHE + DRI	2/3	
12.2.2	Develop a policy and strategy for world-class national universities and comprehensive universities	DHE	0/1	
12.2.3	Upgrade facilities at selected HEIs	DHE + DM&E (Edu) + DRI + DTPC	1/1	
12.2.4	Enhance the status of e-learning centres and e-libraries in HEIs	DHE + DTPC	1/1	
12.2.5	Improve the effectiveness of the distance education system	DHE	1/2	
12.2.6	Undertake professional development for faculty and laboratory technicians	DHE + DRI	1/1	
12.3.1	Create a good teaching and learning environment at HEIs	DHE	1/1	
12.3.2	Promote student support programmes	DHE	1/1	
		Total	13/19	

Note: Self-reported progress. Has not been verified

10. Management, Capacity Development and Quality Assurance

Three departments are responsible for this area are DBE, DERPT, DM&E (Education), DM&E (Research), DRI and DTPC

Five out of 11 components are completed. Activities conducted during 2016–2019 which indirectly contribute to the outcomes include the implementation of the EMIS by DERPT, Maintaining and Upgrading Wire and Wireless Networking system of MoE Office, provision of technical assistance to e-service by DTPC, and Development of Annual Budget Review by DERPT.

MTR findings indicate HRIS and EMIS are in progress

Table 16 Management, capacity development and quality assurance

Code	Component	Department Concerned	Activities Implemented	Progress
13.1.1	Strengthen State/Region, District and Township Education Committees	DERPT	0/1	
13.1.2	Partnerships with states and regions	DERPT + DRI	0/2	
13.2.1	Establish the NESP Co- ordination Committee, Programme Management Teams (PMTs) and the NESP Secretariat		0/1	
13.2.2	Implement the NESP Annual Planning and Budget Cycle	DERPT+DM&E (Edu) + DME (Res)	2/2	
13.2.3	Strengthen HRIS and EMIS and develop the Education Portal	DERPT	0/1	
13.2.4	Development of the Performance Monitoring and Accountability System (PeMAS) dashboard	DM&E (Res)	1/1	
13.2.5	Institutionalise education sector annual planning	DM&E (Edu) + DM&E (Res)	2/2	
13.2.6	Provide basic ICT tools and undertake pilots using new ICTs	DBE + DTPC	0/1	
13.3.1	NESP Annual Capacity Development Plan	DM&E (Res)	0/1	
13.3.2	Education Management Training Programme	DBE + DERPT + DM&E (Edu) + DM&E (Res) + DRI	1/1	
13.3.3	Executive Leadership and Mentoring	DERPT + DM&E (Res)	1/1	
		Total	7/14	

Note: Self-reported progress. Has not been verified

Annex B MTR Stakeholder Meetings

#	Date	Org Type	Name	Location
1	27 May 2019	MoE	Department of Higher Education	Nay Pyi Taw
2	27 May 2019	MoE	Department of Basic Education	Nay Pyi Taw
3	27 May 2019	MoE	Department of Monitoring & Evaluation (Education)	Nay Pyi Taw
4	27 May 2019	MoE	Department of Education Research Planning & Training	Nay Pyi Taw
5	28 May 2019	MoE	Department of Myanmar Examination	Nay Pyi Taw
6	28 May 2019	MoE	Department Technical and Vocational Education and Training	Nay Pyi Taw
7	28 May 2019	MoE	Department of Alternative Education	Nay Pyi Taw
8	28 May 2019	MoE	Department of Myanmar National Languages	Nay Pyi Taw
9	29 May 2019	MoE	Department of Monitoring & Evaluation (Research)	Nay Pyi Taw
10	30 May 2019	MoE	Department of Monitoring & Evaluation (Research)	Nay Pyi Taw
11	30 May 2019	MoE	Department of Alternative Education	Nay Pyi Taw
12	30 May 2019	MoE	Department of Technical and Vocational Education and Training	Nay Pyi Taw
13	30 May 2019	MoE	Department of Educational Research, Planning and Training (EMIS Team)	Nay Pyi Taw
14	31 May 2019	MoE	State High School	Nay Pyi Taw
15	31 May 2019	MoE	State High School	Nay Pyi Taw
16	31 May 2019	MoE	Department of Higher Education	Nay Pyi Taw
17	03 June 2019	Other	Singapore Myanmar Vocational Training Institute	Yangon
18	03 June 2019	MoE	Department of Research and Innovation	Yangon
19	03 June 2019	MoE	Government Technical Institute	Yangon
20	03 June 2019	MoE	University of Information Technology	Yangon
21	04 June 2019	MoE	Yangon Technological University	Yangon
22	04 June 2019	MoE	Yangon University	Yangon
23	04 June 2019	DP	Japan International Cooperation Agency	Yangon
24	04 June 2019	DP	UNESCO	Yangon
25	04 June 2019	MoE	Department of Education Research Planning & Training	Yangon
26	04 June 2019	MoE	University of Distance Education	Yangon
27	04 June 2019	MoE	Yangon Institute of the Economy	Yangon
28	05 June 2019	NGO	Colour Rainbow	Yangon
29	05 June 2019	DP	DFID	Yangon
30	05 June 2019	INGO	Save the Children	Yangon
31	05 June 2019	NGO	Myanmar Literacy Resource Center	Yangon
32	05 June 2019	Ministry	Myo Oo Monastic School	Yangon
33	06 June 2019	NGO	Myanmar Education Consortium	Yangon
34	06 June 2019	Other	Union of Myanmar Federation of Chambers of Commerce and Industry	Yangon
35	06 June 2019	NGO	The Myanmar Federation of Persons with Disabilities (MFPD)	Yangon
36	06 June 2019	DP	Capacity Development Team	Yangon
37	07 June 2019	DP	UNICEF	Yangon

#	Date	Org Type	Name	Location
38	07 June 2019	MoE	High School - FGD	Thingun Kywun township
39	07 June 2019	MoE	High School - FGD	Thingun Kywun township
40	07 June 2019	MoE	High School No. - FGD	South Oakalapa
41	10 June 2019	Ministry	Ministry of Labour	Nay Pyi Taw
42	11 June 2019	MoE	EMIS	Nay Pyi Taw
43	12 June 2019	Ministry	Ministry of Information	Nay Pyi Taw
44	12 June 2019	Ministry	Ministry of Boarder Affairs	Nay Pyi Taw
45	12 June 2019	Ministry	Ministry of Social Welfare, Relief and Resettlement	Nay Pyi Taw
46	12 June 2019	Ministry	Department of Technology Promotion and Coordination	Nay Pyi Taw
47	13 June 2019	Ministry	Ministry of Information	Nay Pyi Taw
48	13 June 2019	Ministry	Ministry of Boarder Affairs	Nay Pyi Taw
49	13 June 2019	MoE	Department of Education Research Planning & Training	Nay Pyi Taw
50	14 June 2019	Ministry	Ministry of Agriculture	Nay Pyi Taw
51	14 June 2019	DP	Asia Development Bank	Nay Pyi Taw
52	14 June 2019	MoE	Department of Basic Education	Nay Pyi Taw
53	17 June 2019	Other	Myanmar Chamber of Commerce	Nay Pyi Taw
54	17 June 2019	MoE	Department Curriculum and Textbooks	Nay Pyi Taw
55	17 June 2019	DP	World Bank	Yangon
56	17 June 2019	MoE	Yangon Regional Education Office	Yangon
57	17 June 2019	MoE	Government Technical High School	Mawlamyine
58	17 June 2019	MoE	Government Technical Institute	Mawlamyine
59	18 June 2019	DP	Swiss Contact	Mawlamyine
60	18 June 2019	MoE	Department of Education Research Planning & Training	Yangon
61	18 June 2019	Other	National Education Policy Commission	Yangon
62	18 June 2019	MoE	Mawlamyine University	Mawlamyine
63	19 June 2019	DP	Geman Embassy	Yangon
64	19 June 2019	MoE	Kayin State SEO, DEO, TEO	Hpa-An
65	19 June 2019	MoE	High School	Hpa-An
66	20 June 2019	MoE	High School	Hpa-An
67	20 June 2019	Ministry	Monastic School	Hpa-An
68	20 June 2019	MoE	Middle School	Hpa-An
69	21 June 2019	MoE	Paung, Mon TEO	Mawlamyine
70	21 June 2019	MoE	Mon State SEO, DEO, TEO	Mawlamyine
71	21 June 2019	MoE	High School	Mawlamyine
72	21 June 2019	MoE	Paung/Mon High School	Mawlamyine
73	21 June 2019	MoE	Mawlamyine Education College	Mawlamyine
74	21 June 2019	Other	Mon State Chamber of Commerce and Industry	Mawlamyine
75	25 June 2019	DP	Japan International Cooperation Agency	Yangon
76	25 June 2019	Ministry	Monastic School	South Okkalapa

#	Date	Org Type	Name	Location
77	26 June 2019	MoE	Rakhine State Education Office Sittwe	Sittwe
78	26 June 2019	MoE	State High School #1 Sittwe	Sittwe
79	27 June 2019	DP	UNICEF Sittwe	Sittwe
80	27 June 2019	Ministry	DSW Sittwe	Sittwe
81	27 June 2019	Ministry	Min of Border Affairs	Sittwe
82	27 June 2019	MoE	Sittwe University	Sittwe
83	27 June 2019	MoE	Technical High School	Sittwe
84	28 June 2019	MoE	NFPE Township and Regional Monitor	Mawlamyine
85	28 June 2019	MoE	Non-Formal Primary Education	Sittwe
86	01 July 2019	DP	Japan International Cooperation Agency	Yangon
87	01 July 2019	MoE	Region Education Office & District Education Office	Mandalay
88	01 July 2019	MoE	Township Education Office and mentors	Mandalay
89	01 July 2019	MoE	Basic Education High School	Mandalay
90	01 July 2019	MoE	Region and District Education Office	Mandalay
91	01 July 2019	DP	British Council	Yangon
92	02 July 2019	MoE	Department of Education Research Planning & Training	Yangon
93	02 July 2019	DP	Australian Department of Foreign Affairs	Yangon
94	02 July 2019	DP	International Labour Organization	Yangon
95	02 July 2019	DP	Finnish Refugee Council	Yangon
96	02 July 2019	DP	European Union	Yangon
97	02 July 2019	DP	the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Yangon
98	02 July 2019	MoE	Township Education Office NFPE teachers Maha Aung Myay	Mandalay
99	02 July 2019	MoE	Township Education Office NFPE Principals Pyigyitagon	Mandalay
100	03 July 2019	Ministry	Basic Education High School 34 Mandalay (deaf students, parents, teachers and Principal)	Mandalay
101	03 July 2019	MoE	Basic Education - Branch Middle School 19 - Mandalay	Mandalay
102	03 July 2019	MoE	Mandalar College	Mandalay
103	03 July 2019	MoE	Mandalar College	Mandalay
104	03 July 2019	MoE	Government Technical Institute - Mandalay - Students Union and Student Services Department	Mandalay
105	03 July 2019	MoE	Government Technical Institute - Mandalay - Principal & Heads of Department	Mandalay
106	04 July 2019	MoE	Government Technical High School	Mandalay
107	04 July 2019	MoE	Government Technical High School	Mandalay
108	04 July 2019	Other	Mandalay Region Chamber of Commerce & Industry	Mandalay
109	04 July 2019	MoE	Yadanar Pon University	Mandalay
110	04 July 2019	MoE	Yadanar Pon University	Mandalay
111	04 July 2019	MoE	Aung Myay Thazan Township Education Office (NFPE township monitor, NFPE teachers and deputy Township Education Office)	Mandalay
112	04 July 2019	MoE	Amarapura township (mentors, ATEOs, DTW)	Mandalay
113	05 July 2019	Other	Industrial Training Centre	Mandalay

#	Date	Org Type	Name	Location
114	05 July 2019	Ministry	Ministry of Boarder Affairs - University for the Development of the National Races of the Union	Sagaing
115	05 July 2019	Ministry	Ministry of Boarder Affairs - University for the Development of the National Races of the Union	Sagaing
116	05 July 2019	Ministry	Ministry of Boarder Affairs -Nationalities Youth Resource Development Degree College	Sagaing
117	05 July 2019	Ministry	Ministry of Boarder Affairs -Nationalities Youth Resource Development Degree College	Sagaing
118	05 July 2019	Ministry	DSW School for the Deaf, Mandalay	Mandalay
119	08 July 2019	MoE	Myit Kyi Nar University	Myit Kyi Nar
120	08 July 2019	MoE	Myit Kyi Nar University	Myit Kyi Nar
121	08 July 2019	MoE	Myit Kyi Nar Technical University	Myit Kyi Nar
122	08 July 2019	MoE	Myit Kyi Nar Technical University	Myit Kyi Nar
123	08 July 2019	MoE	District Education Office	Myit Kyi Nar
124	08 July 2019	MoE	Taunggyi District Education Office (SEO, Principal, cascade trainers)	Taunggyi
125	08 July 2019	DP	Myanmar Education Quality Improvement Program	Nay Pyi Taw
126	08 July 2019	MoE	Department of National Language	Nay Pyi Taw
127	08 July 2019	MoE	Department of Basic Education (Teacher Education)	Nay Pyi Taw
128	09 July 2019	MoE	Basic Education Middle School	Taunggyi
129	09 July 2019	MoE	Mata Monastic School, Kangyi	Taunggyi
130	09 July 2019	MoE	Department of Basic Education (ECCD)/KG	Nay Pyi Taw
131	09 July 2019	DP	Myanmar Education Quality Improvement Program	Nay Pyi Taw
132	09 July 2019	MoE	Myit Kyi Nar Education College	Myit Kyi Nar
133	09 July 2019	MoE	Myit Kyi Nar Education College	Myit Kyi Nar
134	09 July 2019	MoE	Post Middle School Number 6	Myit Kyi Nar
135	09 July 2019	MoE	Computer University	Myit Kyi Nar
136	09 July 2019	MoE	Computer University	Myit Kyi Nar
137	10 July 2019	MoE	Government Technical High School	Myit Kyi Nar
138	10 July 2019	MoE	Education College	Taunggyi
139	10 July 2019	Ministry	Department of Social Welfare office	Nay Pyi Taw
140	10 July 2019	DP	Capacity Development Team	phone
141	10 July 2019	DP	Japan International Cooperation Agency	phone
142	11 July 2019	NGO	Myanmar Literacy Resource Centre	Yangon
143	11 July 2019	INGO	World Education	Yangon
144	11 July 2019	DP	Swiss Embassy	Yangon
145	11 July 2019	MoE	Taungoo Education College	Taunggyi
146	12 July 2019	DP	UNESCO	Yangon
147	12 July 2019	Other	National Accreditation and Quality Assurance Committee	Yangon
148	12 July 2019	Other	Myanmar Private Technical and Vocational Education and Training Association	Yangon
149	12 July 2019	INGO	Monastic Education Development Group	Yangon
150	12 July 2019	NGO	Ratana Metta Organization	Yangon
151	15 July 2019	DP	Myanmar Education Quality Improvement Program	Nay Pyi Taw
152	16 July 2019	DP	UNESCO	Phone

#	Date	Org Type	Name	Location
153	17 July 2019	DP	Finnish Embassy Development	Nay Pyi Taw
154	17 July 2019	DP	ADB EYE Project	Nay Pyi Taw
155	18 July 2019	MoE	Alternative Education	Nay Pyi Taw
156	20 July 2019	DP	Asia Development Bank	Nay Pyi Taw
157	23 July 2019	DP	Australian Embassy	Yangon
158	23 July 2019	DP	UNESCO (STEM)	Phone
159	26 July 2019	DP	World Bank	Phone

Annex C MTR Timeline

Timeline as per Inception Report

NESP MTR Review Timeline	Activity	Date
Phase 1	Inception Period	May 20 – 31, 2019
Phase 2	First phase data collection	May 27 – June 7, 2019
Phase 3	Second phase data collection	June 15 – July 15, 2019
Phase 4	Draft Report	End of August, 2019
Phase 5	Final Report	End of September, 2019

Updated timeline as of Mid-November

NESP MTR Review Timeline	Activity	Date
Phase 1	Inception Period and Inception Report Submission	May 20 – 31, 2019
Phase 2	First phase data collection in Nay Pyi Taw and Yangon	24 May – 7 June, 2019
Phase 3	Second phase data collection in Nay Pyi Taw, Yangon, and other selected places	June 10 – July 15, 2019
Phase 4	Workshop on achievements of NESP	July 8 – 10, 2019
Phase 5	MTR findings and recommendation to MoE (Presentation + Sharing of NESP MTR Aide Memiore)	September 5 – 6 , 2019
Phase 6	MTR findings and recommendation to MTR Reference Group (Presentation + Sharing of NESP MTR Aide Memiore)	September 26, 2019
Phase 7	Final (Draft) Report (English)	Mid November 2019
Phase 8	Final (Draft) Report (Myanmar)	Mid December 2019

Annex D MTR Inception Report

1 Introduction

In recent years Myanmar's national education system has come under pressure to improve the quality of education by students, parents, employers and citizens. In response to this pressure, the Government of Myanmar has introduced a number of policy reforms in order to transform the national education system and ensure that all students progress through the education cycle, achieve quality learning standards and fulfil their lifelong learning goals and aspirations.

The development and implementation of the National Education Strategic Plan (NESP) represents a significant milestone for the education sector in Myanmar. Not only does it constitute a comprehensive approach towards important reforms, but it also provides the government, education stakeholders, and citizens with a clear roadmap for sector-wide education reforms. Over a five-year period, implementation of the NESP aims to dramatically improve access to quality education for students at all levels of the national education system.

The MoE has identified nine transformational shifts that will collectively contribute to the achievement of the NESP goal – 'improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions. Furthermore, the attainment of the nine 'transformational shifts will contribute significantly towards the achievement of the Sustainable Development Goal for Education (SDG Goal 4) – 'Ensuring inclusive and equitable education and promote lifelong learning opportunities for all'.

In preparation for the next Myanmar NESP post-2021, the MoE and its key stakeholders desire to explore whether they MoE are doing the right things and doing things right. For this purpose, MoE has commissioned a Midterm Review. Results of the MTR are expected to support the MoE in identifying what adjustments to implementation are needed to the current strategy and inform the design of the next phase of the NESP.

This initial report is presented in two parts; Part 1 provides a short report on the Inception Period and Part 2 provides the detailed MTR Plan.

2 Inception Report

2.1 Inception Period 20–30 May 2019

This Inception Report comprises an overview of events during the initial 10-day inception period. It represents the first deliverable produced by the Mid-Term Review (MTR) Team, in compliance with MTR timelines and approved terms of reference (ToR). The detailed MTR Plan, explaining approach and methodology, has been developed in line with the ToR and has been informed by inputs shared during the Inception Workshop which was held from 20 to 24 May 2019 in Nay Pyi Taw, Myanmar as well as related decisions and processes borne out of the Inception Period 20 to 30 May 2019. This Inception Report also outlines any changes to the original MTR ToR resulting from the consultative process with key stakeholders and clarifies the scope and focus of the MTR. The MTR team will continue to benefit from the support and periodic feedback from the MTR Reference Group throughout the MTR process.

Key milestones for the NESP MTR are

- Inception Period 20-30 May 2019
- Submission of Draft Report end of August
- Summit Workshop to present the Draft Review Report including findings and recommendations – September 2019
- Submission of Final Review Report – end September / early October 2019.

In recognition of the value in gaining a deeper understanding of NESP implementation progress to date, the MoE, following discussions led by the Department of Monitoring and Evaluation (DM&E) (Research) with senior Ministry Officers and Development Partners (DPs), established the MTR.

Through a consultative process that included a one-day workshop with key stakeholders in December 2018 the NESP MTR ToR was developed. Subsequently in February 2019, the MoE established the MTR Reference Group.

Ministry of Education (MoE). The MoE is the primary audience of the MTR NESP and constitutes departmental Director Generals (DGs) and Deputy Director Generals (DDGs). Other stakeholders include regional level, district and township education office personnel as well as principals, students, teachers and parents from schools, universities, colleges and technical institutions. The MoE has provided a task manager, deputy task manager, and three support staff, comprising of staff from the MoE, to facilitate the MTR process by providing the team with access and support throughout the MTR.

MTR Reference Group. The MTR Reference Group comprises ten members from relevant MoE Departments and education stakeholder groups including DFAT, DFID, UNESCO, and UNICEF. The MTR Reference Group acts in an advisory capacity, as opposed to a formal decision-making body, and has contributed to preparing and designing the review plan. It is expected to provide comments and feedback to ensure the quality of the review reports and recommendations.

The MoE secured partnerships with UNESCO, Myanmar Education Quality Improvement Program (My-EQIP), and Capacity Development Fund (CDF) to support the MTR process through the production of a NESP Gap Analysis Workshop, conducted by UNESCO and to support the recruitment of the MTR team, undertaken by My-EQIP.

2.2 Key events during the Inception Period 20 - 30 May 2019

2.2.1 MTR Inception Workshop May 2019

Between 20 and 24 May 2019, the MTR team participated in an Inception Workshop in Nay Pyi Taw, Myanmar. The following outcomes were achieved:

- Reviewed the NESP, focusing on nine 'Transformational Shifts' (TS) including specific strategies, components, outcome indicators, and targets
- Determine the roles and responsibilities of each team member
- Developed sub-plans for each transformational shift and chapter of the NESP, including data collection plan and coordinating with the focal departments to prepare the review plans for each chapter
- Developed an Inception Report and Detailed MTR Plan.

2.2.2 MoE Inception Meeting 23 May 2019

A formal Inception Meeting was held at the MoE on 23 May 2019 to review the MTR ToR with stakeholders from within the MoE. DGs and DDGs from the MoE attended, in addition to key members of the MTR team; Team Leader, Co-Team Leader, and two Governance and Organisational Specialists.

During the Inception Meeting, Dr. Sai Kyaw Naing Oo, Director General of Department of Monitoring & Evaluation (Research) (DM&E (Res)) presented the purpose of the Inception Meeting to the MTR team which was to:

- orientate the MTR team on the key purposes of the MTR
- provide background from the MoE on the NESP implementation to date and to ensure a common understanding between the MoE and the MTR team around scope, priority areas, and review methodology, and
- provide input to the final plan and direction to field visits: locations and sites, logistics and timeline; and ensuring the involvement of MoE personnel at central and subnational levels.

The MTR team presented a draft MTR plan including: rationale, objectives and scope, framework, approaches, considerations, and pillars of the proposed MTR. Please see attachment 1 for the MoE and MTR presentations, agendas of the two inception meetings, and a list of attendees.

Key points highlighted by the MoE included:

- Include a review of SDG 4 and suggest other related indicators for inclusion
- Ensure adequate representation of rural areas in the sample
- Incorporate primary and secondary data into the methodology

- Collect information related to distribution and receipt of textbooks
- Ensure there are specific recommendations related to NESP post-2021
- Include non-formal TVET and the quality and recruitment of TVET teachers in recommendations
- Ensure findings include non-formal education recommendations
- Include recommendations relevant to the Department of Myanmar Nationalities and Languages

2.2.3 MTR Reference Group Inception Meeting 23 May 2019

Following the morning Inception Meeting with the MoE, the MTR team attended a full MTR Reference Meeting held at the Ministry of Education in the afternoon of 23 May 2019. Development partner representatives of DAFT, DFID, UNESCO, UNICEF, and the MTR team comprising of eight team members attended the meeting. The purpose of that meeting was to review the MTR ToR, confirm priority areas, information needed, key review questions, and receive suggestions from the MoE and development partners.

Key points highlighted by the MTR Reference Group included:

- Ensure that there is adequate representation, and the opportunity to build MoE capacity including MoE staff in the review process
- Structure of the report could benefit from more defined scope and to articulate the risk and limitations and to provide preliminary findings
- Clarification of the roles and responsibilities of DPs and how they can contribute to the MTR process
- Ensure adequate quality control mechanisms are in place
- Clarify how the human resources can be spread across the key outputs
- Ensure gender and inclusion and strong equity is mainstreamed throughout the review
- Explore Inter-departmental and inter-agency roles alignment and strengthening
- Ensure adequate coverage of marginalised communities reflected in the MTR
- The need to look beyond the NESP-2021
- Consideration of the current MoE organisational structure and its ability to fulfil objectives and targets
- Ensure adequate rural coverage in the sample (GPE methodology to be shared)
- Clarify how the methodologies will relate to each other
- The need for prioritisation of the NESP transformational shift areas to be defined by the MoE
- The need for broad participation in the discussions and interviews to build ownership and commitment to the document – an opportunity to build MoE capacity
- The role of the state government, budgeting and how it works
- Support for the decentralisation theme
- Ensure Sector Working Groups receive preliminary findings

2.2.4 Key informant interviews with MoE officials and initial literature review 27-30 May 2019

During the Inception Period, the MTR team conducted an initial literature review of documentation provided by the MTR Reference Group (see annex H). On Monday 27 May 2019, the MTR team commenced Key Informant Interviews (KIIs) with selected Ministry staff in the MoE. Please see attachment 2 for a list of stakeholders who have participated in the KIIs.

Through these early discussions, and an initial review of the documentation, the MTR team, has identified several topics and issues for further analysis. These will constitute an important part of our review and will be refined as work progresses.

2.2.5 Response to feedback from MTR Reference Group and MTR Working Group

In response to the feedback provided to the MTR team during the inception meetings and from in-team consultations during the inception workshop, the MTR team has made the following adjustments:

2.2.6 Adjustments in team composition

The team composition consisted of thirteen members including: Team Leader, Co-Team Leader, two Governance and Organisational Specialists, Research Specialist, four Education Specialists, two Gender and Inclusion Specialists, an Operations Manager, and a Translator. Given the

adjustments to the original scope of the MTR listed below, the MTR team has made adjustments to the stated team composition in the MTR ToR, to ensure achievements of the stated objectives of the MTR ToR. The MTR team would like to engage an additional national education research specialist to support with Basic education.

2.2.7 Adjustments in scope and prioritisation of the MTR

According to the original ToR, the scope of the MTR was to independently review the overall progress, achievements, and challenges in implementing the NESP and to conduct an in-depth review and analysis of a few prioritised areas/ sub-sectors under the NESP. Following consultations with the MoE, the MTR team has understood the scope of the MTR should be inclusive of all nine 'transformational shift' areas. While the MTR will incorporate all nine 'transformational shift' areas, given the limited available time, the MTR team will focus on selected Intermediate Outcomes within each 'transformational shift'. Intermediate outcomes will be selected by the Education Experts following an extensive review of the data collected through key informant interviews, literature review and field level data collection.

2.2.8 Addition of sub-review questions

In line with the adjustments to the original stated scope of the MTR, the MTR team has included additional sub-review questions in order to appropriately ascertain relevance, effectiveness, and efficiency of each 'transformational shift'.

2.2.9 Addition of a quality assurance section in the MTR Plan

To ensure a quality report is developed and delivered, the MTR team has included a sub-section in the detailed MTR Plan which specifically addresses how the team will ensure sufficient quality assurance measures are in place during the data collection, analysis, and report writing phases of the MTR.

3 MTR Detailed Plan

The decision to initiate an MTR emerged from a consultative process whereby it was considered important for the MoE to learn about the overall functionality and feasibility of the NESP implementation, including its strategy and sub-strategies and to explore ways to further improve NESP implementation so as to improve the quality, equity and relevance of education service delivery in Myanmar.

3.1 Country Context for the NESP

3.1.1 Economic and social context

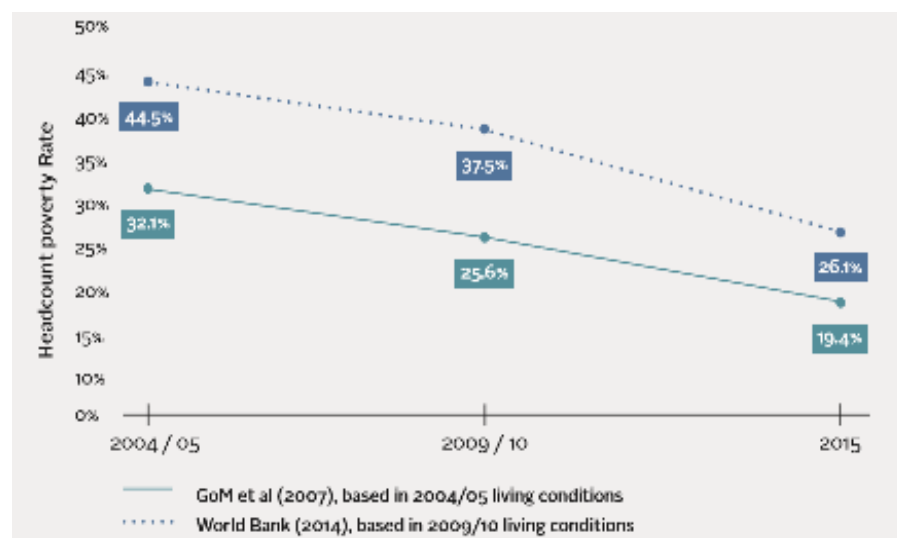
Myanmar has embarked on a journey of multi-faceted transformation. From political reforms that led to a new Constitution in 2008 and introduction of a democracy in the country, to an ambitious economic agenda that seeks a shift to the private sector as the principal driver of growth; and from public administration reforms that aim to modernise and enhance efficiency and responsiveness of Myanmar's public sector, to the initiation of decentralised governance, Myanmar is a hotspot for reforms. While a number of these reforms have understandably shown uneven progress in this formative phase, the trajectory has been encouraging, and some reforms have yielded striking success. On the political front, the democratic transition has been smooth, legislation has restored freedom of assembly and print media censorship has ended, and transfer of authority to States and Regions has begun.¹⁹² The results on the economic conditions are even more impressive. The country has seen poverty decline from 32.1 per cent in 2004–2005 to 19.4 per cent in 2015 according to the Government's own analysis and from 44.5 per cent to 26.1 per cent during the same period using the World Bank's methodology (Figure 18). Myanmar is currently categorised as a Lower Middle-Income economy but has demonstrated a robust growth trend that compares very favourably with regional and global standards. Despite showing signs of slowing down from a high of 6.8 per cent economic growth rate in 2017–2018, the medium-term macroeconomic outlook remains positive and will likely lead to a growth rate of 6.6 per cent by 2020–2021.¹⁹³ Increasing

¹⁹² Wilson, Trevor, Myanmar Political Reform: A Slow But Steady Transformation, Australian Institute of International Affairs 2017

¹⁹³ <http://www.worldbank.org/en/country/myanmar/overview> retrieved on 25 May 2019

flows of foreign and domestic investment riding on the back of government measures to improve the business environment, as well as liberalisation measures in the services and insurance sectors, are expected to underpin this growth spurt.

Figure 18 Decline in poverty



The considerable gains in economic growth have been supplemented by improvements in living standards and well-being. The Myanmar Living Conditions Survey 2017 reports that access to safe drinking water has improved across most of the country since 2015; literacy rates have risen and the gender gap has closed at national level, with half of the States and Regions reporting 90 per cent literacy rates; labour force participation has increased over time (Figure 19), with women recording the highest gains; and the share of rural households that relies on candle and kerosene for lighting recorded a steep decline from 62 per cent in 2005 to 9 per cent in 2017, while the number of rural households that use electricity for lighting doubled.

Notwithstanding these successes, challenges abound. The evolving political structure, efforts to improve service delivery and establish more accountable, sustainable institutions have helped Myanmar achieve improvements on key governance indicators, but the country continues to lag behind other lower middle-income countries (Figure 20).

Figure 19 Union labour force participation

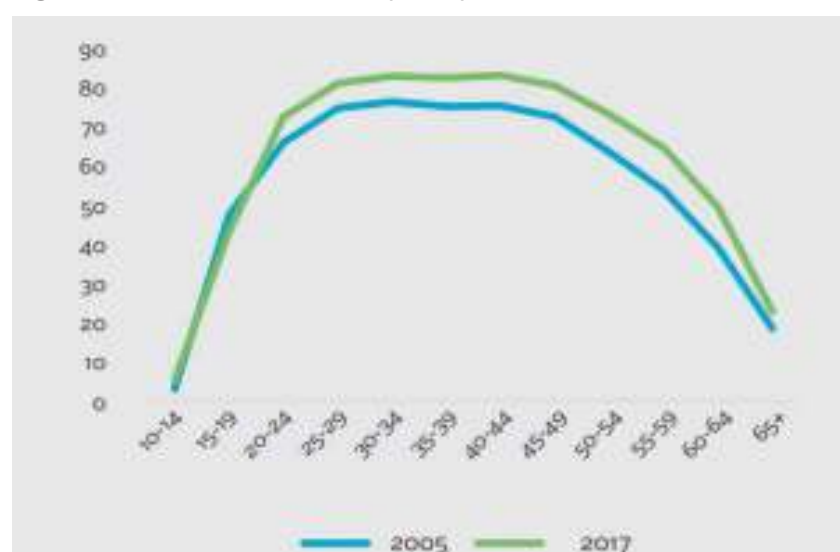
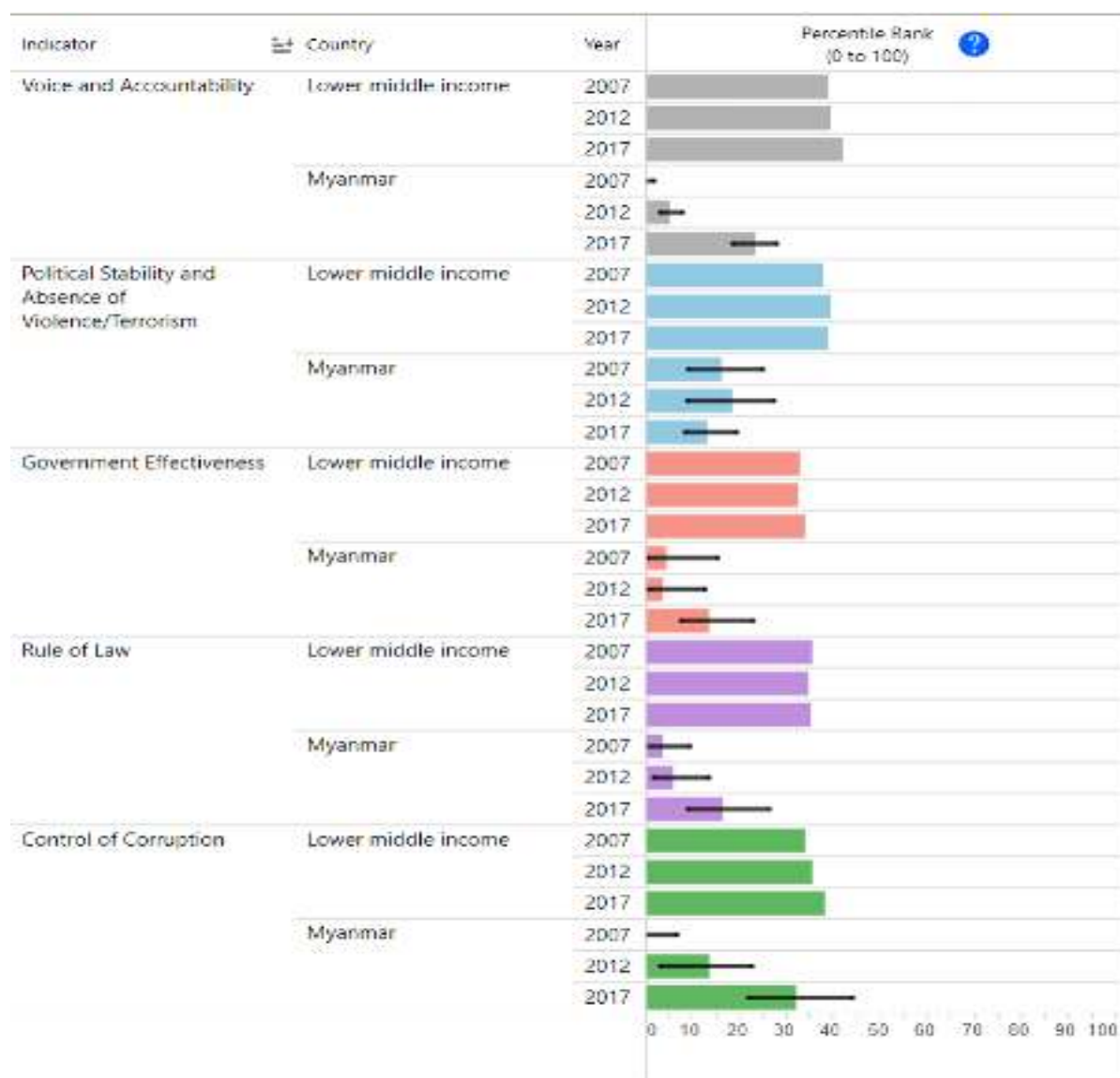


Figure 20 Myanmar governance indicators



Source: World Governance Indicators

Moreover, the impressive conditions of the economy and improvements in living standards mask deep fissures in terms of inclusion, equity and vulnerabilities between urban and rural settings, across regions, and along ethnic lines. The Multidimensional Index of Disadvantage¹⁹⁴ records stark spatial diversity of disadvantage, exemplified by nearly two thirds of households in Rakhine and Kayin being disadvantaged in at least five different aspects of disadvantageousness; intra-state variations in disadvantage at Township levels; rural populations being more than twice as likely to experience multiple disadvantages as compared to urban populations; and 84 per cent of the population experiencing disadvantage in at least one indicator.

Ongoing conflicts and ethnic tensions have led to displacement of the ethnic populations and economic disenfranchisement, and have severely impacted the peacebuilding processes ushered in with the National Ceasefire Agreement (NCA), signed between the government and the Ethnic Armed Organisations. Significantly, the persistence of conflict has disrupted education opportunities for children in these areas.

3.1.2 Educational context

In recent years Myanmar's national education system has come under pressure to improve the quality of education by students, parents, employers and citizens. In response to this pressure, the

¹⁹⁴ Multidimensional Welfare in Myanmar, Ministry of Labour, Immigration and Population Myanmar and World Bank, 2018

Government of Myanmar has introduced a number of policy reforms in order to transform the national education system and ensure that all students progress through the education cycle, achieve quality learning standards and fulfil their lifelong learning goals and aspirations.

The Government of Myanmar has identified education and poverty alleviation as key drivers to support the democratic and peace-building process and to achieve the national goal of Myanmar becoming a Middle-Income Country by 2030. Linking education reform and investment to social and economic goals has provided a strong narrative around which to galvanise national and international effort and financing.

The NESP 2016-2021 is the vehicle through which to focus that futures-driven approach. The NESP lays out priorities for all sub-sectors and provides a unified framework. This in itself is a crucial reform since it allows officials and stakeholders alike to share a broader understanding of how all sub-sectors can contribute towards the Ministry of Education NESP goal statement expressed as:

Improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions. (NESP, p.10)

Under this goal the MoE has identified nine transformational shifts that will collectively contribute to the achievement of the NESP goal – ‘improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions. Furthermore, the attainment of the nine ‘transformational shifts will contribute significantly towards the achievement of the Sustainable Development Goal for Education (SDG Goal 4) – ‘Ensuring inclusive and equitable education and promote lifelong learning opportunities for all’.

Several years of sustained research and planning preceded the launch of the NESP and, importantly, the government simultaneously increased efforts to expand education provision. With support from international development partners, the government completed its Comprehensive Education Sector Review (CESR) to provide an evidence base for action and a baseline against which to measure future progress.

Early in the post military period (2010–2015), a quasi-civilian government commenced educational reform attempts and created the CESR with input from education experts. At the same time, the National Network for Education Reform (NNER) comprising ethnic organisations and National League for Democracy (NLD) members was founded.

The CESR informed the development and implementation of the National Education Strategic Plan (NESP) and represents a significant milestone for the education sector in Myanmar. Not only does it constitute a comprehensive approach toward important reforms, but it also provides the government, education stakeholders, and citizens with a clear roadmap for sector-wide education reforms. Over a five-year period, implementation of the NESP aims to dramatically improve access to quality education for students at all levels of the national education system. In order to achieve its goal, the NESP has nine focus areas or ‘transformational shifts’. In preparation for the next Myanmar NESP post-2021, the 2019 Midterm Review seeks to explore whether the MoE and its key stakeholders are doing the right things and doing things right. This is set within the context of the Government of Myanmar’s reform process and the Sustainable Development Goals (SDGs). Results of the MTR are expected to support the MoE in identifying what adjustments to implementation are needed to the current strategy and inform the design of the next phase of the NESP.

The process of education reform in Myanmar has gradually evolved over almost a decade and gathered pace since the change of government in 2016. Myanmar has certainly made real progress in providing education to children in years 1-5 but high primary education enrolment rates of over 90 per cent mask three significant challenges:

- Most children are under-prepared for school, with only 20 per cent having access to early childhood education prior to enrolment in primary school, and this under-preparedness has an early impact on learning and an early educational ‘divide’
- Low quality of primary provision with under-resourced schools and low-paid teachers utilising outdated teaching methods, and
- Extremely low transition rates from primary to secondary school, with only 10 per cent of children who commenced primary school successfully completing upper secondary education.

These low transition rates result in ‘missing millions’ of children who are out-of-school. Implementing effective measures to ‘find’ these out-of-school children and provide appropriate pathways to learning and successful education (whether by integration into mainstream education or via separate streams) must be a high priority in line with national goals for equitable educational access for all.

Significant challenges continue at every level. Poor facilities and teaching methods compound poor upper secondary completion rates. Data from 2014 census cited in the CESR suggest that nearly two-thirds of students who reach year 11 fail their final matriculation exam, effectively halting any ambition to attend higher education, and giving them reduced prospects for direct entry into the labour market or technical and vocational education and training (TVET) courses. Lifting the quality of teaching and learning in secondary education can thus contribute greatly to increasing the life chances of young people in Myanmar.

Few school leavers choose to attend TVET. Enrolments are low, in fact much lower than enrolments to higher education (in contrast to common patterns). Perceived low quality and relevance reduces demand and employability prospects. TVET schools and institutes need to be significantly refurbished, retooled and reinvigorated. Participating in higher education is a desirable goal for many secondary school students but for those who do achieve their goal, uneven quality compromises their ability to acquire skills and knowledge for a modern economy. As industrial and economic trends grow, ensuring a supply of knowledgeable and skills young people will become ever more pressing.

The current situation of education in Myanmar can be seen as the result of sustained under-investment and a product of the way education was viewed and managed in the period prior to the post-military period from 2010. ‘Modern’ Western education came into Myanmar during in the British colonial era from 1885. While access was limited, international methods and standards were introduced including the establishment of the University of Yangon. The post-independence era (1948-1962) is referred to as the golden age of education in Myanmar, with expansion of both access and quality. Progress stalled during the dictatorship period from 1962-1988 with a reversal of some modern concepts, less humanities taught, and the halting of teaching primary education in local languages.

These years of stagnation between 1962–2010 are important not only for the reduced opportunities given to a whole generation of Myanmar youth but also because during those very same years many other countries in Asia - especially in neighbouring Southeast Asian countries – experienced rapid growth in education and training relevant to meet current and future demand for skills and knowledge.

Myanmar education is thus in a catch-up phase. Management, teaching, infrastructure and curriculum all need rapid reform to meet national needs, and the NESP provides an excellent structure for that purpose. Financial investment, from international development partners in addition to increased domestic investment, is necessary. Despite significant recent increases in government funding for education, Myanmar still spends only around 2 per cent of GDP on education overall and under 1.5 on basic education, which contrasts with its neighbours Malaysia and Vietnam (Vietnam spends around 5-6 per cent of GDP on education).

The strategies and outcomes of the NESP are thus highly relevant to national development goals and urgent in terms of need. The coherence and scope of NESP is expected to further accelerate investment. Active external support and financing will likely continue to be needed for some time. Demonstrated success with effective implementation policies and processes will lead to better understood and coordinated impacts.

3.1.3 Changes in context since the NESP

The implementation of the NESP commenced in Myanmar in April 2016. Since then, some significant contextual changes have been observed that have potential implications for the NESP going forward. In terms of political economy, the following changes have occurred:

- There has been increased investment in education, mainly on infrastructure support and development which has resulted in a significant increase in human resources, especially in the number of teachers.
- There has been an increase in national expenditure on ‘implementation of education reforms’ from MMK 1.5 trillion (2016/17) to MMK 2.17 trillion (2018/19).

In terms of structure, some major changes have taken place which include:

- Implementation of the new basic education cycle of '5 + 4 + 3' (i.e. 5 years for primary level, 4 years for mid-level and 3 years for high level).
- The MoE has developed a clear roadmap for education reforms including a new curriculum for basic education. The new curriculum, along with its relevant textbooks and training for Grades 1, 2, 3 and 6, started in the 2018/19 and 2019/20 academic years. The new curriculum for grades 4, 7 and 10 is currently planned for 2020-21, and the complete textbooks and training for all 12 grades will be in 2022-23.
- For tertiary education, 14 universities have recently become autonomous universities.
- As the quality of teachers needs to be improved, all education colleges have been upgraded from '2-year education college courses' to 'four-year education college degrees'.
- To improve access, more schools have been established.
- To increase the accessibility of school in rural and remote areas, the flexibility of criteria and rules for new schools and upgrading of schools has been observed.
- In accordance with the NESP, a multi-year workplan and monitoring and evaluation framework was developed, including the development of Departmental Annual Implementation Plans (DAIP) and Annual Performance Reviews (APR). The first APR was developed in August 2017 and the second in June 2018.
- A joint establishment of a multi-stakeholder local education group known as the Education & TVET Sector Coordination Group (ETVSCG) in 2017 by the MoE and Development Partners.
- New bodies such as National Education Policy Commission (NEPC), National Curriculum Committee (NCC), National Accreditation and Quality Assurance Committee (NAQAC) and Rector's Committee have recently been established.
- The MoE has been merged with Ministry of Science and Technology which has resulted in the creation of new departments such as the Department of Alternative Education (DAE), the Department of Research and Innovation (DRI), the Department of Technology Promotion and Coordination (DTPC), and the Department of Monitoring and Evaluation (DM&E) in Research and in Education.

Table 17 Major political economy and structural changes

Policy	Year	Relevant Transformational Shift
Political Economy Changes		
Change of government in September 2015	September 2015	All
NESP adopted for implementation by the incoming government, in 2016.	2016	All
National Education Law 2014 (amended Law 2015): committing to free, mandatory Kindergarten and basic education for all Myanmar learners.	2014; 2015	All
Increased investment in education – with increases to: i) the allocation of education budget ¹ , ii) infrastructure support and development, and; iii) a dramatic increase to the human resource base - primarily the teacher workforce.		All
The adoption of the SDGs by the UN member states at the end of 2015 is also a major development at the global level since the CESR	2015	All
Structural Changes		
Rationalisation of Ministries with responsibility for education, primarily through the merging of the Ministry of Science and Technology within the Ministry of Education resulting in subsequent rationalisation of departments within the MoE including the creation of five new departments (DAE, DRI, DPTC, DM&E (Res), DM&E (Ed) (in full)		
Changes in the policy context through the enactment of the National Education Law (2014) and its amendments (2015) that created an enabling environment for NESP implementation through opening spaces for new institutions such as the formation of new bodies (NEPC, NCC, RC and NAQAC) and potentially a Teacher Education Council, with responsibility for assuring quality of education services	2014; 2015	

Policy	Year	Relevant Transformational Shift
delivery		
A national budget has been allocated for education - 6.78 per cent in FY 2015/16 to 7 per cent in FY 2016/17, 7.56 per cent for 2018 (April-Sept Mini budget)	2018	
Change in Fiscal Year dates from April to March to the new fiscal year dates of October to September	2018/2019	

4 NESP Midterm Review

The MTR will examine the NESP against the standard criteria associated with relevance, effectiveness, and efficiency. It will validate and supplement the data collected from key informant interviews and focus group discussions, observations, literature review, and a Strength, Weaknesses, Opportunities and Threats (SWOT) analysis. It will focus on early years of the NESP implementation (2016–2019) and the current status of the functioning of the NESP stakeholders (work and interest groups, governance structure/ decision making, and partnerships). The formative nature of the MTR will look ahead to linking the context of the NESP with the changing context currently associated with policy reform to inform the next phase of the NESP. The scope of the MTR is inclusive of all nine ‘transformational shifts’.

While the MTR team will take a whole of Government approach, the primary audience of the MTR is the MoE and its education sector stakeholders.

As determined through consultations with the MoE and stated in the draft MTR ToR, the main purposes of the MTR are:

- **Management** – to enable the MoE to make evidence-based decisions on priorities, resources, direction, and strategy going forward;
- **Accountability** – to ensure alignment with relevant policies, procedures, programming decisions, expenditure, and to ensure these are clearly understood by funders and relevant stakeholders; and
- **Learning** – to learn about what has worked well and less well and how to improve the implementation of the NESP.

The original objectives and scope of the MTR are:

- To independently review the overall progress, achievements, and challenges of nine transformational shifts in implementing the NESP; and
- To develop a limited number of concrete, evidence-based, realistic recommendations to change, adjust or support the achievement of NESP transformational shifts, strategies and end outcomes in the remaining two years of NESP implementation, and to inform the development of a subsequent strategy for implementation post–2021.

4.1

4.1.1 Review framework

The Organisation for Economic Co-operation and Development’s Development Assistance Committee’s (OECD/DAC) evaluation criteria are based on the concept that evaluation is an assessment ‘to determine the relevance and fulfillment of objectives, efficiency, effectiveness, impact, and sustainability’.¹⁹⁵ Given the mid-point in the NESP’s implementation timeframe, the MoE determined that the MTR would include relevance, effectiveness, and efficiency along with the cross-cutting theme of gender and inclusion. The final evaluation at the closure of the NESP in 2021 should address the remaining two DAC criteria of impact and sustainability.

4.1.2 Relevance

The MTR will explore the extent to which the strategic objectives and associated outcomes are relevant to the current context and the interest, needs, and concerns of the MoE and other stakeholders. The context under which the NESP was framed has evolved, *inter alia* with a change

¹⁹⁵ The DAC Principals for the Evaluation of Development Assistance, OECD (1991)
<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

of government in 2015; the passing of a new Education Law in 2014 and its amendment in 2015; structural changes in government and rationalisation of mandates at national level; enhancement of the financing of the education sector; and adoption of the Sustainable Development Goals (SDGs). The MTR will thus strive to understand whether the NESP continues to be relevant in the wake of these slightly altered legal, institutional and policy contexts and identify areas where amendments in the implementation plans and interplay of different NESP components may be required.

4.1.3 Effectiveness

The MTR will explore the extent to which the intermediate outcomes and targets for the NESP are being achieved by the MoE and its departments. The litmus test of any reform agenda is whether it is leading to desired results. By highlighting what is working well and thus needs to be replicated and scaled, and what is not and how corrective actions can bring implementation back on track, the MTR will allow the MoE, and other stakeholders in the education sector, to review whether investments, institutions, and incentives being provided through NESP are being well delivered.

4.1.4 Efficiency

The MTR will measure the outputs in relation to the inputs. Efficiency is an economic term which signifies that the budget uses the least costly resources in order to achieve the desired results. In determining whether the NESP is delivering, it is also pertinent to ask whether the delivery is taking place through a cost-efficient and institutionally efficient manner. Constraints placed by fiscal space, administrative rigidities, and institutional capabilities have the potential to derail well-crafted plans, slow down implementation pace, and affect quality and equity in delivery, and it is therefore important for the MTR to pinpoint areas for improvement and showcase all that is working well.

4.1.5 Gender and inclusion

The MTR will explore whether the MoE has effectively developed and delivered education strategies and services to meet the NESP's stated gender and inclusion priorities.

4.2 Key review questions and sub-questions

The key review questions are drawn from the OECD/DAC evaluation criteria with the focus on three DAC criteria and gender and inclusion as a fourth key question. It was considered that it was too early in the life of the NESP to be looking at the two remaining DAC criteria of sustainability and impact, although, as mentioned above, these criteria should be included in the final evaluation of the NESP.

The relevance criteria are considered important because the context of the NESP has changed and it is important to understand if adjustments to aspects of the NESP are needed in order for it to remain aligned with national priorities. Understanding the effectiveness of the implementation of the NESP was also a priority – especially with regards to expected intermediate outcomes. Efficiency was the third main priority with key MoE stakeholders wanting to use the review findings to make management decisions. Gender and inclusion are cross cutting criteria that are a priority for the MoE and Development Partners. The key questions and sub-questions relating to each criterion are as follows:

Table 18 Key review questions and sub-questions

Relevance
<ul style="list-style-type: none"> ▪ To what extent are the strategic objectives and associated outcomes relevant to the interest, needs, and concerns of the MoE and other key stakeholders? ▪ Are the institutional roles, responsibilities, and lines of accountability clear and aligned with the scale and scope of NESP? ▪ Do Development Partners' (DPs') strategies and support in the education sector complementary to and in coherence with NESP's strategic framework, objectives, and targets? ▪ Is NESP's design and policy framework relevant in the current socio-economic and institutional contexts?
Sub-Questions
<ul style="list-style-type: none"> ▪ What adjustments need to be made to the NESP to ensure alignment with current laws, policy and structure? ▪ To what extent do MoE departments' activities and strategies (current and planned) align with the NESP?

- Alignment with NEL/alignment with national decentralisation policy?
- To what extent does NESP implementation facilitate, encourage, and support the role of private sector, CSOs (including philanthropy organisations) and religious organisations in delivery of NESP's targets?
- To what extent are the institutional arrangements for policy review, coordination, communication and oversight fully in place and operational?

Effectiveness

- Are associated work plans and activities contributing to the achievement of strategic objectives?
- Have there been any unexpected/ unintended results from the activities and approaches?

Sub-Questions

- To what extent are the expected intermediate outcomes and targets for the NESP being achieved by the MoE and its departments? (Selected outcomes)
- In which areas has the most progress been made towards end outcomes and why?
- In which areas has the least progress been made and why?
- How can improvements be made to ensure adequate progress?
- To what extent is the M&E system delivering accurate and useful information to MoE decision-makers?
- Are the institutional capacity building plans being delivered effectively and contributing to NESP's objectives and targets?

Efficiency

- To what extent has the implementation of the NESP been managed efficiently by the MoE and its partners? (VfM approach)
- Are performance metrics clearly defined, agreed upon, communicated to all delivery levels?
- Are the Quality Assurance and regulatory mechanisms effective?
- Are the mechanisms for data collection, analysis and sharing contributing to achievement of DAIPs?

Sub-Questions

- Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives, targets and delivery systems?
- To what extent have budget targets and expenditure been achieved as expected as expected and where are there significant variations and why?
- How well is the APR mechanism serving the purpose of effective performance monitoring and management?

Gender & Inclusion

- To what extent does the MoE effectively develop and deliver education strategies and services to meet NESP's stated gender and inclusion priorities?

Sub-Questions

- To what extent are the key institutional arrangements for policy coordination, implementation, and oversight inclusive?
- To what extent are barriers to inclusion being identified and addressed?
- How well is gender and inclusion being monitored and measured?

5 Proposed Methodology

The MTR is formative in nature, with a summative analysis of progress achieved of selected intermediate outcomes to date under the nine transformational shift areas. The MTR will be structured around the review questions identified in the MTR Matrix in Annex D. The MTR team has taken into account the amendment of the original MTR scope as stated in the MTR Terms of Reference and has incorporated additional review questions for each of the transformational shifts (see Annex, D1 – 7).

The MTR will adopt a mixed methods approach, which will allow triangulation across different data sources and instruments, incorporating both qualitative and quantitative approaches. Primary and secondary data will be gathered and analysed in order to support the validity and quality of the findings and recommendations.

Secondary data analysis (including literature) will be gathered from the NESP, Departmental Annual Implementation Plans (DAIPs), the current M&E system, and two Annual Performance Reviews (APRs). Quantitative analysis will be undertaken of relevant existing MoE data and triangulated with data collected from other sources including targeted online or other surveys.

Qualitative data collection will be undertaken through semi-structured interviews with identified key stakeholders and focus group discussions/consultations with relevant stakeholder groups, in line

with a robust sampling strategy underpinned by clear criteria, to answer key review questions and/or sub-questions.

Presentation of the findings and recommendations will be covered through the DAC evaluation framework criteria: relevance; effectiveness; efficiency with the addition of gender and inclusion covering all nine transformational shift areas.

The Mid-term Review will take place in five stages between May to September 2019 (see annex J for a detailed timeline of the NESP MTR).

Table 19 MTR review phases and timeline

NESP MTR Review Timeline	Activity	Date
Phase 1	Inception Period	20 – 31 May
Phase 2	First phase data collection	27 May – 7 June
Phase 3	Second phase data collection	15 June – 15 July
Phase 4	Draft Report	End of August
Phase 5	Final Report	End of September

5.1 Data sources

The MTR team plans to draw data from secondary data sources based on a literature review of documents compiled and collected for the MTR.¹⁹⁶ In order to manage the large volume of documents, the MTR team created a cloud-based Drop Box folder to store and easily access all documents. The documents included, but were not limited to: the NESP report (original); the NESP report (summary); APRs; meeting minutes; DAIPs; Global Partnership for Education document; and UNESCO's Gap Analysis. Primary data sources include the MOE and its key stakeholders; DPs, and International Non-Governmental Organisations (INGOs), Civil Society Organisations (CSOs); and private sector education providers (see annex D1-7 for a breakdown of data sources for each review question).

5.2 Methods of data collection

The MTR will draw on a number of data collection tools (See annex E Instruments of data collection) which include but are not limited to:

- Desk review of relevant material, including APRs, NESP, DAIPs, and UNESCO Gap Analysis (see Annex H for a detailed breakdown of the documents reviewed).
- Key Informant Interviews (KIIs) with relevant stakeholders including but not limited to: MoE employees; DPs; headmasters and teachers; Parent Teacher Associations (PTA); regional; district and township school level officials; and INGOs (see Annex F for a detailed breakdown of stakeholders to be interviewed).
- Focus Group Discussions (FGDs) are facilitated discussions to investigate people's perceptions, opinions, beliefs, and attitudes.
- An online survey administered to a representative sample of national, regional, district, township, and school level officials.¹⁹⁷

5.3 Sampling strategy

The sample population consists of: MoE staff; DPs; INGOs/ NGOs; private education providers; national, regional, district, and township level officials; headmasters and school teachers (basic education and early learning); higher education institutions; vocational colleges; alternative education providers; teacher and student unions; and PTAs (see annex F for a full breakdown of stakeholders).

The MTR team used convenience sampling as the sampling strategy for the selection of locations based on an equal representation of locations in Upper, Central and Lower Myanmar and five

¹⁹⁶ Requests were made to all departments and development partners to provide relevant reports, plan and documentation

¹⁹⁷ The MTR team is currently developing the online survey and will share the survey tool with the MoE once it has been developed

predefined criteria. While the below list is stated by name of regional city, the sample takes into account the regional strata division of city, district and township and aims to collect data at each strata level.

Key criteria for the selection of locations:

- remoteness and socio-economic conditions
- accessibility, logistics
- coverage of the transformational shifts
- school performance rating
- ethnicity.

List of selected locations:

- Nay Pyi Taw
- Yangon
- Mandalay
- Lashio
- Myitkyina
- Mawlamyine
- Sittwe

To ensure adequate coverage of rural areas, the team divided the data collection into two phases (see annex I for the comprehensive data collection plan).

- Phase 1: Nay Pyi Taw and Yangon (regional level stakeholders)
- Phase 2: Sittwe; Mandalay; Lashio; Myitkyina; and Mawlamyine (district and township level stakeholders).

For the online surveys/self-administration data collection, the target population of the survey is all district and township educational officers from 15 states/regions. As we have a complete and updated sampling frame of all district and township education officers, and to compensate the non-responses rates, a complete enumeration method will be applied so as to avoid the complicated sampling techniques and sample size estimation. Due to the different classification of the target groups, township education officers and district education officers, the survey will be two different surveys, one for township officers and another one for the district officers. In other word, we plan to do two complete enumeration surveys in a manner of self-administration.

5.4 Approach to triangulation

Triangulation addresses the issue of internal validity by using more than one method of data collection to answer the review questions. Findings can be corroborated and any weaknesses in the data can be compensated for by the strengths of other data, thereby increasing the validity and reliability of the results. The MTR will utilise two types of triangulation:

Data triangulation. The MTR will identify several different data sources which will be used to strengthen conclusions about findings and to reduce the risk of false interpretations.

Methods triangulation. The MTR will utilise multiple data collection methods to decrease the deficiencies and biases that come from single methods.

5.5 Approach to data synthesis

The scale and scope of the NESP calls for sourcing of data from multiple sources, including secondary and primary data; collation of information and insights from stakeholders across the value chain of education policy development and its implementation; and triangulation, quality assurance and validation of data and information collected during the MTR. Given that there are nine transformational shift areas, the MTR will likely generate data and information that is both deep and broad and would thus require a structured approach for synthesis and subsequently, for analysis.

The range of issues to be covered and the complex nature of the structure and implementation of the NESP leads us to believe that a systematic review framework would facilitate the MTR process

and also allow the MoE to benefit from the organised, broader policy oriented and strategic analysis it yields. Systematic reviews are powerful tools that allow for synthesis of evidence from a wide range of sources and are particularly well-suited for a sector-wide, policy-based framework as adopted in the NESP. While there are several ways in which a systematic review methodology can be structured and various tools and approaches can be used, for the MTR of the NESP, we propose a three-pronged approach for synthesis and analysis:

5.5.1 Adopting a narrative method of synthesis

A narrative method provides the flexibility to synthesise both quantitative and qualitative evidence and is typically used when meta-analysis is not feasible owing to the lack of sufficient similarity in experimental and quasi-experimental studies included in a systematic review.

5.5.2 Using framework synthesis

Framework synthesis builds on a review framework such as the one developed as part of the methodology of this MTR and as laid out in detail in the MTR's brief on the objectives, principles, approach and considerations and allows for debate by a large review team, a wider group convened to guide the review, and readers of the final report. Patterns in the data can be recognised by reviewers and readers comparing the findings of studies positioned differently within the framework, allowing conclusions to be drawn about relationships between study findings and variations in interventions and their theoretical basis and context.

5.5.3 Using realist synthesis

Realist synthesis seeks to unpack the mechanism of how complex programmes work (or why they fail) in particular contexts and settings. The realist approach differs from the clinical trials model of establishing causality through experiments by focusing on context (the economic, social, legal, administrative and political circumstances in which the intervention takes place) and mechanisms (the programme theory of change), which determine impact on outcomes

5.6 MTR team roles and responsibilities

MTR team's Main Objectives: Uphold contractual obligations outlined in the MTR Terms of Reference

DELIVERABLE	ACTIVITIES	RESPONSIBILITIES
Detailed MTR plan (including Inception Meeting Report)	<ul style="list-style-type: none"> MTR Group identification of roles and responsibilities. Conduct a preliminary literature review from the NESP. Define review questions. Set methodology, data sources and sample. Develop data collection tools. Based on the sample framework, develop data collection plan. Develop a detailed MTR Plan based on the template presented in the MTR ToR and endorsed by the MTR RG. (The table of contents for MTR review plan is at annex B) 	<ul style="list-style-type: none"> Team Leader and Co-Team Leader with key inputs from the MTR team: Education Specialists; Governance and Organisational Specialists; Gender and Inclusion Specialist; Researcher
Draft Final Report	<ul style="list-style-type: none"> The full team will discuss and agree on the key findings and recommendations. 	<ul style="list-style-type: none"> Team Leader and Co-Team Leader with key inputs from the MTR team
Comments received back from MTR RG	<ul style="list-style-type: none"> The Team Leader will lead development of the draft review report, coordinating and reviewing additional inputs from team members. Co-Team Leader will support the TL in preparation of the draft evaluation report. Quality assurance and a review of the draft evaluation report will be conducted by an external person (TBD). 	<ul style="list-style-type: none"> MTR Reference Group

MTR team's Main Objectives: Uphold contractual obligations outlined in the MTR Terms of Reference

DELIVERABLE	ACTIVITIES	RESPONSIBILITIES
	<ul style="list-style-type: none"> The MTR RG to provide comments on the draft report to the TL and DTL within two weeks of receiving the draft report. 	
'Summit Workshop' to present the preliminary findings	<ul style="list-style-type: none"> TL and Co-TL along with Governance Specialist to prepare and present the findings from 	<ul style="list-style-type: none"> MTR team Leader and Co-Team Leader
Final Report	<ul style="list-style-type: none"> Incorporation of feedback on the draft evaluation report will be conducted jointly by the Team Leader and Education consultant. The National Expert will be available to provide further input if required. The Project Director will quality assure the report prior to submission to UNESCO. 	<ul style="list-style-type: none"> Team Leader and Co-Team Leader with key inputs from the MTR team
Comments received back from MTR RG	<ul style="list-style-type: none"> The MTR RG to provide comments on the final report to the TL and DTL within two weeks of receiving the draft report. 	<ul style="list-style-type: none"> MTR Reference Group

6 Limitations

The scope and scale of the NESP poses several challenges and limitations for the conduct of the MTR. Some of the key limitations are summarised below.

6.1 Depth and breadth of the MTR

The MTR covers all nine transformational shift areas, each of which have a large number of strategies and components. The planning, financing, delivery and oversight mechanisms for each of these components, in turn, take shape as a vast set of activities, reporting mechanisms, and data collection systems. The breadth and depth of these educational institutional arrangements presents a challenge for the MTR team, although the MTR team are committed to covering all nine of the transformational shifts. To ensure that the MTR is able to review and reflect on progress on NESP's goals within the time available and with the aim of retaining a strategic focus, the team will seek to identify critical areas of NESP under each transformational shift area and gain a deeper understanding of their state of implementation.

6.2 Engagement with external stakeholders

The NESP is a sector-wide strategic framework and it therefore has a large, diverse group of internal and external stakeholders. While the MTR team will interact and work closely with the stakeholders in the public sector—primarily the MoE and its institutions at State, Region, District and Township levels but also with other relevant Ministries—there is a large constituency of external stakeholders, from students to parents; communities to elected representatives; and DPs to CSOs. The MTR team has plans to engage with these external stakeholders, to the extent possible, using a range of methodologies such as interviews, focus group and structured discussions, but limitations of time, issues with movement in certain parts of the country, and challenges in some logistic arrangements may place restrictions on the depth of this engagement. In particular, the MTR team recognises that the extent of engagement with elected representatives at different levels will likely fall short of expectations, although there are plans in place to interact with Union level political leadership.

6.3 Access to data and documentation

The MTR relies on access to vast data sets and documentation. The relatively short time available for the conduct of this MTR coupled with resource limitations, however, may lead to difficulties in gaining access to requisite, verifiable data in a timely manner. In particular, the MTR team may be constrained in gathering primary data. Moreover, access to documentation relating to important

guidelines, notifications, Standard Operating Procedures, administrative instructions, minutes of meetings of key institutions such as committees, Project Management Teams etc. may not be possible within the data collection timeframe. The fact that monitoring and evaluation responsibilities are dispersed across several institutions may also contribute to delays in timely access to key data and in turn, will likely hinder an in-depth analysis.

7 Protocols and Ethical Issues

One of the expectations of the NESP MTR is that there are clear protocols to guide the review team in its data-gathering activities, aligned to ethical considerations. Protocols support a consistent approach to data gathering in the field and provide confidence in the validity and reliability of the findings.

7.1 Non-attribution

As indicated in the sections above, the team proposes to undertake a variety of qualitative research activities such as KIIs and collective interviews/FGDs. In line with international protocols¹⁹⁸, the MTR team will aim to protect the anonymity and confidentiality of individual informants and interview participants. The team will respect the 'non-attribution' rule, whereby the information provided by informants or participants may be used in the review findings without the identity of the informant or the participant being revealed.

7.2 Informed consent

For both KIIs and FGDs, MTR team members will obtain informed consent. This will involve ensuring that the informant or participant is fully aware of the purpose of the interview beforehand as well as the duration and the expectations regarding their contributions. The informant or participant has the right to decline to be interviewed as well as the right to withdraw from the interview once it has begun.

7.3 Power relationships

The MTR team members need to be 'context-sensitive' and be aware of the dimension of power in data gathering activities. This is not only relevant to their own role as interviewer but also in relation to the group dynamics of a collective interview, for example, avoiding line managers and line manages being interviewed at the same time. The MTR team is tasked with carrying out an independent review of the NESP without any influence from external parties and this needs to be reflected in the data gathering activities.

7.4 Language

For data gathering purposes, there will be occasions when an interviewer does not speak Myanmar (or another local language) and an interpreter (or two) will be required. These interviews need to be effectively managed in order to ensure that the role of the interpreter is clear, and the interviewer is able to fully engage with the informant or participants and respond to their contributions in real time. Visual structures may be used during collective interviews to facilitate participation (for example, encouraging participants to indicate their views through a show of hands or on a large chart or grid). While the interpreter acts as a 'gatekeeper', the interviewer will need to ensure that they themselves fully engage with their informants and participants as far as possible.

7.5 Data recording

The approach to data recording needs to be clear to all parties before each interview. While the interview may be recorded (with the permission of the informant or participants), there needs to be cognisance of the advantages and limitations of this approach. Although the recording will ensure that nothing of the interview is missed, the impact it may have on the willingness of the informant or participants to contribute needs to be taken into consideration. Alternatively, comprehensive notes may be taken during the interview which can highlight the key points discussed and provide a record of the meeting.

¹⁹⁸ For example, UN Evaluation Group Ethical Guidelines for Consideration (2008) <http://www.unevaluation.org/document/detail/102>

8 Quality Assurance

Quality Assurance (QA) of the MTR is an important element of the management and accountability arrangements and will cover different aspects of the MTR, employing a number of tools, as detailed below. The principal purpose of embedding QA in the MTR is to ensure that the final deliverable delivers on the objectives of the MTR and meets the expectations of the client, the MoE.

The four principles guiding the QA arrangements are:

- **Neutrality.** the MTR team will adhere to the principle of neutrality by ensuring that there is no bias in analysis and that the review is not encumbered by any preconceived notions.
- **Independence.** the MTR team will work very closely with the MoE and other stakeholders to ensure compliance with the utilisation focus mandated in the MTR Terms of Reference, but the analytical work and subsequent findings will be carried out in an independent manner.
- **Inclusion.** the MTR team will take all possible steps for making the process of fact-finding, evidence collection and stakeholder engagement as inclusive and participatory as possible within management constraints such as mobility in certain geographic parts of the country, and access to communities and elected representatives.
- **Accountability:** the MTR team will ensure that working within the limitations of time, resources and timely access to quality data, it will neither compromise on the rigour and robustness of the process of evidence collection and subsequent analysis, nor use these limitations to impact the quality, coverage and relevance of the MTR deliverables.

The QA will be weaved into every step of the MTR process, including but not limited to:

- **Data collection and field work.** The process will be inclusive and participatory, ensuring the MoE counterparts understand the purpose, relevance and use of the data being collected.
- **Conduct of KIIs and FGDs.** These instruments will ensure wide coverage of key stakeholders and provide multiple sources of information, perspectives and data.
- **Synthesis and Analysis.** The QA will seek to ensure that the Narrative Method proposed to be used for synthesis and analysis for the MTR, including the use of the Narrative Synthesis and the Realist Synthesis approaches, is followed while developing the MTR deliverables.

8.1 Instruments of quality assurance

Several instruments will be used for ensuring QA, including but not limited to:

- **An MTR Review Matrix** which details the key areas of focus under the MTR, the specific issues and indicators to be tracked, sources of information and methodology for data collection.
- **Criteria-based selection of field work sites.** This will enable the MTR team to receive multi-stakeholder views and get a better understanding of variations in capacities, infrastructure and implementation across the country.
- **Checklists for list of documents, stakeholder meetings.** This will facilitate the QA process by allowing the team members and Team Leader alike to readily review whether inputs and insights from key stakeholders, and access to critical data and information are proceeding as planned and identify gaps which would need to be addressed.
- **Regular team meetings.** These will be both in-person and virtual and will ensure that the responsibilities assigned to team members are being met; information on progress and challenges in field work, data collection, stakeholder engagement and analysis is shared; and the development of deliverables follows specified timelines.
- **Regular progress reports to the MoE.** With a view to ensure consistent communication on progress, sharing any challenges and seeking guidance and clarification on specific issues, the MTR team will hold regular informal briefings for the MoE senior management and formal progress updates for the MTR Reference Group and the MTR Working Group.

8.2 Responsibility

The Team Leader and Co-Team Leader will share the responsibility of ensuring QA of the MTR process including adherence to the principles outlined above; and the quality and relevance of the MTR deliverables.

9 Approaches to Enhance Utilisation of Findings and Recommendation

The MTR ToR call for adopting a *utilisation focus* in the conduct of the MTR. This is a valuable direction provided in the ToR as it allows the MTR team to ensure that the deliverables follow a combination of a policy focus, as well as the issues that may have emerged from the implementation process. The team will ensure that this is done through the following mechanisms:

9.1 Transformational shift-wise synthesis and presentation of findings

In compliance with the ToR, the MTR will cover all nine transformational shift areas. The scope of the NESP means that a considerable amount of data, information and insights will be generated through the field work and review of secondary data and information. In order to ensure that the findings are presented in a way that acknowledges the political leadership and the senior management of the MoE, the team proposes to synthesise the findings and present them for each transformational shift area in terms of each of the three key review areas (relevance, effectiveness, and efficiency). While the exact manner in which these findings would be presented will be finalised at a subsequent stage, it will be ensured that the findings focus on strategic and critical issues, rather than being weighed down by operational details.

9.2 Linking of findings with broader reform agendas

Given the many linkages that the NESP design and implementation has with the broader reform agenda such as the public administration reforms, the decentralisation reforms, and the public financial management reforms, it will be important for the deliverables to clearly identify the linkages between the reform agendas. In particular, there will be a need to pinpoint the impact and implications of other reforms and the extent to which the NESP and the MoE are dependent on the effective delivery of other reforms.

9.3 Using a three-pillar lens for analysis

The MTR will review the relevance, efficiency and effectiveness of each of the following pillars of the NESP implementation:

Financing. The MTR will analyse whether the financing of the NESP implementation is adequate; whether funds are being made proper use of; and whether the principle of Value-for-Money is being adhered to in delivering desired results.

Delivery. The pace, degree and quality of implementation is impacted by a range of issues, from clear functional assignment, to the presence of requisite capacity, to the existence and evolution of effective performance management mechanisms. The MTR will assess the extent to which these factors are contributing to, or hindering, progress.

Measurement and oversight. The systems for performance management, tools used to drive better performance and the gaps that exist in terms of information, incentives or appropriate institutional arrangements, will be highlighted in the MTR with a view to enabling the MoE to undertake decisions for improving its oversight and management capacities.

9.4 Consistent engagement with key MoE stakeholders

As part of a process of consistent communication and engagement with the MoE and other stakeholders on the findings and the possible recommendations, the team will be meeting regularly with senior managers in the MoE and share progress updates on the MTR process. These updates will take the shape of in-person engagement as well as written briefs. During the meetings, the team may share any issues faced in the conduct of the MTR and inform MoE management about any trends, challenges and successes that emerge from field work and data collection.

9.5 Phasing and sequencing of recommendations

In line with the provisions of the ToR, the recommendations will be clustered in terms of:

- **Timing.** Some of the recommendations will focus on the remaining period of the current phase of NESP implementation i.e. till 2021; the second set of recommendations will be for the second iteration of the NESP and will thus address any gaps in the current NESP in relation to design and institutional mechanisms.
- **Sequencing.** In order to support the MoE in deciding on the implementation of the recommendations, the team will strive to present a sequence for the recommendations. This will also allow the MoE to gain a better understanding of the financing needs, investments in capacity, and role and responsibilities of different stakeholders in implementing the recommendations.
- **Strategic focus.** The recommendations will be structured around thematic areas and seek to have a strategic focus rather than dwell on operational issues. The strategic framework for the recommendations will be closely linked with the transformational shift areas.

1. Background

Under the 2008 Constitution Myanmar has shifted to a democratic governance system with the establishment of a civilian-led government in 2011. In 2015, a second multiparty election was successfully conducted and the NLD took office in April 2016. Education and poverty alleviation have been identified as two key drivers to support the democratic and peace-building process and to achieve the national goal of Myanmar becoming an upper Middle-Income Country by 2030. The government also realised that quality, equitable and relevant education is essential and the national education system in Myanmar needs to undergo a major transformation.

a. National Education Strategic Plan (NESP)

The Ministry of Education (MoE) undertook a three-and-a-half-year Comprehensive Education Sector Review (CESR 2011–2015) involving three phases: a rapid assessment (Phase 1); in-depth research and analysis of critical sub-sector challenges (Phase 2); and drafting and building ownership for an evidence-based and, costed National Education Strategic Plan (NESP) for

the period 2016–21 (Phase 3). The NESP aims to provide the government, education stakeholders and citizens with a ‘roadmap’ for sector-wide education reforms over the subsequent five years that will dramatically improve access to quality education for students at all levels of the national education system. The implementation of NESP represented an important step by the Ministry of Education in the educational reform process in Myanmar, aligned with other reforms of the government since 2016. A summary of the NESP is at annex A. This document should be read in conjunction with this Terms of Reference.

The goal of the NESP is:

Improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions.

In order to achieve its goal, the NESP has nine focus areas or ‘transformational shifts’. These include:

- Preschool and kindergarten education (Chapter 4)
- Basic Education – Access, quality and inclusion (Chapter 6)
- Basic education curriculum (Chapter 7)
- Student assessment and examinations (Chapter 8)
- Teacher education and management (Chapter 9)
- Alternative Education (Chapter 10)
- TVET (Chapter 11)
- Higher Education (Chapter 12)
- Management, capacity development and quality assurance (Chapter 13)

The NESP defines a transformational shift as ‘a high-level vision statement that describes a desired future state of a particular part of the education sector in Myanmar in 2021’. These are summarised for each of the 9 focus areas in Annex A, (p25).

While, the NESP provides an overall strategic reform agenda for the period 2016–21, the MoE recognises that many of the reforms listed will take longer than five years to successfully implement. MTR findings will be used to assist the MoE to continue to implement the NESP and to design phase 2 of the NESP, for implementation post 2021.

b. Context of the Mid-term Review (MTR)

Implementation of the NESP has been underway since April 2016. Prior to and since then there have been some significant contextual changes that have implications for the NESP going forward. These include:

Political economy changes:

- Change of government in September 2015, with the NESP adopted for implementation by the incoming government, in 2016.
- National Education Law 2014 (amended Law 2015): committing to free, mandatory Kindergarten and basic education for all Myanmar learners.
- Increased investment in education – with increases to: the allocation of education budget¹⁹⁹, infrastructure support and development, and with a dramatic increase to the human resource base - primarily the teacher workforce.
- The adoption of the SDGs by the UN member states at the end of 2015 is also a major development at the global level since the CESR.

Structural changes:

- Rationalisation of Ministries with responsibility for education, primarily through the merging of the Ministry of Science and Technology within the Ministry of Education
- Resulting in subsequent rationalisation of departments within the MoE including the creation of five new departments (DAE, DRI, DPTC, DM&E (Res), DM&E (Ed) (in full).
- Changes in the policy context through the enactment of the National Education Law (2014) and its amendments (2015) that created an enabling environment for NESP implementation through opening spaces for new institutions under MoE such as the formation of new governance bodies (NEPC, NCC, NAQAC) and potentially a Teacher Education Council, with responsibility for assuring quality of education services delivery; and
- Strengthening existing institutional structures: —e.g. Alternative Education becomes a separate department with bigger human resources and departments for Monitoring and Evaluation (Education & Research) are created.

As could be reasonably anticipated during the implementation of an inaugural nationwide education strategic plan, there are variations in the extent to which progress of planned reforms has met, or is meeting, expectations. Some strategies have started well, some have been delayed but are not a cause for concern, and others need some review and advice about how to proceed. The MoE remains highly committed to the successful implementation of the NESP.

These terms of reference (ToR) outline overall aspects of the MTR including the rationale, scope and objectives, key questions to be answered, and methodology options. These ToRs also cover related operational aspects such as deliverables and timing, review team composition, overarching principles, ethics and criteria for assessment of proposals.

c. Rationale of MTR

Following a consultation workshop with senior MoE officials²⁰⁰ in December 2018, it was agreed that the MTR should focus on the extent to which the implementation of the NESP is effective and efficient. Other overarching questions the MoE stakeholders (who are the primary MTR audience) considered important include:

- What are the education policy priority areas for change and how to more effectively implement NESP to make these changes and achieve NESP end outcomes?
- How to improve efficiency of NESP implementation and what management and operational decisions can be informed by MTR findings?
- What, if any changes should be applied to the NESP for improved implementation in the future?

Thus, the overall rationale for conducting this review is to learn about the overall functionality and feasibility of the NESP implementation, including its strategy and sub-strategies and to explore ways to further improve NESP implementation so as to improve the quality, equity and relevance of Education services delivery in Myanmar. In this way the MTR has more formative sense, i.e. to inform key decisions and to make changes for betterment of the programs in the remaining period of the NESP implementation.

¹⁹⁹ National budget has been allocated for education - 6.78 per cent in FY 2015/16 to 7 per cent in FY 2016/17, 7.56 per cent for 2018 (April-Sept Mini budget)

²⁰⁰ MoE Director Generals, Deputy Director Generals, Directors from all states and regions.

2. MTR Purpose, Objectives and Scope

The MoE consultation workshop in December 2018 confirmed that the two priority purposes of the MTR are:

Management – to enable the MoE to make evidence-based decisions on priorities, resources, direction and strategy going forward, including *learning* about what has worked well and less well and how to improve the implementation of the NESP;

Accountability – to ensure that alignment with relevant policies and procedures, programming decisions and expenditure are clearly understood by funders and relevant stakeholders.

The objectives and scope of the MTR include:

To independently review the overall progress, achievements and challenges in implementing the NESP and to conduct an in-depth review and analysis of a few prioritised areas / sub-sectors under the NESP²⁰¹; and,

Develop a limited number of concrete, evidence-based, realistic recommendations to change, adjust or support the achievement of NESP Transformational Shifts, Strategies and End Outcomes in the remaining two years of NESP implementation, and to inform the development of a subsequent strategy, for implementation post 2021.

3. Key Review Questions

The key review questions are drawn from the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) evaluation criteria but focus on three DAC criteria and gender and inclusion as a fourth key question. It was considered that it was too early in the life of the NESP to be looking at the two remaining DAC criteria of *Sustainability* and *Impact*, although these criteria should be included in the final evaluation of the NESP.

The *relevance* criteria are considered important because the context of the NESP has changed and it is important to understand if adjustments are needed for aspects of the NESP to remain aligned. Understanding the *effectiveness* of the implementation of the NESP was also a priority – especially with regards to expected intermediate outcomes. *Efficiency* was the third main priority with key MoE stakeholders wanting to use the review findings to make management decisions. *Gender and inclusion* are cross cutting criteria which is a priority for the MoE and development partners. The key questions and sub-questions relating to each criterion follows.

Relevance:

1. To what extent does the NESP remain relevant to the current context?
Sub-questions:
 - a. What adjustments need to be made to the NESP to ensure alignment with current laws, policy and structure? E.g. SDG's and Myanmar Sustainable Development Plan
 - b. To what extent do MoE departments' activities and strategies (current and planned) align with the NESP?

Effectiveness:

2. To what extent are the expected intermediate outcomes and targets for the NESP being achieved by the MoE and its departments?²⁰²
Sub-questions:
 - a. In which areas has the most progress been made towards end outcomes and why (any themes)?
 - b. In which areas has the least progress been made, and why (any themes)?
 - c. How can improvements be made to ensure adequate progress?
 - d. To what extent is the M&E system delivering accurate and useful information to MoE decision-makers?

²⁰¹ Given the number intermediate outcomes and depending on data availability, the effectiveness of only prioritized intermediate outcomes will be reviewed. Prioritisation options: i) Include those intermediate outcomes most important to MoE to achieve; ii) Include intermediate outcomes that have been successfully implemented for learning lessons of what has gone well; and, iii) Include intermediate outcomes that have not been implemented much to understand challenges better. Or a combination of i)-iii) e.g. successfully implemented, not successfully implemented or unlikely to be implemented.

²⁰² *ibid*, 3.

Efficiency:

3. To what extent has the implementation of the NESP been managed efficiently²⁰³ by MoE and its partners?
 - a. To what extent have budget targets and expenditure been achieved as expected and where are there significant variations (if any) and why?
 - b. In terms of activities, to what extent are resources being used in the best way to avoid duplication, gaps in service delivery and improve access, equity and quality?

Gender and inclusion:

4. To what extent does the MoE effectively develop and deliver education strategies and services to meet NESP's stated gender and inclusion priorities?
 - a. To what extent are barriers to inclusion being identified and addressed?
 - b. How well is gender and inclusion being monitored and measured?

4. MTR expected timeframe and deliverables

The MTR will be undertaken over a six-month period starting in early May and continuing through to early October 2019.

A *Reference Group* for the MTR will be established through bringing together key representatives from respective MoE departments and from key Educational stakeholder groups and institutions.²⁰⁴ This group will guide the process and ensure that the conduct of the review proceeds as efficiently and appropriately as possible. It will also ensure the quality and independence of the evaluation and steer its alignment with the intended purpose of the review. Draft Terms of Reference for the MTR Reference Group are at annex B. The MoE is proposing that the MTR will involve the following eight stages:

Stages	Tentative timing	Comments
MTR Set up	By end February 2019	Establish Reference Group and finalise MTR ToR and recruitment process
MTR team selection	April-May	Selection & contracting of MTR team members
1. Inception meeting between nominated review team and reference group	3 rd /4 th week of May	This inception/ preliminary meeting aims to provide the review team with an orientation from the reference group and to have a common understanding between both parties around scope, evaluation questions, overall methodology and draft review plan including timing, administration and logistical arrangements related to implementation of the review.
2. Literature reviews	April/May/June	Desk review of all relevant literature submitted by Departments and others, including data gathering by Departments, for MTR priority areas
3. Detailed MTR plan (including Inception Meeting Report) *Key deliverable = completion of this deliverable in a timely and satisfactory manner will be a condition of payment of all professional fees accrued to date.	4 th week of May	A detailed plan for the MTR will be developed by the TL in consultation with the MTR team and submitted to the MTR Reference Group. A table of contents for the MTR review plan is at annex C.
4. Mobilisation of MTR team for Field work Data gathering and consultations	1st week of June-July	Following advice and agreement of the MTR reference Group, MTR team members will be mobilised to undertake consultations with a selection of stakeholders (e.g. ETVSCG, SSWG's, NEPC) as outlined in the detailed MTR plan.

²⁰³ As relevant a Value for Money approach may be used and consider efficiency in terms of the economic, social, environmental and ethical outcomes

²⁰⁴ Existing NESP governance mechanisms e.g. ETVSCG and SSWG's may be considered for this purpose

Stages	Tentative timing	Comments
5. Data synthesis, analysis and interpretation	3 rd week of July – 2 nd week of August	This will be undertaken at the MoE
6. Draft Report writing *Key deliverable = completion of this deliverable in a timely and satisfactory manner will be a condition of payment of all professional fees accrued to date.	3 rd week of August – 2 nd week of September	Report writing will be undertaken as outlined in the detailed MTR plan (e.g. allocation of responsibilities) and findings and draft recommendations presented to the MTR Reference Group in a 'Summit Workshop'.
7. Final report ²⁰⁵ *Key deliverable = completion of this deliverable in a timely and satisfactory manner will be a condition of payment of all professional fees accrued to date.	End of September- Early October.	MTR reference group will have 14 days to provide consolidated written comments and the MTR team will revise and finalise the report by end August.

5. MTR proposed Methods and limitations

Methodological rigor is an important aspect of this review and review teams will be required to demonstrate practical experience of appropriate methodological approaches, sampling strategies, understanding of limitations and mitigation strategies. Detailed methods and tools will be required in the Review Plan to be delivered to the MTR Reference Group.

The review data may need to draw from variety of data sources, both existing as well as collecting further primary data if required to promote triangulation and cross validation of the findings. Though this ToR does not intend to prescribe specific methodology and approach/es for the review, it is expected that the methodology section in the proposals should demonstrate experience of mixed-methods research as an overarching design framework, including.

- Secondary data analysis (including literature) gathered to inform the detailed MTR plan and answer key review questions. This includes results generated by the current M&E system and two Annual Performance Reviews (APRs);
- Quantitative analysis of relevant existing MoE data and collection of any new data required to answer key review questions or sub-questions, such as targeted online or other surveys as appropriate;
- Qualitative data collection through semi-structured interviews with identified key stakeholders and focus group discussions/consultations with relevant stakeholder groups, in line with a robust sampling strategy underpinned by clear criteria, to answer key review questions and/or sub-questions;

Limitations

Data limitations may include issues with reliability, accuracy, and gaps. It is important that the detailed MTR plan outlines areas of enquiry needing access to specific data to ensure that the MTR Reference Group can either facilitate access or suggest alternatives where reliable and useful data does not exist.

When submitting the review proposal, the review team also needs to address the potential risks including potential harms to the team and respondents that could affect the overall operation of the review process. For each risk identified, the team needs to state a clear mitigation strategy in the proposal. i.e. topic 5 under Annex C Draft Annotated Table of contents for Detailed MTR Plan.

²⁰⁵ An annotated table of contents for the report is attached at annex D

6. MTR approach, principles and ethics

This MTR is expected to take a 'utilisation' focus²⁰⁶ meaning that the MTR design, conduct and report need to support the MoE to use the findings to the maximum extent possible. It is recognised that the involvement of MoE stakeholders is key to ownership of the findings and recommendations. This may to some extent compromise the independence of some of the data collection, but given the review's stated formative purpose aimed at better utility for management decision making and learning for improvement, MoE involvement is essential to the utility of the MTR.

Taking a utilisation focused approach, key MTR principles involve:

- Pragmatism – being clear about what is and isn't realistic to expect in the timeframe of the MTR.
- Gender and inclusiveness – the MTR team is expected to ensure that the voice and interests of women and girls, men and boys, and vulnerable groups are represented equally in the review. This includes implementing strategies for reaching vulnerable groups.
- Transparency and accountability – stakeholders should have access to the MTR findings and recommendations in a format that is appropriate to them, e.g. in Myanmar language.

Ethics

While ensuring the voices of vulnerable people are heard, it is essential that the MTR team and data collectors treat all informants respectfully and obtain informed and willing consent to participation. This means respecting confidentiality. When seeking the views of children or vulnerable groups, the benefits and risks to participation must be carefully considered and documented, and only proceeded with after the MTR team is confident that participation in the review will do no harm.

7. MTR Proposed Team Composition and Structure

The core team in the MTR is expected to comprise an international Team Leader with extensive expertise in Education sector reform, organisational change and development and Monitoring and Evaluation. The team leader will be supported by 1–2 international education / sub-sector specialists with expertise in education policy and systems reform, including education access and inclusion, and 2–3 education specialists with experience to cover basic education / higher education / TVET / alternative education. A team of 3–4 national education evaluation specialists and several MoE M&E Focal Points (central/subnational) will be engaged to assist with data collection and analysis.

The MTR team will be supported in country by the MTR Reference Group. Arrangements for the final composition and roles of the core team and support team will be determined in accordance with the detailed MTR Plan.

8. MTR team selection criteria

Consultants will be assessed using the following criteria:

Criteria	Description
Experience of individuals Details of two referees of recent work.	Experience in education sector reform. Experience in MTRs and evaluation methodologies using mixed methods Experience in Myanmar and/or Southeast Asia.
Approach and methodology	How the team propose to approach the MTR and examples of appropriate methods for the context and task including proposed sampling strategy/ies and methodology.

²⁰⁶ Utilisation focused evaluation is an approach founded by Michael Quinn Patton in 1978 to support evaluation designed for intended use by intended users.

Criteria	Description
Proposed team	<p>Team Leader with relevant post graduate qualifications and more than 10 years' experience in M&E, Education sector reform and with strong team leadership and management track record (including strong communication and interpersonal skills).</p> <p>Team members with relevant expertise covering education reform policy and systems, access and inclusion, basic education/higher education/TVET/alternative education expertise relevant to in-depth reviews of priority areas with experience in collecting and analysing quantitative and qualitative data, especially in relation to reviews of education reform.</p>
Professional Fees	<p>National Positions:</p> <ul style="list-style-type: none"> ▪ Negotiable based on market rates. ▪ International Positions (AARF): ▪ Team Leader – C4 ▪ Education Specialist – B4 ▪ Governance/Organisation Specialist – D4 ▪ GESDI Specialist – B4

Annex B (MTR ToR): Draft Terms of Reference for NESP MTR Reference Group

Introduction

Following a consultation workshop with senior MoE officials in December 2018, it was agreed that the NESP MTR should focus on the extent to which the implementation of the NESP is effective and efficient.

Other overarching questions the MoE stakeholders (who are the primary MTR audience) considered important include:

- What are the education policy priority areas for change and how to more effectively implement NESP to make these changes and achieve NESP end outcomes?
- How to improve efficiency of NESP implementation and what management and operational decisions can be informed by MTR findings?

What, if any changes should be applied to the NESP for improved implementation in the future?

The Review team is comprised of a core team of 5–6 education sector specialists (international/national), with the support of 3-4 national education evaluation specialists and M&E Focal Points who can assist with data collection. (Up to 10 core team personnel)

This Review will investigate key questions relating to the continuing relevance, effectiveness, efficiency and inclusiveness of the implementation of the NESP, and make practical recommendations for improvement.

The MTR Reference Group comprises approximately 10 members from relevant MoE Departments and education stakeholder groups, e.g. Hluttaw Education Promoting Committee, NEPC, DP's.

Reference Group Role and Mandate

It is important to be clear that the Reference Group's role is primarily an advisory one as opposed to a formal decision-making body and as such their mandate will be to provide input to, and validation of, the detailed MTR Plan, approach and findings and to help the Review Team to identify relevant and useful recommendations. Given this advisory role, the reference group will contribute in preparing and designing the review plan, provide comments and feedback to ensure the quality of the review reports and recommendations. The MTR Reference Group will also facilitate access to relevant data, and advice about the existence of reliable data, and facilitate access to key informants.

Expectations of Review Reference Group Members

There will be four primary points of engagement for the Reference Group.

- Inception meeting (remote) – Scheduled for (date) – to orientate the successful MTR team and clarify expectations of the purpose, scope, detailed MTR plan, methodology, MTR team support and logistics.
- Initial Reference Group Workshop – Scheduled for (date) – the Reference Group will consider and finalise these Terms of Reference, have input to the Draft Detailed MTR Plan, including proposed schedule, methodology and sampling, and tools.
- Facilitate data collection processes – Selected members of the Reference Group will be asked to assist with ensuring access and support for the MTR (throughout the process).
- Summit Workshop – A final workshop will be conducted in (date) where the Review Team will present the draft report with key findings and draft recommendations of the Review and the Reference Group will be asked to provide input to and validation of the recommendations.

It is expected that Reference Group Members make themselves available to participate in all four activities.

Reference Group Members will be sent all relevant documents for review and input in advance of Workshops and meetings.

Communication

Reference Group communication will be coordinated through the Chair and secretary of the Reference Group to the MTR team Leader and MoE-My-EQIP Program Director and My-EQIP Team Leader.

Annex C (MTR ToR): Draft annotated Table of contents for Detailed MTR Plan

1. Introduction – short summary of background, scale and purpose of the NESP
2. Introduction to MTR – Scope, Rationale, Audience, Design/approach
3. Context – Description of significant changes in context since the NESP was developed and implications for achievement of intermediate outcomes (derived from literature review)
4. Key Review Questions and sub-questions (confirm from TORs)
5. Proposed methodology to answer key and sub-questions including:
6. Data sources
7. Methods of data collection
8. Sampling strategy
9. Approach to triangulation
10. Approach to data synthesis and analysis (including how judgments will be made)
11. Roles, Responsibility, schedule and timeframe for each key question and sub-question
12. Risks and limitations
13. Ethical issues and how they will be addressed
14. Approaches to enhance utilisation of findings and recommendations
15. Annexes
 - ToR
 - MTR Plan
 - Document review items and summary of key points
 - Data collection tools such as question guides

Annex D (MTR ToR): Draft Annotated Table of Contents for MTR Report

1. Executive Summary (3 pages)
2. Background to the NESP (1-2 pages)
3. Introduction to the MTR, including Purpose, Scope, Audience (1 page)
4. Approach and Methodology (1 page)
5. Findings and analysis under each key question and sub-question. The report must be clear about the extent to which the evidence supports the conclusions and judgements made. Influencing factors and implications are fully explored. The author's opinion is unambiguous and based on the evidence.
6. Conclusions and recommendations (5 pages). The conclusions logically flow from the findings and associated analysis. Recommendations are prioritised and will include short-term recommendations (for the remainder of the NESP) and longer-term recommendations for the NESP after 2021. Ideally, there are no more than 30 key recommendations. Recommendations are practical, evidence based and feasible.

Annexes:

MTR TORs

MTR Plan

Other annexes as agreed with the MTR reference group

Main report 35-40 pages, excluding Annexes

Annex E NESP MTR ToR Detailed MTR Plan Template

1. Introduction – short summary of background, scale and purpose of the NESP
 - a. Introduction to MTR – Scope, Rationale, Audience, Design/approach
2. Context – Description of significant changes in context since the NESP was developed and implications for achievement of intermediate outcomes (derived from literature review)
3. Key Review Questions and sub-questions (confirm from TORs)
4. Proposed methodology to answer key and sub-questions including:
 - a. Data sources
 - b. Methods of data collection
 - c. Sampling strategy
 - d. Approach to triangulation
 - e. Approach to data synthesis and analysis (including how judgments will be made)
 - f. Roles, Responsibility, schedule and timeframe for each key question and sub-question
5. Risks and limitations
6. Ethical issues and how they will be addressed
7. Approaches to enhance utilisation of findings and recommendations
8. Annexes
 - ToR
 - MTR Plan
 - Document review items and summary of key points
 - Data collection tools such as question guides

Annex F: List of Stakeholders Consulted during the Inception Workshop

Name	Department	Details	Date
CLUSTER I: MoE Stakeholders			
Rector (+ staff)	The University of Yangon – Yangon	Interview (discuss implementation of intermediate targets as per NESP those are relevant to university level)	3 June
Rector (+ staff)	Sittwe University - Sittwe	Interview (discuss implementation of intermediate targets as per NESP those are relevant to university level)	7 –13 July
Professors (4-6 personnel)	Hpa Ann University – Hpa Ann	FGD (discuss implementation of selected intermediate targets as per NESP those are relevant to university level)	17–21 June
Lecturers (4-6 personnel)	Mawlamyine University - Mawlamyine	FGD (discuss implementation of selected intermediate targets as per NESP those are relevant to university level)	17–21 June
Faculty Staff (4-6 personnel)	Any University in Yangon Region	FGD (discuss participation international study tour experience)	4 June
Members	National Education Policy Commission (NEPC)	Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability Understanding the extent to which institutional arrangements for policy review, coordination, communication and oversight fully in place and operational	3–7 June
ME/MFP staff responsible for EMIS, HRMIS development and implementation	Nay Pyi Taw	KII Understanding if performance metrics are clearly defined, agreed upon, and communicated to all delivery levels	27–31 May
Finance, planning and budget officers in select national, regional, district and township departments and offices	Nay Pyi Taw Yangon, Mawlamyine, Myitkyina, Mandalay, Sittwe	KII Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives, targets and delivery systems?	27 May – 13 July
CLUSTER II: MTR Reference Working Group Stakeholders			
NESP focal Officials	DBE, DHE, DMNL, DME, DAE, DRI, DERPT, DM&E (Edu), DM&E (Research), DTPC, DTVE	Interview (discuss implementation of intermediate targets as per NESP those are relevant to MoE level)	27–31 May
DG and high-level officials	Ministry of Ethnic Affairs, MoH, DSW, Ministry of Religious Affairs– Nay Pyi Taw	Interview (discuss progress of inclusion in formal education sector)	10–15 June
CLUSTER III: Other Stakeholders/ Development Partners			
Representatives (International)	UNESCO, UNICEF, WB, UNESCO, DFID, DFAT, Save the Children - Yangon	Interviews (discuss the progress of NESP implementation)	3–7 June
Representatives	Myanmar National Federation for People with Disabilities,	Interviews (discuss the progress of inclusion and gender equity)	3–7 June

Name	Department	Details	Date
	Myanmar National Women's Federation, Colour Rainbow - Yangon		
Representatives (International)	OSF – Yangon	Interviews (discuss the progress of NESP implementation)	3–7 June
Sub-national stakeholders in the selected states/regions	MoE, DSW	Interviews (discuss the progress of NESP implementation)	17 June – 13 July
School Heads, teachers, community	Schools located in selected states/regions	FGD (discuss the progress of NESP implementation)	17 June – 13 July
Representatives (3-4 personnel)	Students Union – Yangon	FGD	3–7 June
Committee members	Parliamentary Committee on Education – Nay Pyi Taw	Interview Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability Understanding if NESP's design and policy framework remain relevant in the current socio-economic and institutional contexts	10–15 June
Committee members	Key MoE Committee members (SSWG, etc.)	Interview Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability Understanding if NESP's design and policy framework remain relevant in the current socio-economic and institutional contexts To what extent are the key institutional arrangements for policy coordination, implementation, and oversight inclusive	10–15 June
NAQAC Representatives	Nay Pyi Taw	Interview Are the Quality Assurance and regulatory mechanisms effective and supporting monitoring achievement of quality standards?	10–15 June
Regional, district, Township and school level officials (e.g. Education Committee reps); CSOs; PTAs, private sector; Teachers Unions; Student Councils	Mandalay, Mawlamyine, Sittwe, Myitkyina,	FGD/group interview Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability	17 June – 13 July

Annex G: MTR Review Design Matrix including questions, indicators, sources, methodology and transformational shift

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
RELEVANCE: Current NESP strategic focus areas and approaches in a rapidly changing context and environment To what extent are the current goals and objectives of the NESP relevant? The political economy and structural changes (e.g. A need to revise the NESP accordingly)? Are there any areas that should be added, removed or prioritised?					
To what extent are the strategic objectives and associated outcomes relevant to the interest, needs and concerns of the MoE and other key stakeholders?	Any evidence of review and suggested changes from key stakeholders and response to these	<ul style="list-style-type: none"> NESP Secretariat meetings/minutes APRs any evidence of consultation with key stakeholders in early implementation stages 	<ul style="list-style-type: none"> Secondary data KII/FGD with key stakeholders 	global	
Are the institutional roles, responsibilities, and lines of accountability clear and aligned with the scale and scope of NESP?	<ul style="list-style-type: none"> Terms of Reference (TOR) of the NEPC, various committees developed Roles and responsibilities of various departments, and delivery agencies at regional, district and Township levels are clearly articulated and complied with DAIPS follow the functional distribution 	<ul style="list-style-type: none"> Published ToR List of membership Functional distribution/Rules of Business published Committee structure 	<ul style="list-style-type: none"> Secondary data KIIs with NEPC; members of various committees at national, regional, district, Township and school levels; CSOs; Teachers Unions; Student Councils; FGDs with regional, district, Township and school level officials; CSOs; PTAs, private sector; Teachers Unions; Student Councils 		
Do Development Partners' (DPs') strategies and support in the education sector complementary to and in coherence with NESP's strategic framework, objectives and targets?	DPs' country strategies and education sector support clearly mention NESP as the framework to follow	DPs' country strategies and education sector support strategies, programs and projects	<ul style="list-style-type: none"> Secondary data KIIs with MoE officials dealing with DP support KIIs with select DPs 		
Is NESP's design and policy framework relevant in the current socio-economic and institutional	NESP's strategic objectives and targets are closely aligned with the evolving education sector context as well as the economic,	<ul style="list-style-type: none"> Myanmar SDGs Framework/Sustainable Development Plan Myanmar Medium Term Budgetary Framework Myanmar Public Administration 	<ul style="list-style-type: none"> KIIs with officials with The National Education Policy Commissioner; NESP Secretariat; Permanent Secretary MoE; various DGs DOE; heads of select Regional, District, 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
contexts?	governance (including decentralised governance) and developmental reforms agendas	Reforms	Township education offices		
Sub-questions					
What adjustments need to be made to the NESP to ensure alignment with current laws, policy and structure	<ul style="list-style-type: none"> Update on laws, policies that have been developed since 2016 Evidence of review considering current laws and policies 	<ul style="list-style-type: none"> Recent laws and policies (e.g. date of Education Policy) Status on Reform Report NEPC minutes of meetings 	<ul style="list-style-type: none"> Secondary data KII/FGD with NESP Secretariat KII with NEPC representative 		
To what extent do MoE departments' activities and strategies (current and planned) align with the NESP? Alignment with NEL/alignment with national decentralisation policy?	<ul style="list-style-type: none"> DAIPs aligning with overarching NESP Evidence of implementation of Decentralisation Policy 	DAIPs and APRs	<ul style="list-style-type: none"> Secondary data FGD Ministry Departments NESP Secretariat Region/State Education Committees 		
To what extent does NESP implementation facilitate, encourage and support role of private sector, CSOs (including philanthropy organisations) and religious organisations in delivery of NESP's targets?	<ul style="list-style-type: none"> Agreements reached with CSOs, private sector, religious organisations Clear identification of role of private, CSO, religious organisations in DAIPs, and district, Township and school plans as delivery, financing or monitoring agencies 	<ul style="list-style-type: none"> MOUs PPP agreements DAIPs District/Township/School Plans 	<ul style="list-style-type: none"> Secondary data FGDs with officials of select Districts/Townships/Schools 		
To what extent are the institutional arrangements for policy review, coordination, communication and oversight fully in place and operational?	NEPC	<ul style="list-style-type: none"> Policy development mechanism Policy register? 	<ul style="list-style-type: none"> KIIs and FGDs with officials with the NEPC; NESP Secretariat; Permanent Secretary MoE; various DGs DOE; heads of select Regional, District, Township education offices 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
EFFECTIVENESS: MoE and stakeholders progress towards achieving its goals					
What progress has been made to date in achieving the goals and outcomes under the transformational shift areas as defined in the NESP as well as annual work plans? What are the key achievements, areas of challenges?					
Are associated work plans and activities contributing to the achievement of strategic objectives?	Work plans are appropriately developed and evidence of implementation and monitoring	<ul style="list-style-type: none"> Work plans, APRs Minutes of meetings where activities are discussed 	<ul style="list-style-type: none"> Secondary data KII/FGD meeting with ministry staff, Education Committees, Programme Management Teams 		9
Have there been any unexpected/unintended results from the activities and approaches?	<ul style="list-style-type: none"> Identified in APRs Any evidence of reflection/review in consideration of these 	APRs	FGD Education Committees/NESP Secretariat		
Sub questions					
To what extent are the expected intermediate outcomes and targets for the NESP being achieved by the MoE and its departments? (Selected outcomes)	<ul style="list-style-type: none"> Identified in APRs Any evidence of reflection/review in consideration of these 	<ul style="list-style-type: none"> APRs Status Report 	FGD Education Committees/NESP Secretariat		
In which areas has the most progress been made towards end outcomes and why?	<ul style="list-style-type: none"> Evidence of monitoring progress, APR? Global monitoring of progress 				
In which areas has the least progress been made and why?	<ul style="list-style-type: none"> Evidence of monitoring progress, APR? Global monitoring of progress? 				
How can improvements be made to ensure adequate progress?	<ul style="list-style-type: none"> Evidence of awareness of improvements needed? 				
To what extent is the M&E system delivering accurate and useful information to MoE decision-	<ul style="list-style-type: none"> Data provided by M&E Evidence of dissemination of M&E Reports? 	APR DME			

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
makers?					
Are the institutional capacity building plans being delivered effectively and contributing to NESP's objectives and targets?	<ul style="list-style-type: none"> Each department has an approved, fully budgeted capacity building plan Each department has a performance management plan linking investment in capacity building with achievement of NESP targets 	<ul style="list-style-type: none"> Published capacity development plans Reports on progress of implementation of the capacity building plans 	<ul style="list-style-type: none"> Secondary data Online survey administered to a representative sample of national, regional, district, Township and school level officials KIIs with MoE, DOE officials dealing with capacity building and hu 		
EFFICIENCY: Use of financial, technical and human resources To what extent has the MoE been efficient in the use of resources during the NESP implementation to date					
To what extent has the implementation of the NESP been managed efficiently by the MoE and its partners? (VfM approach)					
Are performance metrics clearly defined, agreed upon, communicated to all delivery levels?	Delivery Agencies at national, regional, district, Township and school levels have clear annual targets, are aware of these, include them in DAIPs, and report on their progress regularly	<ul style="list-style-type: none"> DAIPs APRs Other 	<ul style="list-style-type: none"> Secondary data KIIs with delivery agencies at regional, district, Township and school levels 		
Are the Quality Assurance and regulatory mechanisms effective?			FGD NAQAC		
Are the mechanisms for data collection, analysis and sharing contributing to achievement of DAIPs?	<ul style="list-style-type: none"> Mechanisms for data analytics are articulated, understood and incentivised Trainings on EMIS system and its use conducted 	<ul style="list-style-type: none"> Published protocols and guidelines issues for data analytics/EMIS management Reports on trainings 	<ul style="list-style-type: none"> Secondary data KIIs with EMIS team; select Regional, District and School Officials 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
Sub-questions					
Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives, targets and delivery systems?	<ul style="list-style-type: none"> Criteria for allocation of education budget across different departments and across regions Distribution of budget within a region/state, district, and Township 	<ul style="list-style-type: none"> Fiscal Commission reports MoE and DOE budgets Region/State/Township budgets 	<ul style="list-style-type: none"> Secondary data KIs with finance, planning and budget officers in select national, regional, district and township offices 		
To what extent have budget targets and expenditure been achieved as expected and where are there significant variations and why?	<ul style="list-style-type: none"> Budget accuracy as measured by variance between Budget Estimates and Revised Budgets Budget transparency as measured by open budgets/voluntary disclosure on budgets 	<ul style="list-style-type: none"> Budget documents 	<ul style="list-style-type: none"> Secondary data KIs with finance, planning and budget officers in select national, regional, district and township offices 		
How well is the APR mechanism serving the purpose of effective performance monitoring and management?	<ul style="list-style-type: none"> Link between APR and DAIPs Evidence of monitoring (not just reporting) APRs 				
Gender & Inclusion:					
To what extent does the MoE effectively develop and deliver education strategies and services to meet NESP's stated gender and inclusion priorities?	Education strategies and services				
Sub-questions					
To what extent are the key institutional arrangements for policy coordination, implementation, and oversight inclusive?	<ul style="list-style-type: none"> Adequate representation of women, disabled, minorities and geographic areas in key forums Gender 	<ul style="list-style-type: none"> Adequate representation of women, disabled, minorities and geographic areas in key forums Gender responsive, and equitable fiscal distribution for 			

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
	responsive, and equitable fiscal distribution for disabled, minorities etc.	disabled, minorities etc.			
To what extent are barriers to inclusion being identified and addressed?					
How well is gender and inclusion being monitored and measured?					

Annex G1. MTR Review Design Matrix – Preschool & Kindergarten Education (chapter 4) & Basic Education (chapter 5,6,7)
Mid-term Review Questions

Review questions	Indicators	Sources	Methodology	NESP Area	Person responsible
Transformation Shift 4 – Pre-school education					
Relevance					
To what extent is the ECCD policy relevant to the role and responsibilities of ECCD Committees?		DBE, DSW, SCI			
How relevant are the pre-school teacher training curriculum and materials to school based and community providers of ECCD?		DBE, DSW, SCI			
How relevant is pre-school management committee training to community based ECCD providers?					
How relevant is ECCD curriculum to the needs of ethnic minority students and their communities?					
How relevant are the Basic Education components and strategies of the NESP to the needs of children in Myanmar?					
How relevant is the new Basic Education curriculum to the needs of students in Myanmar?		<ul style="list-style-type: none"> National Curriculum Committee that reports to NEPC. Status report on national reform (Myanmar language). 			
Effectiveness					
How successful have the pre-school education strategies and activities been to date?	<ul style="list-style-type: none"> Intake rates Growth of sector 	<ul style="list-style-type: none"> DBE, DSW, SCI 		Chapter (6)	
How effectively does the kindergarten curriculum link to BE curriculum?	Measuring the degree of consistency btw the ECCD and BE curriculum.	DBE, DSW, SCI	Desk research using qualitative curriculum mapping tool to establish degree of consistency, e.g. weak, moderate, strong.		
To what extent has pre-school expanded to different contexts such as remote, fragile, conflict	No of centres in areas as described	DBE, DSW, SCI	Secondary data collection		

Review questions	Indicators	Sources	Methodology	NESP Area	Person responsible
affected, multi ethnic areas?					
How effective is the new BE curriculum in enhancing student learning?	Student performance	DBE, DME(Ed)	<ul style="list-style-type: none"> ▪ Analysis of assessment results grades 1-4 (if available) ▪ Secondary data collection 		
What progress has been made on the development and implementation of the Schools Quality Assurance Framework?	<ul style="list-style-type: none"> ▪ Framework drafted or approved. ▪ Evidence of dissemination and/or capacity building. 	DBE, My EQIP			
How effective has the curriculum implementation capacity building for teachers been to date?		DBE Curric Division	<ul style="list-style-type: none"> ▪ Evaluation data from M&E of capacity building activities ▪ Secondary data collection 		
Efficiency					
What proportion of ECCD providers are funded by communities and how might this affect the quality of ECCD provision?		DBE, DSW, SCI			
What mechanisms exist to support stakeholder co-ordination and cooperation to strengthen ECCD?		DBE, DSW, SCI			
What mechanisms exist for collaboration between implementing Departments and Divisions to maximise efficiency?					
To what extent is Basic Education reform implementation on track?		DBE			

Annex G2. MTR Review Design Matrix – TVET (chapter 11)

QUESTIONS TO BE ASKED IN RELATION TO TVET

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
RELEVANCE: Current NESP strategic focus areas and approaches in a rapidly changing context and environment To what extent are the current goals and objectives of the NESP relevant? The political economy and structural changes (e.g. A need to revise the NESP accordingly)? Are there any areas that should be added, removed or prioritised?					
To what extent are NESP strategies and components for TVET aligned with Myanmar's economic and social priorities? Any gaps?	Alignment between economic / employment goals and NESP TVET components	<ul style="list-style-type: none"> Review of NESP TVET section against national development directions Evidence of consultation with key national policymakers during NESP development 	<ul style="list-style-type: none"> Document review KII/FGD with key stakeholders 		
To what extent are the NESP strategies and components for TVET relevant to meeting national goals for inclusion and equity?? What adjustments may need to be made?	Evidence of specific regard for girls/women, ethnic and religious minorities, rural and remote populations, and persons with disabilities				
To what extent are NESP strategies and components for TVET new initiatives/ directions, different from pre-NESP directions of the DTEVT? Which are the new areas?	Overlap / Additionality of NESP strategies and their components to earlier DTVET workplan	NESP DAIPs		Review of NESP directions against national education directions KII's	
To what extent is the NESP driving all TVET activities or only MoE TVET activities? Are TVET activities outside of the MoE included in NESP planning and review?	Inclusion of non-MoE initiatives and activities in NESP (e.g. Depts of Industry, Labour, Agriculture, Transport) Involvement of non-MoE actors				

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
To what extent do Development Partners' (DPs') strategies and support for TVET align with NESP? What can be learned from the differences?	DPs' country strategies and education sector support clearly mention NESP as the framework to follow	DPs' country strategies and education sector support strategies, programs and projects	<ul style="list-style-type: none"> Secondary data KIIs with MoE officials dealing with DP support KIIs with select DPs 		
To what extent does NESP facilitate, encourage and support the role of private sector and CSOs in delivery of NESP's TVET targets?	<ul style="list-style-type: none"> Agreements reached with CSOs, private sector, religious organisations Clear identification of role of private, CSO, religious organisations in DAIPs, and district, Township and school plans as delivery, financing or monitoring agencies 	<ul style="list-style-type: none"> MOUs PPP agreements DAIPs District/Township/School Plans 	<ul style="list-style-type: none"> Secondary data FGDs with officials of select Districts/Townships/Schools 		

Sub-questions

EFFECTIVENESS: MoE and stakeholders progress towards achieving its goals

What progress has been made to date in achieving the goals and outcomes under the transformational shift areas as defined in the NESP as well as annual work plans? What are the key achievements, areas of challenges?

Are any adjustments needed to current laws, policy and structures to make the NESP TVET strategies effective?	<ul style="list-style-type: none"> Update on laws, policies that have been developed since 2016 Evidence of review considering current laws and policies 	<ul style="list-style-type: none"> Recent laws and policies (e.g. date of Education Policy) Status on Reform Report NEPC minutes of meetings 	<ul style="list-style-type: none"> Secondary data KII/FGD with NESP Secretariat KII with NEPC representative 		
Effectiveness of TVET is closely aligned with employability of graduates. What processes are in place to track employment outcomes?					

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
To what extent do DTVET workgroups and plans align with the NESP?	<ul style="list-style-type: none"> DAIPs aligning with overarching NESP Alignment between functions of MoE work groups & NESP Transformational Shifts Roles and responsibilities of various departments, and delivery agencies are clearly articulated 	<ul style="list-style-type: none"> DAIPs and APRs 	<ul style="list-style-type: none"> Secondary data FGD Ministry Departments NESP Secretariat Region/State Education Committees 		
To what extent are the TVET strategies clearly defined, including the specification of achievable intermediate targets?	<ul style="list-style-type: none"> Per cent of TVET strategies in DAIPs that have clear and measurable intermediate targets 	<ul style="list-style-type: none"> DAIPs APR 2017–2018 Education Statistical Yearbook 2016–2017 	<ul style="list-style-type: none"> Document Review 		
To what extent are the expected intermediate targets for the NESP being adjusted by the DTVET? (Selected outcomes) Why is this?	<ul style="list-style-type: none"> Identified in DAIPs APRs Any evidence of reflection/review in consideration of these. 	<ul style="list-style-type: none"> APRs Status Report 	<ul style="list-style-type: none"> FGD Education Committees/NESP Secretariat Doc Review Site visits FGD 		
What progress has been made on the development and implementation of the TVET Quality Assurance Framework?	<ul style="list-style-type: none"> Framework drafted or approved. Evidence of dissemination and/or capacity building. 	<ul style="list-style-type: none"> DBE, My-EQIP 			
What processes are in place to improve quality and relevance of TVET teaching and learning?					

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
To what extent has TVET been expanded to different contexts such as remote, fragile, conflict affected, multi ethnic areas?	<ul style="list-style-type: none"> No of centres in areas as described. 	<ul style="list-style-type: none"> DBE, DSW, SCI 	<ul style="list-style-type: none"> Secondary data collection 		
How effective has the curriculum implementation capacity building for TVET teachers been to date?		<ul style="list-style-type: none"> Curriculum Division 	<ul style="list-style-type: none"> Evaluation data from M&E of capacity building activities Secondary data collection 		
Are the institutional capacity building plans being delivered effectively and contributing to NESP's objectives and targets?	<ul style="list-style-type: none"> Each department has an approved, fully budgeted capacity building plan Each department has a performance management plan linking investment in capacity building with achievement of NESP targets 	<ul style="list-style-type: none"> Published capacity development plans Reports on progress of implementation of the capacity building plans 	<ul style="list-style-type: none"> Secondary data Online survey administered to a representative sample of national, regional, district, Township and school level officials KIIs with MoE, DOE officials dealing with capacity building 		
Have there been any unexpected/unintended results from the activities and approaches?	<ul style="list-style-type: none"> Identified in APRs Any evidence of reflection/review in consideration of these Unexpected unintended results identified and recorded Implementation adjusted accordingly 	<ul style="list-style-type: none"> APRs 	<ul style="list-style-type: none"> FGD Education Committees/NESP Secretariat Minutes of meetings reflecting discussion and adjustments 		

Sub questions

EFFICIENCY: Use of financial, technical and human resources

To what extent has the MoE been efficient in the use of resources during the NESP implementation to date

Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives,	<ul style="list-style-type: none"> Criteria for allocation of education budget across different departments and across regions 	<ul style="list-style-type: none"> Fiscal Commission reports MoE and DOE budgets Region/State/Township budgets 	<ul style="list-style-type: none"> Secondary data KIIs with finance, planning and budget officers in select national, regional, district and township offices
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Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
targets and delivery systems?	<ul style="list-style-type: none"> ▪ Distribution of budget within a region/state, district, and Township 				
To what extent have budget targets and expenditure been achieved as expected and where are there significant variations and why?	<ul style="list-style-type: none"> ▪ Budget accuracy as measured by variance between Budget Estimates and Revised Budgets ▪ Budget transparency as measured by open budgets/voluntary disclosure on budgets 	<ul style="list-style-type: none"> ▪ Budget documents 	<ul style="list-style-type: none"> ▪ Secondary data ▪ KIs with finance, planning and budget officers in select national, regional, district and township offices 		
Are good records kept (including financial) of all TVET activity, including TVET delivered by non-MoE actors?					
What mechanisms are in place to leverage development partner TVET activities?					
What processes are in place to communicate NESP TVET priorities to TVET staff across the country?					
In terms of activities, to what extent are resources being used in the best way to avoid duplication, gaps in service delivery and improve access, equity and quality?					

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
Are the mechanisms for data collection, analysis and sharing contributing to achievement of TVET adequate?	<ul style="list-style-type: none"> Mechanisms for data analytics are articulated, understood and incentivised Trainings on EMIS system and its use conducted 	<ul style="list-style-type: none"> Published protocols and guidelines issues for data analytics/EMIS management Reports on trainings 	<ul style="list-style-type: none"> Secondary data KIIs with EMIS team; select Regional, District and School Officials 		
What proportion of TVET providers are funded by non-MoE actors?					
Sub-questions					
Gender & Inclusion:					
What is the process to identify barriers to inclusion in TVET?	<ul style="list-style-type: none"> Evidence of GESI representation in key bodies and forums Targeted research undertaken 				
To what extent are NESP gender and inclusion targets being monitored & used to inform ongoing planning (by whom & how)?	<ul style="list-style-type: none"> Gender responsive, and equitable fiscal distribution for disabled, minorities etc. 				
To what extent does the DTEVT effectively develop and deliver education strategies and services to meet NESP's stated gender and inclusion priorities?					
How is the capacity of TVET personnel being built such that NESP inclusion objectives can be achieved?					

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
In what way has NESP addressed gender & inclusion challenges at different levels? Are these response strategies tailored to the specific needs of particular groups?					

Annex G3. MTR Review Matrix – Alternative Education (chapter 10)

QUESTIONS TO BE ASKED IN RELATION TO Alternative Education

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
RELEVANCE: Current NESP strategic focus areas and approaches in a rapidly changing context and environment					
To what extent are the current goals and objectives of the NESP relevant?					
The political economy and structural changes (e.g. A need to revise the NESP accordingly)?					
Are there any areas that should be added, removed or prioritised?					
To what extent are NESP strategies and components for TVET aligned with Myanmar's economic and social priorities? Any gaps?	<ul style="list-style-type: none"> Alignment between economic / employment goals and NESP TVET components 	<ul style="list-style-type: none"> Review of NESP TVET section against national development directions Evidence of consultation with key national policymakers during NESP development 	<ul style="list-style-type: none"> Document review KII/FGD with key stakeholders 		
To what extent are the NESP strategies and components for TVET relevant to meeting national goals for inclusion and equity?? What adjustments may need to be made?	<ul style="list-style-type: none"> Evidence of specific regard for girls/women, ethnic and religious minorities, rural and remote populations, and persons with disabilities 				
To what extent are NESP strategies and components for AD new initiatives/ directions, different from pre-NESP directions of the DAE? Which are the new areas?	<ul style="list-style-type: none"> Overlap / Additionality of NESP strategies and their components to earlier DAE workplan 	<ul style="list-style-type: none"> NESP DAIPs 	<ul style="list-style-type: none"> Review of NESP directions against national education directions KII's 		
To what extent is the NESP driving all AE activities or only MoE AE activities? Are AE activities outside of the MoE included in NESP planning and review?	<ul style="list-style-type: none"> Inclusion of non-MoE initiatives and activities in NESP (e.g. Depts concerned with social welfare, Labour, indigenous affairs) Involvement of non-MoE actors 				

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
To what extent do Development Partners' (DPs') strategies and support for AE align with NESP? What can be learned from the differences?	<ul style="list-style-type: none"> DPs' country strategies and education sector support clearly mention NESP as the framework to follow 	<ul style="list-style-type: none"> DPs' country strategies and education sector support strategies, programs and projects 	<ul style="list-style-type: none"> Secondary data KIIs with MoE officials dealing with DP support KIIs with select DPs 		
To what extent does NESP facilitate, encourage and support the role of private sector and CSOs in delivery of NESP's AE targets?	<ul style="list-style-type: none"> Agreements reached with CSOs, private sector, religious organisations Clear identification of role of private, CSO, religious organisations in DAIPs, and district, Township and school plans as delivery, financing or monitoring agencies 	<ul style="list-style-type: none"> MOUs PPP agreements DAIPs District/Township/School Plans 	<ul style="list-style-type: none"> Secondary data FGDs with officials of select Districts/Townships/Schools 		
Sub-questions					
EFFECTIVENESS: MoE and stakeholders progress towards achieving its goals					
What progress has been made to date in achieving the goals and outcomes under the transformational shift areas as defined in the NESP as well as annual work plans? What are the key achievements, areas of challenges?					
Are any adjustments needed to current laws, policy and structures to make the NESP AE strategies effective?	<ul style="list-style-type: none"> Update on laws, policies that have been developed since 2016 Evidence of review considering current laws and policies 	<ul style="list-style-type: none"> Recent laws and policies (e.g. date of Education Policy) Status on Reform Report NEPC minutes of meetings 	<ul style="list-style-type: none"> Secondary data KII/FGD with NESP Secretariat KII with NEPC representative 		
Effectiveness of AE is closely aligned with student outcomes. What processes are in place to track pathways of individuals?					
To what extent do DAE workgroups and plans align with the NESP?	<ul style="list-style-type: none"> DAIPs aligning with overarching NESP Alignment between functions of MoE work groups & 	<ul style="list-style-type: none"> DAIPs and APRs 	<ul style="list-style-type: none"> Secondary data FGD Ministry Departments NESP Secretariat Region/State Education Committees 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
	<p>NESP Transformational Shifts</p> <ul style="list-style-type: none"> ▪ Roles and responsibilities of various departments, and delivery agencies are clearly articulated 				
To what extent are the AE strategies clearly defined, including the specification of achievable intermediate targets?	per cent of AE strategies in DAIPs that have clear and measurable intermediate targets	<ul style="list-style-type: none"> ▪ DAIPs ▪ APR 2017–2018 ▪ Education Statistical Yearbook 2016–2017 	Document Review		
To what extent are the expected intermediate targets for the NESP being adjusted by the DAE? (Selected outcomes) Why is this?	<p>Identified in DAIPs APRs</p> <p>Any evidence of reflection/review in consideration of these</p>	<ul style="list-style-type: none"> ▪ APRs ▪ Status Report 	<ul style="list-style-type: none"> ▪ FGD Education Committees/NESP Secretariat ▪ Doc Review ▪ Site visits ▪ FGD 		
What processes are in place to accredit non-MoE and non-government providers of AE?					
Does the DAE monitor non-MoE and non-government providers of AE?					
What processes are in place to improve quality and relevance of AE teaching and learning?					
Are teachers from non-MoE centres included in professional development activities?					

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
To what extent has AE been expanded to different contexts such as remote, fragile, conflict affected, multi ethnic areas?	No of centres in areas as described	DBE, DSW, SCI	Secondary data collection		
How effective has the curriculum implementation capacity building for AE teachers been to date?		Curriculum Division	<ul style="list-style-type: none"> Evaluation data from M&E of capacity building activities Secondary data collection 		
Are the institutional capacity building plans being delivered effectively and contributing to NESP's objectives and targets?	<ul style="list-style-type: none"> Each department has an approved, fully budgeted capacity building plan Each department has a performance management plan linking investment in capacity building with achievement of NESP targets 	<ul style="list-style-type: none"> Published capacity development plans Reports on progress of implementation of the capacity building plans 	<ul style="list-style-type: none"> Secondary data Online survey administered to a representative sample of national, regional, district, Township and school level officials KIIs with MoE, DOE officials dealing with capacity building. 		
Have there been any unexpected/unintended results from the activities and approaches?	Identified in APRs Any evidence of reflection/review in consideration of these Unexpected unintended results identified and recorded Implementation adjusted accordingly	APRs	FGD Education Committees/NESP Secretariat Minutes of meetings reflecting discussion and adjustments		

Sub questions

EFFICIENCY: Use of financial, technical and human resources

To what extent has the MoE been efficient in the use of resources during the NESP implementation to date

Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives, targets and delivery systems?	<ul style="list-style-type: none"> Criteria for allocation of education budget across different departments and across regions Distribution of budget within a region/state, 	<ul style="list-style-type: none"> Fiscal Commission reports MoE and DOE budgets Region/State/Township budgets 	<ul style="list-style-type: none"> Secondary data KIIs with finance, planning and budget officers in select national, regional, district and township offices 		
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Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
	district, and Township				
To what extent have budget targets and expenditure been achieved as expected and where are there significant variations and why?	<ul style="list-style-type: none"> Budget accuracy as measured by variance between Budget Estimates and Revised Budgets Budget transparency as measured by open budgets/voluntary disclosure on budgets 	Budget documents	<ul style="list-style-type: none"> Secondary data KIIs with finance, planning and budget officers in select national, regional, district and township offices 		
Are good records kept (including financial) of all AE activity, including AE delivered by non-MoE /non-government actors?					
What mechanisms are in place to leverage development partner AE activities?					
What processes are in place to communicate NESP AE priorities to AE staff across the country?					
In terms of activities, to what extent are resources being used in the best way to avoid duplication, gaps in service delivery and improve access, equity and quality?					
Are the mechanisms for data collection, analysis and sharing contributing to	<ul style="list-style-type: none"> Mechanisms for data analytics are articulated, understood and incentivised 	<ul style="list-style-type: none"> Published protocols and guidelines issues for data analytics/EMIS management Reports on trainings 	<ul style="list-style-type: none"> Secondary data KIIs with EMIS team; select Regional, District and School Officials 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
achievement of AE adequate?	<ul style="list-style-type: none"> Trainings on EMIS system and its use conducted 				
What proportion of AE providers are funded by non-MoE actors?					
Sub-questions					
GENDER & INCLUSION:					
What is the process to identify barriers to inclusion in AE?	<ul style="list-style-type: none"> Evidence of GESI representation in key bodies and forums Targeted research undertaken 				
To what extent are NESP gender and inclusion targets being monitored & used to inform ongoing planning (by whom & how)?	<ul style="list-style-type: none"> Gender responsive, and equitable fiscal distribution for disabled, minorities etc. 				
To what extent does the DTEVT effectively develop and deliver education strategies and services to meet NESP's stated gender and inclusion priorities?					
How is the capacity of AE personnel being built such that NESP inclusion objectives can be achieved?					
In what way has NESP addressed gender & inclusion challenges at different levels? Are these response strategies					

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
tailored to the specific needs of particular groups?					
Sub-questions					

Institutions, policy, regulation, political economy, laws, PFM, SDGs, measurement, EMIS, data analytics, data management, oversight, capacity building
Communication, recruitment / HR management,

Annex G4. MTR Review Matrix – Higher Education (chapter 12)

QUESTIONS TO BE ASKED IN RELATION TO Higher Education

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
RELEVANCE: Current NESP strategic focus areas and approaches in a rapidly changing context and environment To what extent are the current goals and objectives of the NESP relevant? The political economy and structural changes (e.g. A need to revise the NESP accordingly)? Are there any areas that should be added, removed or prioritised?					
To what extent are NESP strategies and components for HE aligned with Myanmar's economic and social priorities? Any gaps?	<ul style="list-style-type: none"> Alignment between economic / employment goals and NESP HE components 	<ul style="list-style-type: none"> Review of NESP HE sections against national development directions Evidence of consultation with key national policymakers during NESP development 	<ul style="list-style-type: none"> Document review KII/FGD with key stakeholders 		
To what extent are the NESP strategies and components for HE relevant to meeting national goals for inclusion and equity?? What adjustments may need to be made?	Evidence of specific regard for girls/women, ethnic and religious minorities, rural and remote populations, and persons with disabilities				
To what extent are NESP strategies and components for HE new initiatives/ directions, different from pre-NESP directions of the DHE? Which are the new areas?	Overlap / Additionality of NESP strategies and their components to earlier DHE workplan	<ul style="list-style-type: none"> NESP DAIPs 	<ul style="list-style-type: none"> Review of NESP directions against national higher education directions KII's 		
To what extent does NESP facilitate, encourage and support the role of the private sector in delivery of NESP's HE targets?	Agreements reached with industry and private sector organisations	<ul style="list-style-type: none"> MOUs PPP agreements DAIPs District/Township/School Plans 	<ul style="list-style-type: none"> Secondary data FGDs with officials of select Districts/Townships/Schools 		
Sub-questions					
EFFECTIVENESS: MoE and stakeholders progress towards achieving its goals What progress has been made to date in achieving the goals and outcomes under the transformational shift areas as defined in the NESP as well as annual work plans? What are the key achievements, areas of challenges?					
Are any adjustments needed to	<ul style="list-style-type: none"> Update on laws, policies that have been 	<ul style="list-style-type: none"> Recent laws and policies (e.g. date of Education Policy) 	<ul style="list-style-type: none"> Secondary data KII/FGD with NESP Secretariat 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
current laws, policy and structures to make the NESP HE strategies effective? (i.e. new private unis bill)	<ul style="list-style-type: none"> developed since 2016 Evidence of review considering current laws and policies 	<ul style="list-style-type: none"> Status on Reform Report NEPC minutes of meetings 	<ul style="list-style-type: none"> KII with NEPC representative 		
Effectiveness of HE is closely aligned with employability of graduates. What processes are in place to track employment outcomes?					
To what extent do DHE workgroups and plans align with the NESP?	<ul style="list-style-type: none"> DAIPs aligning with overarching NESP Alignment between functions of MoE work groups & NESP Transformational Shifts <p>Roles and responsibilities of various departments, and delivery agencies are clearly articulated</p>	DAIPs and APRs	<ul style="list-style-type: none"> Secondary data FGD Ministry Departments NESP Secretariat Region/State Education Committees 		
To what extent are the HE strategies clearly defined, including the specification of achievable intermediate targets?	per cent of TVET strategies in DAIPs that have clear and measurable intermediate targets	<ul style="list-style-type: none"> DAIPs APR 2017–2018 Education Statistical Yearbook 2016–2017 	Document Review		
To what extent are the expected intermediate targets for the NESP being adjusted by the HE? (Selected outcomes) Why is this?	<ul style="list-style-type: none"> Identified in DAIPs APRs Any evidence of reflection/review in consideration of these 	<ul style="list-style-type: none"> APRs Status Report 	<ul style="list-style-type: none"> FGD Education Committees/NESP Secretariat Doc Review Site visits FGD 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
What progress has been made on the development and implementation of the HE Quality Assurance Framework?	<ul style="list-style-type: none"> Framework drafted or approved. Evidence of dissemination and/or capacity building. 	DHE, My EQIP			
What processes are in place to improve quality and relevance of HE teaching and learning?					
Are the institutional capacity building plans being delivered effectively and contributing to NESP's objectives and targets?	<p>Each department has an approved, fully budgeted capacity building plan</p> <p>Each department has a performance management plan linking investment in capacity building with achievement of NESP targets</p>	<p>Published capacity development plans</p> <p>Reports on progress of implementation of the capacity building plans</p>	<ul style="list-style-type: none"> Secondary data Online survey administered to a representative sample of national, regional, district, Township and school level officials KIIs with MoE, DOE officials dealing with capacity building and hu 		
Have there been any unexpected/unintended results from the activities and approaches?	<ul style="list-style-type: none"> Identified in APRs Any evidence of reflection/review in consideration of these Unexpected unintended results identified and recorded Implementation adjusted accordingly 	APRs	<ul style="list-style-type: none"> FGD Education Committees/NESP Secretariat Minutes of meetings reflecting discussion and adjustments 		
Sub questions					
EFFICIENCY: Use of financial, technical and human resources					
To what extent has the MoE been efficient in the use of resources during the NESP implementation to date					
Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives, targets and delivery systems?	<ul style="list-style-type: none"> Criteria for allocation of education budget across different departments and across regions Distribution of budget within a region/state, district, and Township 	<ul style="list-style-type: none"> Fiscal Commission reports MoE and DOE budgets Region/State/Township budgets 	<ul style="list-style-type: none"> Secondary data KIIs with finance, planning and budget officers in select national, regional, district and township offices 		

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
To what extent have budget targets and expenditure been achieved as expected and where are there significant variations and why?	<ul style="list-style-type: none"> Budget accuracy as measured by variance between Budget Estimates and Revised Budgets Budget transparency as measured by open budgets/voluntary disclosure on budgets 	Budget documents	<ul style="list-style-type: none"> Secondary data KIIs with finance, planning and budget officers in select national, regional, district and township offices 		
What mechanisms are in place to leverage development partner HE activities?					
What processes are in place to communicate NESP HE priorities to HE staff across the country?					
In terms of activities, to what extent are resources being used in the best way to avoid duplication, gaps in service delivery and improve access, equity and quality?					
Are the mechanisms for data collection, analysis and sharing contributing to achievement of HE adequate?	<ul style="list-style-type: none"> Mechanisms for data analytics are articulated, understood and incentivised Trainings on EMIS system and its use conducted 	<ul style="list-style-type: none"> Published protocols and guidelines issues for data analytics/EMIS management Reports on trainings 	<ul style="list-style-type: none"> Secondary data KIIs with EMIS team; select Regional, District and School Officials 		
Sub-questions					
Gender & Inclusion:					
What is the process to identify barriers to inclusion in	<ul style="list-style-type: none"> Evidence of GESI representation in key bodies and forums 				

Review Questions	Indicators	Sources	Methodology	Transformative Shift Area	Person Responsible
HE?	<ul style="list-style-type: none"> Targeted research undertaken 				
To what extent are NESP gender and inclusion targets being monitored & used to inform ongoing planning (by whom & how)?	Gender responsive, and equitable fiscal distribution for disabled, minorities etc.				
To what extent does the DHE effectively develop and deliver education strategies and services to meet NESP's stated gender and inclusion priorities?					
How is the capacity of HE personnel being built such that NESP inclusion objectives can be achieved?					
In what way has NESP addressed gender & inclusion challenges at different levels? Are these response strategies tailored to the specific needs of particular groups?					
Sub-questions					

Institutions, policy, regulation, political economy, laws, PFM, SDGs, measurement, EMIS, data analytics, data management, oversight, capacity building

Communication, recruitment / HR management.

Annex E Instruments for Data Collection

KII template			
Date/time		Location	
Interviewer(s)			
Interviewees	Members of the National Education Policy Commission (NEPC)		
Question 1	What is NEPC's role in supporting the implementation of the NESP?		
Response			
Question 2	Which are the key bodies responsible for supporting the implementation and monitoring of the NESP? How are these bodies supported and monitored? How is communication between the key bodies managed?		
Response			
Question 3	In terms of policy development to support the implementation of the NESP, what have been the key achievements?		
Response			
Question 4	What have been the challenges in providing a policy/regulatory context to support the implementation of the NESP?		
Response			
Question 5	It is acknowledged that NESP is a comprehensive and ambitious plan; what areas of the NESP need to be reviewed/revised?		
Response			
Question 6	What is your vision for the next version of the NESP? What have been the learning points from the development, implementation and monitoring of the current NESP?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	NESP Secretariat		
Question 1	Please tell us about your role in supporting the implementation of the NESP.		
Response			
Question 2	What have been the priorities in relation to implementing the NESP and how have these been decided upon?		
Response			
Question 3	How has financial provision been aligned with NESP priorities? What are the challenges and what mechanisms have been developed to address these?		
Response			
Question 4	In your view, is the NESP still relevant in the current context? What have been the areas of priority and how have these been decided upon?		
Response			
Question 5	What progress has been made with developing and implementing the national quality assurance system?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	Parliamentary Committee on Education		
Question 1	What have been the implications of the implementation of the NESP, in terms of policy development, implementation and review?		
Response			
Question 2	In which ways has the implementation of the NESP been successful? What have been the key challenges in implementing the NESP?		
Response			
Question 3	In your opinion, which are the key bodies for monitoring achievement in line with NESP's objectives? How are these bodies supported?		
Response			
Question 4	How do you monitor achievements? What reports/information do you receive? How are your views captured and communicated?		
Response			
Question 5	In your view, what have been the priorities in implementing the NESP? Are there areas which are no longer a key priority?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	Permanent Secretary MoE/Acting in Charge		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	In your opinion what are the areas of success and what are the key challenges?		
Response			
Question 3	What mechanisms/regulations have supported its implementation? What mechanisms still need to be put in place?		
Response			
Question 4	How do you ensure that financial provision aligns with the strategic objectives?		
Response			
Question 5	To what extent is the NESP fit for purpose? What have been the learning points in implementing and monitoring the NESP?		
Response			
Question 6	What further support needs to be provided to the MoE to support the implementation of the NESP?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	Under Permanent Secretaries Administration and Technical		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	In your opinion what are the areas of success and what are the key challenges?		
Response			
Question 3	Which body is responsible for the oversight and response to the department annual implementation plans (DAIPs) and APRs? How is this managed? What have been the challenges? How have they been addressed?		
Response			
Question 4	What have been the learning points from the first APRs? How have issues been identified and followed up on?		
Response			
Question 5	What further support needs to be provided to the MoE to support the implementation of the NESP?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	Key MoE Committee members (SSWG, etc)		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	In your opinion what are the areas of success and what are the key challenges in the area you are responsible for?		
Response			
Question 3	How does your committee contribute to supporting the implementation and monitoring of the NESP? How effective is communication between committees and other key bodies?		
Response			
Question 4	How is your committee supported in evidence-based decision-making? What data do you receive/provide?		
Response			
Question 5	How effective do you think your committee has been in supporting the implementation of the NESP? How do you know?		
Response			

KII template	
Question 6	How are committee members supported in their roles?
Response	
Summary	

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	MoE DGs		
Question 1	In your opinion, in what areas is the MoE making progress? What are the challenges to implementing the NESP?		
Response			
Question 2	What data do you use to support evidence-based decision-making?		
Response			
Question 3	What support are you given/do you need to successfully implement your role?		
Response			
Question 4	How have NESP priorities been identified? How has financial provision been aligned with NESP priorities? What are the challenges and what mechanisms have been developed to address these?		
Response			
Question 5	How do the different bodies, such as SSWGs groups communicate and interact? How do you ensure effective communication and liaison? What have been the challenges in this area?		
Response			
Question 6	How do you ensure that you have the appropriate resources to meet the NESP objectives and in the case of human resources, how do you ensure they have the skills and capabilities to carry out their role?		
Response			
Question 7	In your view, is there an enabling policy environment to support the implementation of the NESP? How do you know? What are the challenges?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw/Yangon
Interviewers)			
Interviewees	Officials of MoE dealing with finance and budgeting		
Question 1	What was your involvement in the development of the NESP?		

KII template	
Response	
Question 2	How is budget allocation against the different areas of the NESP decided upon?
Response	
Question 3	How do you ensure that there is timely provision of the budget?
Response	
Question 4	How is the allocation of financial resources prioritised? How do you monitor effective financial provision in line with the NESP priorities? What have been the challenges in this area?
Response	
Question 5	How are potential financial risks identified and mitigated?
Response	
Question 6	What data are you provided with to support effective decision-making? How are you supported in your role?
Response	
Summary	

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	Officials of MoE responsible for CSOs and private sector regulation, QA and accreditation		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	What has been the CSO/private sector involvement in the development and implementation of the NESP?		
Response			
Question 3	How has the MoE facilitated the involvement of CSOs and the private sector in supporting the achievement of NESP objectives?		
Response			
Question 4	In your views, what have been the challenges in creating an enabling environment for the implementation of the NESP?		
Response			
Question 5	The development of appropriate quality assurance mechanisms is one of the key features of the NESP. Which bod(ies) are responsible for this area, how do they liaise and what progress has been made to date? What are the challenges?		
Response			

KII template	
Question 6	What data are you provided with to support effective decision-making? How are you supported in your role?
Response	
Summary	

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	MoE, DOE officials at all levels dealing with capacity building and human resource management (e.g. Head DHETET)		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	What has been the progress with developing annual capacity development plans? How are these developed and who is involved?		
Response			
Question 3	How are these plans disseminated and where does the responsibility lie for monitoring their implementation? How is this managed? How is effectiveness monitored and measured?		
Response			
Question 4	What are the areas of priority and how have you identified these? How have you ensured that you have the resources (human and financial) to carry out the capacity building?		
Response			
Question 5	What have been the areas of success? What are the challenges in implementation the capacity building plans?		
Response			
Question 6	How have the capacity building plans been aligned to NESP's objectives and targets?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	ME/MFP staff responsible for EMIS, HRMIS, FMIS development and implementation		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	What progress has been made with the implementation of the information management systems such as EMIS, HRMIS and FMIS? What are the challenges?		

Response	
Question 3	What capacity building has been provided and how effective has this been?
Response	
Question 4	In terms of monitoring NESP achievement, what performance metrics have been agreed and will be used to monitor achievements? How have these been communicated?
Response	
Question 5	How is data collection monitored within the MoE? How is the quality of data assured and how is data shared?
Response	
Question 6	
Response	How do management information systems support MoE departments in preparing their DAIPs and APRs? What are the challenges in providing consistent support?
Summary	

FGD template			
Date/time		Location	Nay Pyi Taw/Yangon and other field locations
Interviewer(s)			
Interviewees	Regional, district, Township and school level officials (e.g. Education Committee reps); CSOs; PTAs, private sector; Teachers Unions; Student Councils		
Question 1	Which key bodies support the implementation of the NESP? How do they liaise? What is your role? How is reporting and communication with the MoE managed?		
Response			
Question 2	How relevant do you find the NESP in your area? What could be improved/revised?		
Response			
Question 3	How does the MoE ensure that its management approach is participatory and inclusive?		
Response			
Question 4	What have been the successes/challenges in implementing the NESP?		
Response			
Question 5	What support or training have you been provided with to help you in your role? What further support is required?		
Response			
Question 6	What data do you receive or expected to provide? How effective is communication with the MoE?		
Response			

FGD template	
Question 7	What reports or information on progress are you expected to provide? How is your role in implementing the NESP monitored? What feedback do you receive?
Response	
Question 8	Have you been asked to complete a survey or provide your views?
Response	
Summary	

KII template			
Date/time		Location	Yangon and other field locations
Interviewer(s)			
Interviewees	Heads of select regional, district township education offices		
Question 1	What was your involvement in the development of the NESP? In your opinion, to what extent is it driving the activities in your region/district/township? Is it realistic?		
Response			
Question 2	How are you monitoring achievement against the NESP intermediate outcomes? What targets have been agreed and how were these identified?		
Response			
Question 3	What data/information do you use to support evidence-based management decision-making?		
Response			
Question 4	What is working well? What have been the challenges?		
Response			
Question 5	What support do you receive/need in your role?		
Response			
Question 6	Have any new policies or guidelines been developed to support the implementation of the NESP? How are these communicated to you? How is information disseminated (in both directions)?		
Response			
Summary			

FGD template			
Date/time		Location	Yangon and other field locations
Interviewer(s)			
Interviewees	Districts/Townships/Schools/Representatives of CSOs, private sector organisations		
Question 1	What has been your involvement in the development and implementation of the NESP?		

Response	
Question 2	How has the MoE facilitated this? How has your involvement been encouraged?
Response	
Question 3	What information do you receive and how does the MoE communicate with you?
Response	
Question 4	To what extent do you feel involved with the implementation of the NESP? TO what extent does it meet your needs? What would you change/improve?
Response	
Question 5	What feedback have you been able to provide and how has this been responded to?
Response	
<i>Summary</i>	

KII template			
Date/time		Location	Nay Pyi Taw/ Yangon/other field locations
Interviewer(s)	Finance, planning and budget officers in select national, regional, district and township departments and offices		
Interviewees			
Question 1	What was your role in developing the NESP?		
Response			
Question 2	What are the key financial challenges in supporting the NESP? How do you ensure that sufficient funds are received in a timely manner?		
Response			
Question 3	How are you supported in your role? What opportunities do you have to provide feedback?		
Response			
Question 4	What are the areas of priority?		
Response			
Question 5	How is the use of financial resources monitored? What reports do you provide/submit?		
Response			
<i>Summary</i>			

KII template			
Date/time		Location	Nay Pyi Taw
Interviewer(s)			
Interviewees	MoE officials dealing with DP support		
Question 1	What was your role in developing the NESP?		

Response	
Question 2	How do you manage your engagement with Development Partners?
Response	
Question 3	To what extent are DPs' areas of focus aligned with NESP objectives? What input do you have in the decision-making in this area?
Response	
Question 4	How is alignment overseen and managed?
Response	
Question 5	How is communication with DPs managed? How do they provide feedback and how is this responded to?
Response	
<i>Summary</i>	

KII template			
Date/time		Location	
Interviewer(s)			
Interviewees	Teacher Education Council		
Question 1	What have been the main areas of focus since the inception of the TEC?		
Response			
Question 2	What support and advice have you been able to provide to teachers? How are you supporting the implementation of the NESP?		
Response			
Question 3	How do you ensure that teachers throughout Myanmar are supported?		
Response			
Question 4	What is your role in supporting the delivery of capacity building plans?		
Response			
Question 5	What are your plans to support the pre- and in-service professional development of teachers?		
Response			
Question 6	What has worked well? What have been the challenges? What support have you been provided with and how can this be improved?		
Response			
<i>Summary</i>			

KII template			
Date/time		Location	
Interviewer(s)			
Interviewees	NAQAC Representatives		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	What progress has been made in terms of developing and implementing the Ministry of Education Quality Assurance System?		
Response			
Question 3	To what extent are you supporting the implementing of the NESP?		
Response			
Question 4	How do you intend to monitor whether national quality standards have been achieved in the different education sectors		
Response			
Question 5	What further support do you need in order to develop and implement the quality assurance and regulatory mechanisms?		
Response			
Summary			

KII template			
Date/time		Location	Nay Pyi Taw and Ynagon
Interviewer(s)			
Interviewees	Representatives World Bank; ADB; DFAT; DFID; EU; SCF UNICEF UNESCO World Vision Oxfam JICA KOICA MY-EQIP; Myanmar Education Consortium; GIZ		
Question 1	What has been your involvement in the development and implementation of the NESP?		
Response			
Question 2	How has the MoE facilitated this? How has your involvement been encouraged?		
Response			
Question 3	What information do you receive and how does the MoE communicate with you?		
Response			
Question 4	To what extent do you feel involved with the implementation of the NESP? How do you align the priorities of your organisation with the priorities of the NESP?		
Response			
Question 5	What feedback have you been able to provide and how has this been responded to?		
Response			
Summary			

KII template			
Date/time		Location	
Interviewer(s)			
Interviewees	My-EQIP		
Question 1	What was your role in developing the NESP?		
Response			
Question 2	How do you ensure that the capacity building plans are contributing to the implementation of the NESP?		
Response			
Question 3	What have been the challenges? What have been the successes? What have been the features that have supported success?		
Response			
Question 4	To what extent are you able to respond to the ongoing challenges in the implementation of the NESP, in terms of providing support?		
Response			
Question 5	How is the effectiveness of capacity building monitored and measured? How are necessary interventions decided upon?		
Response			
Summary			

Annex F List of Stakeholders to be Consulted during the Review

Name	Department	Details	Date
CLUSTER I: MoE Stakeholders			
Rector (+ staff)	The University of Yangon – Yangon	Interview (discuss implementation of intermediate targets as per NESP those are relevant to university level)	3rd June
Rector (+ staff)	Sittwe University - Sittwe	Interview (discuss implementation of intermediate targets as per NESP those are relevant to university level)	7 – 13 July
Professors (4-6 personnel)	Hpa Ann University – Hpa Ann	FGD (discuss implementation of selected intermediate targets as per NESP those are relevant to university level)	17 – 21 June
Lecturers (4-6 personnel)	Mawlamyine University - Mawlamyine	FGD (discuss implementation of selected intermediate targets as per NESP those are relevant to university level)	17 – 21 June
Faculty Staff (4-6 personnel)	Any University in Yangon Region	FGD (discuss participation international study tour experience)	4th June
Members	National Education Policy Commission (NEPC)	Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability Understanding the extent to which institutional arrangements for policy review, coordination, communication and oversight fully in place and operational	3 – 7 June
ME/MFP staff responsible for EMIS, HRMIS development and implementation	Nay Pyi Taw	KII Understanding if performance metrics are clearly defined, agreed upon, and communicated to all delivery levels	27 – 31 May
Finance, planning and budget officers in select national, regional, district and township departments and offices	Nay Pyi Taw Yangon, Mawlamyine, Myitkyina, Mandalay, Sittwe	KII Are the fiscal transfers and the budgetary allocation mechanisms aligned to NESP's objectives, targets and delivery systems?	27 May – 13 July
CLUSTER II: MTR Reference Working Group Stakeholders			
NESP focal Officials	DBE, DHE, DMNL, DME, DAE, DRI, DERPT, DM&E (Edu), DM&E (Research), DTPC, DTVE	Interview (discuss implementation of intermediate targets as per NESP those are relevant to MoE level)	27 – 31 May
DG and high-level officials	Ministry of Ethnic Affairs, MoH, DSW, Ministry of Religious Affairs– Nay Pyi Taw	Interview (discuss progress of inclusion in formal education sector)	10 – 15 June
CLUSTER III: Other Stakeholders/ Development Partners			
NAME	DEPARTMENT	DETAILS	Date / Time
Representatives (International)	UNESCO, UNICEF, WB, UNESCO, DFID, DFAT, Save the Children - Yangon	Interviews (discuss the progress of NESP implementation)	3 – 7 June
Representatives	Myanmar National Federation for People with Disabilities, Myanmar National Women's	Interviews (discuss the progress of inclusion and gender equity)	3 – 7 June

Name	Department	Details	Date
	Federation, Colour Rainbow (Yangon)		
Representatives (International)	OSF – Yangon	Interviews (discuss the progress of NESP implementation)	3 – 7 June
Sub-national stakeholders in the selected states/regions	MoE, DSW,	Interviews (discuss the progress of NESP implementation)	17 June – 13 July
School Heads, teachers, community	Schools located in selected states/regions	FGD (discuss the progress of NESP implementation)	17 June – 13 July
Representatives (3-4 personnel)	Students Union – Yangon	FGD	3 – 7 June
Committee members	Parliamentary Committee on Education – Nay Pyi Taw	Interview Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability Understanding if NESP's design and policy framework remain relevant in the current socio-economic and institutional contexts	10 – 15 June
Committee members	Key MoE Committee members (SSWG, etc)	Interview Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability Understanding if NESP's design and policy framework remain relevant in the current socio-economic and institutional contexts To what extent are the key institutional arrangements for policy coordination, implementation, and oversight inclusive	10 – 15 June
NAQAC Representatives	Nay Pyi Taw	Interview Are the Quality Assurance and regulatory mechanisms effective and supporting monitoring achievement of quality standards?	10-15 June
Regional, district, Township and school level officials (e.g. Education Committee reps); CSOs; PTAs, private sector; Teachers Unions; Student Councils	Mandalay, Mawlamyine, Sittwe, Myitkyina,	FGD/group interview Understanding functional assignment, institutional roles and responsibilities and identifying lines of accountability	17 June – 13 July

Annex G Final Report Template

1. Executive Summary (3 pages)
2. Background to the NESP (1-2 pages)
3. Introduction to the MTR, including Purpose, Scope, Audience (1 page)
4. Approach and Methodology (1 page)
5. Findings and analysis under each key question and sub-question. The report must be clear about the extent to which the evidence supports the conclusions and judgements made. Influencing factors and implications are fully explored. The author's opinion is unambiguous and based on the evidence.
6. Conclusions and recommendations (5 pages). The conclusions logically flow from the findings and associated analysis. Recommendations are prioritised and will include short-term recommendations (for the remainder of the NESP) and longer-term recommendations for the NESP after 2021. Ideally, there are no more than 30 key recommendations. Recommendations are practical, evidence based and feasible.

Annexes:

MTR TORs

MTR Plan

Other annexes as agreed with the MTR reference group

Main report 35-40 pages, excluding Annexes

Annex H List of Documents provided for Literature Review

Organisation	Department/Project	Author	Date	Title	Pages
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		2016	National Education Strategic Plan 2016–2021	268
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		2016	National Education Strategic Plan 2016–2021 Summary	60
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Basic Education	24
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Early Childhood Development	7
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Financing	14
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Higher Education	11
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Non Formal Education	17
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Policy Legislation and Management	19
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Quantitative Analysis	23
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Stakeholder Analysis and Mapping of Coordination Mechanisms and Development Partners	13
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Teacher Education	14
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Textbooks	9
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		October 15, 2013	Comprehensive Education Sector Review (CESR): Phase 1 (2011–2013) - Technical and Vocational Education and Training	14
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Basic Education	150

Organisation	Department/Project	Author	Date	Title	Pages
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Higher Education	40
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Language	45
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Primary Education	101
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) -Basic Education Curriculum	121
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Information and Communication Technology	19
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Non Formal Education	16
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Education Policy, Legislation, Management and Financing, Supervising and Quality Assurance	128
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) - Analysis of Teacher Education	281
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		December 2014	Comprehensive Education Sector Review (CESR): Phase 2 - (2013–2014) -Technical and Vocational Education and Training	37
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		2017	Annual Performance Reviews FY 2016–2017	128
The Government of Republic of the Union of Myanmar, Ministry of Education	Ministry of Education		2018	Annual Performance Reviews FY 2017–2018	268
The Government of Republic of the Union of Myanmar, Ministry of Education			2017	Department Annual Implementation Plans (DAIP) 2017–2018	301
The Government of Republic of the Union of Myanmar, Ministry of Education			March 13, 2019	Department Annual Implementation Plans (DAIP) 2018–2019 to 2019–2019 Summary	301
The Government of Republic of the Union of Myanmar, Ministry of Education			March 13, 2020	Department Annual Implementation Plans (DAIP) 2018–2019 to 2019–2020	344
The Government of Republic of the Union of Myanmar, Ministry of Education			January 31, 2019	Department Annual Implementation Plans (DAIP) 2018–2019 to 2019–2021	300

Organisation	Department/Project	Author	Date	Title	Pages
The Government of Republic of the Union of Myanmar, Ministry of Education			October 16, 2018	181016_Revised MoE NESP M&E Framework _rev_FNL_English	52
The Government of Republic of the Union of Myanmar, Ministry of Education			March 15, 2019	181213_template for DAIP Tables_2018-19 to 2019-20_FNL	2
The Government of Republic of the Union of Myanmar, Ministry of Education			January 30, 2019	190130_DAIP Narrative Template_2018-19 and 20_FNL_rev	6
The Government of Republic of the Union of Myanmar, Ministry of Education			January 31, 2019	190218_MoE aggregated DAIPs 2018-19 to 2019-20_Master_File_Final draft to DGs 27 Feb	300
The Government of Republic of the Union of Myanmar, Ministry of Education			October 16, 2018	190226_NESP-M&E Framework_Myanmar 3	32
The Government of Republic of the Union of Myanmar, Ministry of Education			2016	Department of Education Research Planning and Training (DERPT) Annual Report 2016-2017	
The Government of Republic of the Union of Myanmar, Ministry of Education			2017	Department of Education Research Planning and Training (DERPT) Annual Report 2017-2018	
The Government of Republic of the Union of Myanmar, Ministry of Education			March, 2017	Status of Progress in the National Government's Education Reform for the People in the Period of Year 1 (Apr 2016 - Mar 2017)	37
The Government of Republic of the Union of Myanmar, Ministry of Education			March, 2018	Status of Progress in the National Government's Education Reform for the People in the Period of Year 2 (Apr 2017 - Mar 2018)	300
The Government of Republic of the Union of Myanmar, Ministry of Education			December 19, 2018	20181912_Workshop presentation MTR consultation	34
The Government of Republic of the Union of Myanmar, Ministry of Education			April 3, 2019	Draft outline for data gap analysis workshop	5
The Government of Republic of the Union of Myanmar, Ministry of Education				NESP original revised vs IHLCS Census n MLCS	1
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		September 4, 2019	5th Basic Education SSWG Meeting Minutes	4
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		September 4, 2019	5th Basic Education SSWG Presentation	8
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		September 20, 2019	6th Basic Education SSWG Meeting Minutes	4
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		September 20, 2019	6th Basic Education SSWG Presentation	11

Organisation	Department/Project	Author	Date	Title	Pages
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		January 29, 2019	7th Basic Education SSWG Meeting Minutes	4
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		January 29, 2020	7th Basic Education SSWG Presentation	12
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		April 24, 2019	8th Basic Education SSWG Presentation	11
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		January 31, 2019	Department Annual Implementation Plan 2018–2019	13
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		June 28th 2017	2nd BE-SSWG Agenda - June 28th 2017	
The Government of Republic of the Union of Myanmar, Ministry of Education	Basic Education		July 20th 2017	2nd BE-SSWG Meeting Minutes- July 20th 2017	
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		April 30, 2019	Pictures of Students	6
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		December 5, 2018	National Education Policy Commission (NEPC): Basic Education Student Assessments	18
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			National Assessment Policy for Basic Education	18
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2018	2018 Matriculation Exam Results: Situation Mobile Teams	3
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2018	2018 Matriculation Examination time table	2
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2017	April 2017-March 2018 Matriculation Exam results	11
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		March 2018	April 2017-March 2018 Matriculation Exam results - state breakdown	5
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Newspaper article featuring Matriculation Exam Results	6
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Notification of DME department promotions (1 page)	1
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Internal memo(order) on promotion/transfer of 5 staff to DME	2
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Duty Report on starting to carry out the duty as deputy staff officer, DME	1

Organisation	Department/Project	Author	Date	Title	Pages
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Org charts, department staff breakdown, salary info, roles and responsibilities of DME (top secret)	21
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			DME Progress Report - 3 Year	13
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2016	Sept 2016 Workshop on Basic Education: Primary and Secondary Completion Exams	25
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Sept 18 2017 Workshop on Basic Education: Primary and Secondary Completion Exams	15
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Sept 18 2017 Workshop on Basic Education: Primary and Secondary Completion Exams	15
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2018 (October 31 2017)	Training Workshop for the duties of the Matriculation Examination Supervisor 2018 (October 31 2017) - mostly receipts	12
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2018	Training Workshop for the duties of the Matriculation Examination Supervisor 2018 (October 31 2017): Report	10
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2018	Training Workshop for the duties of the Matriculation Examination Supervisor 2018 (October 31 2017): Report (has a cover letter)	10
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2018	Sept 2018 Workshop on Basic Education: Primary and Secondary Completion Exams	17
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		October 15, 2017	National Education Policy Commission Basic Education Level Students Learning Assessment Framework 21-08-2017	2
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations		2019	Training Workshop for the duties of the Matriculation Examination Supervisor 2019 (November 9th 2018)	15
The Government of Republic of the Union of Myanmar, Ministry of Education	Myanmar Examinations			Purchase Receipts ICT and other related materials for education assessment	3
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		September 2018	NESP Annual Budget Expenditure vs. Projections Assessment (April-September 2018)	2
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		2017	NESP Annual Budget Expenditure vs. Projections Assessment 2016-2017	6
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		April 10, 2018	20180410 NESP Annual Budget Expenditure vs. Projections Assessment (2017-2018) (DHE-M-HS-03)	2

Organisation	Department/Project	Author	Date	Title	Pages
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education			NESP Achievement - Curriculum, TCSF, Policy PPT	23
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		April 3, 2019	IIEP Data Gap Analysis TET	1
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		2018	TET 3 years Achievements - WD	2
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		April 26, 2017	1st Higher Education Sub-Sector Working Group Presentation Slides	30
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		July 20, 2017	3rd Higher Education Sub-Sector Working Group Presentation slides	1
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		July 16, 2018	Teacher Education Management - Sub-Sector Working Group Presentation slides	20
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		December 30, 2018	Higher Education Sub-Sector Working Group Presentation slides	11
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		September 25, 2018	7th Higher Education Sub-Sector Working Group Presentation slides	25
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		March 7, 2019	8th Higher Education Sub-Sector Working Group - Teacher Education Management Presentation slides	27
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		April 26, 2017	1st Higher Education Sub-Sector Working Group Meeting Minutes	14
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		June 27, 2017	2nd Higher Education Sub-Sector Working Group Meeting Minutes	6
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		July 20, 2017	3rd Higher Education Sub-Sector Working Group Meeting Minutes	2
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		November 9th, 2017	4th Higher Education Sub-Sector Working Group Meeting Minutes	12
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		February 1, 2018	5th Higher Education Sub-Sector Working Group Meeting Minutes	9
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		June 17, 2018	6th Higher Education Sub-Sector Working Group Meeting Minutes	5
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education		September 25, 2018	7th Higher Education Sub-Sector Working Group Meeting Minutes	12
The Government of Republic of the	Higher Education		March 7, 2019	8th Higher Education Sub-Sector Working Group	11

Organisation	Department/Project	Author	Date	Title	Pages
Union of Myanmar, Ministry of Education				Meeting Minutes	
The Government of Republic of the Union of Myanmar, Ministry of Education	Higher Education	Dr Thein Win	June 2018	8th Education & TVET Sector Coordination Group (ETVSCG) Meeting (2018 April - 2018 June) (E)	13
The Government of Republic of the Union of Myanmar, Ministry of Education	Department of Education Research Planning and Training		April 28, 2017	1st Department of Educational Research Planning and Training, Curriculum and Assessment, Sub-Sector Working Group Meeting Minutes	9

Annex I Data Collection Plan

Annex J Review Timeline

		20 May - 26 May	27 May - 2 Jun	3 Jun - 9 Jun	10 Jun - 16 Jun	17 Jun - 23 Jun	24 Jun- 30 Jun	1 Jul - 7 Jul	8 Jul - 14 July	15 Jul - 21 Jul	22Jul - 28 Jul
Role	Name	Inception & review plan		Field work						Data analysis & consultation	
Team Leader / M&E Specialist	Philippa Morgan										
Co-Team Leader / Research Specialist	Khin Kyu										
Research Specialist	Kyaw Thu										
Education Specialist - Early Years/Basic Ed	U Aung Tin										
Education Specialist	Jane Perry										
Education Specialist - TVET	Karina Veal										
Education Specialist -H.Ed/Ethnic ed.	MinThein Win										
Social Inclusion & GEDSI	Nandar New Oo										
Governance & Organisational Reform	Tess Goodliffe										
Governance & Organisational Reform	Farrukh Moriani										

Teams

- Organisational Behaviour & Governance
- Social Inclusion & GEDSI
- TVET, Higher Education, Alternative Education
- Basic Education & Early Learning
- Research

Role	Name	15 Jul - 21 Jul	22Jul - 28 Jul	29 Jul - 4 Aug	5 Aug - 11 Aug	12 Aug - 18 Aug	19 Aug - 25 Aug	26 Aug - 1 Sep	2 Sep - 8 Sep	9 Sep - 15 Sep	16 Sep - 22 Sep	23 Sep - 29 Sep
		Data analysis & consultation		Draft Report					consultation			final report
Team Leader / M&E Specialist	Philippa Morgan											
Co-Team Leader / Research Specialist	Khin Kyu											
Research Specialist	Kyaw Thu											
Education Specialist - Early Years/Basic Ed	U Aung Tin*											
Education Specialist	Jane Perry											
Education Specialist - TVET	Karina Veal											
Education Specialist - H.Ed/Ethnic ed.	MinThein Win											
Social Inclusion & GEDSI	Nandar New Oo											
Governance & Organisational Reform	Tess Goodliffe											
Governance & Organisational Reform	Farrukh Moriani											



The Government of the Republic of the Union of Myanmar
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