Building Capacity to Use Research Evidence (BCURE):

Data and Evidence for Smart Policy Design

Harvard University Center for Economic Research in Pakistan

BCURE Pakistan Civil Service Reform Policy Dialogue Report

Lahore, Pakistan March 20-21, 2014





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I. EXECUTIVE SUMMARY

Over the course of two days, Evidence for Policy Design (EPoD) at Harvard University, in collaboration with the Center for Economic Research in Pakistan (CERP), the National School of Public Policy (NSPP), and the Pakistan Planning Commission held the first Policy Dialogue under the Building Capacity to Use Research Evidence (BCURE) Program, funded by the UK Department of International Development (DFID). The event focused on Civil Service Reform on March 20 and 21, in Lahore, Pakistan.

The dialogue aimed at demonstrating how collaboration between academics and policy stakeholders can lead to evidence-informed policy. After showcasing on the first day of the dialogue an ongoing partnership between Punjab's Excise and Taxation Department and a team of international researchers based at Harvard University, Massachusetts Institute of Technology, London School of Economics, and Lahore University of Management Sciences, the second day focused on smaller, sector-specific breakout discussions between pre-selected policy stakeholders and lead academics. The five theme groups were:

- 1. Selection of Civil Servants and Education
- 2. Incentives and Revenue Collection
- 3. Information Technology Usage and Healthcare Delivery
- 4. Resource Allocation and Deployment for Police
- 5. Citizen Engagement and Property Tax.

The dialogue engaged a broad range of stakeholders to use EPoD's Smart Policy Design analysis framework to design policy interventions that could lead to future researcher and policymaker engagements. With representation from politicians, senior civil servants, and journalists, the dialogue generated interest in researcher-policymaker collaborations that can effectively address critical policy challenges in different sectors in Pakistan. The sub-groups on the second day of the dialogue have chalked out future courses of action that would lead to development of joint programs aimed at forging long term policy partnerships for evidence-informed policy making.

II. OVERVIEW OF THE BCURE PROGRAM

Greater use of data and research evidence by policymakers has the potential to dramatically improve policy effectiveness and contribute to poverty reduction and enhanced socio-economic wellbeing. The BCURE program at Harvard seeks to build a 'culture of evidence' where using evidence to inform policy decisions becomes the norm among a broad set of policy actors. Shifting the culture of policy making will require not only expanding technical capabilities but also enhancing motivation and incentives by building shared recognition of the value and usefulness of evidence. Informed by a rigorous assessment of the policy-making context, the program design incorporates several components, such as practical training for policy decision makers on how to use data and evidence, while showcasing the power of evidence through proof-of-concept pilot projects and policy dialogues. A brief summary of each of the four core components of the BCURE program at Harvard is given as follows:

- 1. **Needs Assessment:** A rigorous assessment of both training and capacity building needs as well as the conditions under which policymakers' intrinsic and extrinsic motivations promote data and research evidence in decision making.
- 2. **Training**: A scalable online training platform, building on recent developments in pedagogical methods as well as a participatory diagnosis of training needs carried out as part of the assessment activity.
- 3. **Pilot Projects:** Development and institutionalization of a pipeline for demonstration and pilot projects that will foster a more engaged and meaningful demand-driven approach to using evidence to inform policy.
- 4. **Policy Dialogues**: Forums for multi-directional dialogue, interactive problem solving and negotiation, and strategic coordination to advance policy through a shared understanding of the evidence base.

This multi-pronged and multi-level program is built on direct engagement with policymakers and partnerships with respected local research and policy organizations. A common model of engagement across India and Pakistan is adopted, with the specifics of the approach taken reflecting both each country's current level of institutionalization of evidence-informed policy as well as particular capacity building needs and opportunities expressed by end beneficiaries. The program design is based on the theory that in order for policy to be grounded in evidence, policymakers must have both the technical capabilities to access, appraise and apply data and evidence, as well as the motivation and incentives to do so. Changing norms around the role of data and evidence in policy making requires engaging a wide range of stakeholders and creating coordinated pressure for reform through informed debate. Highly visible successes in bringing evidence to bear on policy problems are crucial for building recognition within the policy community of the importance and value of more rigorous approaches.

The program activities, therefore, are designed to address these needs, increasing technical capabilities, motivation, and incentives to use evidence through five intermediate outcomes: 1) Increased experience with using data and evidence through applied learning; 2) Greater awareness of channels through which data and evidence can support decision making; 3) Embedded in-country capacity for training on evidence use; 4) Shared recognition of the value of rigorous over anecdotal evidence to inform policy debates; and 5) Strengthened policy networks, including influential champions committed to using evidence.

III. OBJECTIVES OF BCURE POLICY DIALOGUES

BCURE Harvard Policy Dialogues are designed to bring together key stakeholders from a broad range of policy arenas, which may include (but is not limited to): government, political parties, military, private sector, civil society, academia and the media in a consensus-building environment around specific policy issues. The dialogues provide a forum for multi-directional dialogue, interactive problem solving and negotiation, and strategic coordination to advance policy through a shared understanding of the evidence base. Participants are selected to ensure a meaningful dialogue and to help identify and strengthen a network of 'champions' for evidence-based policy. In addition, they serve the purpose of highlighting the success stories where using evidence in policy design through collaboration between policymakers and academics has led to smart policy designs and subsequently high-impact outcomes.

Each dialogue is designed to accomplish a specific set of goals in a particular policy context. To that end, the exact structure, make-up of the participants, and anticipated outputs will differ between each event. For instance, some, such as the first BCURE Harvard Policy Dialogue in Pakistan are two day events, while others may be conducted in a single day. Some may focus more on smaller breakout groups, while others will be principally held in a larger forum. Still, all Policy Dialogues aim to achieve the following objectives:

- 1. Demonstrate the value of policymaker and researcher collaborations for evidence-informed policy-making;
- 2. Share pertinent research evidence to generate discussion and consensus for potential policy interventions or reforms;
- 3. Help catalyze future engagements, often in a particular policy sector, which aim to solve critical policy problems with an evidence-based approach. In many cases, partnerships developed in the policy dialogue will feed into the pilot projects under the BCURE Harvard program or other forms of continued interaction.

A key to the success of such dialogues is the selection of participants to ensure that they are interested in engaging in the constructive nature of the dialogue and capable of turning the findings and decisions into action. Therefore, design of the dialogue involves an extensive pre-workshop planning and communication stage during which key stakeholders are consulted to solicit their input on the workshop content, structure and objectives.

IV. POLICY DIALOGUE ON CIVIL SERVICE REFORM IN PAKISTAN

Overview

The first Policy Dialogue under the BCURE program tackled the challenge of Civil Service Reform in Pakistan. The event was held on the 20th and 21st March, 2014 in Lahore, Pakistan, and was delivered in collaboration with a number of local partners and international researchers.

Theme

The theme of Civil Service Reform was selected to address the key governance challenge in developing countries - and in Pakistan in particular – of effectively mobilizing public sector human resources to provide quality public services. The dialogue therefore focused both on issues of

screening/selection of public servants as well as performance incentives, focusing specifically on new evidence on the impact of pay-for-performance and monitoring schemes in the public sector, and on the effect of wages and other job characteristics on the selection and behavior of individuals in the civil service. This evidence is being generated through research projects already underway in Pakistan through collaborative arrangements between researchers based at EPoD, affiliates at CERP, and key policymakers within the government.

Partners

The dialogue was jointly designed and organized in collaboration with one of BCURE Pakistan's consortium partners, the National School of Public Policy (NSPP). NSPP is uniquely positioned in the Pakistani context as it delivers, directly or through its constituent academies, training to federal, provincial and district level civil servants in Pakistan. This particular position that NSPP enjoys and the collaborative arrangement between Harvard, CERP and NSPP, facilitated the engagement between academics and senior civil servants attending the school, as well as other policy actors and politicians.

In addition, the dialogue was co-hosted by the Planning Commission, as a key partner in the public policy space in Pakistan. The Federal Minister for Planning, Development and Reforms attended the concluding session of the dialogue in which the breakout groups presented a summary of their discussions in plenary.

Participants

Participants included a broad set of actors that shape policy discourses and influence decisions – including politicians, government officials, journalists and local and international academics. The group additionally included 50 members of the National Management Course at NSPP, comprising of Pakistani bureaucrats at BS-20 level (the most senior group of bureaucrats trained by the government).

In total there were 131 participants on Day 1 and 79 participants on Day 2.

Approach

The first day of the two day dialogue aimed to establish the value of collaboration between policymakers and researchers for designing evidence-informed policies, utilizing the case study of an existing project underway in Pakistan. The second day focused on group discussions between senior civil servants, researchers and other key stakeholders in small, issue-specific break-out groups. The underlying approach for both days encouraged participatory discussions and interactive problem solving to achieve strategic coordination to advance policy through a shared understanding of the evidence base.



Day 1: The Value of Policymaker-Researcher Partnership

The first day of the dialogue highlighted the case of an on-going and successful collaboration between the Excise and Taxation Department of the Government of Punjab and international researchers based at Harvard University, Massachusetts Institute of Technology the London School of Economics, and the Lahore University of Management Sciences (a.k.a. the Tax Project).

Structuring the first day of dialogue around a single live project sought to achieve two main goals. First, it demonstrated the value of such collaborations, including:

- The rigorous data and research evidence that has been generated through this collaboration;
- How this evidence has been effectively utilized to redesign the policy structure within the department;
- The beneficial by-products of engaging in a policy-research project, such as digitized and visualized administrative data; and
- The buy-in it has been able to achieve from key stakeholders, many of whom spoke at the event.

Second, it generated interest and built momentum for meaningful discussions on Day Two.

The structure involved joint presentations and panel discussions by current and past officials who were involved in the project and the academics who worked with the policymakers to design and test the policy. The objective was to illustrate the collective impact these partnerships can have, and also to build a shared recognition of the value and usefulness of data and evidence in the policy making process.

Day 2: Engagement on Salient Policy Issues in Break-out Groups

The second day of the dialogue was designed to match researchers who focus on specific topics with

policymakers who work in that field to discuss the broader research evidence base and facilitate future collaborative partnerships. Having small and intensive break-out discussion groups enabled policy actors to think about how evidence can be applied at each stage of the policy process. The division of participants within different groups was based on extensive pre-dialogue engagement of CERP and lead academics with potential partners who were considered most relevant to the sector-specific policy issues.

Each breakout session took a particular theme and worked through the Smart Policy Design analysis framework developed at Evidence for Policy Design, and taught in many courses at the Harvard Kennedy School and elsewhere. The framework includes five main steps: identifying the problem, diagnosing the underlying cause, designing feasible policy solutions based on theory and evidence (including data collection monitoring feedback loops), implementing and testing solutions through rigorous evaluation, and refining the policy based on inputs from the evaluation *and* monitoring data.

Given time constraints for this policy dialogue, each group focused on the first three steps: developing a problem statement, diagnosing the underlying causes, and designing a policy intervention. Each group was tasked with building out three slides (one for each step) as well as a fourth slide outlining the actionable next steps that the group would need to take to turn their discussion into a research-policy engagement. The slides then served as the basis for each group's presentation of their work to all participants during the final session of the Dialogue.

The goal was not simply to go through the academic exercise of designing a hypothetical policy, but rather to develop the groundwork for a real on-going partnership. The groups included:

Sub-Group 1: Selection of Civil Servants and Education

Participants in this sub-group focused on various strategies to affect teacher recruitment so as to benefit child learning. It also raised wider questions as to how the evidence from the education sector has a bearing on hiring and recruitment across different policy areas in the civil service.

Sub-Group 2: Incentives and Revenue Collection

This sub-group looked at various strategies to increase tax revenue collection, and discussed how lessons learnt from EPoD/CERP's collaborative research project with the Punjab Excise and Taxation Department could be applied to related departments. In particular, the group focused on customs – an area notorious for corruption – and developed possible ways to break that pernicious cycle.

Sub-Group 3: Information Technology Usage and Healthcare Delivery

This group focused how the health sector can recognize and integrate creative, real-time data into programs and policies. Based on a project being developed by BCURE Assessment Lead, Michael Callen, in collaboration with Health Sector Reform Program, various strategies to improve efficiency of service delivery in public sector using technology-based solutions were discussed, specifically with regards to facilitating the anti-polio campaign.

Sub-Group 4: Resource Allocation and Deployment for Police

Group four discussed how civil service departments can use data to better determine how to allocate resources – especially human resources – across time and space. Based on an ongoing policy research project with the Punjab Police Department, it employed the research and analysis done by fellows at CERP and the Institute for Development and Economic Alternatives (IDEAS) on policing with crime hot-spot data to recommend effective policing strategies.

Sub-Group 5: Citizen Engagement and Property Tax

This session examined citizens' social compact with the state and the citizens' willingness to contribute to the state in lieu of being provided services. The discussion was conducted in the context of property tax due to the direct link between such (local) taxes and local public good provision. Potential revisions to the incentive structure and reforms within the tax collection agencies that can be utilized to increase citizens' willingness to pay taxes were also discussed.

Following the breakout discussions, a concluding session was held in which the five breakout groups presented back their slides (problem statement, diagnosis of underlying causes, and policy intervention design) in plenary.

V. TRACKING PROGRAM IMPACT—FROM OUTPUTS TO OUTCOMES

In order to evaluate the efficacy of the Dialogue, learn best practices, and gather information on their contributions to strengthening and embedding in-country capacity to access, appraise and apply rigorous data and evidence, a survey was administered to all the participants of the dialogue, including members of the audience who were participants of the National Management Course (NMC) at NSPP. Given that these members are senior civil servants involved in high-level policy making within their respective sectors, their responses are crucial to determining how these dialogues are making a difference in their views on smart policy making. Key results from the survey include:

- 76% of the delegates from the NMC indicated that they would want to attend if a similar event were held in the future.
- 58% of the delegates from the NMC indicated that they were more likely to consider/suggest collaboration with a researcher after the event compared to their feelings before they attended the dialogue (34% were 'neutral').

In addition, each of the sector-focused sub-groups on the second day of the Dialogue led to either new reform projects or made advancements on early-stage researcher-policymaker engagements. These collaborations and projects are each in different stages of development. Some will get added onto on-going work, while others are still flushing out the nature of the proposed project. Nonetheless, all serve as great opportunities for policymakers to engage with researchers to learn the value of research evidence and the technical skills to use it. EPoD is tracking these developments through regular communication with the researchers and interviews with the policy counterpart.

Overview

The dialogue was successful in generating significant interest with stakeholders in Pakistan's policy space on how evidence-informed policies could potentially lead to reforms in the civil service. This was evident by the large number of senior policymakers and civil servants who participated on both days of the dialogue and their enthusiastic engagement in the sessions. There was a significant presence from participants of the National Management Course at NSPP, who attended both Day 1 and part of Day 2 of the dialogue. Their participation will be particularly important in planning for future policy dialogues and other BCURE activities, such as trainings and pilot projects, aimed at fostering long-term partnerships with actors in the domestic policy communities.

The following specific lessons emerged relating to the design and execution of the policy dialogue:

Pre-dialogue Engagement

Pre-dialogue engagement and planning between the academics and members of their respective subgroups was extremely important. This engagement allowed the groups to hit the ground running through problem-focused conversations in the break-out sessions without needing to spend time on the ordinary preamble to such discussions. While not all policy dialogues will include breakout groups of this exact same nature, it is an important lesson nonetheless.

Selection of Participants

The diverse but relevant backgrounds of the participants allowed substantive inputs to the potential design of policy interventions, and also determined the strategic and operational feasibility of such recommendations. This exchange was particularly productive because of the active involvement of lead academics in engagements both before and during the dialogue. Perhaps the most encouraging aspect of the breakout groups was that the policy stakeholders within every sub-group led the discussions on narrowing down the problem and identifying potential solutions, with the academics facilitating the discussions by providing input on the relevant research evidence and on the design of potential interventions. This was beneficial in not only putting forward evidence-informed, *localized* solutions to these problems, but also in creating a network of champions for evidence-based policy making within the larger policy space in Pakistan.

Audience Size

A large audience on both days of the dialogue, particularly with the participation of the members of the National Management Course (NMC) posed a design challenge as it limited the ability of speakers and panelists to actively engage all the participants, particularly on Day 1. One of the major factors that created this limitation was that participants of the NMC came from a variety of different sectoral backgrounds. Such a large group also made it impossible to include every member of the NMC in Day 2 sub-groups. As a result, we invited NMC participants who were directly involved in a

policy area discussed in Day 2 to join that group, while NSPP conducted alternate activities with the remainder of the NMC cohort for most of the second day of the event. The tradeoff, of course, was that a larger audience – especially of high-ranking civil servants – increased the exposure of the ideas, methods and lessons from the dialogue. Lengthy question and answer sessions during both the first day and the presentations of from the breakout groups at the end of the second day proved an effective way of including the broad range of participants.

Scheduling and Availability of Bureaucrats

In addition, scheduling was one of the major logistical challenges as most of the participants were senior civil servants with intensive official engagements. Several changes had to be made to panels and composition of the sub-groups to accommodate changes in participants' schedules and availability. Many bureaucrats were unable to commit until a day before the event or on the day itself; a common refrain was "If I can, I will attend but not if my supervisor tells me to do something else that day". In future dialogues, it will be important to remain flexible enough with the panel composition to be able to accommodate last-minute changes.

While these small hurdles created challenges, they also created learning opportunities for the EPoD BCURE team as we continue to refine and improve on the design of our policy dialogues. Perhaps the biggest lesson of the dialogues was that there is no single template that will work in all contexts and each Policy Dialogue needs to be strategically planned in accordance with the desired outcomes and participants.

Annex 1-Detailed Agenda

	DAY 1-	-Thursday, March 20 th , 2014
	Research Partner	<u>The Value of Policymaker</u> ships-CERP's Property Tax Collection Project
	08:30 AM-09:00 AM	Registration & Tea
1	09:00 AM-09:10 AM	Recitation from the Holy Qur'ān.
2	09:10 AM-09:30 AM	Inaugural address by Dr. Asim Khwaja which will provide an overview of <i>policymaker-researcher</i> engagement model that will be explored and explained throughout the two days of the dialogue. Apart from presenting an outline of different sessions of the dialogue, he will also delve on the overall objectives and creation of potential opportunities for research policy engagements.
3	09:30 AM-09:45 AM	Welcome address by Mr. Ismail Qureshi, Rector, National School of Public Policy.
4	09:45 AM-10:00 AM	Opening Address by Dr. Musadik Malik, Advisor to the Government of Pakistan on Energy
5	10:00 AM-11:00 AM	Session 1 Overview of the Conference: Learning Together – Policymaker and Researcher Engagements Led by senior policymakers and academics, this session will utilize CERP's Property Tax Project as an example to highlight the value of research-policy engagements for policymakers such as a well-designed policy through collective learning, legitimization of policies through research and Randomized Experiments where academics bear the cost, and potential for scaling-up effective policies. These values would be discussed in detail during different sessions of the dialogue. The session will be concluded with a panel discussion on experiences of senior policymakers associated with the Property Tax Project.
		Key Speakers:Dr. Asim Khwaja (Havard University)

	11:00 AM-11:15 AM	 Dr. Adnan Qadir Khan (International Growth Centre) Key Panellists: Mr Shumail Khwaja, Commissioner for Gujranwala (former Secretary for Excise & Taxation, Punjab) Mr. Khalid Masood Chaudhary (Secretary, Excise and Taxation) Dr. Ijaz Nabi (International Growth Center) Dr. Benjamin Olken (MIT)
		Session 2:
		The Added Value of Collaborative Work
6	11:15 AM-12:15 PM	During this session, panellists will elaborate on the power of collaborating efforts towards developing problem statements and designing solutions. The discussion will cover different critical aspects related to this collaboration, such as how the research frontier is reached and policy/financial feasibility maintained during the process. In addition, Mr. Imdad Bosal, Implementation Secretary at Chief Minister's Secretariat will talk about how researchers can act as brokers and facilitate dialogue <i>between</i> different departments such as Finance, P&D and Tax. Mr. Masud ul Haq and Mr. Akram Gondal from Excise and Taxation Department will discuss Financial aspects of this collaboration, such as the cost of research, highlighting how cost-effective and relatively cheap this partnership is with the academics bearing the cost as compared to consultants. The discussion will be linked to instruments for tax collection such as the Automated Tax Server and digital database, and departmental survey with link to tax calculator.
		Key Speakers:
		 Mr. Imdad Bosal (Implementation Secretary, Chief Minister's Secretariat)
		 Mr. Masood ul Haq (Project Director, Excise and Taxation Department)
		Moderator:
		 Mr. Mujtaba Piracha (Institute of Development Studies, University of Sussex)
	12:15 PM-01:15 PM	Lunch

		Session 3:
		Beneficial By-Products, utilizing a case study on Data Visualization
7	01:15 PM-02:30 PM	Using the data collected through the Property Tax Project, Mr. Masood ul Haq (Director Excise and Taxation Department and Project Director Property Tax Project) along with the Project team at CERP will provide an overview of the process of data digitization and its benefits to the department. The team will present the "UIPT Data Visualization Tool" showcasing its effectiveness for monitoring and evaluation.
		Key Speakers:
		 Mr. Masood ul Haq (Director Excise and Taxation Department, Project Director Property Tax Project) Mr. Osman Anwar ul Haq (Project Coordinator, CERP)
		• Mr. Obeid ur Rehman (Research Associate, CERP)
		• Mr. Zahir Ali (Research Associate, CERP)
		Mr. Turab Hassan (Research Associate, CERP)
	02:30 PM-02:45 PM	Break
		Session 4:
		Catalyzing Future Policy Interventions
		This session will be focused on helping policymakers with existing or new reforms. For this purpose, speakers will be utilizing two case studies: (1) Merit-based transfers within the civil service, and (2) the new social contract on taxpayer compliance and local public investments.
8	02:45 PM-03:30 PM	Key Speakers:
		Dr. Asim Khwaja (Harvard University)
		• Dr. Adnan Khan (The International Growth Centre)
		Mr Shumail Khwaja, Commissioner for Gujranwala (former Segretery for Excise & Texation, Busis)
		(former Secretary for Excise & Taxation, Punjab)Mr. Masood ul Haq (Director Excise and Taxation)
		Department, Project Director Property Tax Project)
		• Mr Akram Ashraf Gondal, Director Region A, Punjab
		Tax and Excise Department

9	04:00 PM-04:15 PM	Dr. Asim Khwaja (Harvard University) will lead the session in plenary. This session will begin with an overview 5-slide framework that provides a structured approach towards addressing a policy problem.
10	04:15 PM-05:00 PM	 Session 5: Strategy Break-out Sessions for Day 2 After the session in plenary by PDr. Asim Khwaja, participants will be divided into smaller groups to develop a slide on problem statements in collaboration with academic leads, the first stage of this framework. These problem statements will be used on Day 2 for discussions in break-out sessions on the remaining stages of this framework, to be done in sub-groups. The following academic leads will manage breakout group discussions: Dr Tahir Andrabi (Pomona College) Dr Adnan Qadir Khan (The International Growth Centre) Dr Michael Callen (University of California, Los Angeles) Dr Ali Cheema (Lahore School of Management Sciences) Mr. Raza Rumi (Jinnah Institute)

		Y 2-FRIDAY, MARCH 21 ST , 2014 gagement on Salient Policy Issues Break-out sessions
	09:00 AM-09:15 AM	Overview of Day 2 Sessions
		Session 1:
		Developing /Validating a Theory
1	09:15 AM-10:45 AM	Using the problem statements developed in session 5 of day 1, participants will actively engage with their lead academics on validating their problem statements with theory, with the goal of producing 1-2 slides to present to the entire group in the afternoon. The purpose of this sub-group activity is to walk participants through the process of developing a theory by experientially doing so with their problem statement.
	10:45 AM-11:00 AM	Break
		Session 2:
		Designing an Intervention
2	11:00 AM-01:00 PM	Academics will facilitate discussion in sub-groups on possible interventions that align with the theory and have the potential to solve the problem from the original problem statement, prepared in sub-groups during engagement between policymakers and the lead academic. Participants will be developing 1-2 slides for later presentation.
	01:00 PM-02:30 PM	Break for Lunch and Friday Prayers
		Session 3:
		Concluding Session
3	02:30 PM-04:15 PM	The second day will conclude with a final session where all groups will convene to present their slides to the entire group. This will be followed by an open dialogue to discuss the conclusions and lessons. The academics will then present their preliminary thoughts on empirical design/methodology to show how a joint venture could look, with a brief mention of the importance of leveraging results for policy improvements. The session will be managed by Dr. Asim Khwaja and presided over by the Federal Minister for Planning, Development and Reforms, Mr. Ahsan Iqbal.
4	04:15 PM-04:30 PM	Concluding address by Chief Guest, Federal Minister for

Planning, Development and Reforms, Mr Ahsan Iqbal.
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