

PISA FOR DEVELOPMENT PROJECT DOCUMENT (WITH LOGICAL FRAMEWORK)

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This document describes the PISA for Development initiative developed by the OECD in consultation with officials of national governments, development partners and technical experts. PISA for Development is designed as a highly collaborative pilot project that will be implemented in collaboration with multiple stakeholders, beginning with representatives from participating countries. Based on a general agreement regarding this project description among participating partners, the next steps will be to finalise arrangements for funding and technical support for the initiative and to establish formal agreements between the OECD and country governments for their participation in PISA for Development.

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1.1 Summary and basic project information

1. Since 1997, the Programme for International Student Assessment (PISA) has conducted comprehensive and rigorous international assessments of learning outcomes (primarily in mathematics, reading and science). Every three years, about half a million 15-year-olds from around 70 countries are tested as part of the PISA cycles. PISA also collects student, school and system-level contextual information, which allows it to identify factors associated with quality and equity in schooling outcomes. Participation in PISA is a highly collaborative process and the benefits of participating are significant and are often cited by government officials and education ministries. PISA data has provided governments with a powerful tool to shape their education policy-making. In recent cycles, there have been more non-OECD countries and economies that participate in PISA than OECD member countries. In an effort to make participation in PISA more accessible and relevant for countries – particularly developing countries - the OECD has developed the PISA for Development project, in consultation with development partners.

2. PISA is a powerful tool for policy making and the project aims to enhance the policy relevance of PISA for developing countries through the development of enhanced PISA survey instruments and data collection methods that are more relevant for the contexts found in developing countries but which produce results on the same scale as the main PISA assessment and are therefore internationally comparable. The project's expected results will be achieved through a three-way collaboration involving national governments from five to seven developing countries, concerned development partners and the OECD.

3. The project outcome is increasing developing countries' use of PISA assessments from 2016 onwards for monitoring progress towards nationally-set targets for improvement, analysis of factors impacting student outcomes, particularly for poor and marginalised populations, for institutional capacity-building and for tracking international educational targets that may be included in the post-2015 framework being developed within the UN's thematic consultations and its General Assembly. The project is developed within the context of the emerging post-2015 agenda with its focus on the quality of learning outcomes and the deliberations of the task forces convened under the auspices of the UN and its agencies, principally the Learning Metric Task Force established by UNESCO. The main outputs of the project are:

- 1) The contextual questionnaires and data-collection instruments enhanced (*e.g.* for students, parents, schools);
- 2) The descriptive power of cognitive assessments in reading, mathematics and science enhanced, particularly with regards to students performing below baseline proficiency levels in PISA;
- 3) An approach developed, including a methodology and analytical framework, for including out-of-school 15 year-olds in the assessments;
- 4) Country capacity in assessment, analysis and use of results for monitoring and improvement strengthened among participating countries; and
- 5) Engagement established with pilot countries, development partners and, prospectively, with other developing countries in order to identify peer-to-peer learning opportunities regarding participation in PISA and its potential contribution to the UN-led discussions on the post-2015 framework.

1.2 Pilot countries and development partners

(The information included below is indicative and will be finalised based on agreements and commitments with participating countries and development partners.)

4. A group of five participating countries will be defined in the following weeks (by September 2013) based on consultations with national governments and development partners. Up to seven additional countries, may be considered based on interest and the availability of funding support. The following is an indicative summary of the countries currently being considered and of the development partners being consulted:

Pilot countries/jurisdictions

- Latin America: Ecuador, Guatemala,
- Africa: Senegal, Zambia
- Asia: Cambodia, Mongolia, Punjab/Pakistan, Sri Lanka.

Implementation and consultation partners

- Agence Française de Développement (AFD)
- Conférence des Ministres de l'Éducation des pays ayant le français en partage (CONFEMEN) and the Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN (PASEC) ;
- Federal Ministry for Economic Cooperation and Development/Germany (BMZ) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ);
- Inter-American Development Bank (IDB);
- Korean Delegation to the OECD and Ministry for Foreign Affairs, Korea;
- Network on Education Quality Monitoring in Asia and the Pacific (NEQMAP);
- Norwegian Delegation to the OECD and Norwegian Agency for Development Cooperation (NORAD);
- Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ);
- UK Department for International Development (DFID);
- UNICEF;
- UNESCO/UIS;
- World Bank; and
- others including the Australian Agency for International Development (AusAID), Center for Universal Education/Brookings Institution, EFA GMR Team, other UN bodies, Directorate General for Development and Cooperation (EuropeAid)/European Commission, United States Agency for International Development (USAID) and the International Association for the Evaluation of Educational Achievement (IEA).

1.3 Total cost of project and duration

2 914 133 Euros over a period of **36 months** (based on five project countries)

2. Project description

2.1 Background and justification

5. PISA, developed by the OECD in collaboration with participating countries provides the most comprehensive and rigorous international assessment of learning outcomes in education. Every three years, about half a million secondary-school students from around 70 countries¹, which account for nine-tenths of the world economy, take part in the PISA assessment. Since 1997, PISA has demonstrated the extent to which 15-year-old students have acquired the competencies, skills and breadth of knowledge that they will need to succeed in their adult lives, in their educational and professional careers and as responsible citizens. The skills and competencies of students that PISA assesses have been shown to be positively correlated with future success as students and in the labour market (See box A). These skills and competencies are also in line with the emerging global education goals being proposed for the post-2015 framework, which emphasise the acquisition by all youth of transferable knowledge, skills and attitudes for life, including work and future learning.²

Box 1. Knowledge and Skills for Life – What performance of 15-year-olds in PISA shows about future educational and labour outcomes

The Canadian “Youth in Transition Survey” has followed 30 000 students who participated in PISA 2000 and has interviewed them every two years from ages 15 to 25. Results show that 15-year-old students in the bottom quartile of PISA reading scores were much more likely to drop out of secondary school and less likely to continue beyond grade 12 than those in the top quartile. Students who scored below the basic PISA proficiency level faced a disproportionately higher risk of poor participation in post-secondary education or low labour-market outcomes at age 19, and even worse outcomes at age 21.

At the other end of the achievement scale, high achievers were more likely to continue with education at age 21 and did not enter the workforce right away. Students at the top PISA levels of reading proficiency were 20 times more likely to go to university than those at or below Level 1. Women who had obtained high reading scores at age 15 earned 12% more than those with low scores.

Source : OECD (2010), Pathways to Success: How Knowledge And Skills At Age 15 Shape Future Lives in Canada, OECD Publishing.

6. *PISA is an assessment of cumulative learning, not just secondary schooling.* The target population of 15-year-olds is chosen by PISA because at this age, students are approaching the end of compulsory education in most OECD countries and, increasingly, many non-OECD countries as well. The frameworks that underlie the PISA studies focus on students’ capacity to analyse, reason and communicate effectively as they pose, solve and interpret problems in a variety of situations. The PISA assessment frameworks define competence as the ability to successfully meet complex demands in varied contexts through the mobilisation of psychosocial resources, including knowledge and skills, motivation, attitudes, emotions, and other social and behavioural components. PISA is therefore an assessment of cumulative learning that students have gleaned from early childhood through secondary education.

1 . Participation in PISA also includes sub-national entities and territories.

2 . UNESCO/Brookings Learning Metrics Task Force Measures and Methods Working Group, Summary of Technical Meeting, 22-23 January 2013: http://www.brookings.edu/~media/Centers/universal-education/learning-metrics-task-force/MMWG-Montreal-Meeting_Summary_Final.pdf

7. Moreover, because the PISA assessment includes data collection of contextual information of educational systems from different perspectives, PISA analyses provide information not only on cognitive outcomes, but on non-cognitive outcomes of students and factors at the student, family, school and system levels that are associated with better and more equitable learning outcomes. PISA results provide participants and the international educational community information regarding educational systems with large gender and socio-economic disparities in performance as well as those countries that have seen relatively rapid improvements in the quality and equity of educational outcomes for all of their students. Since results from the PISA 2000 cycle were published, PISA has not only identified some of the world's top performing and most equitable education systems, but results also indicate that quality and equity are not competing policy objectives as some countries with comparatively high performance in PISA are also countries where students from all backgrounds can be expected to achieve at high levels. PISA results also show that countries from a variety of starting points have managed to raise the quality of educational outcomes substantially.

8. Participation in PISA is a highly collaborative process, and the benefits of participating are significant and are often cited by government officials and education ministries (Breakspear, 2012³). In recent PISA cycles, there have been more non-OECD countries and economies that participate in PISA than OECD member countries. In an effort to make participation in PISA more accessible and relevant for all countries – particularly developing countries - the OECD has developed the PISA for Development initiative. With a horizontal strategic approach by the OECD, the Directorate for Education and Skills and the Development Co-operation Directorate are leading the OECD's efforts with the aim of increasing the relevance and sustained policy value of participation in PISA for developing countries, including middle-income (MIC) and least-developed (LDC) countries.

9. A number of developing countries already participate in PISA. In the 2009 PISA cycle, over 70 countries participated, including 27 MICs that figure in the OECD list of Official Development Assistance (ODA) recipients for 2011–2013. For the 2012 PISA cycle currently taking place, 65 countries are participating, including 18 ODA recipients; the results from this round will be announced in December 2013. Planning and preparation for the PISA 2015 cycle is also underway. This includes activities with groups of international experts, country governments and education ministries, and international and national contractors, as well as the updating and development of the assessment frameworks that underscore the assessment, translations and validation of materials, field trials of cognitive instruments and contextual questionnaires and a large amount of knowledge-transfer and training for National Project Managers (NPMs) from each participating country.

10. Every PISA cycle provides information on the equity of learning outcomes, equity in the distribution of learning resources and equity in the distribution of learning opportunities for students in participating countries. PISA has clearly illustrated how socio-economic disadvantage generally translates into lower academic proficiency – lack of skills and competencies. Because of the contextual information that is collected regarding the family background of students, however, PISA has also shown that some countries are able to help their students overcome their socio-economic disadvantages and develop high skills and competencies – even to internationally competitive levels. The development of the PISA instruments has contributed to the shift in the focus of public education policies from input factors to output measures, thereby also providing a solid basis for the evaluation of policies for improvement, non-cognitive outcomes of students and for increased public accountability. Building on this experience, PISA, together with other national and international assessment efforts, can thus also help shift the focus in

3. Breakspear, Simon (2012), *The Policy Impact of PISA: An Exploration of the Normative Effects of International Benchmarking in School System Performance*, OECD Education Working Paper, No. 71, OECD, Paris.

developing countries from the measurement of input factors, such as economic resources and the provision of basic education services, to the measurement of the ends that such input factors should help to deliver: the ability to develop skills and competencies to lead a full and productive life.

11. Despite significant progress in many countries, even in some of the least developed, the target established by the Millennium Development Goals (MDG) and Education for All (EFA) of ensuring that by 2015 children everywhere will be able to complete primary schooling is unlikely to be met. Moreover, many young people around the world, especially the disadvantaged, are still leaving school without the knowledge and skills they need to thrive in society and find decent jobs. As the next generation of global targets are considered and adopted in the coming years, universal education will also need to include considerations of the *quality* of learning outcomes as well as the *equity* in the distribution of education resources and opportunities. PISA has shown that these are challenges even for some of the wealthiest countries, but these issues become even more critical for emerging economies and developing countries, which face additional constraints and challenges.

12. The proposed post-2015 focus on the quality of educational outcomes⁴ will need to consider how such a goal would be measured on a global scale. This is the focus of UNESCO's Learning Metric Task Force referred to earlier, which brings together experts to develop recommendations about internationally comparable learning standards, metrics and implementation practices. While there are several initiatives underway at global, regional and national levels to measure learning, including in some developing countries, significant gaps exist. These gaps are widest among the LDCs that are not participating in any form of learning assessments. The absence of these countries from assessment surveys makes it impossible to obtain an accurate picture of learning worldwide. Moreover, most of the assessment initiatives that are taking place are measuring learning at the primary level. Given that the proposed 2015 education goal encompasses access to and quality of primary and lower secondary education, measuring learning outcomes at both these levels of education will continue to be essential. It is widely recognised that to track progress towards the proposed universal post-2015 education goal, developing countries will require a widely recognised, credible and objective measure, the results of which should be cross-nationally comparable. This would allow all countries – MICs, LDCs, alongside other countries including some of the world's better performing education systems – to use a common metric to monitor progress towards a universal goal.

13. The expansion of educational provision and educational attainment represents one of the most dramatic social shifts that occurred in the last century, driving many changes in the economy and society, from economic growth and development to improved health and technological progress. In many advanced economies, very few individuals leave formal education without having attended a few years of secondary school and most complete at the very least an upper-secondary school degree (OECD, 2012). Given the progress many developing countries have made towards reaching the MDGs and the increasing importance of skills in globalised labour markets, an assessment of skills at age 15 will enable developing countries to set ambitious goals for their youth, to evaluate the pace of their progress against other countries and to evaluate the quality of the cumulative educational investments (pre-primary, primary and secondary levels) they make.

14. PISA offers countries a high quality assessment of the skills and competencies students have developed by the age of 15. PISA also allows identification of the factors that are associated with quality and equity in schooling outcomes thanks to the richness of the background information collected from students, parents, school principals and from system-level contextual information. By so doing, PISA has

4. The education goal recommended by the UN's High Level Panel of Eminent Persons on the Post-2015 Development Agenda in its report of 31 May 2013 includes two indicators of learning outcomes: one at the primary and one at the lower secondary education level.

served system improvement efforts worldwide. The OECD has extensive experience in using evidence emerging from the analysis of PISA data, complemented by insights developed by the OECD's experts in policy analysis, implementation and research and innovation, to inform education policies around the world and stimulate education reforms.

15. PISA data have been at the backbone of country reviews such as the *Reviews of National Policies for Education for the Kyrgyz Republic*⁵ and the OECD is currently developing a review for *Kazakhstan*. PISA data has been used extensively in the OECD's policy review work on *Equity and Quality in Education – Supporting Disadvantaged Students and Schools*⁶. The OECD has also developed a series of reports under the umbrella title of *Strong Performers and Successful Reformers in Education (SPSR)*⁷, to build on the insights that emerge from PISA to understand what matters for education success and, even more crucially, for successful education policy reforms. In addition, the OECD has engaged with external partners and experts to try to understand and illustrate what lies behind strong performance and/or educational improvements in different countries, from the values that underlie a system, to the design of new education policies, to practical issues related to the implementation, take-up and buy-in of educational reforms.

16. The role of development partners is important to the success of the PISA for Development project. In both 2010 and 2011, members of the OECD's Development Assistance Committee (DAC) provided USD 10 billion in support of education in developing countries. There is already an established practice of DAC members and other donors re-prioritising their existing commitments to education to facilitate the participation of developing countries in PISA. This would help to improve the monitoring of education quality in developing countries, thus helping national governments and DAC members to assess the results of their investments in educational development, support the new post-2015 global development framework that is being prepared under the auspices of the United Nations (UN), and improve education allocations and outcomes through evidence, lesson-learning, capacity-building and the application of international good practices.

17. Last but not least, the design and implementation of PISA for Development will clearly seek to establish the ownership and active participation of national governments in the project process through their participation in the Project Steering Group and through continuous interactions at country level as the project is being implemented. PISA for development will also build on learning assessment that has already been established through national and regional assessment programmes, such as PASEC and SACMEQ, and links between the project and these assessments are already being established. As the implementation of PISA has shown since the first cycle in 2000, the capacity-building and knowledge-transfer aspects are important benefits. In addition, results from the assessment can support country-specific processes of policy discussions, improvements and education reforms. The engagement and coordination with national governments will therefore be the cornerstone throughout all stages of PISA for Development.

2.2 Overview of the project

18. In summary, the project aims to enhance the policy relevance of PISA for developing countries through the development of enhanced PISA survey instruments and data collection methods that are more relevant for the contexts found in developing countries but which produce results on the same scale as the

5. www.oecd.org/countries/kyrgyzstan/reviewsofnationalpoliciesforeducationkyrgyzrepublic2010lessonsfrompisa.htm

6. www.oecd-ilibrary.org/education/equity-and-quality-in-education_9789264130852-en

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www.oecd.org/edu/preschoolandschool/programmeforinternationalstudentassessmentpisa/strongperformersandsuccessfulreformersineducation.htm

main PISA assessment. The project's expected results will be achieved over a 36-month period through a three-way partnership involving the OECD, concerned development partners and five target countries. Requests for participation from additional countries and development partners will be considered for up to seven participating countries in the project, provided there is sufficient additional funding available.

19. To address the challenge of enhancing the policy relevance of PISA for developing countries, it will be necessary to further develop and enhance the PISA instruments to make them relevant and valid for a developing country context while maintaining international comparability and technical standards. The adaptations required are four-fold.

20. First and foremost, the context information collected through background questionnaires will need to be enhanced to better capture the conditions of students in developing countries and better describe the factors that associate with better and more equitable student learning. This process will include adapting data collection instruments that are used with students who participate in PISA, and their parents, with principals/directors and teaching staff of the schools sampled in PISA. This is necessary so that the measures employed by PISA better reflect the underlying concepts and constructs in different countries. While a common and internationally comparable PISA framework of constructs and indices will be used for all countries, some of the indices will need to be adapted and expanded in terms of scale in order to better capture country-specific contexts. In addition, some constructs and indices of the background questionnaires may be specific to each country and will be developed based on the conditions and priorities in each country.

21. For example, the *PISA Index of economic, social and cultural status* (ESCS) aims to capture socio-economic conditions across PISA participating countries. At the moment, this measure relies on students' self-reports on a number of indicators that are unlikely to be valid measures of socio-economic condition in many developing countries. Currently, PISA already captures some country-level variations in what indicators best reflect differences in socio-economic condition through the use of country-specific items that are used in the construction of the internationally comparable ESCS index. However further and more extensive adaptations will be needed for PISA instruments to better reflect the conditions of students, schools and contexts in developing countries. By doing so, the capacity of the PISA results to provide relevant policy insights on issues of quality and equity for developing countries and to allow valid comparison with other countries that may share similar constraints and conditions, will be significantly enhanced.

22. The second adaptation will involve the development of new questionnaire items content, rather than the adaptation of existing ones in consultation with partner country government representatives. Such development will enable the information collected by PISA to better reflect the policy concerns of educators and policymakers in developing countries. The result of the adaptation of context questionnaires content for developing countries could be the development of international options that would focus on the policy challenges and priorities of developing countries, thus providing extra value added to participating countries. In combination, adaptations of current measures and the development of new ones will allow PISA to serve as a diagnostic tool to map out improvement trajectories that share a common reference with the global education community.

23. Third, further developments of the cognitive assessment (*i.e.* test items) would be beneficial to provide greater resolution – and useful information to participating countries – regarding the performance of students at the lower end of the PISA scales. For the pilot, this will be based on a review and selection of cognitive assessment material in reading, mathematics and science from the existing pool of PISA items used in current and previous PISA cycles. This technical strand of work will look at issues of improved test-targeting through item selection, modified booklet designs and rotation, while considering PISA framework coverage and cross-cultural validity. The pilot will not include the development of “new” PISA

items given that the PISA item development process involves a review and validation process by PISA member countries which is beyond the scope of the current pilot. The empirical results of the PISA for Development pilot, however, can provide important input for future phases of work involving PISA item development.

24. The performance of students is reported across PISA proficiency levels, with Levels 5 and 6 being the levels reached by the highest performing students, Level 2 being the baseline level at which students show the basic skills, knowledge and application of knowledge to allow them to function productively as students, workers and citizens. In some educational systems, a large percentage of students may be performing below this level (at Level 1 and below) while there may be large differences among this group of underperforming students. Previous PISA cycles have already incorporated the development of optional reading modules, for example, designed to better capture and describe reading performance differences of students at the lower end of the PISA performance scales. The PISA Reading Components option available for the 2012 PISA cycle included additional assessment material targeted to students' knowledge of vocabulary, sentence processing and passage comprehension. For the PISA for Development pilot, cognitive instruments will be designed based on currently existing PISA items so as to allow for greater descriptive information for students performing even at lower ends of the PISA performance scales.

25. The analysis and reporting expected from the pilot will thus combine increased detail on the cognitive performance of under-performing students with non-cognitive outcomes and information collected through contextual instruments to provide even more relevant analysis that can then be translated into local policy discussions and actionable priorities. This will help in the use of the PISA assessment as a diagnostic tool for raising performance by revealing performance differences in various aspects of basic reading, mathematics and science skills.

26. The fourth development will focus on methodological approaches to data collection on and assessment of out-of-school children in participating countries. In most OECD countries and current PISA participants, enrolment at age 15 is nearly universal and schooling is compulsory until approximately that age.⁸ By assessing the knowledge and skills of 15-year-olds who are enrolled in schools, PISA currently measures the cumulative learning and skill acquisition that occurs within schools and outside of formal educational institutions and settings. However in many developing countries, relatively large proportions of 15-year-olds are not enrolled in school; many are also enrolled in primary school as a result of grade repetition or late enrolment. With over 60 million children of primary school-age and over 70 million of lower secondary school-age actually out of school in 2010, access and school retention continue to be pressing issues in many developing countries. In addition, it is often difficult in developing country contexts to identify the age of pupils and household members. Furthermore, global, regional and national monitoring figures for out-of-school youth may mask significant disparities among regions and within countries.

27. Although the characteristics of out-of-school youth are largely considered to be closely associated with disparities in household wealth, location and gender – impoverished girls living in rural areas are more likely to be out of school – many factors contribute to the specific dynamic in each country (e.g. poverty, child labour, conflict, natural hazards, ethnicity, language of instruction, displacement and migration, among others). This underscores why the Global Out-of-School Children Initiative (OOSCI) led by UNICEF and the UNESCO Institute for Statistics (UIS) has identified that more rigorous work is needed in the analysis of both demand- and supply-side policies and their cost-effectiveness.⁹ Specifically, there is a clear “data gap” regarding the quality, completeness and relevance of current information

8. Non-attendance and school dispersion represent major policy challenges for educators and policy makers in many OECD and PISA-participating countries.

9. <http://www.uis.unesco.org/Education/Pages/out-of-school-children.aspx>

available in most countries. Building on the conceptual and data-collection work being conducted by the OOSCI in 26 countries, this fourth element of the project will explore methodologies and data-collection tools regarding out-of-school children, both in terms of their skills, competencies and non-cognitive attributes and also in terms of obtaining better actionable data on the characteristics of these children, the reasons for their not being in school and on the magnitudes and forms of exclusion and disparities.

28. It is therefore important for the PISA assessment in developing countries to also focus on youth who are not in secondary school at that age. One of the reasons is that children who are enrolled in schools at the appropriate age level are typically more socio-economically advantaged and have higher skills than children who are not enrolled in school or who are enrolled at an inappropriate age level.¹⁰ Therefore any international comparison based solely on 15-year-olds who are in secondary school is likely to produce biased results of the overall stock of skills and competencies that countries will be able to tap into in the future. Another reason is that as developing countries make progress in guaranteeing that increasing proportions of 15-year-olds attend school, their average performance in PISA could potentially decrease. PISA has developed a strong methodological framework to account for changes in the socio-economic and demographic composition of PISA samples from the same countries for different survey waves¹¹ and has developed adjusted trends in achievement. However, the unadjusted changes in achievement scores reduce the incentives for countries to improve access to secondary education and make special efforts to improve the schooling of the most disadvantaged and vulnerable groups.

29. The work on data collection and assessment of out-of-school children in project countries (PCs) will build on findings and lessons learned from current conceptual and methodological frameworks such as the Five Dimensions of Exclusion (5DE) developed by the OOSCI, the data collection and reports available from the work in 25 countries, as well as data collection methods used in the OECD's Programme for the International Assessment of Adult Competencies (PIAAC). Similar to PISA with regard to 15-year-old students, PIAAC is the most comprehensive international survey to date of the skills of 16- to 65-year-olds. The data collection for PIAAC is conducted through interviewing those aged 16-65 years and by assessing their literacy and numeracy skills and their ability to solve problems in technology-rich environments. Building on this and the 5DE framework used by OOSCI, as well as other relevant initiatives (e.g. World Bank's STEP project), the PISA for Development pilot will involve identifying options for country-specific sampling strategies such as judgement samples with out-of-school children to allow for meaningful data collection, assessment, and international comparability. It will also involve the development of data-collection instruments and contextual questionnaires aimed at gathering policy-relevant information for students and for out-of-school children who are outside formal education settings. As an attempt to develop a methodological approach and to test data-collection instruments, the samples of out-of-school youth assessed will not be designed to be representative of a country or region; rather, the work will be based on judgement samples designed considering trade-offs between international comparability and country-specific contexts. Last but not least, results of the out-of-school component will be reported separately from the results of students, but their linkages will be reported where appropriate (based on cognitive and contextual data collection).

3. Overall aims of the project and potential benefits

30. The aim of the PISA for Development project is to increase the relevance, usefulness and accessibility of PISA surveys for developing countries and thereby increase the participation of developing countries. The benefits of participating in PISA for developing countries include:

10. In developing countries, many 15 year olds are enrolled in primary school.

11. See results on such adjusted trends in *PISA 2009 Results: Learning Trends. Changes in student performance since 2000*. OECD, 2010.

- being part of the international education community that aims to improve student outcomes globally through research;
- being part of in-depth comparative analyses that aims to identify factors that are strongly related to student outcomes and which explore how schools in different contexts and with different challenges are able to effectively provide for the educational needs of different groups of students;
- being part of national and international debates about how to improve student outcomes as national systems that participate in PISA are benchmarked over time and relative to other countries. For example, in 2011, PISA results on strong performing countries and countries that successfully reformed their education system informed the first International Summit on the Teaching Profession, a collaborative effort of the US Department of Education, the OECD and Education International. The Summit, which now takes place once a year, is designed to engage governments and teacher organisations in an intensive discussion about how to create a stronger teaching profession for the benefit of students;
- participants in PISA – from students, teachers and principals to education ministry staff – are exposed to world-class assessments and rigorous international standards; and
- PISA allows countries to learn policy lessons from other countries, particularly from those that may share common challenges and conditions, thereby facilitating peer learning and the dissemination of good practices and knowledge of what works to improve student outcomes.

31. Developing countries are increasingly aware of these benefits and, in addition, understand that they can also gain from the capacity building in assessment and analysis that comes from participating in PISA. Brazil is a good example of a middle income country that has benefited from its participation in PISA and it has also become a case study for other countries willing to improve their own education system.¹² Average PISA scores for Brazil have improved in all subjects measured over the last ten years. While these scores remain well below the OECD average, such gains do suggest that Brazil has put in place federal policies based on a coherent vision that appear to be generating consistent improvements. The challenge for Brazil now is to raise the level of education of its citizens high enough to enable them to take commerce and industry to competitive levels in a global marketplace.

32. A secondary aim of the project is to support the discussions around the considerable international benefits that are possible with common, global assessment instruments with widespread participation of all countries from around the world. PISA seems well-placed to provide the reference for a robust tool to assess, plan and monitor progress for all countries towards achieving goals and targets agreed upon by the global community as part of the post-2015 agenda, particularly with regard to lower-secondary education. PISA has proven to be relevant and viable for non-OECD countries and there is increasing interest from these to not only participate in PISA but to use the results and analysis of the surveys for country-specific policy dialogues with the aim of improving student outcomes (Breakspear, 2012¹³).

12. Policy experience video: Brazil <http://www.pearsonfoundation.org/oece/brazil.html> and Chapter 8 of “Strong Performers and Successful Reformers in Education: Lessons for the United States” OECD, 2010 <http://www.oecd.org/pisa/46623978.pdf>

13. Breakspear, Simon (2012), *The Policy Impact of PISA: An Exploration of the Normative Effects of International Benchmarking in School System Performance*, OECD Education Working Paper, No. 71, OECD, Paris.

33. There would be a set of spill-over benefits if PISA were to become a key reference instrument to monitor how well countries, developing countries included, are meeting set targets and objectives related to educational quality and equity in the context of the post-2015 framework. First, having a comparable and robust measure of progress would allow all countries – regardless of their starting point – to establish themselves on an improvement trajectory to achieve targets referenced to common international goals. This would be possible by having an assessment tool that can be used to not only identify the starting point but also for planning purposes and the periodic monitoring of progress. Second, PISA requires that participating countries follow common technical, institutional and administrative standards for the assessment thereby increasing the credibility and comparability of results. Third, participation in PISA would also facilitate basic capacity-building efforts that may be particularly needed in the initial phases of a country’s participation. The capacity-building would be implemented in such a way as to allow spill-over benefits to other processes and levels of the educational sector within the country. Fourth, participation in PISA will also support peer-to-peer learning opportunities between countries that may share common challenges and contexts, learning from each other as well as those that have been successful in addressing some of these challenges. Fifth, with more developing countries participating in PISA, national governments and DAC members will be better able to assess the results of their investments in educational development.

34. A third aim of the PISA for development project is to enable all of the countries of the global community to be on a single metric with regard to key educational outcomes. This would clarify and set expectations for even some of the poorest and poorest-performing countries that the goal is not to simply manage poor performance but to realistically map a path from “poor” to “average”, then to “good” and then from “good” to “great”.

4. Outcome and expected results (outputs) of the project

35. In order to achieve the aims and provide the potential benefits, the project will pursue the outcome of increasing developing countries’ use of PISA assessments from 2016 onwards for monitoring progress towards nationally-set targets for improvement based on PISA measures, analysis of factors impacting student outcomes - particularly for poor and marginalised populations, - for institutional capacity-building and for tracking progress towards international educational targets that are agreed within the post-2015 framework.

36. One of the main outputs of the project is a set of enhanced PISA survey instruments that are more relevant to the contexts found in developing countries but which produce scores that are on the same scale as the main PISA assessment for international comparability. The availability of these enhanced instruments, combined with promotion of the benefits of participation in PISA and the other outputs described below, will contribute to the expected outcome of the project.

37. In order to establish a proof of concept and to determine the corresponding PISA-related governance agreements for the enhanced assessment and data-collection PISA instruments, the project will deliver the five outputs described in paragraph 3 above.

- 1) Contextual questionnaires and data-collection instruments enhanced (*e.g.* for students, parents, schools).
- 2) The descriptive power of cognitive assessments in reading, mathematics and science enhanced.
- 3) An approach developed, including a methodology and analytical framework, for including out-of-school 15 year-olds in the assessments.

- 4) Country capacity in assessment, analysis and use of results for monitoring and improvement strengthened among participating countries. This will include a country-specific report that will be developed in consultation with and for each participating country. The country reports will present results for each country in the context of the international PISA scales and results for international benchmarking of performance, while also including analyses and information based on the country-specific policy priorities defined during the implementation process.
- 5) Engagement established with pilot countries, development partners and, prospectively, with other developing countries in order to identify peer-to-peer learning opportunities regarding participation in PISA and its potential contribution to the UN-led discussions on the post-2015 framework and the subsequent implementation of this.

38. Following the same highly collaborative model of PISA participation, the PCs will benefit from international expertise and the technical services of national and international contractors supervised by the OECD and with support from development partners. The international contractors will work closely with the governments of participating countries and concerned development partners to undertake the project activities described in the following section. The project will also aim to involve the relevant research communities of participating countries and development partners in the technical strands of work, as occurs in the normal PISA process. The data for those countries participating in the PISA for development project will not be released without the agreement of the country.

5. Activities

39. To ensure the completion of Output 1:

A rigorous and systematic process of adapting contextual data-collection instruments needs to be undertaken. Information obtained from students, parents and school principals should be enhanced to better capture the conditions and challenges faced by schools in developing countries. This includes, but is not limited to, the scale and granularity of differences in the socio-economic backgrounds of students and schools. At the same time, data collection should still allow for the calculation of relevant PISA indices for international comparability.

40. Previous cross-country and regional educational assessments have revealed certain aspects of an educational system that can be relevant for ministries of education, particularly in developing countries. These include, but are not limited to, teacher training and characteristics of the teachers, large disparities *within countries* in the provision of educational materials, availability and quality of classroom facilities and resources, student and teacher absenteeism, grade repetition, school management, (extra-) tuition, and parental participation (Ross and Jurgens Genevois, Eds., 2006). Relevant student-related factors can also include socio-economic status, parental education, parental interest, family possessions, family structure, numbers of siblings, number of meals per week, availability of toilet facilities and if students are sufficiently fluent in the language(s) of instruction, among others (Hungu and Thuku, 2010).

41. Although PISA collects information and reports on system, school, and student-level explanatory variables that impact educational quality and equity, some of the underlying constructs, variables and indices will need to be reviewed and enhanced to ensure validity and relevance for a broader group of developing countries, including MICs and LDCs. In addition, understanding the differences in the conditions of schooling and student achievement for sub-groups within countries would also need to be addressed in the context of developing countries. Comparisons between countries – including MICs and LDCs – that participate in PISA and that share similar conditions and challenges would also need to inform policy discussions of “what works”.

42. Additionally, and in conjunction with UIS - which has the mandate for data collection on education - in order to counter perceptions that PISA would attempt to “compare the incomparable”, developing countries that participate in the project would also be asked to contribute system-level data to develop indicators that can be used for international comparisons and to inform national policy agendas. This could follow the current standards established by the data-collection process that is used to produce the yearly editions of the OECD’s *Education at a Glance*. This could provide significant benefits by allowing for analysis on issues such as teacher training, administrative arrangements of the teaching force, and salary scales that would inform policy priorities and discussions in these countries. To increase the internationally comparable stock of data from developing countries that participate, countries would be expected to follow data collection and reporting pathways so that their data could eventually be adjudicated and integrated into the databases of the global education community.

43. To ensure the completion of Output 2:

PISA cognitive assessment items and units in reading, mathematics and science from current and previous PISA cycles will be reviewed, selected, translated, field-trialled, validated and combined into testing booklets so as to increase the descriptive power for developing countries while ensuring cultural validity of test items and international comparability on the PISA scales. Based on this review and selection of PISA cognitive assessment material in reading, mathematics and science, cognitive instruments will be designed for improved test-targeting and enhanced descriptive information for students at the lower end of proficiency levels.

44. PISA instruments should provide developing countries and regions with meaningful results on the international PISA scales so that results could be comparable internationally while also providing policy-relevant analysis. PISA instruments already include options to better capture and describe the performance differences of students at the lower end of the PISA performance scales (e.g. the ‘Component reading skills’ assessment that is being implemented in a small number of countries as part of PISA 2012). Based on the review and selection of PISA cognitive assessment material in reading, mathematics and science, cognitive instruments to be used in the pilot will be designed for improved test-targeting and enhanced descriptive information for students at the lower end of proficiency levels. Although the pilot will not develop completely new PISA items, results from the pilot should provide empirical evidence for the future development of PISA cognitive test items for developing countries that participate in future PISA cycles.

45. The project will also explore administration options tailored for the conditions and constraints likely to be found in developing contexts. This will include examining options for reducing the complexity of the survey design and simplifying its administration. Also, combined age and grade options for testing in developing countries will be considered, including having schools as an additional unit of analysis. The latter option could be implemented, for example, so that secondary schools that participate are provided with school estimates of performance along with relevant information on school policies, practices and resources (similar to the reporting planned for the *PISA for Schools* instruments being piloted in 2012). Furthermore, sampling protocols could be established to allow countries to administer the assessment to specific jurisdictions and sub-national systems (e.g. such as India did with the states of Tamil Nadu and Himachal Pradesh in 2009), thereby allowing results to be obtained even if the test cannot be administered in all regions or locations (e.g. due to political instability, local conflicts, or lack of conditions, among others). Finally, given that enrolment and retention rates may vary considerably among developing nations, challenges related to target populations, exclusions, and sampling would need to be tested and validated in the context of developing countries to ensure relevance of results, as well as robustness of comparability and compliance with standards.

46. To ensure the completion of Output 3:

- ***Methodological approaches for data collection and surveys will be explored to include out-of-school 15-year-olds in the assessments.*** This part of the work will draw on current approaches towards assessing out-of-school youth in developing countries such as the OOSCI study being implemented in 26 countries led by UNICEF and UNESCO/UIS as well as the growing number of CSO-driven studies and assessment strategies, such as those by Uwezo in Africa and ASER in India.

47. Based on country-specific information and international sources,¹⁴ the project will explore methodological approaches to out-of-school 15-year-olds in order to obtain relevant and useful benchmarks for policy discussions as part of a country's PISA participation. Of the 26 countries currently participating in the UNICEF/UIS initiative, Ghana, Mozambique and Sri Lanka are also candidates to participate in the PISA for Development project. Specifically, out of the five dimensions of exclusion (5DE) used in the UNICEF/UIS study, two of the five dimensions deal specifically with lower-secondary-age children that have attended school but dropped out, entered late or never entered (dimension 3) and children that are currently in lower secondary school but who are at risk of dropping out (dimension 5). The methodological approaches developed in the project will build on the results of the UNICEF/UIS study and the 5DE framework. It is important to note that one challenge of engaging 15-year-old students in developing countries, as identified by the 5DE framework, for example, will be the disparity between age and educational grades of students and many 15-year-olds enrolled in primary school, which will need to be addressed by the project.

48. In some of the PCs with substantial experience participating in regional and cross-national assessments (*e.g.* PASEC and SACMEQ) at earlier educational levels, the project will also explore ways in which appropriate and useful linking could be developed among assessments. This would support the development at the country level of a unified assessment and evaluation framework as well as promoting evidence-based policy discussions of the educational system as a whole at different levels. This aspect also has the potential of increasing the longer-term impact for participating countries whereby national assessment capacity is supported by their participation in PISA and other earlier-age assessments (Output 4).

49. To ensure the completion of Output 4:

ways in which PISA can be used as a diagnostic, monitoring and improvement tool will be explored with governments of participating countries.

50. Staffing and succession planning is key to the sustainability of project achievements. In the first phases of implementation, country governments will be briefed on what is expected of them in terms of capacity and capacity development and a specific implementation plan will be drawn up based on country-specific conditions and limitations, in consultation with development partners assisting the countries. Participating national governments will be expected to be active partners during the implementation of the project and of developing plans for how to sustain the technical capacity in place after staff have been trained and the project is completed. The OECD project team, concerned development partners, government representatives and named officials of the PCs, and international experts will coordinate and provide oversight of the international and national contractors commissioned for this purpose. Through their participation in these activities, the developing countries participating in the project are expected to benefit from capacity-building in assessment and analysis.

14. In addition to the 26 countries participating in the OOSCI pilot led by UNICEF and UIS, since 1984, for example, the Demographic and Health Surveys have collected social sector data in 75 developing countries every five years; this information can be used to inform the assessment component for 15-year-olds that are not enrolled in school.

51. From the initial stages of work with participating countries, their participation in PISA should serve to support their country-specific evaluation and assessment frameworks. From the early stages of the project, country-specific educational assessments, plans and targets will be considered jointly with government staff and development partners in order to identify potential synergies and opportunities for linkages.¹⁵

52. Additionally, technical capacity-building and knowledge-transfer opportunities will be clearly identified as part of the implementation design of the project with each of the participating countries and development partners. This may also include, for example, jointly producing PISA-referenced instruments and materials for “low stakes” monitoring and capacity-building. Participating countries would be able to use PISA-referenced instruments to assess, plan, and set intermediate targets, separate from the main international PISA cycles. In addition, low-stakes exercises using PISA-referenced instruments would also help identify priorities for capacity-building that are specific to a particular country. In this sense, local educational planners and technical staff would be exposed to a “learning by doing” exercises and could be offered relevant training. Having PISA-referenced instruments available for low-stakes exercise has the advantage of minimising risks to the security and integrity of the main PISA items while providing local officials and educators ample access to and experience with PISA, a competency-based approach and assessments of this type.

53. To ensure the completion of Output 5, the OECD will undertake the following activities during the implementation of the project and after its completion:

- continuous engagement with pilot participants and development partners for ownership of the process and country-specific relevance of the pilot;
- mobilisation of countries such as Argentina, Brazil, Chile, Peru and Vietnam whose experiences participating in PISA offer useful examples of capacity-building, knowledge-transfer, and the policy-relevance of results and PISA-related policy products for education reforms in non-OECD countries;
- establishing engagement with pilot countries, development partners and, prospectively, other developing countries in order to identify peer-to-peer learning opportunities regarding participation in PISA and its potential contribution to the UN-led discussions on the post-2015 framework;
- in consultation with participating country representatives, the OECD will provide each country’s results from the pilot in a country report. These country reports will present results for each country in the context of the international PISA scales and results for international benchmarking of performance. These country-specific reports will also include relevant analyses and information based on the policy priorities defined during the implementation process;
- organisation of an international seminar with pilot countries, other PISA participants and other developing countries centred on peer-to-peer learning opportunities and the uses of PISA results and PISA-related policy products for secondary analysis and national processes. The OECD will produce a general report for a wider audience that consolidates the evidence from the technical strands of work, the policy-relevance for participating countries, lessons learnt, best practices and

15. A good reference point is the work carried out by UNESCO/IIEP in collaboration with InWent, Cross-national studies of the quality of education: Planning their design and managing their impact (IIEP/InWEnt, 2006).

main challenges related to the implementation of PISA as a student learning assessment instrument in developing contexts;

- contribution in 2013 and beyond to UN-led discussions (particularly the Learning Metric Task Force) around the post-2015 framework for global monitoring and the prospective contribution that PISA can make as a tool for assessment, monitoring and improvement trajectories.

54. These outreach activities will be implemented in partnership with development partners in developing countries, building on existing relationships and structures in educational development. The OECD will focus outreach activities on the following groups of developing countries beyond those included in the project:

- LDCs and other Low Income Countries (LICs) that have participated in regional and international assessments; *i.e.*, PASEC and SACMEQ countries; and
- middle income countries and territories with experience in and commitment to improving educational outcomes.

55. Outreach activities will also serve to strengthen the delivery of the other project outputs by encouraging development partners to facilitate further analysis of PISA results and discussions on participating in PISA and engaging in national and international debates about how to improve student outcomes. At the end of the project, the OECD will organise an international seminar for discussions of results among countries and selected regional organisations, aiming to exchange experiences and peer-to-peer policy discussions and further use of PISA results.

56. A project logical framework is included at the end of this document, showing the relationship between the project outcome, expected results (outputs) and activities, with corresponding indicators, means of verifications, assumptions and inputs.

6. Challenges, risks and assumptions and how to manage these

57. While the benefits of participating in PISA are clear, more needs to be done to encourage greater participation from developing countries. In particular, MICs and LDCs often regard PISA as a survey for rich countries, one that only OECD countries and emerging economies are able to benefit from. There are three particular barriers that need to be overcome if participation in PISA by developing countries is to increase. The first relates to the view among LDCs that their performance in PISA will be so close to the floor in terms of international comparisons that their participation and their PISA results will not yield any policy value. In addition, a poor showing in PISA has political implications for governments and if more developing countries are to participate, ways must be found to help their governments explain to their populations the reasons why their country achieves only a low score in the tests. This will require a good understanding of the political economy of developing countries and the development of methods for managing the presentation of relatively poor results. The example of Brazil and other middle-income countries that have successfully managed the presentation of low results on PISA can be drawn upon in this regard.

58. The second barrier relates to the fact that in developing countries, a significant percentage of 15-year-olds are not enrolled in school. An assessment of 15-year olds in these countries, therefore, would also need to consider the out-of-school youth in order to provide relevant and usable policy insights. A related problem is the challenge of identifying and effectively engaging with out-of-school 15-year-olds. Thus, as described previously, judgement samples will be defined in each country.

59. The third barrier relates to the cost of participating in PISA. For PISA 2015, for example, non-OECD countries will pay EUR 182 000 towards the international costs to participate and, in addition to this, there will be the national costs of implementation that countries will need to bear. Without donor support, the participation cost may be prohibitive for developing countries, particularly LDCs. In addition, some countries may see PISA more as an assessment of potential proficiency for the workplace than an evaluation of schooling processes; ministries of education in LDCs are often more concerned with an assessment that can inform policy for improved teaching and learning.

60. A distinct but connected set of challenges relate to the institutional, technical and administrative capacity and conditions that are needed to successfully implement PISA at country and sub-national levels. Countries that participate in PISA are required to strictly comply with PISA's rigorous technical standards and quality assurance procedures.¹⁶ This is crucial in order to maintain the integrity of the assessment and the international comparability of the results for PISA countries. A significant investment in technical assistance and capacity-building by the OECD and its development partners will therefore be needed to address this for developing countries. In addition, care will be taken to ensure that PISA for development supports and does not "crowd out" national efforts to implement large scale assessments. The capacity challenges and the national and international costs involved will make it necessary for MICs' and LDCs' participation in PISA to be supported by development partners, at least initially. These challenges need to be addressed by the OECD through the project; the next section explains how this will be done.

61. PISA started off as a paper-and-pencil assessment, but has gradually integrated computer-based assessment instruments: in 2009, PISA developed a digital reading assessment, and in 2012 PISA contains digital reading and digital mathematics components. The PISA programme is undergoing a major challenge to remain forward-looking – reflecting changes in the reality of students' learning and teaching practices – while allowing monitoring trends in achievement. In 2015, the PISA assessment and context questionnaires will be delivered by computer, with the option for countries to also test students with paper-and-pencil instruments. 2015 represents an important break-point for PISA, and will become a new baseline to monitor trends and achievement progress. Following 2015, future PISA waves will increasingly move away from paper-and-pencil instruments. This could represent a potential challenge for many developing countries, where the use of digital technologies is not as widespread as in OECD countries and most current PISA participants.

62. To be successful with this project, the OECD will need to overcome the barriers outlined above and promote the benefits of participation among MICs and LDCs and their development partners, hence the focus in the project on outreach activities. It will also be necessary to encourage development partners to support developing country participation in the subsequent cycles of PISA and its relevance in tracking progress towards the next generation of global education goals, post 2015.

7. Management arrangements

63. The project will be managed by the OECD in partnership with the governments of the PCs and concerned development partners. Within the OECD, leadership of the project will be taken by a small team comprising representatives of the Directorate for Education and Skills and the Development Co-operation Directorate, with consultations and specific technical input from other OECD Directorates and the OECD Development Centre.

16. PISA requires, for example, that the translation of test materials is properly verified and the test is administered under controlled conditions and cognitive testing materials (*i.e.* student booklets with items) are kept strictly secure at all times.

64. An international Steering Group made up of government officials from PCs, representatives of concerned development partners, institutional partners on methods and technical approaches, invited experts and representatives of the OECD (the small team referred to in paragraph 63) will be established.¹⁷ The Steering Group will be co-chaired by a representative of the participating countries and a representative of the development partners and will provide advice to the OECD on the analytical, methodological and policy frameworks, and will ensure that the outputs of the project are relevant to a wider audience of the international educational community. The Steering Group will provide comments and suggestions on the Terms of Reference used for the call for tender process implemented by the OECD for international contractors. Experts and government officials will be asked to provide input and participate as reviewers in the tendering processes carried out as part of the work. Through a consultation process with stakeholders, policy priorities and technical input will be provided for the further development of PISA instruments, cognitive items and for data collection (*e.g.* contextual questionnaires).

65. In each project country, a nodal agency will be identified and an NPM appointed to manage implementation (see section 11.2 below for details). Given the country-specific nature of the challenges to be addressed in the project's implementation, a collaborative and detailed planning process will be undertaken with officials and the NPMs from participating countries. This planning process will also outline the roles and responsibilities of the local governments and NPMs in a formal agreement, as well as the activities to be conducted and the plans for reporting of and uses of results within the country and in exchanges with other participants. These arrangements will also establish the storage and availability of data-sets and outline the plans for secondary and comparative analyses to be conducted by the country, development partners, the OECD and third parties.

66. In some cases, development partners may establish extended engagement with participating countries in terms of technical assistance, institutional capacity-building and implementation that supports the PISA participation process.

8. Budget

67. On the basis of five participating countries and a period of 36 months, the total international costs for the project is **2 914 133** Euros. A summary breakdown of this budget is presented in the table below.

17. Within the OECD, a small horizontal task force will be established with staff from various directorates. As part of the Steering Group, institutional partnerships on methods and technical approaches will be explored with UNICEF and the UNESCO Institute for Statistics on the OOSCI, ABDUL LATIF JAMEEL Poverty Action Lab (J-PAL) at MIT, and the Brookings Institute, among others.

Summary project budget 2013-2016 (36 months)	Euros
A. Technical Development, Implementation, Analysis and Reporting	
A1. Steering Group	276 000
A2. Instrument development, field trials, local assessment administration and related services	1 225 000
A3. Technical oversight, coordination, analysis and reporting	960 339
A4. Engagement for peer-to-peer learning and contribution to UN-led post-2015 process	254 536
Overhead*	198 259
Total International Costs (3 years):	
	2 914 133
B. In-country Operations per participating country (incurred by Ministry)	
	100 000
<i>This will vary from country to country and arrangements for this will be established between development partners and government ministries based on current capacities of countries and the roles and responsibilities expected to be carried out by a national centre in each participating country. These resources would not be administered by the OECD.</i>	

* This figure is an estimate and may vary depending on whether other contributions to the project are from state or non-state donors.

68. It is important to note that participation in PISA always incurs an international cost for participating countries. For PISA 2015, the cost is 182 000 Euros. Thus, the participation of five countries in a typical cycle of PISA would cost 910 000 Euros, excluding in-country costs, the additional instrument development costs and the engagement with participants included in the pilot. Additional countries (for up to seven participating countries) will be considered based on feasibility and available funding.

69. For the project to be viable, 2 914 133 million Euros is required to cover international costs. The OECD has invited contributions towards these costs from the main development partners supporting education in developing countries. The OECD would administer and directly report on activities covered by the international costs (Budget item **A. Technical Development, Implementation, Analysis and Reporting**). Because in-country costs are likely to vary considerably from country to country, the OECD invites development partners to establish agreements with pilot countries regarding the support for in-country operations (Budget item **B. In-Country Operations**). These funds will not be administered by the OECD.

70. There are four ways in which participating countries and development partners can make these contributions:

- 1) a general contribution to cover international costs (Budget item A) for technical development, implementation, analysis and reporting;
- 2) an ear-marked contribution to cover international costs linked to a specific country's participation, *e.g.* on the basis of one fifth of the international costs (583 000 Euros, depending on the number of countries participating). For development partners, this may also include a contribution to the participating country to cover in-country costs (Budget item B).
- 3) A contribution to the participating country to cover the in-country costs for a particular country (based on indicative costs of Euros 100 000 per country, Budget item B); or
- 4) A combination of the above.

71. Following agreement of this project document, the OECD would confirm the contributions of the development partners prior to engaging with the selected pilot countries. Whenever possible and appropriate, consultation with potential country governments will be conducted jointly by the OECD and the corresponding development partners.

9. Implementation schedule

72. The following table provides a preliminary estimate of the timeframe for the pilot of approximately 36 months from the start of work (Q3 2013) until the PISA instruments are available for post-pilot applications (from 2016 onwards):

Indicative Timetable for Pilot Phases	Months
1. Steering Group provides technical and implementation guidance	6
2. Dialogue among OECD, development partners and PCs in preparation for implementation	24
3. Instruments designed, developed, translated/enhanced, field-trialled, equated	6
4. Reporting of results and governance agreements for post-project country participation	6
Total	36

73. During project implementation, small-scale piloting of instruments and methodological approaches will be incorporated as necessary with some or all of the participating countries. As mentioned previously, empirical evidence from the project will also serve to inform future work, which could include development of new PISA cognitive items.

74. It will be important to ensure that support from development partners is available to facilitate participation of developing countries in the project. The countries have been selected on the basis of the following criteria:

- LDCs with sufficient political stability and minimum conditions and that have already participated in regional and international assessments;
- other LICs with particular experience in educational assessment;
- MICs and territories with experience in and a commitment to improving educational outcomes; or
- (upper) MICs that are candidates for eventually participating in the main PISA studies but that would welcome a transitional period or countries that may have already participated in previous PISA cycles.

75. After the engagement of PCs and development partners, the main activities to be undertaken for the project are:

- 1) establishment of an international Steering Group made up of government representatives from PCs, development partners, institutional partners, invited experts and the OECD;
- 2) execution of calls for tender processes for international contractors by the OECD;
- 3) as part of the project, the assessment instruments (*i.e.* cognitive items and contextual questionnaires) in the appropriate languages would have to be developed, translated, field-trialled

and equated/validated by international contractors overseen by the OECD and the Steering Group;

- 4) analysis and reporting of results and governance agreements for post-project participation of countries in PISA;
- 5) outreach activities to enrich the understanding of developing countries beyond those participating in the project regarding PISA and how instruments are being enhanced to become more relevant to their contexts; and
- 6) international summit of participating countries and other PISA countries in order to present results and promote peer-to-peer exchanges between countries.

76. The implementation of the project will require significant inputs from national and international contractors and support from development partners. In particular, the role of the OECD, the international contractor and development partner in building capacity in participating countries and supporting country-specific evaluation and assessment frameworks will be very important. International contractors will be selected based on competitive call for tender processes conducted by the OECD in consultation with the International Steering Group.

10. Sustainability

77. The increased relevance and usefulness of PISA instruments and analysis for developing countries is expected to lead directly to sustainable models for their continued participation. The five PISA cycles since 1997 have shown that the usefulness and policy-relevance of analysis and results is what drives and maintains country participation. As more countries are able not only to benchmark their educational systems internationally but also to establish improvement trajectories and to share good practices with peers that may face similar challenges, the benefits of participation will contribute to the sustainability of their participation. Development partners such as the Inter-American Development Bank, for example, have expressed an interest in supporting peer-to-peer discussions of results from the project among larger groups of PISA and non-PISA countries. Developing country participation in PISA can be funded by the country's own resources or from the support of a development partner, or a combination of both. There are effective mechanisms in place for the results of the project to be disseminated and consolidated within the governance and management of PISA.

11. Institutional framework of the project countries

11.1 Partners' profiles

((BRIEF COUNTRY PROFILES FOR EACH OF THE PROJECT COUNTRIES WILL BE INCLUDED AS AN ANNEX TO THE PROJECT DOCUMENT ONCE COUNTRIES ARE CONFIRMED))

11.2 Profile and tasks of the nodal agency and national project manager in project countries

78. The PCs will each establish a PISA National Centre as the nodal agency, nominate an NPM and ensure that an appropriate infrastructure and appropriate human and financial resources are in place to support the project. The costs of these inputs will be funded from the in-country budget of the project and the NPM may be hired on contract for the duration of the project. The NPM will be responsible for all tasks related to the national implementation of the project. The NPM has full rights (to have a seat at the table, take the floor and take part in the decision-making process) and obligations (to fully participate and exchange information) at the meetings organised by the OECD managers. The NPM will be also able to

access all materials for NPMs. It is important that the NPM serve the project implementation over the whole duration of the project. However, where changes are inevitable, the PC will inform the OECD immediately and take all necessary steps to ensure a smooth transition, including making all relevant documentation accessible to the new NPM.

79. The NPM must have an appropriate university degree and previous experience in planning, organising and conducting large-scale surveys. Demonstrated skill in managing teams and multi-tasking is essential. High level oral and written communication skills in English are required. Previous work in an education system and experience in educational assessment would be very beneficial. The NPM should be familiar with sampling methodology, data file structures, data management and data processing procedures. Familiarity with statistical packages such as SPSS or SAS, and software such as Excel and Access are highly desirable. Microsoft Word is used as the standard software for document preparation and production of test materials. The NPM will need sufficient knowledge and stature to represent the PC at international meetings where PISA will be discussed. Within the PC, the NPM must also have the knowledge and confidence to deal with government agencies, school principals, parents and teachers.

12. Community of practice

80. One of the benefits most often cited from participants in PISA, particularly non-OECD countries, is the knowledge-transfer and capacity-building opportunities that the process offers government ministries and staff. Another benefit is the opportunity to use PISA data sets and findings to inform regional discussions and peer learning opportunities between participants that share similar challenges and/or geographic proximity. Thus, one of the most relevant medium-term results from the PISA for Development project for developing countries is expected to be increased access to and participation in the large networks of international experts, researchers, organisations and contractors that already participate in PISA.

ANNEX 1: PISA FOR DEVELOPMENT: LOGICAL FRAMEWORK

Narrative Summary	Objectively Verifiable Indicators – OVI	Means of Verification -MOV	External Factors (Positive Assumptions)	External Factors (Risks)
IMPACT				
<p>The majority of countries – developed and developing - are able to effectively monitor progress towards national and international goals and targets for access, equity and quality of learning outcomes for youth within a global post-2015 framework.</p>	<ul style="list-style-type: none"> – PISA and other internationally comparable assessments used to measure progress towards global learning goals in the post-2015 framework. – PISA results inform national education debates in developing countries and findings contribute to reforms aimed at improving the quality of learning. – Increased numbers of developing countries participate in international discussions regarding how to improve learning outcomes, benchmarked over time and relative to other countries in a global framework. 	<ul style="list-style-type: none"> – PISA main survey reports for 2018 and beyond. – National and multi-national reports developed by PISA participating countries and development partners. 	<ul style="list-style-type: none"> – Developing countries are willing to include quality of learning outcomes as part of their educational priorities. – The post-2015 framework includes goals related to quality of learning outcomes. – Adequate financing is available from developing countries’ own resources and those of development partners to sustain their participation in PISA over time. 	<ul style="list-style-type: none"> – The focus of national and international goals and targets does not include learning outcomes or these are only considered for primary education. – Political economy factors prove a more challenging barrier to greater participation of developing countries in PISA (e.g. armed conflicts, fragility, natural hazards).
OUTCOME				
<p>Increased numbers of developing countries use PISA assessments from 2016 onwards to monitor progress towards national improvement targets, to comparatively analyse factors associated with student outcomes, for institutional capacity-building and for tracking international education targets within a post-2015 framework.</p>	<ul style="list-style-type: none"> – Countries confirm the relevance and usefulness of the enhanced PISA instruments through their participation in the pilot. – More developing countries (middle-income, lower-middle income and low income) participate in PISA cycles from 2016 onwards (compared with 2012 baseline). – Numbers of national 	<ul style="list-style-type: none"> – Proceedings from the International seminar with participating project countries. – Technical reports and results from pilot. – National and multi-national reports developed by PISA participating countries and development 	<ul style="list-style-type: none"> – Developing countries are willing and able to use the enhanced instruments. – Relevant links established by countries between education targets at the primary and secondary levels and related to quality of learning. 	<ul style="list-style-type: none"> – Capacity to implement PISA may be lacking and considered “too costly” to support in developing countries. – Perceptions of PISA as an assessment geared for OECD countries and relevant only for OECD economies.

Narrative Summary	Objectively Verifiable Indicators – OVIs	Means of Verification -MOVs	External Factors (Positive Assumptions)	External Factors (Risks)
	improvement plans that include measures of learning outcomes for youth at the secondary education level.	partners.	–	– Perception that the value of PISA participation is “ranking” in the PISA “league tables”.
<p>OUTPUTS (RESULTS)</p> <ol style="list-style-type: none"> 1. Contextual questionnaires and data-collection instruments enhanced (system-level, for students, parents and schools) 2. Descriptive power of cognitive assessments enhanced (reading, mathematics and science) 3. An analytical framework and methodological approach for including out-of-school 15-year-olds in assessments developed. 4. Country capacity in assessment and analysis strengthened among participants. 5. Engagement established with developing countries and partners for peer-to-peer analysis and learning opportunities to support the UN-led post-2015 process. 	<ul style="list-style-type: none"> – Questionnaires and data collection instruments developed and trialled on schedule. – Item parameters, inter-coder reliability and scaling outputs comparable to main PISA studies. – Approaches to out-of-school children developed and trialled according to schedule. – National reports developed jointly by the OECD and participating countries that provide results and country-specific analyses based on policy priorities of countries. – Training in and support for assessment and analysis delivered to project country personnel. – Outreach activities, including meetings, workshops and an international seminar (Y3) implemented. 	<ul style="list-style-type: none"> – PISA for Development final report (narrative and technical). – Country report developed for each participating country. – Summary records and proceedings of meetings, technical workshops and international seminar. – Quarterly project statistical and narrative reports. – Quarterly supervision reports of project managers and contractors. – Final report on results at the end of Y3. 	<ul style="list-style-type: none"> – Ownership of process by national governments of participating countries and institutional support provided for implementation. – Steering Group and Expert Group functions effectively. – Institutional and technical partnerships established for deep expertise in thematic areas (e.g. with UNICEF and UIS for out-of-school youth). – PISA and results from pilot are considered in the UN-led discussions of the post-2015 process. 	<ul style="list-style-type: none"> – Sufficient institutional support is not provided by national governments and bureaucracies for efficient and effective implementation. – Significant parts of the population in participating countries, particularly among the most excluded and vulnerable, are not included in the project. – Some of the constructs used in PISA cannot be adequately applied, adapted or operationalised in some developing country contexts to ensure international comparability.
<p>MAIN ACTIVITIES</p> <ol style="list-style-type: none"> 1. Steering Group formed to provide technical and implementation guidance – Y1 2. Institutional and technical partnerships established – Y1 	<p>INPUTS (Budget): 2’914,133Euros</p> <p>A. Technical Development, Implementation, Analysis and Reporting: 2’715,875</p> <p>A1. Steering Group: 276,000</p> <p>A2. Instrument development, field trials, local assessment implementation and related</p>			

Narrative Summary	Objectively Verifiable Indicators – OVIs	Means of Verification -MOVs	External Factors <i>(Positive Assumptions)</i>	External Factors <i>(Risks)</i>
	<p>3. Expert group formed to oversee implementation: Y1</p> <p>4. International contractors awarded contracts: Y1</p> <p>5. Coordination and preparation for implementation between OECD, development partners and project countries: Y1</p> <p>6. Instruments designed, developed, translated/adapted, field-trialled, equated and validated: Y2-Y3</p> <p>7. Oversight, monitoring and coordination visits and meetings: Y1-Y3</p> <p>8. Engagement and contribution to UN-led post-2015 framework discussions regarding the potential role of PISA: Y1-Y3.</p> <p>9. Analysis and reporting of results to participating countries, including country-specific reports for each participating country: end of Y3</p>		<p>services: 1'225,000</p> <p>A3. Technical oversight, coordination, analysis and reporting: 960,339</p> <p>A4. Engagement for peer-to-peer learning and contribution to UN-led post-2015 process: 254,536</p> <p>Overhead: 198,259*</p> <p>B. In-country Operations per participating country (incurred by Ministry): 100,000**</p> <p><i>*This figure is an estimate and may vary depending on whether other contributions to the project are from state or non-state donors.</i></p> <p><i>**This may vary from country to country and arrangements will be between development partners and government ministries.</i></p>	