

***Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)***

Final Report  
Volume IIc

December 2010

*Evaluation for the European Commission*







European Group for Evaluation EEIG  
Germany



PARTICIP GmbH  
Germany

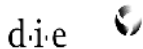


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Framework contract for

**Multi-country thematic and regional/country-level  
strategy evaluation studies and synthesis in the area  
of external co-operation**

**LOT 2:**

**Multi-country evaluation studies on social/human  
development issues of EC external co-operation**

**Ref.: EuropeAid/122888/C/SER/Multi**  
Contract n° EVA 2007/social LOT2

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**December 2010**

***This evaluation was carried out by  
Particip GmbH***



The core evaluation team was composed by: Georg Ladj (Team leader), Wim Biervliet, Armand Hughes d'Aeth, François Orivel, Peter Christensen.

The evaluation was managed by the Joint Evaluation Unit (EuropeAid, DG DEV and DG Relex).

This report has been prepared by Particip GmbH. The opinions expressed in this document represent the views of the authors, which are not necessarily shared by the European Commission or by the authorities of the countries concerned.



# Thematic global evaluation of European Commission support to the education sector in partner countries (including basic and secondary education)

## *Final Report*

The report consists of two volumes:

**Volume I: Final Report**

**Volume II: Annexes**

<b>VOLUME I: DRAFT FINAL REPORT</b>
Executive Summary
1. Introduction
2. Methodology
3. Main Findings and Analysis: Answers to the Evaluation Questions and overall assessment of the EC Strategy
4. Conclusions and recommendations
<b>VOLUME II: ANNEXES</b>
<b>VOLUME IIa: DETAILED ANSWERS TO THE EVALUATION QUESTIONS</b>
Annex 1: Detailed answers to the Evaluation Questions
<b>VOLUME IIb: MAIN INDIVIDUAL ANALYSES</b>
Annex 2: Inventory and typology of EC support to basic and secondary education
Annex 3: EC Support to the education sector in partner countries: Results of the survey to EUDs
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Country Note: Bangladesh

August 2010

*Evaluation for the European Commission*







European Group for  
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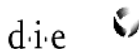
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(including basic and secondary education)**

**Country note Bangladesh**

**August 2010**

**Prepared by:**

**Armand Hughes d'Aeth & Mohammad Abdul Mannan**

**This evaluation was carried out by  
Particip GmbH**



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### List of abbreviations

ADB	Asian Development Bank
ADEO	Assistant District Education Officers
ADPEO	Assistant District Primary Education Officer
ATEO	Assistant Thana Education Officer
BANBEIS	Bangladesh Bureau of Educational Information and Statistics
BEP	BRAC Education Programme
BISE	Board of Intermediate and Secondary Education
BNFE	Bureau of Non Formal Education
BRAC	Bangladesh Rural Advancement Committee
CAMPE	Campaign for Popular Education
CHT	Chittagong Hill Tracts
CIDA	Canadian International Development Agency
CSE	Country Strategy Evaluation
CSP	Country Strategy Paper
DAM	Dhaka Ahsania Mission
DCI	Development Cooperation Instrument
DfID	Department for International Development
DNFE	Directorate of Non-Formal Education
DPE	Directorate of Primary Education
DPEO	District Primary Education Officer
DP	Development Partners
DSHE	Directorate of Secondary and Higher Education
EC	European Commission
EFA	Education for All Initiative (co-ordinated by UNESCO)
ELCG	Education Local Consultative Sub-Group
EMIS	Education Management Information System
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoB	Government of Bangladesh
GPI	Gender Parity Index
HDI	Human Development Index
HRD	Human Resources Development
HSC	Higher Secondary Certificate
HSTTI	Higher Secondary Teachers Training Institute
ICB	International Competitive Bidding
ICT	Information and Communication Technology
IDA	International Development Association
IER	Institute of Education and Research of Dhaka University
IFPRI	International Food Policy Research Institute
JARM	Joint Annual Review Missions
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MDA	Mid-Decade Assessment
MDG	Millennium Development Goals

MOPME	Ministry of Primary and Mass Education (Bangladesh)
MIP	Multiannual Indicative Programme
MoU	Memorandum of Understanding
MS	Member State
MTR	Mid Term Review
NAEM	National Academy for Educational Management
NAPE	National Academy for Primary Education
NCTB	National Curriculum and Textbook Board
NER	Net enrolment Ratio
NFPE	Non-Formal Primary Education
NGO	Non-Governmental Organisation
NPA	National Plan of Action II
OECD	Organisation for Economic Co-operation & Development
PCR	Primary Completion Rate
PEDP	Primary Education Development Programme
PIU	Project Implementation Unit
PRIME	Primary Initiative in Mainstreaming Education
PROMOTE	Programme to Motivate, Train & Employ Female Teachers in Rural Secondary Schools
PRSP	Poverty Reduction Strategy Paper
PTIs	Primary Training Institutes
PTR	Pupil/teacher Ratio
ROM	Results-Oriented Monitoring
SBS	Sector Budget Support
SCF	Save the Children Fund
SIDA	Swedish International Development Cooperation Agency
SLIP	School Level Improvement Plans
SMC	School Management Committee
SSC	Secondary School Certificate
SWAP	Sector-Wide Approach
TA	Technical Assistance
TEO	Thana Education Office
Tk	Taka (currency of Bangladesh, BTD)
TTC	Teacher Training College
TTTC	Technical Teacher Training College
TVET	Technical and Vocational Education and Training
UCEP	Underprivileged Children's Educational Programs
UEC	Upazila Education Committee
UEO	Upazila Education Office
UNICEF	United Nations International Children's Emergency Fund
UNIQUE	Up-scaling Non-formal primary education through Institutionalizing Qualitative Endeavour
VTTI	Vocational Teacher Training Institute
WB	World Bank
WSD	Whole School Development

## 1 Introduction

The purpose of the evaluation is to assess “to what extent the Commission assistance has been relevant, efficient, effective and sustainable in providing the expected impacts to the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner Governments' priorities and activities as well as with international legal commitments in education.”

It is noted that the period of evaluation is from 2000 to 2007. However acquisition of quantitative and qualitative data during the field phase also included data for the period 2008-2009 with regard to activities undertaken during the 2000-07 evaluation period in an effort to assess the impact of EC support given that impact assessment of the 2000-07 programmes take a longer period than outputs and outcomes to become manifest.

The field visit to **Bangladesh** had the following objectives:

- To collect additional information in order to answer the Evaluation Questions (EQs) and Judgement Criteria (JCs);
- To evaluate eventual hypothesis formulated at the end of the desk phase;
- To assess if there is need for further research and interviews to prepare the synthesis report, and in particular the sections on conclusions and recommendations.

The purpose of the note is to summarise the findings from the field visit in order to feed into the synthesis report. By no means, this note should be considered as a country evaluation or a self-standing impact evaluation.

The reasons for selecting Bangladesh as one of the field studies was because it had a spread of EC support over time within the ALA sector, high importance of country portfolio and mix of modalities .

The field visit and report write-up was undertaken between 08 to 17 May 2010 with local organisational support provided by ADSL.

Besides collecting additional evidence related to answering the EQs, the field visit to Bangladesh has specifically looked into the following aspects:

<b>Country</b>	<b>Research focus – additional insights</b>
Bangladesh	<ul style="list-style-type: none"> <li>• What has been achieved with a strong and continuous focus on primary education over the entire evaluation period and ECs role in this</li> <li>• How well has that been complemented by Non-formal Education (NFE) to reach out to disadvantaged groups and out-of-school youth and to increase literacy and life skills (also related to secondary education). In how far has there been a shift from a parallel NFE system into an integrated provision</li> <li>• How does support via trust funds work in the different stages of programming and implementation cycle (PEDP II trust fund via ADB), what is the complementarity to / synergy with direct support. Bottlenecks?</li> </ul>

A mid-period snapshot of education in Bangladesh (i.e. between 2000 and 2007 in the Interim Poverty Reduction Strategy (IPRS:2003 and Reduction Strategy Paper: 2005) indicates that “Deprivation from education itself is a key element of poverty. The number of poor people deprived of education is disproportionately high ... (and that) ... the quality of education has deteriorated especially in institutions where the children of the poor families go”.

A substantial part of EC support to Bangladesh during the period of assessment (2000-2007) was through non formal education which targeted the poor and hard-to-reach and therefore aligned to a pro-poor orientation.

However, the reliance on NGOs (especially BRAC) to strengthen the provision of education to poor, remote areas led to an emerging almost parallel education system which might be considered as an indication of poor sustainability. Both the donors (including the EC) and the Government of Bangladesh recognised the problems this may cause and tried to address the situation. The Government PRSP (2005) proposed that a national policy for non-formal education should be adopted and that a regulatory framework should be established. EC support strategy increasingly sought to encourage the mainstreaming of non formal education with GoB oversight.

It is against this contextual backdrop that EC support to Bangladesh is assessed.

The key research areas centre on the following two topics:

1. How appropriate is it to work through the Non Formal Education sector to promote quality Basic Education for all?

A major focus of EC support has been on promoting the relevance and quality of primary education through non-formal education given the problems faced within the formal primary education sector and poor levels of achievements in reaching MDG and EFA targets. It is to be noted that EC support has mostly and consistently focused on primary education during the period of assessment.

Working hypothesis:

Support to the non formal basic education sub-sector can substantially contribute to the attainment of MDG and EFA targets when the formal sector cannot meet its commitments to provide quality education for all.

2. Has the adoption of a sector-wide approach (SWAP) under the PEDP 2 programme in Bangladesh served to maximise the EC's contribution to improve primary education?

This leads to a working hypothesis that EC support has sought to achieve increased coordination and complementarity with other development partners. As such, it entered into a pooled funding arrangement with 11 Development Partners led by the Asian Development Bank to fund the Second Primary Education Development Programme (PEDP II) which represented a major step in consolidating Development Partner support for primary education. However the arrangement poses some challenges related to issues of compliance to the different procedural requirements of Development Partners and which does not always serve to promote the most streamlined system.

Working hypothesis:

The benefits of a pooled funding arrangement for PEDP II have facilitated EC support with regard to delivery of quality of basic education and given value-addedness to its funding.

## **2 Data collection tools and methods used (their limits and possible constraints)**

The following data collection tools were used:

- On-line survey questionnaire to the EC Delegation
- Document reviews
- Semi-structured interviews with informants
- Field visits to educational institutions to assess reliability of information and to triangulate findings

Some problems of information gathering have to be noted:

1. The Joint Annual Review Meetings were in session thus arrangements to hold meetings with relevant stakeholders were a problem.
2. Government officials were no longer in place so there was little institutional memory of programmes that had been undertaken. In some cases there seemed to be conflicting opinions and information - e.g. on issues concerning the adequacy of management information systems.
3. Government record keeping was deemed to be poor and access to relevant materials was found to be difficult.
4. Time allocation to undertake the Country Note is very limited, thus a number of issues could not be followed up in the desired depth.

### 3 Short description of the education sector in the country<sup>1</sup>

The education structure consists of a formal sub-system and a non-formal sub-system. Both sub-systems also have parallel religious streams. The Ministry of Primary and Mass Education (MOPME) is responsible for basic education, comprising formal free and compulsory primary and literacy and non-formal education.

More than 700 NGOs are active in non-formal education, with some of them organising and managing formal primary schools as well. The private sector manages the English medium schools.

#### 3.1 Formal Education sub-system

Formal education is defined as “the institutionalised, hierarchically structured, chronologically graded education system starting from primary to post-primary levels of education” (BANBEIS, 1999).

Formal basic education usually comprises the primary school grades, but may extend to grade 8 level, as many countries, including India, have extended ‘basic education’ to grades VIII, IX and even X (as in the Philippines). Thus, formal education comprises ‘an institution, hierarchically structured, and sequentially graded continuous ‘ladder’ of full-time education, and beginning at age 6 and continuing through 20/25 years of age’.

Bangladesh offers formal education at four levels: an informal early childhood education in formal schools, primary education, secondary education (comprising junior secondary, secondary and higher secondary) and tertiary education from bachelor’s onward. Madrasah or Islamic religious education follows the same structure. Primary education covers a cycle of five years (grades I-V), secondary education covers seven years (grades VI-XII, 3+2+2 years). Bachelor’s degree takes two years (pass course) and Honours’ degree (3/4 years). Some of the universities have recently introduced a 4-year bachelor’s honours course. It takes two years to get a Master’s degree (MSS, M. Sc, M. Com, and MBA.) with a bachelor’s (pass) and one year with a bachelor’s (honours) degree. Post-Master’s education takes 2-5 years, depending on the discipline pursued. A parallel system of formal religious education (Islamic) is offered through madrasahs.

The levels of education and average age ranges of students are shown below.

Table 1: Stages of Formal Education

<b>Stages of formal education and relevant average age range of students</b>	<b>Typical Age Range (approx.)</b>
Early Childhood Education (Play group/ Nursery/Non-formal)	3-5 years
Primary Level Education, Grades I-V (5 years course)	6-10 years
Junior Secondary Education Grades VI-VIII (3 years course)	11-13 years
Secondary Education (Secondary School Certificate - SSC) Grades IX-X (2 years course)	14-15 years
Higher Secondary Education (Higher Secondary Certificate (HSC), Grades XI-XII (2 years course)	16-17 years
Bachelor’s Degree (General Education) (2 years Pass and Honours 3/4 years)	18-19/20 years
Masters Degree, (General Education) (1 year with Honours/2 years with bachelor’s pass course)	19/20-21 years
Bachelor’s Degree (Professional Education – Agriculture, Engineering, Medicine) (4-5 years)	18/19-22 years
M. Phil (2 years)	23-24
Ph. D (3-4 years)	23-25/26

#### 3.2 Non-Formal Education (NFE) Sub-System

Non-formal education is *defined* as “any organised educational activity outside the established formal system that is intended for specific objectives and to serve an identifiable clientele” (BANBEIS, 1999).

The NFE Policy Framework approved and instituted by the Government in 2006 defines NFE as: “Non-formal education is a purposeful and systematically organised form of learning that generally occurs outside the formal educational institutions. It is designed to meet the learning needs of educationally disadvantaged persons of different ages and backgrounds, flexible in terms of organisation, time and place and may cover basic and continuing educational programs to impart basic literacy, in-

<sup>1</sup> A more detailed description is provided in the annex.

cluding life skills, work skills, general culture, and facilitates lifelong learning and enhancement of earning capabilities for poverty reduction. It ensures equity in access and human resource development; it may or may not follow a "ladder" system, and may be of varying duration".

NFE sub-system in Bangladesh, as elsewhere, cover four types of non-formal learning by age ranges as shown in tabular form below.

Table 2: NFE sub-system

<b>ECCE (Age group 3-5 years)</b>	<b>NFBE (6-14 years)</b>	<b>Adult Literacy (15 + years, generally 15-45 years)</b>	<b>CE and life-long learning opportunities</b>
It can be provided at both Family and Community levels. Introduces children to pre-school education and deals with their health, nutritional and personal, motor and mental development needs	It provides a safety net and a second chance to un-enrolled and dropout children of primary school and adolescents (age-group 6/7-10 and 11-14 years)	Provides NFE covering literacy, numeracy, life skills for Youth and Adults (age-group 15-45), consisting of three levels: I. Basic level II. Middle level III Self-learning level, And special work skills training for 15-24 age group	Types of Continuing Education: I. Post-Literacy Programme II. Vocational Education/Livelihood skills Training Programme III. • Equivalency Programme IV. Quality of Life Promotion Programme V. Individual Interest Promotion Programme, Vi. Future-Oriented Programme

ECCE = Early Childhood Education, NFBE = Non-Formal Basic Education, CE = Continuing Education

#### 4 Findings on EC support to the education sector

##### 4.1 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?

The Constitution of the People's Republic of Bangladesh provides overall directives for formulating development policies, setting goals, and strategies. In the Memorandum for Bangladesh Development Forum, 2000-2001, the GoB recognised the multi-dimensional aspects of poverty which led the GoB to commit itself to the promotion of a pro-poor environment. Bangladesh's official Programme of Action 2001–2010, prepared for the 3<sup>rd</sup> UN Conference on Least Developed Countries in May 2001, committed the country to focus national policies within the next decade on a significant reduction in extreme poverty and developing human resources to support long-term development.

EC support to the government's poverty reduction policy programme was consonant with Council Regulation 443/92 of 25 February 1992 on financial and technical assistance and economic co-operation with the developing countries of Asia and Latin America. This identified the following areas of support: human development, (targeted primarily towards the poorest sections of the populations), sustainable development, and measures to increase participation of women.

The CSP 2002-06 clearly states that "the overall objective of EU co-operation with Bangladesh is to helping the government to reduce poverty and contributing towards the country's integration into the world economy". This was also aligned with the EU-Asia strategy of promoting development in the region and the EU should "strengthen our efforts towards poverty reduction, particularly in the poorest countries".

In respect of sound pro-poor sector education policy framework, the key policy documents that set the policy context include EC Country Strategy Paper 2007-2013 (CSP), the Multiannual Indicative Programme 2007-2013 (MIP), the Development Cooperation Instrument (DCI), the Millennium Development Goals, National Plan of Action II (2003-2015), the Poverty Reduction Strategy Paper (2005), and the Non Formal Education Policy 2006. The EC supported NGOS (especially BRAC) contributed considerably in the formulation of Non Formal Education Policy which has a deep-rooted pro-poor approach.

Analysis of Country Strategies Papers (CSP 1: 1993-1998; CSP 2: 1999-2001; and CSP 3: 2002-2006) of EC support to Bangladesh indicates a gradual shift towards explicit poverty reduction strategies with education being a focal sector of support. The focus of the second EC strategy (1999-2001)

was on access to quality non-formal primary education and aligned to the achievement of the EFA Goal 2 – Achieving Universal Primary Education and the Millennium Development Goals (**JC11**: Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives).

The EC's second CSP targeted increasing emphasis on co-operation with Non Governmental Organisations (NGOs) but the emphasis of the third EC strategy (2002-2006) was also on primary education but within the formal education system given that there had been an undue reliance on working through NGOs (e.g. BRAC) rather than through government channels during the NFPE to strengthen the non-formal education sector. As a consequence, an almost parallel education system emerged. The third EC strategy therefore tried to address this weakness by making it a condition of the EC SWAp support that the emerging parallel structures had to be integrated into the mainstream system with GoB oversight and with increased focus on quality issues.

This was consonant with government policy which had adopted a programme approach to address the concerns on quality and which was linked to the PRSP. A multi-year multi-component Second Primary Education Development Programme (PEDP-II) was launched with the following focus: to increase the number of classrooms and to improve related infrastructure as well as to improve classroom environments; to enhance training and other incentives for teachers to enable them to deliver effective teaching in the classroom as well as to systematise teacher recruitment procedures so that qualified teachers are recruited; and to strengthen management practices in the schools and to devolve education planning and administration to sub district (upazila) levels; and to link education financing to school performance (**JC11**).

Relevance of EC education intervention is also indicated in the 'Interim Poverty Reduction Strategy Paper (I-PRSP: March 2003) and the National Strategy for Accelerated Poverty Reduction (Unlocking the Potential July, 2005) which outline the government's pro-poor policies as follows. "The education sector is the centre-piece of human development, helping the overall strategy of poverty reduction, economic growth and social development. The key considerations are a) access to education, b) quality and relevance of education and c) equity in access and participation so that the poor and the disadvantaged are indeed the beneficiaries" (**JC11**).

The overall EC commitment was € 560 million over the period of 2002-2006 (CSP3). The breakdown indicated that commitments for education further increased under the third strategy, totalling €125 million which represented 22% of total and was the largest sector under CSP3<sup>2</sup>. Commitments were targeted at:

1. The GoB Primary Education Development Programme (PEDP-II) with € 100 million, dependent on GoB commitment to a SWAp;
2. Support for BRAC-NFPE was initially at € 22M which represented a total of some 40% of the EC's overall aid to Bangladesh which was channelled through NGOs (2002-2006 CSP), but a further amount of €30M was provided and thus a total of € 52M was provided to BRAC for the Education programme.

Hence, it can be said that EC support took into account the in-country situation and beneficiary requirements to its response strategy as EC strategies given in their CSPs were focused on issues of poverty reduction with emphasis on the 'poorest of the poor' and the achievements of the EFA targets and MDGs. This indicates a high degree of relevance to the context of Bangladesh (**JC11**) and alignment with MOPME (Ministry of Primary and Mass Education) planning priorities which is clear from its Mid Decade Assessment of the six Goals of Education for All. (**JC11**). This is borne out by the findings of a Norwegian MTR which states "It is evident to the MTR team, that increasing school provision within BEP 2004-2009 was the right decision. The need for primary education for the poorest children, those outside the formal school system, remains high" (MTR of BRAC Education Programme – BEP - 2004-2009 (2007) commissioned by the Norwegian Embassy in Dhaka).

A Joint Commission is held annually between the EC and the GoB. The government is also consulted on the formulation of the Country Strategy Paper (CSP) as well as on the Mid Term Review of the CSP. Issues of national policy or strategy objectives are raised with regard to EC support in general with education being included on the agenda (**JC12**: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives).

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<sup>2</sup> The other areas of support to improve 'Human Development Indicators' were Health, Population and Nutrition – €120 million; Food Security and Development – €120 million; and Employment Creation - €10 million. A sum of CHT €60 million was allocated EC cooperation as part of 'Other EC priority interventions'.

The 2003 Country Strategy Evaluation report noted (p.15) that the EC had worked hard, along with others, to facilitate 'ownership' by the GoB of Commission-supported interventions (**JC13**: The Commission has ensured the overall coherence of its education support). As far as the EC was concerned, the key and urgent priority focused on the sustainability of EC support to education. However, it seems that at the time neither the GoB nor the local NGOs appeared very concerned about the parallel non-formal education system which was emerging, nor by its lack of sustainability, although there were tensions between the two sides. The choice of big NGOs as implementers was originally persuasive, but programme and project designs had been 'defective' (CSE 2003, p.31) in not providing actively for the transition to GoB ownership (**JC13**).

#### **4.2 EQ2-access: To what extent has EC support to education contributed to improving access to education?**

EC support has enhanced access to education and completion of primary schooling (JC21). Government schools (under DPE - Directorate of Primary Education) make up for 9.2 million (57%) of the total of 16.2 million enrolments. Net Enrolment Rates between 2001 and 2005 was 87.2% with a gender parity index (GPI) of 1.16 which represents a satisfactory achievement in view of GoB's target to achieve universal primary education by 2015 for all children. The Net Intake Rate was 94.7% of the primary age group (17.32 million) with a GPI of 1.03 percent (Bangladesh EFA MDA National Report 2001-2005). However, enrolment rates were lower in certain difficult areas such as the riverine char area (47%), the coastal area (60%), the haor area (40%), the tribal area (50%; and hill districts 22%) (DAM, 2006).

EC support to NGOs was focused on efforts to assist areas of low enrolments. A BRAC Report states that with the "support of donors education has been provided to the most marginalised and the hardest to reach segments of society" (BRAC 2004-2009). BRAC alone helped 1.3 million children to be graduated during 2004-2009, of which 66% were girls. A total of 9,624 children with special needs (CSN) and 19,150 ethnic children have graduated from BRAC since 2004. The completion rate of the same cohort was 97% in 2007.

BRAC operated in 24,750 pre-primary schools (with 700,425 students) over the period of 2004-2008, of which 4,500 schools were EC funded with an enrolment of about 135000 students. The SCF-USA Shikhon programme and the DAM programmes (Dhaka Ahsania Mission) also targeted "children in remote rural communities or urban slum areas with insufficient or often no access to (formal) primary education" (ROM DAM Report 2008).

NGO officials' observations indicate that the EC support in the non-formal sector had contributed to increasing access to those, and especially girls, in disadvantaged areas and in difficult circumstances. There is therefore clear evidence that the NGO schools targeted hard to reach children with funds from EC. However, Bangladesh is most unlikely to achieve MDG 2 in respect of completion (despite the recently positive trend), nor will it achieve all the Education for All (EFA) targets for 2015 (**JC21** All children access and complete a full course of primary schooling - (MDG 2) and (EFA 2): General trends and trends related to desk study countries).

In the formal primary sector, government has a high success in achieving gender parity with increasing enrolment of girls in primary schools. Girls' enrolment consistently increased from 37% to over 50% between 1985 and 2000. Since 2001, the gender gap was closing. In 2005, the number of enrolled girls stood at 8.1 million out of the total of 16.2 million (DPE Baseline data of 2005). The survival rate of girls (56.1%) was higher than boys (51.7%). During this period, BRAC's policy was to enrol 60% of girls in the schools. At the national level, gender parity in the female teachers could not be achieved (36.25% female teachers in primary schools).

EC contribution through BRAC (2001-2004) has contributed significantly in achieving gender parity in the recruitment of female teachers, where 100% of teachers are female. PRIME<sup>3</sup> (Primary Initiative in Mainstreaming Education) was initiated by BRAC during 2001-2004 with the additional funding of EC support with the objectives of developing the capacity of primary school teachers in the formal system, mobilising community and operating pre-schools. This support contributed in sensitising government to establish GoB-NGO partnership for school capacity building, thereby facilitating access to education. This is a real contribution in establishing a strong linkage with government. It also suggests that government has recognised the significance of NGOs' role in the effective provision of

<sup>3</sup> PRIME (Primary Initiative in Mainstreaming Education) was launched to improve NFPE's relationship and co-operation with government in primary education. 16,000 pre-primary schools were opened under this component in order to facilitate the enrolment in government primary schools.



education for the disadvantaged group (**JC22**: Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)).

The universal primary education programme was initiated in the early 1980s. The Primary Education (Compulsory) Act was enacted in 1990 which included provisions for the creation of a separate division for primary and mass education as well as policies and programmes for the universalisation of primary education. The GoB created the Compulsory Primary Education Implementation Monitoring Unit in November 1990. It is now an integral part of MoPME that helps monitor the implementation of CPE and carry out the Child Education and Literacy Survey biennially. GoB provides textbooks to all primary students free of cost. The salaries of teachers and staff are paid by the government. Officially, primary education is free and compulsory as the Compulsory Primary Education Act, 1990, is still in force. However, 'compulsory' provision has not been enforced and is not "fully free" as students have to bear costs other than that of textbooks and tuition (**JC23**: Primary schooling is compulsory and free of costs to all pupils).

#### **4.3 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

There has been a relatively rapid expansion of secondary education since 2000 accompanied by a growth in enrolment of girls as a result of social mobilisation and incentives such as stipends and tuition waivers for rural girls. There was an increase in girl enrolment from 33% in 1998 to 45% on a net basis for 11-15 years and girl enrolment surged ahead by 11% (50.6% for girls versus 39.6% for boys).

The 2003 CSE report found that the continuation rate for girls who were graduates of the NFPE system was higher than for boys and a BRAC Research and Education Division study found that by June 2002, 55 % of their graduates were carrying on their schooling at the secondary level whilst 73 % were continuing from the monitored control group. This was a better transition rate than those achieved by students within the formal primary school system (JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary).

However, CAMPE (Campaign for Popular Education) undertook a baseline survey in 2005 of female achievements and noted the high drop-out rates for girls (over 50% between grades 6-10) and that exam results for girls were poor with only half of the candidates passing the Senior Secondary Certificate (SSC) examination "even after they have survived the gauntlet from class 6 to 10 and the 'test' examination in class 10".

The study identified that the expansion of the secondary system had aggravated problems of quality which were indicated by high rates of dropouts and failures in public exams. One of the deficiencies identified concerned the poor quality in teachers' skills and capability. The problems in secondary education during the period of 2000-2007 were manifold and demanded the attention of development partners just as much as in primary education. As the survey report noted, "Attention to poverty reduction, emphasised in the PRS, has brought out in sharp relief the high degree of inequity in respect of access and participation in education. Maintaining acceptable quality in education is a simultaneous concern since access to education without guarantee of a minimum level of quality is meaningless".

The EC's support in this sector had been limited as its support was focused on primary education rather than on 'Basic' education, but the EC did provide support in one key area which affected quality through the PROMOTE programme (1996 - 2005). The project funded by the European Commission for an amount of €29 million gave support to female teachers in rural secondary schools.

The overall objective of PROMOTE was fully aligned with MDG goals – i.e. to progress towards a more gender sensitive society through more girl friendly secondary schools. The Project Purpose was also within the EC's focus on quality education in terms of 'quality and gender sensitivity of teaching in rural secondary schools'. The project encouraged the employment of women teachers, undertook a recruitment campaign and provided annual salary subventions, provided safe accommodation for them, provided training through 11 Teachers Training College to upgrade the use of improved teaching methods and distributed teaching aids.

However, whilst EC's contribution at the secondary level is considered to have been minimal in comparison to its focus on primary, the EC's PROMOTE project complemented project initiatives of the government and other development partners in secondary education: Secondary Education Sector Improvement Project (SESIP) supported by ADB; the Secondary School Female Stipend Programme with 4 separate components involving ADB, World Bank and NORAD, and the English Language Training Improvement project (ELTIP) supported by DFID.

It is noted that the possibility of a second phase as put forward in the ex-post evaluation (July 2008)<sup>4</sup> was not taken up given that this was a “chance to move forward to address current needs” and to capitalise on the learning and investment it had already made with systems in place, or being formulated. This included a new Basic Education curriculum, strengthened government teacher training centres, a recruitment strategy using substitute and additional teachers, school refurbishment grants, School Management Committee (SMC) awareness training and follow-up monitoring.

#### **4.4 EQ4: To what extent has EC support to education contributed to improving the quality of education?**

There is no universally agreed set of descriptors for quality in education but there are a number of factors which engender quality. These include government capacity to develop and implement policies, an enabling school environment, a relevant needs-based curriculum, good teachers using an effective pedagogy of ideas and learner-centred interactive practice, school leadership, and community engagement and accountability. Opportunities for the training of teachers and of other professionals as well as to enhance teacher motivation are critical. Finally school-based management is required to decentralise education decision-making to school level, to encourage demand and to increase the involvement of parents

While PEDP II in the formal sector has been partly successful in enhancing community involvement, social mobilisation and community capacity building through SLIP implementation at selected schools (UNICEF 2010), the EC supported NGOs have outperformed the government schools in the above-mentioned three indicators. For example, DAM developed the capacity of 12,000 community leaders, 3,094 union parishad members, and 3,570 SMC members (DAM 2006) (**JC41:** Availability of strategies and resources to enhance quality of learning and teaching).

In the formal system, the learning inputs in terms of teachers, academic supervision, monitoring, and teaching-learning materials are generally viewed as poor. Based on 2005 data, the outputs in terms of internal efficiency measured by primary cycle completion rate (50%), dropout rate (47.2% in 2005 compared to 33% in 2001), repetition rate (10.5%), survival rate (53.9%), coefficient of efficiency (61.8%), student absenteeism rate (23%) and scholarship examination results (pass rate 67.25%) indicate low-quality performance. On the other hand, the non-formal schools are criticised for their teachers with low educational qualification.

However, the EC MTR (2009) reported that, according to the stakeholders, ‘these NGO teachers are very child-friendly, cooperative and punctual, are able to keep children cheerful in the classroom.’ Documents and discussions with both government and NGO people support this view. It thus indicates that EC support in non-formal education has largely contributed in enhancing the quality of education among the children.

A review of documents and field visits show that the EC-funded NGOs have an elaborate and effective monitoring system and the schools are under constant supervision of the Programme officers. The EC-supported NGOs are more cost-efficient compared to the formal system. In terms of transition rates, the NGO schools do better. For example, by 2007, a total of 700,425 children enrolled in the preschools of BRAC, and of them 98.3% came out successful through completion of schooling. Among them, 99.2% were transferred to formal schools in Grade 1.

Since the EC supported BRAC Programme (Phase 1) did not have provision of schooling beyond grade 3 during the period under review, transition rate to secondary school becomes irrelevant. BRAC schools have schooling up to Grade 5 since 2004. During 2004-2007 the transition rate was 95% (**JC42:** Quality related efficiency measures).

EC supports to formal education, along with other donors, helped in strengthening teachers’ competencies and school principals’ capacity to lead in the schools. EC support in the non formal subsector contributed significantly in enhancing non formal teachers’ quality of teaching through training, workshops, etc. BRAC and other implementing agencies undertook regular programs for competency development of all teachers who are all females (**JC43:** Qualifications and competencies of teachers and school leaders enhanced).

The BEP Mid-Term Report of 2007 observed that in terms of retention and quality, the non-formal schools are outperforming the government primary schools and that they are of a good standard. Students obtaining an A grade pass increased from 40% (2006) to 44% (2008). BRAC, with the support of the EC, undertook an education programme for the ethnic minority in Chittagong Hill

<sup>4</sup> Eggen, E & Byrne, P : Ex-Post Evaluation of PROMOTE: Programme to Motivate, Train and Employ Female Teachers in Rural Secondary Schools July 2008

Districts to provide primary education in mother language. Discussions with stakeholders indicated that about 20,000 children had the opportunity to continue their education using their mother tongue up to 2007. An MTR review team noted that “the expansion of education of ethnic children is impressive despite the fact the many constraints and obstacles faced by schools in ethnic areas.” Furthermore, the overall performance of NGO students (especially BRAC) was slightly better (average pass rate 97%; A - Grade pass 44%) than that of students from government primary schools. This demonstrates that EC support has been successful both in ensuring quality education and focusing on the ethnic minorities. **(JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities).**

#### **4.5 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

The Government of Bangladesh has taken a rights-based approach to literacy and lifelong learning with emphasis on the unreached illiterate and disadvantaged who are to be provided with access to quality learning skills. A survey report on the literacy status of Bangladesh (Literacy in Bangladesh: CAMPE 2003) indicated that the literacy rate of the population 11 years and above (as opposed to 15 years and above) was 41.4% but that 21% were literate only at initial level. Furthermore, there was a gender difference favouring boys and there was a geographical difference favouring urban areas (63.6%) over rural areas (37.2%) (JC51). The adult literacy rate increased from 37% in 1990 to 54% in 2006. Bangladesh. The proportion of pupils starting Grade 1 who reach Grade 5 was 43% in 1990 (Base year) and had risen to 53% in 2005 (Bangladesh MDG Progress Report 2007). This figure, however, is conservative when compared with the World Bank’s 2000 estimate of 66% (World Bank, 2004) (JC51). It is also noted that the Social Sector Performance Survey (2006) reports that “Many teachers do not appear to have a firm grasp of basic literacy, numeracy and non-verbal reasoning skills and are therefore unlikely to be able to effectively convey these to their students. There are also clear weaknesses in the overall management of primary schooling, both in schools and at higher levels” (p.21).

EC support with regard to enhancing the acquisition of skills is briefly assessed in terms of the following (JC51: Literacy and numeracy enhanced):

**Access to education:** EC support to primary non-formal education programmes (CHT; NFPE III; Dhaka Ahsania Mission; BEP and SHIKHON) as well as through PEDP-2 has undoubtedly contributed to enhancing the acquisition of literacy and numeracy skills through non-formal channels. It has also provided support to hard-to-reach communities such as the Chittagong Hills Tracts (CHT) programme which developed literacy courses in local languages and utilised teachers from among the various ethnic groups.

**Quality of education:** The primary education system (formal and non formal) is the main means through which children acquire literacy. However, it is also noted that learners who have acquired only ‘initial’ level literacy need opportunities for post-literacy learning to make their literacy self-sustaining for a wide range of learning. This was especially true of girls (13.3%) who lagged behind boys (28.1%) with regard to ‘advance literacy’ as well as with numeracy. Thus, sustainability of literacy skills is dependent upon retention rates in schools and is associated with those who make the transition from the primary to secondary school cycle. Hence, literacy acquisition must also be associated with the quality of the education provided in schools rather having a pre-occupation with access.

It was noted in EQ 4 that the retention rate and grade 5 pass rate have been highest in the non formal non government primary sector. The CAMPE report confirms that literacy rate was highest among those in non formal primary schools with nearly 97% achieving literacy at the end of 4-5 years whereas only about 66% achieved literacy in the regular primary schools. The EC focus of giving support to non formal primary was therefore valid.

The policy implications for all support to literacy/numeracy enhancement indicate the need for a focus on quality and also on second-chance opportunities. A widening of EC support to secondary education would thus have contributed to enhancing basic education skills.

**Management of literacy programmes:** EC education support through NGOs must be seen as part of a wider literacy programme<sup>5</sup>. The management of literacy and non formal education needs to be

<sup>5</sup> The literacy Programme under the NPA-II consists of (i) non-formal basic education for post-primary 11-14 years age-group, (ii) out-of-school adolescent and youth of 12-19 years age-group, (iii) young adults of 15-24 years age-group, (iv) adults of 25-45 years age-group, and (v) post-literacy and continuing education. The government’s literacy programme also includes disadvantaged groups such as primary school drop-outs, never enrolled adolescent and young adult, children living in remote locations, disabled, ethnic minorities, population suffering from social exclusion, and general illiterate adults.

based on government-civil society partnerships. The CAMPE report noted that “It is neither necessary nor very efficient to have all or most programmes managed by an NFE agency in the public sector such as DNFE (Directorate of Non-Formal Education). Many activities can be carried out by private sector, NGOs, and community organisations with appropriate financial incentives and technical support to the government and other sources”.

EC funded programmes were a part of that range of support needed to promote literacy and acquisition and at a time when there was a vacuum with regard to non-formal education in the public sector. The government’s NFE literacy programme had been generally regarded as ineffective, which led to the discontinuation of the government’s basic literacy programme and the closure of the Directorate of Non-Formal Education in 2003.

Finally, EC support in terms of the ‘3Rs’ (reading, writing & arithmetic) must be viewed in terms of wider pro-poor outcomes which are difficult to measure quantitatively. The acquisition of literacy and numeracy impacts upon the personal development of individuals but it also contributes to the development of society at large. It promotes occupational development for improving earning potential; it fosters improved education as ‘literate parents’ encourage and are able to help with their children’s study; and it enhances the quality of life as persons are able to access information on health, sanitation, child welfare, etc. In that sense, EC support has assisted Bangladesh in its PRSP aims to achieve improved quality of life and lifelong learning.

#### **4.6 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

In the Memorandum for Bangladesh Development Forum, 2000-2001<sup>6</sup>, the government acknowledged the multi-dimensional aspects of poverty, and it thus committed itself to the ‘promotion of a pro-poor environment’. Bangladesh’s official Programme of Action 2001–2010, prepared for the III. UN Conference on Least Developed Countries in May 2001, committed the country to focus national policies within the next decade on: a significant reduction in extreme poverty; developing human resources to support long-term development; and achieving gender equality and empowerment of women (**JC61**: Sound pro-poor sector policy framework in place). However, as the EC’s CSP 2002-2006 noted, government interventions were donor-driven and supply-led and there were “as yet no clear links established between policies, performance, expenditure and results or impacts”. The EC’s efforts throughout the period of assessment (2000-2007) has therefore been linked to poverty reduction and it has made efforts to improve both the absorption capacity for development aid in Bangladesh as well as the implementation efficiency of the line ministries and public agencies.

The share of public expenditure for education (**JC 62**: Resource allocations in line with education sector requirements), the education sector budget accounted for 10% of the national budget in 2003/04 (Ministry of Finance, 2003). The total value of resources going into the primary education sector in 2003/04 was estimated at Tk 33 billion<sup>7</sup>, of which 61% is provided by government and 39% by private households. This amounts to approximately Tk 1,350 of government funding and just over Tk 850 of private funding for every registered government and registered non government primary students. However, trends in the national budget and shares of the education sector in terms of percentage allocated to the Non-development budget and Development budget fluctuate rather than increase steadily<sup>8</sup>.

Analysis of MOPME’s revenue budget indicates that expenditure allocation on government primary schools constitutes the largest share (78% of all expenditure in 2004/05) and that expenditure allocation to registered non government primary schools is the next largest component (16% in 2004/05). This incorporates remuneration for government teachers and consequently the financial margin that can be allocated to complementary non-salary items is small. An aspect to be noted is that the execution rates of the primary education development budget are generally low. For example, in 2004/05 only 51% of the original budget was spent by the end of the financial year.

Nearly 90% of households pay fees directly to the school, but these represent a small proportion of overall spending on education. However, private contributions to education from both parents and the local community are unequal with those parents who send their children to government primary

<sup>6</sup> Economic Relations Division of the Ministry of Finance, and the Planning Commission of the Ministry of Planning, GoB, *Memorandum for Bangladesh Development Forum, 2000-2001*, April 13-14, 2000.

<sup>7</sup> 1,000 Tk (BDT) equivalent to € 11.18 (May 2010).

<sup>8</sup> % of Non-development budget and Development budget for: 1999-2000 - 17.76% and 12.01%; 2000-2001 - 18.23% and 12.87%; 2001-2002 - 18.06% and 12.89% (Ministry of Finance. Government of Bangladesh).

schools having to pay the highest contributions. Such disparities in private contribution are related to socio-economic status and gender factors<sup>9</sup>.

Interviews with government education personnel identified EC support to primary education as valuable but questioned the rationale for providing funding to NGOs who were held to be 'unaccountable' and whose monitoring of expenditure could not be tracked through the government's Implementation, Monitoring and Evaluation Division (IMED).<sup>10</sup> The EFA Mid-Decade Assessment (MDA) Report also refers to this tension: "They (the NGOs) resist the command culture and prefer to go of their own, unless they receive funds from government agencies, for example, the Bureau of Non-Formal Education. Then, the NGOs are accountable to the donors and they feel obliged to report to the donors only. .... It is, therefore, necessary to have some legal instrument under which all agencies, government and non-government, are required to provide information to a central coordinating agency on EFA Goal activity, like the Technical Assistance Group (TAG)/ National EFA Coordinator" (MDA Report).

On the issue of linkages between education sector reform and broader national reforms such as decentralisation, civil service reform and public finance management reform (**JC63**: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform), the 2008 MTR noted progress in the decentralisation with regard to the following: responsibilities and authority in the areas of procurement, financial management, and planning to field level operations to support implementation of PEDP-II. However, recommendation was made that the proposed decentralisation process needed to be accompanied with appropriate capacity building and staffing at the local level and that the devolution plan needed to be approved as a priority. The MTR also noted that the SLIP process should be scaled up to empower the head teachers.

Discussions with DPE and NGOs personnel with regard to the EC's contribution in the development of EMIS for primary education (**JC62**) reveal that the DPE was able to strengthen an EMIS in 2006 which was capable of providing data and need-based reports on primary education. It is also noted that EC support contributed to BRAC developing a well-managed MIS, which was also used by the government for policymaking and planning purposes.

#### **4.7 EQ7-transparency: To what extent has EC support to education helped to strengthen transparency and accountability of the management of education service delivery?**

The GoB education system throughout 2000-2005 did not have sufficient absorptive capacity to manage education projects in terms of funding, human resourcing and institutional capacity. Discussions with informants indicate that the GoB at the time had poor mechanisms of accountability and monitoring and that a gradual improvement has only been noted since 2005 under the PEDP II programme. For example, the hiring of government teachers was a lengthy procedure even though teachers were required to fill vacant posts on an immediate basis so as to cope with increased enrolment in new non formal government and non government schools. It was also stated that the capacity of the DPE in the area of MIS and monitoring and evaluation (M&E) needed to be strengthened significantly to enable it to collect, analyze, and to present data that could show the results and outcomes of the PEDP II programme against indicator targets in a more timely and reliable manner (**JC71**: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level). However, this seems to indicate a range of divergent viewpoints with regard to the level of effectiveness of MIS and M&E development between informants given the information obtained above in EQ6 and which is likely to relate to levels of individual expectations.

However, the 2006 ADB Report (Preparing the Secondary Education Sector Improvement Project- II) noted that "poor management and administration are almost certainly the root cause of many of the day to day problems afflicting education in general and secondary education in particular. Accountability and monitoring systems are weak at all levels and in many cases non-existent. Mismanagement and questionable practices are pervasive. .... This affects ... book production, civil works, teacher recruitment and assignment to schools, staff salary payments, teacher transfers and examinations. .... At all levels, the politicisation of the public service and the (related) practice of frequent intra- and interdepartmental transfer continue to wreak havoc on public sector effectiveness.

<sup>9</sup> This was confirmed on a field visit to a school in B Baria when it was mentioned that some pupils were teased for going to an NGO primary school.

<sup>10</sup> IMED is the central monitoring organization in the country which monitors all projects included in the Annual Development Programme (ADP).

It destroys the continuity of professional input and purpose. It erases corporate knowledge, and extinguishes the desire to “own” a problem or see through an issue”.

Regarding the government non-formal education sector during the period under review, there was little stability within the Department for Non Formal Education (later Bureau for NFE) given that the office was forced to close due to political pressures and only to re-open later. Therefore, much of the EC support to education was channelled through to non-government organisations resulting in inadequate strengthening of institutional and procedural framework within the government system.

During the early period of this assessment (i.e. between 2000 and 2003) issues of good governance at school, upazilla<sup>11</sup> (sub-district) and central levels were poorly addressed in spite of the CSP's (2002-2006) consideration that “Enhanced capacity to establish good governance practices, greater accountability and transparency as well as building efficient, well managed and responsive institutions are essential elements for effectively combating poverty”. This further undermined the efficient administrative operations of schools and education departments. As the CSE (2003) noted, this implied that “governance is not a serious EC concern and risks perpetuating support for interventions which, in order to be effective need to have integral governance components”.

Since 2005, the impetus to strengthen accountability measures has been built in to the PEDP II programme through a number of ‘Assurances’ which require compliance. The 2008 MTR notes that 25 out of the 33 Assurance had already been substantially met and the remaining 8 were at different stages of compliance at that time (**JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level**).

Given the government's poor absorptive capacity and poor administrative capacity, it was noted by one informant that it seemed to make sense at the time to support non government organisations (**JC72: Strengthened role and involvement of non state actors, civil society and local government in education sector management processes**) and support to NFE was therefore channelled to one large NGO which was known to have efficient mechanisms of monitoring and fiduciary accountability at a time when large numbers of projects proliferated and which were sometimes competing. Donors demanded adequate control systems to be in place and to be operational, something which BRAC could provide at a time when the government system was lacking. For example, the NGOs were able to appoint teachers much more quickly circumventing bureaucratic procedures. Similarly, the ‘Innovation’ grants could be more rapidly assessed and utilised by NGOs whereas the government had little experience and their calls for proposals were described at best as ‘chaotic’ by some donors. The EC focus to target one specific and manageable education area was therefore appropriate and it provided coherence within a narrow field of activities which could then impact on a national scale.

However, the CSP 2002-2006 provided a caveat in that whilst “support for non-formal primary education will continue under the new CSP as long as there is inadequate provision of primary education for the poorest groups in society .... provision of compulsory primary education is ultimately a State responsibility so the EC will encourage the Government of Bangladesh to work with those NGOs active in non-formal education in order to mainstream their successful approaches and best practice into the formal education system or even shoulder some of the financial responsibility”. (**JC72**)

Substantial efforts have been made to address issues of staff competencies related to accountability (**JC73: Strengthened staff competencies related to accountability issues**). The 2008 MTR acknowledged progress to improve budget planning, financial management and procurement through a Programme Liaison Unit (PLU) which provides technical capacity-building as well as expertise to strengthen fiduciary risk mitigation through improved financial management.

#### **4.8 EQ8: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

The Paris Declaration invites donors to “avoid to the maximum extent possible, creating dedicated structures for day-to-day management and implementation of aid-financed projects and programmes”. The 2006 survey monitoring the Paris Declaration records that Bangladesh had 38 parallel project implementation units (PIUs) but that steps at the time were being taken to reduce these by consolidating multiple PIUs in the education and health sector.

<sup>11</sup> There are 513 Upazila/Thana Education Offices and they are divided into clusters. A cluster comprises of 20-30 schools.

There was, throughout 2000 to 2007, continuous exchanges of information and ideas among Development Partners and formal/informal donor coordinating mechanisms were in place (**JC81**: Donor co-ordination mechanisms are in place or being set up with the EC providing value added). The Education Local Consultancy Sub-Group (ELCG) and its NFE Working Group provided a forum for discussion among development partners on policy issues (e.g. poverty reduction strategies) as well as how best to support non-formal education. The EC held the position of Vice/Alternate Chair of the ELCG in 2005. Comments from one person interviewed on the government side, however, indicated that development partners were often not sufficiently familiar with problems of technical implementation faced at local levels.

In addition, there were formal consultations between EU Member States during the project design stages with pre-meetings at country level and final meetings in Brussels. Thus, the EC participated in the macro-planning stage for PEDP II throughout much of 2003 when the “donor partners collaboratively developed a Programme framework” (PEDP-2 Mid Term Overview Report 2007).

Meetings also took place through the PEDP II donor consortium when discussions between development partners occurred as well as with the government on all major subjects of relevance regarding primary education. The EC held the chair of the PEDP II donor consortium in 2007.

In addition, the Joint Annual Review Meetings provided a forum to assess PEDP II progress. There were also regular exchanges between the EC and BRAC at the BRAC donor group consortium, though the EC had to withdraw as a full member when it changed its tendering procedures (see EQ9), and now attends meetings as ‘observer’. All persons interviewed felt that the EC’s presence had added value to these meetings.

Until the early 2000s when small projects still dominated aid support, complementarity appears to have been low and donor coordination in general was characterised by some development partners as ‘chaotic’ and with “no regular meeting of the European family ... not coordinated, overlapping, no monitoring, competing and little if any government ownership”. The result was inevitably a poor track record in persuading Government to reform their policies and led to development efforts which were expensive to manage, wasteful in duplication, uneven in coverage, inconsistent in approach and with poor sustainability (**JC82**: Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector).

However, the Council guidelines (2001) on operational co-ordination between EU Member States missions and EC Delegations provided impetus whereby Member States and the Delegation held discussions on the harmonisation of the next cycle of the programming exercises for the country strategies as of 2006. By 2003 the situation appears to have improved and the Country Strategy Evaluation (2003) for Bangladesh noted that the NFPE had been “supported by the EC together with other donors (DfID, DGIS, NOVIB, AKF/CIDA, BMZ, UNICEF, etc.)” and that the EC had been successful in ensuring co-ordination and complementarity of its interventions with those of others. The CSP 3 (2002-2006) also noted that upon initiative of the EC Delegation “overview tables have been produced to summarise the involvement of the EC and EU Member States in the different sectors.”

The Financing Proposal for the Support for Non-Formal Primary Education (NFPE n° ASIA/2005/017-588) indicates that representatives of Members States active in education support in their development cooperation with Bangladesh (NL, SE, UK) were closely consulted during the formulation together with representatives of ADB, CIDA, JICA, UNESCO, UNICEF, UNDP and WB. Thus, for example, the proposal to widen the target group was adopted to include urban and rural out-of-school children, and the participative inclusion of smaller and medium-size NGOs. In addition, it reported that some Development Partners were seeking to dovetail their own planned NFE activities with this EC project.

It also noted that the NFPE programme complemented those of four other major activities in non-formal education supported by external development partners. These were a BRAC Education Programme (133m US\$; supported by CA, NL, NO, UK), Education for Indigenous Children (15m US\$; NO), Basic Education for Hard-to-Reach Urban Children (35m US\$; SE, UNICEF), and the Reaching out of School Children project (58m US\$; WB and CH).

Increased levels of synergy (**JC83**: Level of synergy between EC-supported trust funds and banks and EC support at country level) were undoubtedly promoted when a number of donors entered into a sector wide approach (SWAp) which enabled them to co-ordinate their activities more effectively through pooled funding and shared procedures. By entering into a SWAp, the EC became part of a move to encourage mutual accountability with regard to the use of development resources and in line with the agreement of the PRSP in Bangladesh which encouraged donors to align their strategies with national priorities.

#### **4.9 EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

No General Budget or Sector Support Budget modalities are in place. Discussion with development partners and consultants indicate that the present situation is still not ready for GBS/SBS given the present systems of accountability and reliability of data collection. As one of the development partners noted: ‘We have a SWAp and the next step will be a notional sub-sector support with tight financial controls as a step later on to sector budget support’ (JC91 & JC92).

EC education related support from 2000 to 2003 was mostly geared to financial support of the non-formal sector and mainly to BRAC activities, but it changed its bidding rules so that by 2006 the NGOs had to enter into a competitive bidding system. The EC considered that a competitive tendering approach has led to a better spread and more innovative series of programmes and, in this instance, it has led to the dissemination of ‘good practice’, better return for money and models which can be replicated. For example, DAM has promoted multi-grade teaching and BRAC has engaged in pre-primary upgrading programmes. On the downside, the EC had to leave the BRAC donor group consortium although it has observer status. As one development partner noted, this situation has left the EC at a slight disadvantage given that others can make direct contributions to NGOs (JC93: Increased efficiency of EC aid delivery).

The period of 2000-2003 was a time of large numbers of projects provided by donors and which were sometimes competing and it was recognised that the proliferation of projects was not conducive to development efforts in Bangladesh. There was also acceptance that the programme and project designs of the large NGO-implemented NFPE project was flawed in not providing for a changeover to GoB ownership. Hence, as the CSE of 2003 noted, the preferred strategy was “to favour SWAp approaches over projects” (Evaluation of the Commission’s Country Strategy for Bangladesh: 2003 Vol. 1, p 2) and to continue to support NGOs to provide essential services while endeavouring to increase ‘ownership’ by the GoB (JC91: Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)).

The EC had already experienced a SWAp approach in the health sector which had not been particularly successful, but evaluation of the Commission’s Country Strategy for Bangladesh noted that the National Indicative Programme for the years 2003-2005 envisaged that funding commitments would depend upon meeting “conditionalities with regard to the readiness of the GoB to embrace the SWAp approach with its concomitant public sector reorganisations”.

The Bangladesh Primary Education Development Programme II approach enabled the EC to enter into a multi-development partner pooling within a development partner consortium led by the ADB with 8 donors + 3 donors (UNICEF, JICA & AusAID) providing parallel funding. All development partners signed a Code of Conduct in 2003 with guiding principles and there was a separate Memorandum of Understanding (MOU) between the ADB and the World Bank which outlined common implementation arrangements (JC95: EC support to development banks provides added value to EC support to education at country level).

The budget for PEDP II features in the development budget of the GoB. Each year, the DPE prepares an Annual Operation Plan (AOP) with details of activities and associated budget by activity. The AOP is submitted through MoPME to the Ministry of Planning (MoP) as part of the sector Annual Development Plan of the ministry for integration into the overall Annual Development Programme (ADP) of the GoB. The ADP and the project/ programme proposals are assessed on the basis of the total resource envelope allocated to the sector.

In the early part of PEDP II, the funding arrangement for PEDP II was through a multiple project funding system whereas this was later streamlined with a joint arrangement through which the majority of the development partners disburse their support (common pool). The procedure for funding the major share of PEDP II expenditures is a dual arrangement of fund management. Parts of the funds are managed by and through the Government of Bangladesh’s regular system for the management of public funds. There is also a parallel fund flow and financial management arrangement for the contributions derived from the development partners and which is paid from a Common Pool Taka Account (CPTA) for the same expenditures based on an agreed share.

However, although development partners report improved coherence between the EC and development partners within an ADB-led pooled funding system and also with the government on targeted areas of support, there are nevertheless areas of dissonance between the different financial instruments which pose “challenges related to transaction costs and fiduciary risks”. In practice, budget execution using a parallel resource flow to government contributions is determined by the requirements of “de-



velopment partners and their procedural rules rather than in-country imperatives ... [and] ... unduly affecting home-grown planning and financing” (Kelly, T: 2009).

One area of contention is that development partners have found themselves at odds with the government with regard to the use of different documents for the design and the approval of PEDP II and which has complicated the tracking of budgets and expenditures. For example, the Mid-Term Overview report indicates that there are “deviances between the approved AOP budget and the ADP budget” as well as between the two planning cycles with different time schedules given that similar activities are co-financed with funds from the development and revenue budgets. It notes that this may lead to a situation whereby such activities may be implemented at different times and with different formats.

A further problem with regard to dual sources of payment are the dual systems of accounting which leads to a situation whereby the accounts for PEDP II are produced by two separate entities in two separate systems (i.e. Integrated Budget and Accounting System (IBAS) and Financial Monitoring Reports (FMR)), but which do not use the same accounting procedures and practices. When reconciling information from IBAS & FMR they display different amounts for the same expenditure items and different types of charges even after adjusting for the difference in accounting for advances. Secondly, the flow of funds includes two separate processes, one allowing advances while the other is a highly centralised system with strict control on all payments with limited advances.

A third area of contention concerns procurement rules between development partners with the EC having one set of rules and criteria of eligibility as to which companies should be allowed to bid and the ADB having a different set of criteria of eligibility. Thus, direct payment is made to suppliers by the World Bank (WB) for contracts awarded through International Competitive Bidding (ICB) to procure paper for textbooks whereas direct payments are made to suppliers by the Asian Development Bank (ADB) for contracts awarded for all other ICB; and payment is made by DPE from a Common Pool Taka Account (CPTA) when using national procurement regulations (PPR) and for operational expenditures which comprise over 80% of the PEDP II expenditures excluding GoB's contribution to stipends. Finally, there is parallel funding (UNICEF, JICA, AusAID) for large scale imports of goods and services. The DPE follows the International Competitive Bidding (ICB) procedures of the ADB and the World Bank for goods and services which are imported into Bangladesh whereas the DPE follows National Competitive Bidding (NCB) procedures as reflected in the Public Procurement Rules of (PPR) of the government for goods, services and civil works procured from within Bangladesh.

## 5 CONCLUSIONS

The conclusions below are in terms of General Considerations and analysis of the two Working Hypotheses formulated before the visit to Bangladesh. The discussion on the working hypotheses contain many of the conclusions which would normally be included in the General Considerations and are therefore not repeated.

### 5.1 General considerations

EC support to the formal (PEDP II) and non formal (NFPE, BEP, SHIKHON, DAM) primary sector was well aligned with the government's poverty reduction strategies and relevant to the context of Bangladesh.

It was undoubtedly instrumental in supporting programmes which provided access to education for those who were in the lowest quintile of Bangladesh and thereby enhancing the numeracy and literacy skills of that population group as well as focused on equity issues with regard to gender parity.

In that sense, it has assisted Bangladesh towards achievement of the MDG 2 goal of 'Achieving Universal Primary Education' with regard to *Indicator 6* 'Net enrolment ratio in primary education' and *Indicator 7* 'Primary school completion rate' although this is unlikely to be met by 2015. The EFA target of 'Universal completion of primary education' is also unlikely to be met. EC support to non formal and formal primary education has also assisted Bangladesh towards meeting the MDG 3 goal with regard to *Indicator 9* 'Ratio of girls to boys in primary' which does appear to be realisable.

It can be argued that the focus on primary education in line with the PRSP to the almost exclusion of the secondary education<sup>12</sup> sub-sector did not sufficiently take into account the progression of students given that the expansion of the secondary system through increased access had aggravated problems of quality. However, the consultant's conclusion is that the EC's decision to focus on the primary sub-

<sup>12</sup> The CSP for 2007-2013 CSP however does take into account the secondary sub-sector, but this does not come within the ambit of the present assessment.

sector was logical given the level of EC financial support in relation to Bangladesh's scale of needs at the primary level. Funding contribution to both the primary and secondary levels would have diffused the impact of EC support. It is also to be recognised that support to the secondary level was given by other donors and this was therefore a matter of ensuring proper complementarity and synergy between the development partners.

The decision to enter into a sector wide approach (SWAp) and pool funding arrangement has promoted greater coordination between the development partners and enhanced development efforts through a more coherent approach, though sometimes not cohesive approach (see working hypothesis 2), to support Bangladesh's education sector. It also helped to mitigate the increasing problems of the widening divide between the government's efforts to provide an adequate education system and those of the various non government organisations.

The CSP 2002-2006 assessment of its financial and technical assistance to selected and important NGO development programmes maintains that EC support, "has always involved a capacity-building component not only of the organisation itself, but also of other smaller NGOs participating to the implementation of the programmes". However, it appears as though while EC funding was nearly fully directed at programme support, there was little capacity and institutional-building support in terms of technical assistance for both the NGOs and government-run programmes with regard to:

- Strengthening capacity of EMIS and M&E to monitor and systematically measure progress against the targets.
- Strengthening procurement practices and reducing risks in financial management through the application of risk mitigation strategy.
- Developing the capacity of DPE to manage and implement the Programme effectively.

Strengthening the operational process in the areas of procurement, financial management, and planning to field level operations would have strengthened the decentralisation process and addressed issues of governance, accountability and transparency at all levels (school, upazilla and ministry).

## 5.2 Hypothese

### Working hypothesis 1:

Support to the non formal basic education sub-sector can substantially contribute to the attainment of MDG and EFA targets when the formal sector cannot meet its commitments to provide quality education for all.

Bangladesh has one of the biggest primary education administrations in the world and the development of primary education poses a daunting challenge because of inaccessibility and resource constraints.

Despite constraints of poverty and a sizeable population, Bangladesh has achieved remarkable success in the field of literacy and primary education even though it is acknowledged that is unlikely to meet its MDGs/EFA goals by 2015. By 2008, the adult literacy rate (15 years and above) was estimated to be at 60% in comparison to 35% in 1991 and in the EQ2 some of the country's attainments (increased net enrolment rates, greater gender parity etc) are listed.

### **Access**

Even so, the challenges were huge and the EC's support to the non formal sector served to target the poorest and the most hard-to-reach (riverine char, coastal, haor, tribal and hill districts). The support and intervention of non government groups in the non formal primary sub-sector enabled children with little or no chance of an education to go to school, to become literate and to acquire life skills leading to enhanced personal development as well as to occupational skills at a time when the formal sector was struggling to cope and these children would have been left out of the education system – 'BRAC alone helped 1.3 million children to be graduated during 2004-2009, of which 66% were girls ... [and] ... a total of 9,624 children with special needs and 19150 ethnic children were included.

### **Quality**

Secondly, the non government groups have had the flexibility and opportunities to value-add to the formal education system. This has been in a number of ways:

- NGOs have supported pre-primary schools near government schools to enable students who have acquired good initial learning skills to transfer to government schools.
- NGOs have provided numerous teacher training programmes leading to more interactive approaches to teaching and learning and the EC has ensured that all teaching materials and

guides produced were also distributed to the BNFE, the Joint Director of PEDP II, DPE and others within the formal education system.

Support to non government groups (e.g. Shikhon programme) has also opened the debate on such issues as the appropriateness and effectiveness of using multi-grade teaching. NGO-led teacher training programmes have not only served to add value to the continuous professional development of teachers, but in some cases it is asserted that it has helped to change attitudes such as on the use of corporal punishment. One area of concern, however, centres on the low level of teacher training and classroom based experience of BRAC trainers who are expected to guide and inform classroom teachers.

In conclusion, EC support to the non formal basic education sub-sector through non government groups has undoubtedly contributed to access and quality improvements in Bangladesh within the country's economic and demographic context. Moreover, given the scale of the problem faced by the government in providing 'education for all', the evaluation team believes that the NGOs have an important contributory role to complement the efforts of the formal primary education sector. This is likely to be true for the medium term until the government has sufficient financial, management and human resources to assume overall responsibility for the delivery of primary education.

### **Working hypothesis 2:**

The benefits of a pooled funding arrangement for PEDP II have facilitated EC support with regard to delivery of quality of basic education and given value-addedness to its funding.

The benefits of pooled funding during the initial period was a 'mixed blessing' but its worth can be seen in terms of it being an arrangement for development partners to enter into a system which has brought cohesion and coherence to development efforts in Bangladesh through an overall sector policy framework and to reconcile the number of projects as well as to facilitate the establishment of priorities and performance measures. It promised much in terms of reduced transaction costs through jointly agreed management, reporting and accounting arrangements and to provide the capacity building needed for implementation and monitoring.

However, persons interviewed have noted the high transaction costs involved and the need to continue to have a flexible mix of financing instruments in the future but within a more streamlined and co-ordinated financial accounting system.

The evidence then and now is that the development partners and two lending agencies follow their own internal processes and timeframes which strains both the partnership between the DPs, as well as the partnership with the government. As one report notes, "These DP actions demonstrate that - whatever the motivations for these decisions - Paris and Accra principles are far from being enacted, the benefits to GoB of having a predictable and reliable financial envelope on which to base planning, and the desirability of harmonised, government-led processes are far from being realised" (Kelly 2009).

The benefit of a SWAp and pooled funding, however, do outweigh the problems encountered as it provides an opportunity and motivation for the development partners to come to a working arrangement for a more streamlined system. It can also be seen as a first step move towards sector budget support in that it will encourage capacity and institutional building of personnel in the various government departments leading to improved mechanisms of accountability and government sustainability and ownership of development programmes. The government however faces a major challenge in this area as it will need to ensure the retention of staff once they have been capacity-built which demands a change of management/organisational culture as the tendency is towards having fairly rapid staff transfers between departments and promotion.

A further advantage of a SWAp pooled funding approach is that it seems to have brought about a rapprochement between the non formal organisations working in the education sector and the government. The evidence of the field phase is that both sides are still suspicious of each other but this has gradually lessened with increased cooperation and the coordination of development efforts funded by development partners and involving non government organisations.



## 6 Annexes

### 6.1 Schedule of activities

Day/Date	Activities
Sunday 2 May	<ul style="list-style-type: none"> <li>National Consultant Participation PEDP II JARM</li> </ul>
Monday 3 May	<ul style="list-style-type: none"> <li>National Consultant Participation PEDP II JARM</li> </ul>
Friday 7 May	<ul style="list-style-type: none"> <li>Document preparation</li> <li>Travel</li> </ul>
Saturday 8 May	<ul style="list-style-type: none"> <li>Travel – Arrival in Dhaka, Bangladesh</li> <li>Planning, briefing &amp; update session on JARM with National Consultant</li> <li>Document review</li> </ul>
Sunday 9 May	<ul style="list-style-type: none"> <li>Work planning &amp; prioritisation of country-specific issues</li> <li>Review of Annexure documents Preparation of hypothesis</li> <li>Search &amp; collection of data materials</li> <li>Logistics</li> </ul>
Monday 10 May	<ul style="list-style-type: none"> <li>Debriefing meeting with EUD</li> <li>Meet with BRAC – central office</li> <li>Collected document review</li> </ul>
Tuesday 11 May	<ul style="list-style-type: none"> <li>Meet with DFID</li> <li>Meet with Save the Children’s Fund - Shikkhon</li> <li>Meet with Directorate of Primary Education (DPE)</li> <li>Meet with Prog 3 Development consultant (DPE)</li> <li>Meet with RBMT consultant (DPE)</li> </ul>
Wednesday 12 May	<ul style="list-style-type: none"> <li>Meet with Bureau of Non Formal Education (BNFE)</li> <li>Meet with EUD</li> <li>Collected document review</li> </ul>
Thursday 13 May	<ul style="list-style-type: none"> <li>Meet with Asian Development Bank</li> <li>Meet with Ministry of Primary Education (MOPME)</li> <li>Collected document review</li> </ul>
Friday 14 May	<ul style="list-style-type: none"> <li>Write-up preliminary findings</li> </ul>
Saturday 15 May	<ul style="list-style-type: none"> <li>Meet with BRAC - Regional Manager, Sylhet</li> <li>Visit to 2 BRAC schools at B Baria (outside Dhaka) – Aladaupur school; Kalisma school</li> </ul>
Sunday 16 May	<ul style="list-style-type: none"> <li>Preparation of briefing paper</li> <li>Briefing of EC on findings + discussions</li> <li>Write up of Draft Report</li> </ul>
Monday 17 May	<ul style="list-style-type: none"> <li>Travel</li> <li>Report formatting</li> </ul>
Wednesday 19 May	<ul style="list-style-type: none"> <li>Finalisation of Report</li> </ul>

## 6.2 List of people interviewed

<i>Name</i>	<i>Organisation</i>	<i>Function</i>
Ahmed, I	MOPME	Senior Asst Secretary
Ahmed, R	UNICEF	National Assessment Cell
Antoninis, M	Directorate of Primary Education (PEDP 2)	RBMTA Project
Ashish, P	BRAC	Branch Manager, Chandura
Baqee, L	EU Delegation	Education Adviser
Bhuiyan, A	MOPME	Deputy Secretary
Chaudhuri, M	Directorate of Primary Education (DPE)	Joint Programme Director
Dag, A R	BRAC	Kalisma school
Fricke, A	EU Delegation	Section Head Operation 3
Geoffroy, V	EU Delegation	Programme Manager – Governance
Ghosh, S	Directorate of Primary Education DPE	(Director General),
Haider, Z	Bureau of Non Formal Education	Asst Director
Hossein, S	BRAC	Programme Manager Education
Hough, J	Directorate of Primary Education PEDP3	Programme 3 developer – Economist
Inagaki, A	Asian Development Bank	Principal Social Sector Specialist
Islam, A	Directorate of Primary Education (DPE)	Programme Director
Islam, S	BRAC	Director of Education
Kamal, S	MOPME	Joint Secretary
Khander, M	BRAC	Programme Coordinator Education
Mahamud, E	Save the Children's Fund (SCF)	SHIKHON Programme Manager Education
Mitschke, M	EU Delegation	Programme Education Manager
Payne, B	DFID	Senior Education Adviser
Quader, R	Bureau of Non Formal Education	Director General
Roy, M	BRAC	Regional Manager, Sylhet
Senesi, F	EU Delegation	Programme Manager - Governance and HR
Shafikul, I	BRAC	Area Education Manager Hobigonj
Sutradhar, S	BRAC	Aladaudpur school
Taleb Miah, M	Bureau of Non Formal Education	Deputy Director (Planning & and Training)

## 6.3 Country profile education

### 6.3.1 Education System in Bangladesh

#### 6.3.1.1 Education structure and organisation

The present education system of Bangladesh is broadly divided into three major stages, viz. primary, secondary and tertiary education. Primary education is a 5-year cycle while secondary education is a 7-year one with three sub-stages: 3 years of junior secondary, 2 years of secondary and 2 years of higher secondary. The entry age for primary is 6+ years. The junior, secondary and higher stages are designed for age groups 11-13, 14-15 and 16-17 years. Higher secondary is followed by graduate level education in general, technical, engineering, agriculture, business studies, and medical streams requiring 5-6 years to obtain a Masters degree.

Table 3: Education levels

Stage of General Education	Duration	Official Age
Early Childhood Education	1/ 2/ 3 years; no course duration	3-5 years
Primary Education Grades 1-5	5 year course	6-10 years
Junior Secondary Education Grades 6-8	3 year course	11-13 years
Secondary Education Grades 9-10	2 year course	14-15 years
Higher Secondary Education Grades 11-12	2 year course	16-17 years
Bachelor's Degree (General Education)	2/ 3/ 4 years	18-19/ 20/ 21 years
Master's Degree (General Education)	1/ 2 years	19/ 20-21/ 22 years

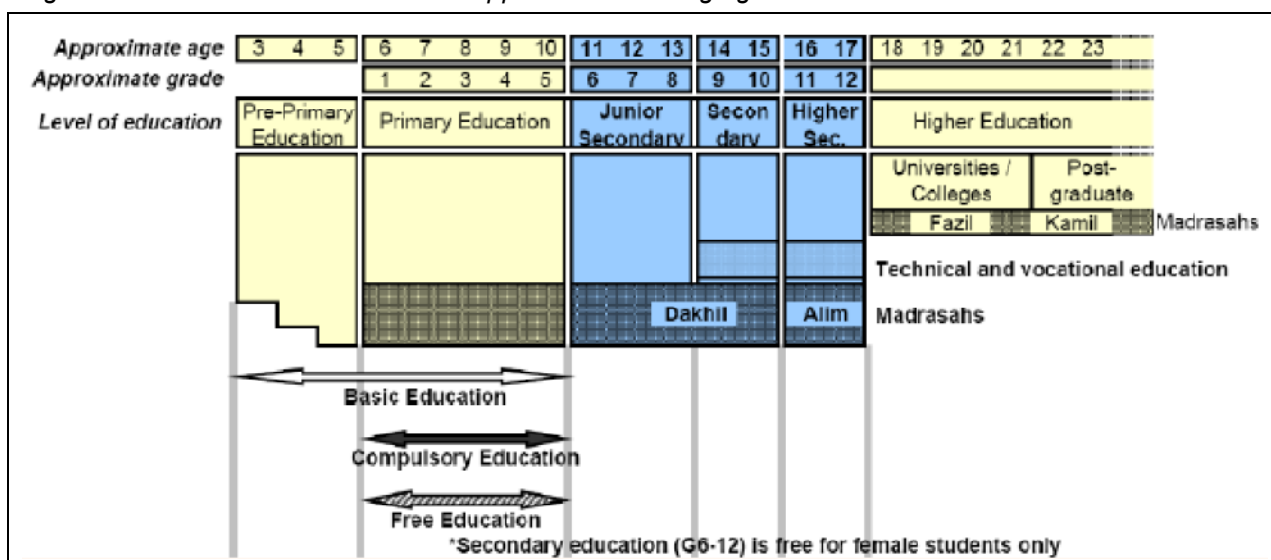
*Source: Education for All: National Plan of Action, GoB*

The primary education system (Grade 1-5) managed by the Ministry of Primary and Mass Education (MOPME) and the other system is the post-primary education which covers all other levels from junior secondary to higher education under the administration of the Ministry of Education (MOE). The post-primary stream of education is further classified into four types in terms of curriculum: general education, madrasah education, technical-vocational education and professional education.

In the general education stream, higher secondary is followed by college/university level education through the Pass/Honours Graduate Courses (4 years). The masters Degree is of one year's duration for holders of Bachelor Degree (Honours) and two years duration for holders of (Pass) Bachelor Degree. Higher education in the technical area also starts after higher secondary level. Engineering, agriculture, business, medical and information & communication technology are the major technical and technological education areas. In each of the courses of study, except for medical education, a 5-year course of study is required for the first degree.

Primary level education is provided under two major institutional arrangements (stream)-general and Madrasah, while secondary education has three major streams: general, technical-vocational and Madrasah. Higher education, likewise, has 3 streams: general (inclusive of pure and applied science, arts, business and social science), madrasah and technology education. Technology education in its turn includes agriculture, engineering, medical, textile, leather technology and ICT. Madrasahs (Arabic for educational institution), functional parallel to the three major stages, have similar core courses as in the general stream (primary, secondary and post-secondary) but have additional emphasis on religious studies. The five stages of the Madrasah education system comprise the following levels: Ebte-dayee (five years), Dakhil (five years), Alim (two years), Fazil (two years) and Kamil (two years).

Figure 1: Education structure: Approximate starting age and duration



Source: Secondary education regional information base: country profile – Bangladesh, UNESCO Bangkok, 2007

### 6.3.1.2 Education laws and basic regulations/ Legislative framework<sup>13</sup>

The policy documents and reports that are currently in effect are presented below.

- The Constitution of the People's Republic of Bangladesh (1972)

The Constitution establishes that the Government of Bangladesh has the obligation to ensure the literacy of all its citizens within the shortest possible time. The Constitution mandates the state to adopt effective measures for: (a) establishing a uniform, mass-oriented and universal system of education and extending free and compulsory education to all children to such stage as may be determined by law (i.e. the Compulsory Primary Education Act, 1990); (b) relating education to the needs of the society and producing properly trained and motivated citizens to serve those needs; and (c) removing illiteracy within such time as may be determined by law.

- Interim Education Policy (1979)

The interim education policy document consisting of the recommendations of the National Education Advisory Council, headed by the State Ministry of Education, was published in February 1979. The interim policy document puts emphasis on increased literacy so that people can take part in the development of the country.

The document establishes the current educational framework with secondary education consisting of three sub-stages; namely, junior secondary (3 years), secondary (2 years), and higher secondary (2 years). In addition, the document stipulates the following: (a) terminal examination will be conducted by the District Education Authorities for all stages of secondary education; (b) vocational, technical, agricultural and medical education will be included and integrated into secondary and higher secondary education; (c) there will be provision of skills development in any technical subject at junior secondary and secondary levels.

In regard to madrasah education, the Interim Education Policy stipulates that it should be reorganized to ensure its equivalency to general education in such a way that the dakhil level corresponds to secondary and alim to higher secondary education.

- Mohammad Moniruzzaman Mia Commission Report (2004)

This report was submitted by the Mohammad Moniruzzaman Mia Commission in March 2004. The report consists of three parts: general education, professional education, and special education, with eleven sub-divisions in each part.

Among a number of recommendations reported in the document, those of particular importance and relevance to secondary education relate to: (a) maintaining the existing education framework

<sup>13</sup> This section is mainly based on: Secondary education regional information base: country profile – Bangladesh, UNESCO 2007



(i.e. 3 years schooling in junior secondary, 2 years in secondary and 2 years for higher secondary); (b) introducing a unitrack secondary education; (c) formulating secondary education in such a manner so that the dropouts can also manage some livelihood; (d) decentralizing administration, particularly for secondary and higher secondary; (e) establishing one model secondary school in each district; and (f) exploring the full utility of modern technology for quality improvement in primary and secondary education.

- The Sixth Five Year Plan 2003-2008

The Sixth Five Year Plan (2003-2008), issued by the Planning Commission, Ministry of Planning, presents a description of different projects, including their budget estimates and project implementation periods. The document prescribes the following targets in regard to secondary education: (a) increasing participation in different levels and types of education, such as lower secondary, secondary, and higher secondary levels, including madrasah education; (b) increasing participation of girls through stipend programmes in all levels of secondary education; and (c) increasing quality of secondary education through in-service training of teachers.

- Education for All: National Plan of Action II 2003-2015

The EFA NPA II (2003-2015) targets the goals for (a) formal basic education (i.e. primary), (b) non-formal basic education, and (c) non-formal adult education. It has no provision for goals or targeted achievements at the secondary level.

### 6.3.2 Governance of education

Education in Bangladesh is administered by two ministries. The Ministry of Primary and Mass Education, as its name suggests, is responsible for primary education. The Ministry of Education (MOE) is responsible for secondary, vocational and tertiary education. Within the MOE, the Directorate of Secondary and Higher Education (DSHE) is responsible for the day to day management of all educational activities affecting classes 6 – 12. Just under 9 million students are enrolled in about 19,000 secondary institutions, (excluding madrasah), recognized by the Government.

The Ministry of Education (MOE) has overall responsibility for planning, guiding and controlling the development of education. While post-primary and post-secondary education continue under the MOE, the Primary and Mass Education Division was established in August 1992 and upgraded as a Ministry in 2003. It is responsible for policy formulation, planning, evaluation and execution of plans and initiating legislative measures relating to primary and mass education, as well as non-formal education. Mass education in Bangladesh refers to non-formal education for out-of-school children, youth and adults in basic literacy, simple numeracy and life skills.

At the central level, the Directorate of Primary Education (DPE), headed by a director-general, executes the policy decisions and controls, co-ordinates and regulates the field administration of primary education. Under the DPE there are five divisional offices headed by deputy directors, sixty-four District Offices headed by district primary education officers, and 481 Thana (Upazila) Education Offices headed by thana (upazila) education officers. The Directorate of Non-Formal Education, headed by a director-general, executes the programmes of non-formal education. It controls and regulates the field level administration of non-formal education.

The Directorate of Secondary and Higher Education (DSHE) is the principal agency for implementing government policies in secondary education. It has under its control secondary schools (including junior high schools and colleges — intermediate, degree and madrasahs). In addition, there are ebte-dayee or primary-level madrasahs under its administrative jurisdiction. In recent years, there has been a noticeable increase in the number of educational institutions. The increasing number of institutions not only creates pressure on the public exchequer but also brings in its wake administrative and management problems and increased workload. In addition, problems have resulted from the nationalisation of a number of secondary schools and colleges in the recent years.

The DSHE is headed by a Director General who is assisted by four Directors and a number of other officials at the centre, zone and district levels. The country has been divided into 9 educational zones for effective management of secondary education at the field level. Under these zones there are 64 District Education Officers (DEOs) and an equal number of Assistant District Education Officers (ADEOs) to monitor and supervise the secondary schools. One of the most difficult tasks of DSHE is the central administration of salary subsidy payment to nearly 250,000 teachers and employees of non-government secondary schools, colleges and madrasahs.

The National Academy for Primary Education (NAPE) is the principal institution of primary teacher education, conducting training and research in the field of primary education. NAPE also looks after

the academic programmes of the Primary Training Institutes (PTIs) and conducts the final examination for the one-year certificate in education course. There are fifty-three Primary Training Institutes spread over the country. The annual intake capacity of the PTIs is around 10,000. The PTIs offer a certificate in education course for primary school teachers. The PTIs also conduct action research. The National Academy for Educational Management (NAEM) is responsible for in-service training of senior administrators and teachers at the secondary and higher secondary levels.

The National Curriculum and Textbook Board (NCTB) is responsible for curriculum development, printing and supply of all textbooks for the primary, secondary and higher secondary levels. The Bangladesh Bureau of Educational Information and Statistics (BANBEIS) is responsible for the collection, compilation, publication and dissemination of information and education statistics at all levels.

The seven Boards of Intermediate and Secondary Education (BISE) independently administer the Secondary School Certificate (SSC) and the Higher Secondary Certificate (HSC) Examinations in their own regions. The Madrasah Education Board administers the Madrasah system of education (see the chapter 'private education' below).

The Technical Education Board has full academic control over the technical and vocational institutions. The Institute of Marine Technology and eleven Technical Training Centres, run by the Ministry of Manpower, are affiliated to the Board for academic purposes. Public examinations are held for various types of courses under the auspices of the Board. The Ministry of Agriculture operates eleven Agricultural Training Institutes affiliated to the Board.

Traditionally, the management role in education has been performed exclusively by the public sector. However, since 97% of the secondary schools are privately-managed non-governmental institutions, their involvement in planning, execution and management has to be secured, in order to ensure their participation in the development efforts.

### 6.3.2.1 Current educational priorities

The vast population of Bangladesh is one of its major resources. The problem lies in transforming the people into a more productive labour force and ensuring a dynamic environment for social, economic and political development. This has become difficult due to the prevalence of numerous problems like poverty, widespread illiteracy, low per capita income and rapid population growth. The Government's priority in human resource development is the eradication of illiteracy as a basic weapon to combat poverty and overall backwardness.

The National Education Policy (2000) declared: "Education will be offered in accordance with the age and need of the learners. NFE [Non Formal Education] will be complementary to formal education. Learners in the NFE system will have life skills to find employment in the world of work. NFE can be enrolled in appropriate classes of the formal schools. NFE will include opportunities of continuing education to upgrade and improve the skills of the learners. NFE will create opportunity for mass education with the involvement of Ministries and Department other than Ministry of Education."

The government's overall policy had originally been enshrined in the Secondary Education Sector Development Plan (2000 – 2010) supplemented by later revisions. Some of the provisions in this Plan (e.g. the reorganisation of primary and secondary education into an 8 year Basic and a 4 year Secondary system) have since proved impracticable. However, in 2002, the government convened a 51-member expert committee to recommend areas of reform in secondary education. The Committee's recommendation was to establish a high quality cost effective and equitable education system through governance reforms. Following further in-depth studies completed in 2003, the government produced a medium term framework for reform.

This framework (2004-08) includes the following policy objectives:

- Increasing the accountability of secondary schools both to the government and the community
- Enhancing equity in access
- Administrative capacity building
- Monitoring, evaluation and dissemination
- Improving teacher quality through emphasis on teacher training and recruitment
- Reducing opportunity for corruption and misuse of public resources in textbook production
- Making the curriculum more relevant and demand driven

Meanwhile, a new initiative was begun that culminated in the publication of an Interim Poverty Reduction Strategy Paper (I-PRSP). This document, started in 2003 and last revised in January 2005, essentially aims to half the number of people living below the poverty line by 2015. It sets out a road map for improving living standards through a general multi sector approach to poverty reduction through concentration on reform in 7 major areas, among which Quality Education. In the PRSP, education reform is seen as one of the main vehicles to the achievement of the overall aim of poverty reduction. Major recommendations for secondary education include a basket of reforms and recommendations relating to decentralisation, school based management and assessment, teachers career paths, equity and gender, increased performance, etc.

The current government has placed Education for all among its main objectives as reflected in the Election Manifesto. Human Resources Development also constitutes a strategic block of to the "Roadmap for Pro-Poor Growth", according to which the country's education system comprising primary, secondary, tertiary, and non-formal education will be developed to build a knowledge-based society. Utmost priority will be given to quality of education to increase the employability. The commitment of the government is to achieve 100% literacy by 2014.

### 6.3.2.2 Primary Education

The primary education institutional setup in Bangladesh is complex, as a formal and a non-formal school system are running in parallel:

- The formal system is characterised by a diverse typology of schools presented in the table below (based on 2008 figures). Types 1-7 are under the jurisdiction of Ministry of Primary & Mass Education - MOPME (about 86% in terms of total enrolment), while types 8-10 are under the jurisdiction of MOE (about 14% in terms of total enrolment).
- Schools outside the formal system include a heterogeneous set of institutions: most NGO-run schools, qaumi madrasahs, unregistered English-medium private schools and learning centres under the ROSC project and other non-formal education programmes. An estimate based on the 2006 MICS (discussed in Section 2.1) suggests that gross enrolment in these institutions among children of primary school age is about 7%.

Table 4: Some major figures related to primary education

	Number of schools	Number of teachers	Number of students
1. Government primary schools (GPS)	37,672	182,899	9,537,571
2. Registered non-government primary schools (RNGPS)	20,083	76,875	3,472,799
3. Experimental schools	54	221	10,346
4. Community schools	3,263	8,772	388,051
5. Non-registered non-government primary schools	966	2,460	99,564
6. Kindergarten	2,987	16,980	226,187
7. NGO schools	408	763	25,872
8. Primary sections of secondary schools	1,139	13,021	270,790
9. Ebtedayee madrasahs	6,726	28,227	919,065
10. Primary sections of dakhil, alim, fazil and kamil madrasahs	8,920	35,707	1,051,360
<b>Total</b>	<b>82</b>	<b>366</b>	<b>16,001,605</b>

Source: Bangladesh Primary Education. Annual sector performance report 2009

There are three types of primary schools: government primary school, registered non-government primary schools and community schools. In addition, there are satellite schools for Grades 1-2 children in un-served and remote areas. Government primary schools are fully financed by the government and managed by the local School Management Committee (SMC), while registered non-government primary schools receive only salary subvention at a maximum rate of 80% of the basic salary of a primary school teacher. Community schools also receive a partial salary subvention to the teachers. Satellite schools are housed in rented houses in the villages, the teachers having a fixed honorarium from the government.

Primary schools are run in two shifts: the first for the larger enrolment of Grades 1 and 2 for two hours; the second shift of three and a half to four hours, for Grades 3-4. The medium of instruction at the different grades of the primary level is Bangla (mother tongue). Textbooks are supplied to the students free of cost.

The primary school curriculum has been revised in recent years to make it need-based and life-oriented. Textbooks for Grade 4 and 5 have been revised mid nineties. The textbooks for Grades 1-2 include Bangla (mother tongue), mathematics and English. Textbooks for Grades 3-5 include Bangla, mathematics, English, science, social studies and religious education (Islam, Hinduism, Buddhism and Christianity). There are no prescribed textbooks for environmental studies in Grades 1-2 or for music,

art and crafts, and physical education for Grades 1-5. All these subjects are compulsory. The average amount of weekly teaching hours in each grade is three hours for Bangla; three hours for mathematics; thirty minutes for music, art and crafts, and physical education; and two and a half hours for all the other subjects. Religious education has an important place in the school curriculum. It is a compulsory subject of study up to Grade 8 and can be studied as an elective subject at higher levels.

Grades 1-2 pupils should receive twenty-four periods of instruction per week, each of thirty minutes' duration, for a total of 444 intended contact hours per school year of thirty-seven working weeks. Grades 3-5 pupils should receive thirty-four periods (thirty-five minutes long) per week, for a total of 734 intended contact hours per year (raised to 863 hours in 2000). But the actual contact hours are far less due to many unforeseen interruptions, such as rains, floods, festivities, sports, illnesses, etc. (Government of Bangladesh, 1999). Some reports say that effective contact time does not exceed 15 minutes of the 35-minute period (MPME, 2003).

The curriculum is competency-based. To facilitate teaching and learning, fifty-three learning competencies have been identified for primary education. Teaching materials such as teacher's manuals and the annual lesson plan have been developed on the basis of the new learning objectives. Teaching aids and instructional materials have also been prepared. Because the effective use of these materials depends on the teachers' understanding and competencies, a nationwide curriculum dissemination programme has been implemented. Government and non-government primary school teachers receive an orientation that provides adequate exposure to the materials, thereby permitting them to translate curriculum objectives into reality.

The summative assessment (in the form of an annual examination in each grade) has been abandoned. Instead, a system of continuous pupil assessment has been introduced. The system requires teachers to assess students regularly for every competency acquired in a particular lesson (through observation, oral/written assessment) and to record achievement on a monthly basis using three scales (namely grades A, B and C). There is a policy of automatic promotion in Grades 1-2. In Grades 3-5 pupils are promoted on the basis of their achievement in the annual examinations. At the end of the primary cycle (Grade 5) there are school-leaving examinations and successful students are awarded school-leaving certificates by the concerned school. There is no public examination at the end of the primary cycle, but a scholarship examination is held annually for 20% of Grade 5 pupils - on the basis of which a scholarship is awarded to successful pupils. The Primary Scholarship Examinations are conducted and managed by the Directorate of Primary Education (DPE).

The introduction of free education for girls up to Grade 10 and the provision of financial aids for girls in rural areas have accelerated enrolment and improved the completion rate of girls, both at the primary and secondary levels of education. Private primary schools are also providing education that varies in duration and curriculum.

The first level of education is comprised of 5 years of formal schooling (class / grades –1-5). Education, at this stage, normally begins at 6+ years of age up to 11 years. Primary education is generally imparted in primary schools. Nevertheless, other types of institutions like kindergartens and junior sections attached to English medium schools are also imparting it.

Primary Education Systems in Bangladesh is being managed and administered by Ministry of Primary and Mass Education (MOPME) in association with the attached Departments and Directorates as well as a number of autonomous bodies as follows:

#### **Ministry of Primary & Mass Education (MOPME):**

Bangladesh is committed to the World Declaration on Education for All (Jomtein, March 1990) and the Convention on the Right of Children (New York, September 1990). Recognising the importance of primary and non-formal education in ensuring education for all and eradicating illiteracy, the Government created a new Division called Primary and Mass Education Division (PMED) in August 1992. This Division is now operating as a Ministry since January 2003. The Ministry of Primary and Mass Education is responsible for policy formulation, planning, evaluation and execution of plans and initiating legislative measures relating to primary and non-formal education.

#### **Directorate of Primary Education (DPE):**

This Directorate controls, coordinates and regulates the field administration of the primary education. The Directorate of Primary Education was created in 1981 with a view to giving full attention to primary education as an independent organisation. The Director-General heads it. Under this Directorate there are 6 Divisional (regional) Officers, 64 District Offices and 505 Upazila/Thana Offices. In the Directorate, there are six Divisions each headed by a Director. The Task and responsibilities of the Division are as follows:

### **National Academy for Primary Education (NAPE):**

This is an apex institution for training and research in the field of primary education, which is headed by a Director and governed by a Board of Governors headed by the Secretary, PMED. There are 55 Government and 1 private Primary Training Institute. They offer 1-year Certificate-in-Education course to teachers of primary schools.

### **Bureau of Non-formal Education (BNFE):**

A Directorate was created in 1995 with the responsibility of execution of policy decisions and plans relating to non-formal education. The Non-formal Education Programmes were then implemented through (a) NGO run centre-based literacy programme. (b) total literacy movement by the District/Thana administration. This Directorate has been abolished and started functioning as Bureau of Non-formal Education.

### **Compulsory Primary Education Implementation Monitoring Unit:**

After the enactment of Primary Education (Compulsory) Act of 1990, the Government created the Compulsory Primary Education Implementation Monitoring Unit in 1991, headed by the Director-General with the responsibility to monitor the compulsory primary education programme at the field level and conduct child-survey to collect information on the numbers of primary school-age population and children attending schools.

District Primary Education Office (DPEO Office):

There are 64 District Primary Education Offices in the headed by District Primary Education Officer (DPEO), assisted by Assistant District Primary Education Officer (ADPEO). The tasks and responsibilities of these offices are:

- To take decisions related to administration and supervision of all primary schools (government and non-government) in the District.
- To take steps related to transfer of and disciplinary action against the teachers supervision of schools for the improvement of qualitative standards;
- To act as appointing authority of primary school teachers;
- To grant leave to employees and the primary school teachers to grant and gratuity of the employees and teachers;
- Supervising and monitoring activities of UEOs and AUEOs approval of their tout diaries;
- Executing the duties and instructions transmitted by the MOPME and the DPE.

Upazilla/Thana Education Office (UEO/TEO Office)

There are 513 Upazilla/Thana Education Offices throughout the country. The UEO/TEO in charge of Upazilla/Thana and has to the general responsibilities for management and monitoring of primary education in the Upazilla/Thana are divided into clusters. A cluster comprises of 20-30 schools. One AUEO/ATEO is in charge of each cluster. The major responsibilities of UEO/TEO are:

- Supervising and inspection primary schools.
- Working as drawing and disbursing officer.
- Sending proposals for transfer, retirement, pension and gratuity benefits of the teachers and employees, to the District Primary Education Officer.
- Constituting a cluster comprising 20-30 schools with the approval of the DPEO, sub-clusters comprise 4-5 schools, and giving the charge of each cluster to an AUEO.
- Working as the Member – Secretary of the Upazilla Education Committee (UEC). Preparing the priority list for the development of the primary schools as per decision of UEC.
- Collection of data on primary schools for onward transmission to DPEO/DPE.
- Making recommendations for establishing new schools in unschooled areas.
- Monitoring and updating the service books of the teachers.

At the school level, a school management committee (SMC) is responsible for the overall management and development of the school. Its specific functions include ensuring regular attendance of teachers and students, managing small repairs, and selecting stipend cardholders. SMCs consist of teachers and parents, representatives of local government and various other individuals interested in

the school or education in the area more generally. Membership of the SMC is through election and members hold their post for four years before being re-elected. However, in some schools membership of the SMC is renewed without any election process taking place.

### 6.3.2.3 Secondary Education<sup>14</sup>

The main objectives of secondary education are to i) extend and consolidate primary education; ii) provide students with knowledge of various subjects and develop their potentials and abilities; iii) prepare skilled manpower for the country's economic development; and iv) enable the students to take an active part in society as good and responsible citizens. The subjects taught at the secondary level include: language, mathematics, science, religion, history, geography, economics, civics, home economics, environment, art and crafts, etc.

Secondary education is itself divided into three levels: junior secondary (classes 6 – 8) senior secondary education (classes 9–10) and higher secondary education (classes 11–12). Many higher secondary schools also offer courses leading to degrees in liberal arts and sciences. Institutions offering Grades I-XII (primary to higher secondary) are few in number. Post-primary level madrasahs are known as Dakhil madrasa (grades 6-10) and Alim madrasa (grades 11-12).

Transition from primary to junior secondary education depends on satisfactory annual examination results. The head teachers of the respective primary-level institutions issue the school leaving certificates.

In order to meet the admission requirements for Grade 9 (the first grade of secondary education), students need to secure minimum prescribed marks from their junior secondary schooling. The respective schools and local education authorities make the decisions regarding student promotions. Although there is no public examination held at the entrance stage of secondary education, students are required to take the Secondary School Certificate (SSC) examination at the end of Grade 10, and the results will be the basis for admission into the higher stage of secondary education. The examination is administered nationwide by seven Boards of Intermediate and Secondary Education (BISE).

The National Curriculum and Textbook Board (NCTB) and Madrasah Education Board are responsible for the prescription of curriculum for junior secondary and secondary education; whereas BISE takes direct responsibility for the curriculum/syllabus for higher secondary education. The development of textbooks is also under the responsibility of the same governmental bodies.

Secondary education curriculum was last revised during the mid- to late nineties in an incremental manner. The old curriculum was revised in order for students to be introduced to the most recent features of the changing society, and learning content was also localized accordingly. In terms of some major subjects, the revised curriculum puts more emphasis on improving students' English communication ability (especially at the junior secondary and secondary levels) by replacing the conventional English courses with communicative English courses, introduces agriculture education at the junior secondary level, and omits arithmetic from secondary-level mathematics for its discontinuity to higher secondary education.

The annual promotion to the next grade is based on the results of the assessment examinations, which are held three times a year at the end of each semester. Public examination is held at the end of secondary as well as higher secondary education, which is essentially the admission requirement to the higher level of education. The extremely high percentage of repeaters in grades 10 and 12 reflects the fact that many students fail the examination and need to remain in school for an additional year(s).

Students are required to sit the public examination at the end of secondary and higher secondary education. These examinations are called Secondary School Certificate (SSC) and Higher Secondary Certificate (HSC) respectively, and administered by BISE and Madrasah Education Boards.

After 2005, the government has utilised several conduits and methodologies to practically address the issues of secondary education highlighted in the medium term framework and the PRSP.

The core issue facing secondary education is one of governance. The vast majority (more than 95%) of secondary schools in Bangladesh (including the religious Madrasa), are private non government institutions. Secondary education is, therefore, a private sector business. While there appears to be an

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<sup>14</sup> This section is mainly based on: *Asian Development Bank (2006): Technical Assistance Consultant's Report. People's Republic of Bangladesh: Preparing the Secondary Education Sector Improvement Project- II (Financed by the Japan Special Fund)* and on: *Secondary education regional information base: country profile – Bangladesh, UNESCO 2007*

apparent over-centralised system of administration and control in secondary education, in reality the power of the government over its secondary school sector is not as strong as it would appear. Examples of this can be seen in the government's (past) difficulties in linking performance to the substantial subsidies it gives to private education, with the result that there have been problems establishing and maintaining the quality of education and the quality of management in secondary schools. Yet, and despite this, the secondary school sector is critical to any national manpower (or other) development plans produced by government. This pivotal fact has been recognised by government and, therefore, much of its current and future planning and resources are – and will continue to be – concentrated on improving accountability and in asserting quality within secondary education. The government will attempt to do this by using the (almost) sole sanction that it has at its disposal – the 90% teacher salary subvention – to control events and quality in schools.

Notwithstanding the issue of accountability between government and its secondary education sector, poor management and administration are among the root cause of many of the day-to-day problems afflicting education in general and secondary education in particular. Accountability and monitoring systems are weak at all levels and in many cases nonexistent. Mismanagement and, in many cases, questionable practices, are pervasive. The overall result is that the quality of education provision and related services is less than it could be. This affects almost every element of the secondary process from book production, civil works, teacher recruitment, assignment to schools, salary payments and transfers and examinations.

Moreover, and apart from management at central and institutional levels, no effective system of school supervision exists, with the result that quality, in terms of teaching performance and teaching outputs, is rarely, if ever, assessed. Since teachers are not assessed, it follows that there is no scope for professional development in a meaningful form.

At all levels, the practice of frequent intra and inter departmental transfer continues to wreak havoc on the continuity of professional input and purpose, corporate knowledge, and the desire to “own” a problem or issue. This is particularly significant in the professional agencies such as NAEM, NTBC, BISE etc, where the retention of skilled employees is essential for the quality of the services that these agencies provide. Not surprisingly, in these circumstances, staff morale is extremely low, a factor that further exacerbates the quality of work.

In financial terms too, a major factor affecting the provision of quality education is the mismatch between educational spending and investment in schools. Bangladesh's education expenditure is about 2.2% of GDP and 15 – 16% of total government spending. The problem is that by far the biggest proportion (80%) of the recurrent secondary education expenditure is spent on teachers' salaries or salary related subsidies. This leaves little to be invested in resources and teaching or learning material. However, despite this huge and disproportionate spending on subventions, the government's control over the secondary education sector is, until recently, been limited.

#### **6.3.2.4 Madrasah Education<sup>15</sup>**

The Madrasah system represents an alternative to government education. The origin of the Madrasah system can be traced back to 1780, when the Calcutta Madrasah (the first government college in the Indian sub-continent) was set up. The original purpose of establishing the Madrasah was to produce officials well-versed in Islamic laws. Over the years the number of madrasahs operating as religious institutions increased, although the original purpose of establishing them has been lost.

Madrasah education, as a parallel system, has drawn considerable attention in recent years. The number of madrasahs has grown as a result of increased government salary subsidies to non-government institutions. The Ministry of Education issued circulars equating the Ebtedayee, Dhakil, and Alim madrasah levels with the primary, secondary, and higher secondary levels, respectively. It is possible for a student passing the Dakhil Examination of the Bangladesh Madrasah Education Board to be admitted to the HSC course in a college. Similarly, a student passing the Alim Examination with science subjects can pass an admission test to be admitted to an agricultural college, a medical college, or an institute of technology. The Madrasah system includes two additional stages: Fazil (two-year course, equivalent to bachelor's degree level) and Kamil (two-year course, equivalent to master's degree level).

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<sup>15</sup> This section is mainly based on: *Second Secondary Education Improvement Project (SESIP- 2)*, G. Kelly (team leader,) D. Carroll, S. Mendoza, A. Parkes, R. Tasker, M. Akhand, H. Begum, P. Biswas, F. Chowdhury, N. Nasreen, M. Manan and A. Rashid., Asian Development Bank, January 2006

There are two categories of Madrasah in Bangladesh. One is Qaumi Madrasah and the other is Alia Madrasah. Qaumi Madrasah is financed by locality and the government has no control over their curriculum, examination etc. Their academic work is evaluated by Board/Boards through examination and the government has no link with this. The government does not pay subvention (MPO) to the Qaumi Madrasah.

The government of Bangladesh established a Board for Alia madrasah called Bangladesh Madrasah Education Board (BMEB) under the Madrasah Education Ordinance, 1978 for the organisation, regulation, supervision, control, development and improvement of Madrasah education in Bangladesh. Government pays subvention (MPO) to the Alia Madrasah and the categories of Alia Madrasah are: FURQUANIA / IBTEDAYEE, DAKHIL, ALIM, FAZIL and KAMIL. Students of Alia Madrasah from Dakhil to Kamil are assessed by Bangladesh Madrasah Education Board.

In 2002, there existed 7,820 Madrasahs institutions, under which 5,536 were Dakhil, 1,105 were Alim, 1,032 were Fazil and 147 were Kamil. The total number of teachers amounted to 113,810, among which only 4.6% were female. There were 3,398,043 students enrolled, with a share of 44.4% female students.

Table 5: Madrasahs, teachers and students, 2002

Institutions		Teachers			Students		
		Total	Female		Total	Female	
Type	Number	Number	Number	%	Number	Number	%
Madrasa Education (Dakhil to Kamil)	7,820	113,810	5,195	4.6	3,398,043	1,507,824	44.4

Source: Data collected from a research study which was conducted in July 2005 entitled, "Analysis of Madrasah in Bangladesh & Pakistan" (Authors: Mercer, M. M, Murshid T. M, Kabir M. Z, Khan A. R, July 2005. Firm: SEMA Belgium & Atos Origin Belgium in association with Ace Global and financed by Europe Aid/116548/C/SV Lot No: Studies for Asia), from BANBEIS, 2003 and from Bangladesh Madrasah Education Board.

### 6.3.3 Financing of education<sup>16</sup>

Education in Bangladesh is basically state financed. Government allocations to the education sector are made from the Revenue (recurring) and Development (one time/ investment) Budgets. The sources of funds are government's own and external aid from development partners. External assistance can be in the form of loan and grant in Taka (Bangladesh currency), cash foreign exchange, Project Aid, etc.

Generally, teachers' salaries and allowances constitute a major part of the total public expenditure on education. In Bangladesh, classified expenditure data on education are not available. The available data, however, suggest that per-student public expenditure in government institutions (secondary schools, colleges and madrasahs) is significantly higher than in non-government institutions. Per-pupil recurrent expenditure in urban secondary schools greatly exceeds per-pupil expenditure in rural secondary schools.

Although non-government secondary schools are managed by their respective managing committees, the main source of their expenditure is the government salary subsidies for teachers and non-teaching employees (49.2%). The next important sources are tuition fees (24.3%) and other student charges (18.5%). Tuition fees for girls in grades 6-8 in the rural areas have been abolished since January 1990. Consequently, a subsidy for tuition fee exemption for girls is paid by the Government to the concerned non-government secondary schools.

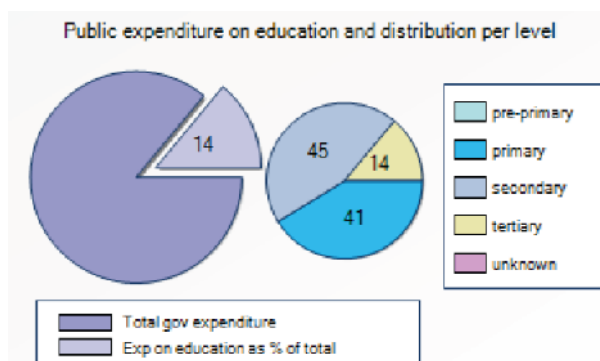
In 2008, public expenditure on education represented 14% of the total government expenditures from Development Budget was 14.18% of all sectors (Bangladesh Economic Review, 2006).

<sup>16</sup> This section is mainly based on: *A compilation of background information about educational legislation, governance, management and financing structures and processes: South and West Asia, UNESCO-IBE 2008*



Table 6: Public expenditures on education in 2008

Pupil / teacher ratio (primary)	(*)	44
Public expenditure on education :		
as % of GDP		2.4
as % of total government expenditure		14.0
Distribution of public expenditure per level (%) - 2008 :		
pre-primary		-
primary		41
secondary		45
tertiary		14
unknown		-



Source: UNESCO Institute for Statistics

The cost of expenditure on account of government primary schools (100%) and registered nongovernment primary school teachers (90%) are borne by the government. Besides, non-registered nongovernment primary schools receive grants from the government. The government also provides grants for construction and maintenance of non-government school buildings, subvention towards salary, house rents and medical allowances of teachers, training of teachers, stipend to students, special stipend to poor female students, costs towards uniform of poor students, educational materials, etc. The government has special funds to meet special needs of disadvantaged students through such programs as Food for Education/ Cash for Education.

In case of development expenditure, which is more or less one time investment cost, most of spending is on construction of new physical facilities and renovation/ improvement of old physical facilities. Revenue and development expenditure from public exchequer during the period 2000-2006, as shown below, indicates that the education sector received between 12.31% and 15.76% of allocation of all sectors, with 14.18% during 2005-06.

Table 7: Public Expenditure of GoB on all sectors including Education

Year	Revenue and Development Budget		
	All Sector	Education	% of all sector
2000-2001	371330.0	58517.0	15.76
2001-2002	372891.8	58766.5	15.76
2002-2003	419710.0	65037.8	15.50
2003-2004	511014.8	67579.2	13.22
2004-2005	579109.4	71301.2	12.31
2005-2006	669116.8	94876.8	14.18

Source: BANBEIS: Bangladesh Educational Statistics, December, 2006

Besides revenue and development expenditure by the government, a good number of NGOs, private sectors individuals and organisations, and parents of students spend large sums of money on education.

### 6.3.3.1 External financing<sup>17</sup>

The development partners finance education through loans and grants to the Bangladesh Government and also to NGOs and researchers.

In the education sector, a sub-sectoral SWAp, covering only formal, primary education, has been constructed, whilst non-formal primary education is supported by some of the same donors, but in a separate arrangement, focused on the non-formal schools established by the Bangladesh Rural Advancement Committee (BRAC), a large, longstanding, national NGO. In addition, a large World Bank-

<sup>17</sup> This section is mainly based on: *The New Modalities of Aid to Education: the view from within some recipient countries, Background Study for the 2008 EFA Global Monitoring Report; Abby Riddell; UNESCO 2007*, and on *Bangladesh Non-formal education, Country profile prepared for the Education for All Global Monitoring Report 2008, Zia-Ul-Sabur, UNESCO 2007*

supported project, with contributions from other donors, Reaching Out of School Children (ROSC) runs alongside these other two programmes. The Government has been reluctant to enter into an education SWAp, and has not been willing to combine coverage of non-formal with formal primary education.

The first Primary Education Development Programme (PEDPI) (1998-2003) led by the Asian Development Bank (ADB), and planned as an umbrella programme with 27 discrete projects supported by 10 donors, achieved, it is widely agreed, limited quality improvement and poor coordination by the government and donors. When the ADB began planning for a second PEDP, at the Government's request, joint TA teams, led by the ADB developed a macro plan dealing with (i) primary education quality – through organizational development and capacity building; (ii) school and classroom quality; (iii) infrastructure development; and (iv) access to quality education. A pooled fund was established in 2004 with resources provided by the ADB, the World Bank, CIDA, the EC, Netherlands, Norway, and Sida, together with three agencies which contributed parallel finance, UNICEF, AusAid and Japan. A Programme Liaison Unit (PLU) was established by the ADB to assist with monitoring and coordination, but programme implementation is carried out by the Primary Education Directorate, supported by a Programme Coordination Unit (PCU) comprising national and international consultants. The PLU and the PCU are meant to be the donors' link to Government. These bodies for the education sector are in addition to the Local Consultative Group (LCG) of donors in Bangladesh, which holds two annual reviews, one in the spring, and another, thematic review in the autumn.

The key donors can be divided into the following categories:

- **NGOs financed under government's projects.** ADB (Asian Development Bank), WB (World Bank), and SDC (Swiss Agency for Development & Cooperation), Sida (Swedish International Development & Cooperation Agency), Norway, DFID (Department for International Development), UNICEF (United Nation's Children's Fund), ILO (International Labor Organization), UNESCO (United Nations Education Scientific and Cultural Organization), WFP (World Food Program), UNHCR (United Nations High Commission for Refugees) and UNFPA (United Nations Fund for Population Agency).
- **NGOs financed under bilateral grants.** Bilateral donors assist NGOs in Bangladesh, AusAid (Australian Aid), Cida (Canadian International Development Agency), DANIDA (Danish International Development Agency), JICA (Japan International Development Agency), Norway, Sida, SDC and USAID.
- **NGOs financed by international foundations.** Aga Khan Foundation, Ford Foundation, Japan Foundation, Damien Foundation, Helen Keller Foundation, Pally Karma Shayaak Foundation (PKSF).
- **NGOs funded by international NGOs.** Action Aid, Save the Children, USA, UK, Sweden, Australia, PLAN International.

### 6.3.3.2 Major support programmes<sup>18</sup>

The major support programmes in the education sector are:

- The Government of Bangladesh (GOB) lays special emphasis on raising the female literacy rate and ensuring female participation in all spheres of social as well as economic development. In view of this, Female Stipend Programmes (FSP) have been launched at the junior secondary and secondary levels since 1994. Having started with female students in targeted areas, the programme has now expanded to cover most parts of the country. It has also expanded in terms of education level to include higher secondary education. These stipend programmes generally include the monthly tuition fee, which is given directly to the institutions; monthly stipends; book purchase subsidies for female students in grades 9 and 11; and examination fees for female students in grades 10 and 12. The primary objectives of the stipend programmes are: (a) to increase female enrolment rates at the secondary level; (b) to assist girls in passing the SSC/Higher Secondary Certificate (HSC) examination (or equivalent) so that they become qualified for employment; and (c) to hold girls in studies and retain them from early marriage. Certain conditions apply for the programmes: (a) to attend at least 75% of school days during an academic year; (b) to secure marks of at least 45% on average or a GPA of 2.5 in the semi-annual and annual examinations; and (c) to remain unmar-

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<sup>18</sup> This section is mainly based on: *Secondary education regional information base: country profile – Bangladesh, UNESCO 2007*

ried up to the SSC/HSC or equivalent. The programmes are currently funded by the Government of Bangladesh (GOB), Asian Development Bank (ADB), Norwegian Agency for Development Cooperation (NORAD) and the Islamic Development Bank. (IDA).

- In addition, there are three merit-based scholarship programmes in place at the secondary level: (1) the Junior Scholarship by DSHE, which is given to high-performing students in the annual Junior Scholarship Examination; (2) the Secondary Scholarship, funded by BISE and the Madrasah Education Board, which is given to students performing well in the SSC or Dakhil Examination; and (3) the Higher Secondary Scholarship, also sponsored by BISE and the Madrasah Education Board, given to high performers in the HSC and Alim Examination.

Below is the list of major secondary education-related projects (completed or on-going) that are supported by external development agencies (as of April 2007).

**Table 8: Major secondary education-related projects with external funding (as of April 2007)**

<b>Project Title</b>	<b>Agency (type of assistance)</b>	<b>Level of Education</b>	<b>Implementation Period</b>
Secondary Education Sector Improvement Project (SESIP)	ADB (TA/Loan)	JS+S+US	Unknown/ 1999-2006
Secondary Education Sector Development Project (SESDP)	ADB (TA/Loan)	JS+S+US	2004-/ 2006-2013
Teaching Quality Improvement in Secondary Education (TQI-SEP)	ADB & CIDA (TA/Loan & Grant)	JS + S	2002-/ 2004-2011/
Female Secondary School Assistance Project (FSSAP), –Phase I	WB, IDA (Loan)	JS + S	2002-2007
Education Sector Development Support Credit II	WB, IDA (Loan)	JS+S+US	2006
Introduction to Dakhil (Vocational) Course in Madrasah, Phase I	IDB (Loan)	JS + S	2001-2007
Female Secondary Education Stipend Project, Phase III	NORAD (Grant)	JS + S	2004-2006

*Notes: Implementation period for ADB and WB refers to the period from the year of project approval to the [estimated] project completion year.*

*JS = Junior secondary; S = Secondary; HS = Higher secondary*

*The projects and information listed here are taken from agency websites at the time of data collection.*

### **6.3.4 Policies and strategies to promote equity**

In light of the vision, the goals and strategies set in the Dakar Framework for Action, the state of basic education in the country in 2000/01, the lessons learned from the implementation of the first EFA National Plan of Action (NPA I), the overall goal of the EFA NPA II 2003–2015 is: to establish a knowledge-based and technologically-oriented learning society by enhancing and sustaining access, retention and provision of quality basic education to meet the learning needs of all children, young persons and adults in a competitive world, both in the formal and non-formal sub-sectors of basic education without any discrimination. The objectives of the EFA NPA II are to:

- Institute a well organised and coordinated program of early childhood care and education for the most vulnerable and disadvantaged children, using both formal and non-formal approaches, with emphasis on family and community-based programs.
- Bring all primary school-age children, particularly girls, the disabled, those in difficult circumstances and belonging to ethnic minorities, and enable them to complete primary education (already free and compulsory) of good quality.
- Establish programmes of appropriate learning and life-skills to meet the learning needs of all young people and adults, and ensure their access, participation and successful completion of relevant courses.
- Increase the adult literacy rate (among persons of 15 to 45 years of age) from 56% in 2000 to 80% by 2015 (reducing adult illiteracy by half, following the millennium development goal), especially for women, through equitable access to quality basic and continuing education for all adults.
- Sustain and enhance the present near gender-parity in primary and above parity for girls in secondary education to achieve gender equity in education by 2005 and gender equality in 2015 by ensuring full and equal access of boys and girls to and achievement in basic education of good quality.

- Improve the quality and excellence of basic education in all respects and ensure achievement of recognised and measurable learning outcomes by all, especially in literacy, numeracy and essential life skills.
- Institute an agreed core of equivalence between formal and non-formal basic education sub-sectors and between/among different streams of formal sub-sector and between public and NGO and private programs to ensure standard quality of education across the board and transferability from non-formal to formal and between streams to enable those who want to join the main stream and continue further education or switch from one to another stream. (MPME, 2003).

### 6.3.5 Progress and achievements in basic education (2000-2007)

#### 6.3.5.1 Main indicators

*The National Plan of Action (NPA II) for EFA goals provides the strategic and operational guidance to Bangladesh to undertake the required programmes in the areas of early childhood development, quality improvements in the formal primary schools and relevant non-formal components to address issues of out-of-school children, on its way towards the MDG target date of 2015.*

To achieve the objectives of NPA II, the following targets have been set for 2003-2015 as described in the table below.

Table 9: Summary of Targets of EFA NPA-II, 2001-2015

Indicator	Benchmark	Targets for Selected Milestones		
	2005	2010	2015	
<b>ECCE</b>				
Formal ECCE (Primary school attached)	22%	1 million	1 million	1 million
Non-formal ECCE (family & community-based) (% of extreme poor children)	n.a.	15%	20%	15%
<b>Universal Primary Education</b>				
Gross Enrolment Rate (total)	96.5	103	108	110
Gross Enrolment Rate (boys)	96.0	102	107	110
Gross Enrolment Rate (girls)	97.0	104	107	110
Net Enrolment Rate (total)	80	83	92	95
Net Enrolment Rate (boys)	82	87	91	95
Net Enrolment Rate (girls)	85	89	93	95
Drop-out Rate	33	25	14	5
Completion Rate	67	75	86	95
<b>Non-formal Education</b>				
NFBE – Access/Coverage	11	19	48	33
Adult Literacy Rate (15-24 age group)	66	73	82	95
Adult Literacy Rate (15-45 age group)	62	70	78	90
<i>Source : Education for All. National Plan of Action (NPA II) 2003-2015, Ministry of Primary and Mass Education Government of Bangladesh</i>				

In order to ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to and complete free primary education of good quality, the government of Bangladesh have set targets indicator-wise with GER at 10.3%, NER 83%, dropout rate at 25%, completion rate 75% and Quality Achievement at 30%.

According to the Bangladesh Primary Education annual report 2009, both main participation indicators appear to have increased strongly between 2005 and 2006, modestly between 2006 and 2007 and to fall back to 2006 levels in 2008:

- the gross enrolment rate, in other words the number of children enrolled in Grades 1-5 relative to the total population of children aged 6-10 years (official primary school age) was estimated at 97.6% in 2008 (up from 93.7% in 2005)
- the net enrolment rate, in other words the number of children of the official primary school age (6-10 years) enrolled in Grades 1-5 relative to the total population of children aged 6-10 years was estimated at 90.8% in 2008 (up from 87.2% in 2005).

Table 10: Participation: Enrolment (gross and net enrolment rates) in primary education

	2005	2006	2007	2008
Number of students who enrolled in Grade 1	3,882,396	3,483,092	3,419,499	3,468,255
Number of students aged 6 who enrolled in Grade 1	3,554,361	3,058,297	3,023,145	3,037,119
Population of children aged 6 – SIDPSP	3,636,212	3,246,720	3,196,288	3,186,413
Gross intake rate (%)	108.4	107.3	107.0	108.8
Boys	105.9	104.1	104.0	105.8
Girls	111.0	110.7	110.2	112.1
Net intake rate (%)	94.7	94.2	94.6	95.3
Boys	93.3	93.2	93.5	93.9
Girls	96.1	95.3	95.8	96.8

Source: Bangladesh Primary Education. Annual sector performance report 2009

According to the following table, the 14 Key Performance Indicators 2005-2008 are moving positively on the whole. Trends in participation, transition and government spending show a stable or positive development and some are close to or on the PEDP-II targets. Interestingly, most internal efficiency indicators appear to be at a turning point 2007-2008. For drop-out and repetition, all but one grade show improving figures. Completion and survival (survival to grade 5 is not in the list of 14 but has improved from 51.9% to 54.9% 2007-2008) are also turning from declining to improving trends.

Table 11: PEDP-II key performance indicators, 2005-2008

Key Performance Indicators		2005	2006	2007	2008	Overall trend	Target	
1	Gross enrolment rate [EFA 5]	93.7%	97.7%	98.8%	97.6%	Positive trend (on target), gender disparity trend is slightly negative	98%; Gender parity	
2	Net enrolment rate [CFA 6]	87.2%	90.9%	91.1%	90.6%	Positive trend (on target), gender disparity trend is slightly negative	90%; Gender parity	
3	Completion rate	52.1%	49.5%	49.5%	50.7%	Stabilising trend	55%; Gender parity	
4	Stipend recipients (millions)	4.3	4.7	4.8	4.8	Positive trend (above target)	Maintain baseline level	
5	Transition rate from Grade 5 to Grade 6	92.4%	96.6%	n/a	n/a	Positive trend (target in reach)	96%; Gender parity	
6	Current public expenditure on education as % of GNP	1.93%	2.19%	2.20%	2.14%	Positive or stable trend	2.00%	
7	Public expenditure on primary education as % of total public expenditure on education [EFA 8]	37.1%	41.2%	39.5%	43.8%	* Positive trend	45%	
8	Student absenteeism	23%	20%	20%	19%	Positive trend (target in reach)	18%	
9	Student-teacher ratio [EFA 11]	54	54	49	50	Positive trend	46	
10	Repetition rate [EFA 12]	Grade 1	12.3%	11.5%	11.9%	11.3%	Stable or slightly positive trend	<10%
		Grade 2	11.0%	10.1%	11.2%	11.0%	Stable trend	<10%
		Grade 3	13.7%	13.0%	14.9%	14.5%	Stable trend	<10%
		Grade 4	11.4%	13.0%	14.4%	13.7%	Stable or slightly negative trend	<10%
		Grade 5	6.7%	5.5%	2.2%	5.2%	Positive trend (on target)	< 5%
11	Coefficient of efficiency [EFA 14] Ideal as % of actual Years input		60.6%	59.0%	50.8%	50.3%		
			8.1	8.5	8.5	8.6	Negative trend	7.5
12	Dropout rate	Grade 1	12.9%	13.9%	14.4%	13.2%	Stable trend	Fall by two % points each year
		Grade 2	8.3%	10.2%	10.1%	8.3%	Stable trend	
		Grade 3	13.4%	12.7%	12.7%	9.9%	Positive trend	
		Grade 4	16.0%	18.0%	14.6%	15.7%	Stable trend	
13	Students at Grade 1 and above who master national learning competencies [EFA 15] Mean scores 5 Cr Bangla (NAS) Mean scores 5 Cr Math (NAS)					**		
			56.18		58.51		Positive trend	Targets to be defined
			46.71		53.25		Positive trend	
14	Enrolled disadvantaged children	16,680	17,570	53,303	17,168	Positive trend (above target)	5% annual growth	

Source: Bangladesh Primary Education. Annual sector performance report 2009, Government of the People's Republic of Bangladesh, Directorate of Primary Education, Second Primary Education Development Programme, Mai 2009

### 6.3.5.2 Literacy

The Literacy Assessment Survey 2008<sup>19</sup> found an overall literacy rate 49.7% for population 11 years and over. For the population over 15+ age groups, the literacy rate is found to be 48.8%. The difference between male and female literacy rates is small, where male 48.6% and female 49.1%. Female literacy rate for the first time surpassed male literacy rate, which may be considered as the

<sup>19</sup> United Nations Educational, Scientific and Cultural Organization, BANGLADESH BUREAU OF STATISTICS (2008): Literacy Assessment Survey 2008

impact of several gender sensitive programmes undertaken by the government and other agencies. Key findings from survey can be summarised as follows:

- Rural literacy rate (47.1 percent) is found to be much lower than that of urban areas (58.1 percent). However, a sharp decrease in literacy of urban adult males is observed. In 2005, literacy rate for urban males was 62.7 percent, which now stands at 56.7 percent.
- Advanced level literacy (30.2 percent) is found higher compared to initial level literacy (18.6 percent) in both rural and urban areas.
- Proportion of population at different levels of literacy varies across rural and urban areas of six administrative divisions. Literacy level of adults (15+ years) is highest in Chittagong (54.8 percent) and lowest in Sylhet (43.9 percent).
- The scores of respondent (maximum possible score was 100 and minimum 0) reveal relatively skewed distribution. The mean and median score at the national level is 49 for both male and female respondents.
- The literacy rate (literate initial and literate advance) for 11-14 years population are as follows:

Table 12: *Literacy rate for 11-14 years population*

Sex	Rural	Urban	Total
Male	51.5%	64.7%	54.7%
Female	53.7%	70.6%	57.7%
<b>Total</b>	<b>52.6%</b>	<b>67.8%</b>	<b>56.2%</b>

- Rural -Urban different is big while male female different is small.
- More than 48 percent adults (15+ years) are literate. Male -Female different is small, while rural urban different is remarkably big. Distribution among rural-urban and male female is as follows:

Table 13: *Literacy rate for adults (15+ years)*

Sex	Rural	Urban	Total
Male	46.1	56.7	48.6
Female	46.7	57.1	49.1
<b>Total</b>	<b>46.4</b>	<b>56.9</b>	<b>48.8</b>

For the age groups, the literacy rate is the highest for 11-14 years age group (58.7 percent); which gradually decreases with age. The literacy rate is nearly 40 percent for population aged 65 and above.

- The adult literacy rate of urban non-Muslims is significantly higher compared to urban Muslims; 65.8 percent as against 56.6 percent. In rural areas, the difference is minimum.
- A strong relationship is observed between level of formal education and level of adult literacy. The level increases from 3.8 percent for adults completing grade 1 to 49.4 percent for adults completing grade 4 and 100 percent completing grade 9.
- The adult literacy rate is strongly correlated with wealth status of the respondent. The higher the wealth score, the higher is the literacy status. The relationship is evident and can be seen below:

Table 14: *Literacy rate by wealth status*

Respondent Groups by Wealth Status	Literacy Rate in Percent		
	Rural	Urban	Total
Poorest	25	32	28
Poor	34	47	39
Middle class	48	57	51
Rich	58	71	64
Richest	69	83	76

The difference among social groups is spectacularly high in urban areas.

- Increase in adult literacy rate since 2002 is encouraging. The adult literacy rate was 38.8 percent in 2002 and it reached 48.8 percent in 2008, increasing annually by 5.55 percent during 2005-2008. If this rate of growth (5.55%) per annum continues then the adult literacy rate in 2015 would be around 71.21 percent.
- The major contribution to higher growth rate came from the increasingly higher growth rates in female literacy. The rural adult literacy rate has been increasing while urban adult literacy rate has been decreasing due mainly to gradual decrease at urban male adult literacy, which may be explained by less targeted programmes for adult illiterates in the urban areas.
- Regional variation calls for identification of factors for low level of literacy in many geographic locations and implementing interventions for such areas.
- Although some progress has been made, the adult literacy rate is still low for Bangladesh. However, if the present trend continues, then 95 percent literacy rate would be attained by 2020. Although the gender parity has already been achieved, special attention should be paid to adult males in urban areas as the literacy rate tend to be declining.
- Education is the major contribution to literacy. Expanded opportunities for male and female in vocational pursuits would further increase literacy and their contribution to national development.
- Poverty situation remains a big threat to increase the literacy rate. The poverty issue has to be addressed as a necessary support to literacy. School environment and facilities need to be up-graded to entice the poor children having apathy to school education.
- To accelerate the growth of literacy, mere increase of access to education is not enough. More emphasis and efforts are needed to ensure quality of education so that all primary school graduates turn out to be literate, whereas at present 40 percent remain illiterates even after completing primary education.

Table 15: Bangladesh: Literacy rates (2008)

	National			Rural			Urban		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
<b>1. Literacy rate (15 years and above) in Percent</b>									
Barisal	45.7	42.9	44.3	42.9	40.2	41.6	62.5	58.8	60.7
Chittagong	54.9	54.6	54.8	53.7	52.8	53.3	58.5	60.1	59.3
Dhaka	51.1	48.8	49.9	47.1	45.1	46.1	58.7	56.0	57.3
Khulna	45.3	52.8	49	43.3	51.5	47.3	53.1	57.9	55.6
Rajshahi	44.5	46.7	45.6	42.9	44.8	43.9	53.2	57.3	55.2
Sylhet	44.9	42.8	43.9	43.5	42.1	42.9	54.5	48.0	51.2
National	48.6	49.1	48.8	46.1	46.7	46.4	56.7	57.1	56.9
<b>2. Literacy rate (11 years and above) in Percent</b>									
Barisal	44.3	45.7	42.9	41.6	42.9	40.2	60.7	62.5	58.8
Chittagong	54.8	54.9	54.6	53.3	53.7	52.8	59.3	58.5	60.1
Dhaka	49.9	51.1	48.8	46.1	47.1	45.1	57.3	58.7	56.0
Khulna	49.0	45.3	52.8	47.3	43.3	51.5	55.6	53.1	57.9
Rajshahi	45.6	44.5	46.7	43.9	42.9	44.8	55.2	53.2	57.3
Sylhet	43.9	44.9	42.8	42.9	43.5	42.1	51.2	54.5	48.0
National	48.8	48.6	49.1	46.4	46.1	46.7	56.9	56.7	57.1
<b>3. Percentage distribution (15 years and above) by literacy skill levels</b>									
Non-literate	33.8	33.1	33.5	38.5	37.6	38.1	24.1	23.5	23.8
Semi-literate	17.6	17.8	17.7	15.4	50.7	15.5	19.3	19.4	19.3
Literate	48.6	49.1	48.8	46.1	46.6	46.4	56.6	57.1	56.9
Literate at Initial Level	18.9	18.2	18.6	20.5	19.3	19.9	18.3	18.2	18.3
Literate at Advance Level	29.7	30.9	30.2	25.6	27.3	26.5	38.3	38.9	38.6
<b>4. Percentage distribution (11 years and above) by literacy skill levels</b>									
Non-literate	34.4	33.8	34.2	37.8	37.3	37.5	24.0	22.7	23.3
Semi-literate	16.2	16.0	16.1	15.5	15.2	15.3	18.4	18.6	18.5
Literate	49.4	50.2	49.7	46.8	47.5	47.1	57.6	58.7	58.1
Literate at Initial Level	21.0	20.3	20.6	21.7	20.4	21.0	18.8	20.0	19.4
Literate at Advance Level	28.4	29.9	29.1	25.1	27.1	26.1	38.8	38.7	38.7

	National			Rural			Urban		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
<b>5. Percentage distribution (11-14 years) by literacy skill levels</b>									
Non-literate	30.4	30.3	30.4	32.6	34.5	33.5	23.4	16.9	20.0
Semi-literate	14.9	12.0	13.5	15.9	11.8	13.9	11.9	12.5	12.2
Literate	54.7	57.7	56.2	51.5	53.7	52.6	64.8	70.6	67.8
Literate at Initial Level	28.3	29.4	29.0	30.1	28.4	29.3	22.7	32.8	27.9
Literate at Advanced Level	26.4	28.3	27.2	21.4	25.3	23.3	42.1	37.8	39.9
<b>6. Adult Literacy Rates by Age Groups</b>									
11 to 14	56.7	60.8	58.7	51.5	53.7	52.6	64.7	70.6	67.8
15-19	49.8	47.3	48.6	43.5	45.1	44.3	58.8	50.7	55.0
20-24	50.8	49.9	50.3	46.7	44.4	45.5	56.4	57.1	56.8
25-29	50.1	49.7	49.9	48.2	46.8	47.4	52.8	54.3	53.6
30-34	52.2	53.9	53.1	48.8	48.0	48.4	56.9	62.5	59.8
35-39	50.7	52.0	51.4	47.9	46.2	47.1	54.8	60.8	57.8
40-44	52.1	51.5	51.8	47.4	49.3	48.4	58.4	54.6	56.6
45-49	51.2	51.8	51.5	45.7	48.0	46.8	60.0	57.6	58.8
50-54	48.0	53.8	50.4	42.4	45.8	43.8	55.6	64.5	59.4
55-59	45.2	46.8	45.7	48.9	45.3	47.0	54.1	50.0	52.5
60-64	45.3	43.0	44.0	40.7	53.2	46.4	53.0	52.8	52.9
65-69	44.6	42.0	43.0	43.3	48.8	45.9	52.9	64.2	58.7
70-74	42.0	41.0	41.4	47.1	34.0	41.5	61.9	60.0	61.0
76 and above	40.9	40.5	40.6	43.9	53.5	48.4	65.3	67.4	66.3
<b>7. Literacy rate by wealth-level</b>									
Poorest	28	28	29	25	26	26	32	30	36
Poor	39	38	40	34	34	34	47	46	48
Middle	51	51	51	48	47	49	57	59	55
Rich	64	64	64	58	58	58	71	71	70
Richest	76	76	75	69	68	70	83	83	84
<b>8. Trend in Adult Literacy over different periods (data from assessments)</b>									
Education Watch Survey 2002	46.3	32.0	38.8	41.6	27.8	34.5	69.8	53.9	61.5
UNESCO Literacy Assessment 2005	47.0	36.7	41.5	41.7	32.4	36.7	62.7	49.5	55.7
Literacy Assessment Survey 2008	48.6	49.1	48.8	46.1	46.7	46.4	56.7	57.1	56.9
<b>9. Growth rate of Adult literacy for different periods</b>									
2002 -2005	0.5	4.67	2.26						
2005-2008	1.12	10.19	5.55						
2002-2008	0.81	7.40	3.90						

Source: United Nations Educational, Scientific and Cultural Organization, BANGLADESH BUREAU OF STATISTICS (2008): Literacy Assessment Survey 2008

Children with special needs (disabilities- mental, physical, hearing, vision and others), of ethnic/tribal minorities and those living in isolated areas have little access to general primary level institutions. Different estimates suggest some 10 percent of the children belong to this group. The EFA NPA I recognised the need but felt that that “normal primary schools” could not provide both “education and expensive arrangements required for treatment of the disability” and proposed that Ministry of Social Welfare should provide this service through the specialised institutions under normal Allocation of Business. It felt that “NGO activities also needed intensification and support”. The Department of Social Services runs a number of activities for Special Education and Employment Rehabilitation programme for children and persons with disabilities. Some 113 NGOs are involved in activities for the disabled and are organised into the National Forum of Organisations Working with the Disabled (NFOWD), but the scope of their services remains very limited (MPME, 2003).

The factors which contribute to non-attendance, drop-out, and the low achievement of children and students include: the want of schools within accessible distances; shortage and overcrowding of classrooms; lack of proper teaching and learning aids; shortage of furniture and other supplies; unattractive teaching/learning environment; and lack of equipment and supplies for the students. Classes in the schools are overcrowded, and inadequate accommodation is putting serious strain on school contact time.



### 6.3.5.3 Learning achievements

Within the framework of the Education For All 2000 Assessment, a study has been carried out to measure learning achievement in three major areas: reading and writing (in Bangla), mathematics and life skills. Specially designed tests have been administered to pupils who have completed Grade 4. Defining the achievers - in overall terms considering the three areas under test - as those who scored at least 50% of the total marks, the study has found 51.3% of the pupils to be achievers in the continuum of competency. The percentage of male achievers is somewhat higher (53.2%) compared to female achievers (49.6%).

Variation by region ranges from 36.3% to 59.8% of achievers. There are no significant differences between urban and rural areas, the achievers being 50.2% in urban areas and 51.7% in rural areas. Female achievers are somewhat lower in proportion than their male counterparts. Considering the competency by subject area, the percentage of achievers is low in Bangla but considerably higher in life skills - the percentages being 30 and 75%, respectively. Competency in mathematics stands in between (Government of Bangladesh, 1999).

Another assessment found the mean achievement of Grade 5 students of 150 schools was only 33%, with a standard deviation (SD) of 10%, in mathematics only 18% (SD 9%). Subject-wise performance was no better, only 18% (SD 9%) in mathematics. Findings of another study are still worse, where achievement was only 1.6% in the 27 objectively assessable of the 53 curriculum competencies. Subject-wise the highest score was only 36.5 in Bangla and English 9.4 (some 34% of the children did not answer any question).

### 6.3.6 Progress in secondary education (2000-2007)

In 1999, the gross enrolment ratio (GER) at the lower secondary level was estimated at 41.2% and less than 20% at the higher secondary level. In the same year, the drop-out rates at the lower secondary and higher secondary levels were estimated at 21.3% and 52.1%, respectively. Repetition rates were 10.5% and 15.1%, respectively. According to the UNESCO Institute for statistics (2007), the Gross GER has increased respectively to 64.4% at the lower secondary level (all programmes) and 33.6% at the upper secondary level in 2004. In the same year, the overall GER at the secondary level (all programmes) was 47.3% and the NER was 44.3%.

Table 16 GER in Secondary Education, 2004

	<b>Total</b>	<b>Male</b>	<b>Female</b>
Secondary	47.3%	46.6%	48.1%
Lower level	64.4%	61.4%	67.5%
Upper level	33.6%	34.7%	32.5%

Source: UNESCO Institute for Statistics. 2007a

Table 17: Progression Indicators, 2004

<b>Indicator</b>	<b>Level (%)</b>
Gross Primary Graduation Ratio (1)	67.4
Transition Rate from Primary to Secondary (general programmes) (1)	89.3
Gross Enrolment Ratio in Total Secondary (1)	47.3
Percentage of Repeater in Total Secondary (1)	8.9
Upper Secondary Gross Graduation Ratio (2)	12.1

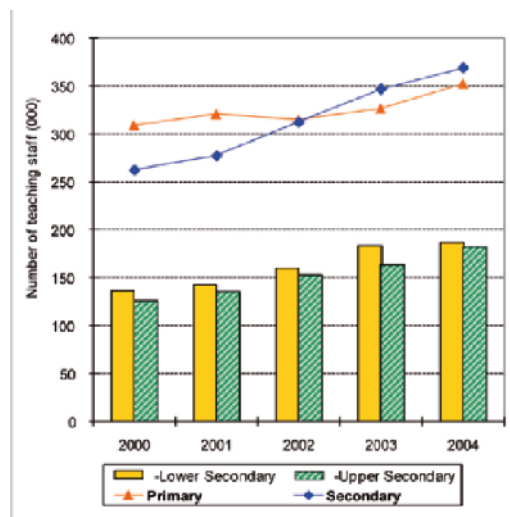
Source: (1) UNESCO Institute for Statistics. 2006a. (2) BANBEIS.

The number of teachers in the secondary education has considerably increased between 2000 and 2004. According to the UNESCO Institute for statistics (2007), in 2004 the secondary education system counted 369,076 teachers, among which 18.1% were females. The overall pupil teacher ratio was 27.4.

Table 18: *Number of Teachers in the secondary education and Key Indicators, 2004*

	<b>Number of teachers</b>	<b>Percent of female teachers</b>	<b>Percent of trained teachers</b>	<b>Pupil-teacher ratio</b>
Secondary education	369,076	18.1%	31.5%	27.4
- Lower secondary	186,247	17.2%	37.6%	33.7
- Upper secondary	182,829	18.9%	25.6%	21.2

Source: UNESCO Institute for Statistics. 2007a.

Figure 2: *Change in Number of Teachers in the secondary education, 2000-2004*

Source: UNESCO Institute for Statistics. 2007a

### 6.3.7 Main challenges/constraints (e.g. quality, teachers, curricula, achievements)

According to the PRSP, Bangladesh has made significant progress towards attaining the MDGs by 2015. Bangladesh has successfully achieved gender parity in primary and secondary education. The country is on track to achieve the targets of net enrolment ratio in primary education. Nevertheless there are some lagging areas like primary school completion rate and adult literacy rate which indicate the need for sustained government efforts and donor support.

Furthermore, the abovementioned findings regarding learning achievements reflect the very poor quality of primary education and consequent poor achievement of children. The teachers are stated to have preferences for the subjects, Bangla and mathematics. Intriguingly, the results of examinations do not reflect any effect of teachers' preferences in the test scores of the pupils. Their preferences do not seem to be based on mastery of knowledge of these subjects but for the ease of handling them in classes without preparation or using teaching aids (MPME, 2003).

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Ministry of Education: <http://www.moedu.gov.bd/> [In English]

Ministry of Primary and Mass Education: <http://www.mopme.gov.bd/> [In English]

Bangladesh Bureau of Educational Information and Statistics: <http://www.banbeis.gov.bd/> [In English]

Bangladesh Technical Education Board: <http://www.bteb.gov.bd/> [In English]

Bangladesh Madrasah Education Board: [www.bmeb.gov.bd/](http://www.bmeb.gov.bd/) [In English and Bengali]

For updated links, consult the Web page of the International Bureau of Education of UNESCO: <http://www.ibe.unesco.org/links.htm>

## 6.5 Bangladesh Education Portfolio (updated as of May 2 2010): Contract from 2000 to 2010

Areas highlighted have been included in the assessment period.

Table 19: Bangladesh Education Portfolio (updated as of May 2 2010): Projects from 2000 to 2010

Name	CRIS Decision	EC Contribution (EURO)	Contract(or)s	CRIS Contract Number	Implementation period	Amount Committed*	Payments made*
PEDP II	5813	105 m	ADB	2004/085-062	14/05/04 to 31/12/09 (30/06/10)	103 m	62.458.047
			PROMAN	2004/091-327		1.186.872	847.246,06
			Moderation of a special re-treat	2006/129-699		1320	1.320
PROMOTE (Closed)	2724	29.2 m	CARL BRO (1 <sup>st</sup> contract)	1995/049-961	20/07/96 to 20/07/2000	5.560.884	4.456.027
		36 m	PROMOTE (programme channel)	1995/049-962	31/12/98 to 31/12/05	18.304.000	15.716.531
			CARL BRO (2 <sup>nd</sup> contract)	1995/049-963	11/09/02 to 25/12/05	4.952.760	4.310.918
			Save the Children Fund – SHIKHON	2006/123872		9 287 708,05	1.713.784
			BRAC Non Formal Education	2006/129062		9 596 000	995.000
			Dhaka Ah-sania Mission	2006/129067		8 418 545	1.730.555
BRAC NFPE III	3498	52 m	PROGRAMME Channel	1999/054-020	15/05/00 to 30/6/04	51.220.000	43.145.591
		59 m	DLO	1999/054-021	01/11/01 to 30/6/04	657.426	657.426
NGO Co-financing		1	Tribal School Programme	2004/060854	2004 -2010	1.000.000	1.000.000
NGO Co-financing	Pilot and then main project from 2010	6.5 m	Basic Education programme in CHT	2009/205321	2008 - 2011	6.500.000	
NGO Co-financing	134196	749.970	Quality Primary education	2007/134196	01/12/07 to 01/12/12	749.970	162.321
	006 239		Terre des Hommes Italy	2005/111992		683.000	401.827

Source: EC Delegation Bangladesh

## 6.6 Detailed tables and figures : Trends in support

The following tables and figures below summarise EC support to basic and secondary education to the country for the period 2000-2007. These show that

- The main focus of education support (2000-07) had been towards **Basic Education (92%)** and with very little targeting of secondary education. The total amount within the scope of evaluation represents 28% of total support to Bangladesh. It is noted that 98% of the total amount allocated to **secondary education** was in **2007** and this seems to indicate that the EC had by then become aware of the 'glass ceiling' which exists for students between primary and secondary school cycle.
- Aid modality within the scope of this evaluation had largely been through support to sector programmes (74%) with the main allocation being in 2004 and through Development Banks. Projects accounted for 26% of allocation.

Table 20: *Bangladesh: Development of EC support to education subsectors, 2000-2007 (contracted amounts in €)*

Year	Total support to country	Subsector					TVET	Higher education	Total education
		Basic education	Education, level unspecified	Secondary education	Total within scope of evaluation				
2000	11.073.985	578.969	-	-	578.969	-	-	578.969	
2001	34.140.592	937.498	-	-	937.498	-	-	937.498	
2002	20.498.636	-	-	-	-	-	-	-	
2003	28.977.087	-	-	150.370	150.370	-	-	150.370	
2004	120.313.588	105.164.250	58.478	-	105.222.728	-	-	105.222.728	
2005	45.381.175	5.889.142	-	-	5.889.142	70.131	565.923	6.525.196	
2006	200.670.504	27.336.509	-	-	27.336.509	-	-	27.336.509	
2007	92.880.130	749.970	-	-	749.970	13.500.000	-	14.249.970	
<b>Total</b>	<b>553.935.697</b>	<b>140.656.338</b>	<b>58.478</b>	<b>150.370</b>	<b>140.865.186</b>	<b>13.570.131</b>	<b>565.923</b>	<b>155.001.241</b>	

Source: Inventory data

Figure 3: *Bangladesh: Development of EC support to education subsectors in relation to total support to the country, 2000-2007 (contracted amounts in €)*

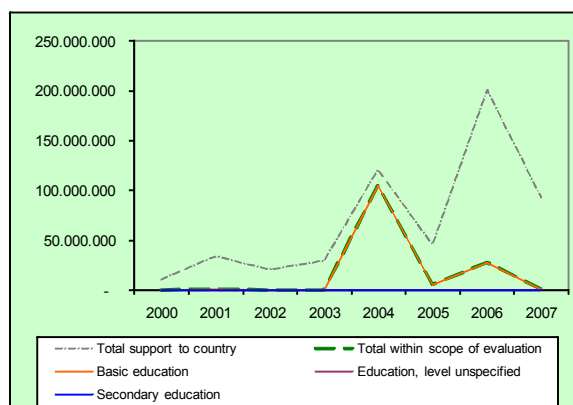
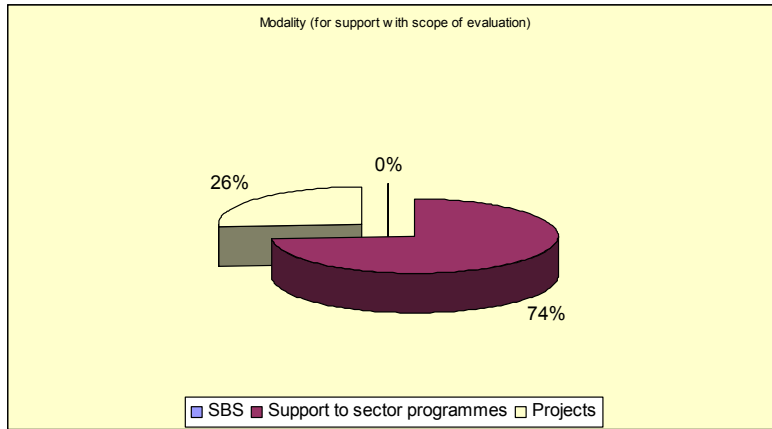


Table 21: *Bangladesh: Development of EC support to education subsectors per aid modality, 2000-2007 (contracted amounts in €)*

Year	Modality (for support with scope of evaluation)				
	SBS	Support to sector programmes	Projects	Total	GBS related to education
2000	-	-	578.969	578.969	
2001	-	-	937.498	937.498	
2002	-	-	-	-	
2003	-	-	150.370	150.370	
2004	-	104.186.872	1.035.856	105.222.728	
2005	-	-	5.889.142	5.889.142	
2006	-	1.320	27.335.189	27.336.509	
2007	-	-	749.970	749.970	
<b>Total</b>	-	<b>104.188.192</b>	<b>36.676.994</b>	<b>140.865.186</b>	-

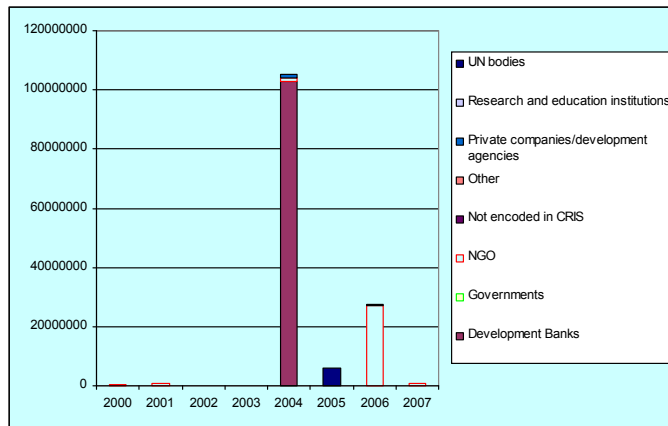
Source: Inventory data

Figure 4: Bangladesh: EC support to education: Share of aid modalities, 2000-2007



Source: Inventory data

Figure 5: Bangladesh: EC support to education subsectors: Development of the use of different aid channels, 2000-2007 (contracted amounts in €)



Source: Inventory data

## 6.7 Description of major interventions

The EC's main support mechanisms in education in Bangladesh over the evaluation period have been the PEDP II, non-formal primary education (NFPE) programmes implemented through three large NGOs (BRAC, SCF, and DAM), and Technical and Vocational Education and Training Project (TVET). However, EC has funded and has been funding several small education projects in basic and technical education with limited funding not over one million Euro.

### 6.7.1 Programme 1: Second Primary Education Development Programme (PEDP II)

PEDP II

EC contribution: 105 million Euro

CRIS contract number: 2004/085-062

Duration: 14.05.2004 to 31.12.2009, extended up to 30.6. 2011)

Status: completed and ongoing

The Programme has been designed by the Ministry of Primary and Mass Education (MOPME). It is based on a coordinated, integrated and holistic sub-sector wide approach. Important features of PEDP-II include Government led Planning and Implementation, and joint Financing and Monitoring by the Government and Development Partners. A Programme Performance Management System under PEDP-II is aimed at strengthening Primary Education Management in Bangladesh.

PEDP II has been undertaken as a subsector Programme approach (as against project approach) covering the whole of formal primary education in the country. Its coverage includes all government primary schools, registered non-government primary schools and community schools – a total of about 65,000 schools. The Programme aims at assisting the government to (i) improve the quality of teaching-learning, and raise student achievement; (ii) increase access to schooling for the disadvantaged; and (iii) strengthen planning and management of primary education, including establishing a national monitoring and evaluation system for primary education.

PEDP II is the EC's main activity in the country in the field of education which includes a contribution agreement with the ADB of €103 million and service contacts amounting to €2 million.

#### Programme Objectives

The objective of PEDP II is to reduce poverty through universal primary education and sustainable socioeconomic development and equality in Bangladesh's society as envisaged in the Millennium Development Goals. Its specific purpose is to provide quality primary education to all children in Bangladesh through its four components: (i) quality improvement through organisational development and capacity building; (ii) quality improvement in schools and classrooms; (iii) quality improvement through infrastructure development; and (iv) improving and supporting equitable access to quality schooling. PEDP II represents a major part of the Bangladesh Government Education MDG goals and Education for All agenda.

The specific objectives, component-wise, are as follows:

1. **Component 1: Quality Improvement through Organisational Development and Capacity Building**
  - To enhance the capacity of the MOPME and DPE (Directorate of Primary Education) to ensure a quality and equitable provision of primary education
  - To enhance the capacity of EMIS to support all DPE monitoring and evaluation functions
  - To enhance field-level capacity at Division, District and Upazila levels to meet the developmental needs of PEDP II and the increasing demands of the formal primary education sector at school and community levels
  - To enhance and improve the capacity of school organisation and management at the local level
2. **Component 2: Quality Improvement in Schools and Classrooms**
  - To improve the physical environment for schooling
  - To strengthen the Primary Curriculum Wing of the National Curriculum and Text Book Board (NCTB) through organisational capacity building
  - To ensure that sufficient textbooks, curriculum guides and materials are provided to all Bangladesh primary schools to enhance quality teaching and learning



- To enhance the capacity of the National Academy for Primary Education (NAPE) to effectively undertake its role in providing academic and technical support for the improvement of primary education in Bangladesh
  - To enhance the quality of teaching in primary schools
  - To enhance the quality of teaching in primary schools through improving the support provided to teachers for career development and enhancement
  - To improve the physical and professional quality of Primary Training Institutes (PTIs) to enable them to deliver quality primary teacher training
  - To improve the quality and delivery of in-service primary teacher training as an extension to the initial teacher training Programme, through a sequence of career development modules
  - To improve the quality of Head Teachers as a key element in achieving quality teaching and learning in primary schools
  - To develop URCs to provide and facilitate the delivery of in-service teacher training and professional support in each Upazila
  - To facilitate greater community participation in primary schools
3. **Component 3: Quality Improvement through Infrastructure Development**
- To ensure a level and quality of infrastructure, facilities and equipment that will encourage and facilitate improved and equitable access for all children, and higher levels of performance from all in the education system.
4. **Component 4: Improving and Supporting Equitable Access to Quality Schooling**
- To enhance the institutional capacity of DPE at central and other levels to meet the needs of children with special requirements to access, engage, enjoy and complete primary education through the formal sector
  - To alleviate the demand-side and supply-side constraints those prevent millions of children from accessing and participating fully and successfully in formal primary education

### **EC Support Objectives and Approach**

The EC provides support the PEDP II to achieve Bangladesh's development goals of "Universal Primary Education" and the "Vision 2021 Eradication of Adult Literacy", towards a national basic education framework, targeted at socially disadvantaged children and their parents and guardians. EC specific support aims at providing grand funding in order to assist the GoB for effective implementation of the subsector-wide PEDP II in all the districts in Bangladesh, and to assist the efforts of the government in improving the quality of primary education.

### **Results Achieved**

With regard to the achievement of the six EFA goals, the November 2009 PEDP II Rapid Assessment and Stock Taking Report states that sound progress is only being made towards achieving two of the six EFA goals (i.e. (a) and (b) below): (a) the achievement of gender parity in both primary and secondary schooling, although there are significant variations across districts; (b) primary education enrolment rates are likely to be met (however, the enrolment rates from the poorest sectors of the population are still very low); (c) universal completion of primary education will probably not be achieved by 2015; (d) the adult literacy target will not be met by 2015; (e) progress has been slow in achieving the targets for early childhood education; (f) pupil learning achievements remain low.

In mid-2009, the eleven member donor consortium's Joint Annual Review Mission (JARM) assessed the PEDP II project. In its Aide Mémoire of August 2009, the JARM arrived at the overall conclusion that the project had demonstrated sound progress, "especially when compared with the achievements after the 2008 MTR and JARM", and that, overall, progress was on track. In its file note of 26.5.2009, the EU Delegation came to the conclusion that "the progress of PEDP II shows a slow and gradual positive trajectory toward being on track". However, the November 2009 PEDP II Rapid Assessment and Stock Taking report stated that "available data indicate that progress towards the development objectives continues to be hesitant and the outcomes are mixed. While there has been progress on several activities and approvals have been received for several action plans, there is insufficient firm evidence that the development objectives will be reached within the remaining implementation time frame".

**Progress towards access targets are on track.** The Gross Enrolment Rate (GER) was set at 98% by 2009 and reached 97.6% in 2008; the Net Enrolment Rate (NER) was set at 90% by 2009 and reached 90.8% in 2008. Furthermore, in both cases, the targeted gender parity in primary school enrolment was achieved. However, these access indicators mask considerable variations among districts and poverty groups. The data produced by the current Monitoring and Evaluation system do not allow

an analysis of these variations. Pupil absenteeism fell from 23% in 2005 to 19% in 2008 and was very near to the target of 18% for 2009, although it was still too high. While the pupil-teacher ratio fell from 54 to 50, and therefore achieved half of the expected reduction to 46 for 2009, the pupil-classroom ratio (not included in these KPIs) was still high (1:62 versus target of 1:46). The report mentions as critical KPIs, targets that are unlikely to be achieved relating to: i) cycle completion rate, ii) pupil learning achievement, and iii) share of education expenditure in GNP.

The biggest unsolved problem appears to be the very **high drop-out and failure rates**, with over half of the children not even completing primary education. The 2009 PEDP II Joint Annual Review Mission (JARM) complained that the overall drop-out rate of 49.3% in 2008 remained unacceptably high (target for 2009: 45%), and that public spending on education of 2.14% GNP in 2008 was still far short of the target of 2.8% for 2009.

However, PEDP-II has made good progress in some of the key reforms. Teacher recruitment and teacher transfer rules and processes have been improved substantially. In addition, the backlog of untrained teachers (teachers without C-in-Ed training) was reduced significantly. At the time of the MTR, over 45,000 new and existing teachers had received one year Certificate-in-Education training with another 19,000 undergoing this training out of a target of 90,000, resulting in better trained teachers placed in schools. However, the need for more direct classroom follow-up and support was noted to ensure theory-into-practice application in classrooms. The MTR also commented that school management had improved through School Level Improvement Plans (SLIP) and that this component was ready for scaling up.

The four components of the PEDP II have many activities whose main objective is to enhance capacity at both the central level (support for the Ministry of Primary and Mass Education (MOPME) and the Directorate of Primary Education (DPE) in charge of the programme), at field level (Divisions, Districts and Upazilas), at school level, and at teacher level.

#### 6.7.1.1 Programme 2: Non-Formal Primary Education Programme

NFPE covers non-formal primary education and provides schooling for the hard-to-reach children. It was implemented by three NGOs such as BRAC, SCF and DAM (selected through a Call for Proposal).

Bangladesh has been the recipient of substantial EC funding geared towards the non-formal primary education sub-sector mainly through BRAC; subsequently involving SCF (Shikhon Project) and DAM (UNIQUE Project). EC support was given to improve primary education access in the second EC strategy (1999-2001) through the Non-Formal Primary Education Programme (NFPE) at a cost of €99 million (and the "Intensive District Approach to Education for All (IDEAL) project to improve formal primary education in about 20,000 schools (€23 million). Between 2002 and 2006, €375m (66%) out of proposed total of €560 million commitments was allocated to improving Bangladesh's human development indicators with regard to Health, Population and Nutrition; Education; and Employment Creation. Major EC support was provided to the Non-Formal Primary Education Programme (NFPE III) from 2000 to 2004 as part of its commitment to education.

NFPE

Project Implementers: BRAC, SCF and DAM

EC Support:

CRIS contract number: 2006/123872

Duration: 01 June 2000 to 31 May 2004

Duration: December 2006 to December 2012 (EC support: € 28.3 million)

#### Programme Objectives

The overall objective of the Non-Formal Primary Education Programme (NFPE III - 2000 to 2004) was to contribute to poverty alleviation through **access to non-formal primary education for those children traditionally outside formal schooling**. The project purpose was therefore the provision of an improved full range primary curriculum through the operation of 34,000 BRAC schools throughout the country covering over one million children of which 60% are girls.

The BRAC NFPE III was a follow-up of Phase II and funded by a **Consortium of Donors of which the EC is a member**. NFPE III sought to undertake a qualitative expansion by extending the education services to Grades IV and V, thus completing the full range of primary curriculum, and through the provision of a decentralised quality control programme contributed to the strengthening of the national education system. It aimed at achieving closer interactions with the Government of Bangladesh

(GOB), the donor community and the civil society and then to gradually decrease its interventions in non-formal education. BRAC envisaged shifting its target group exclusively to the hard-to-reach and/or ultra poor children. Overall, the main thrust was on mainstreaming BRAC's know-how and innovative approaches in primary education to the wider education sector in the country.

The intended results of the project were to ensure:

- Equitable access to cost-effective primary education ensured for some 1.1 million poor children, especially girls (60% of enrolled children).
- Quality improvement in curriculum and training for staff and teachers through the decentralisation of educational expertise and the development of improved classroom processes.
- Quality improvement through revision and development of learning materials.
- Continuing education expanded, catering to adults of the community as well as to NFPE graduates who have very little access to literacy materials.

The project targeted the following results:

1. A significant number of out-of-school children from disadvantaged groups, at least 250.000, complete primary education;
2. Scholastic standards at or above the government school system are achieved;
3. Cost-effective provision of primary education by NGOs is demonstrated.

### Results Achieved

Based on the ROM Monitoring Report for 23/10/2003 the results achieved included the following:

1. **Relevance and quality of design** – A major change during the reporting period was the **increased focus on cooperation with the Government of Bangladesh (GOB)**. The programme also increased its efforts to supporting other vulnerable groups such as ethnic minorities and disabled children, which matches a new focus of GOB policy.
2. **Efficiency of implementation to date** - BRAC has a consolidated and modern management style, which is reflected in efficient field operations Staff is more highly motivated, and supported by an empowering leadership style and a shared set of values. Indicators to the outputs were all met, while indicators for the project purpose and the overall goal were exceeded with a 20% increase of BRAC school students continuing into formal schools and higher and with children in BRAC schools containing better
3. **Effectiveness to date – The BRAC Education Programme (BEP) has reached more than 1 million children, of which 66% are girls.** Other products of the project, such as libraries and adolescents reading centres are regularly frequented and contribute to a new culture of self-organised learning. Improved development of the human resource base through training of female teachers, many of whom would not have had other job opportunity or access to formal or informal training. **Training courses for secondary teachers have significantly increased their knowledge and skills**, but this will need to be passed to the classroom and better results of the students at secondary level.
4. **Impact to date** – The programme is **transforming rural society and giving education to many who have never enjoyed the benefits of education, though the ultra-poor cannot be reached even with this approach.** Students who come from BRAC pre-primary schools perform better in formal primary schools than their peers.
5. **Potential sustainability** - Sustainable in institutional and capacity terms, but given that BRAC is independent and receives little financial support from the GOB, the project scale is a risk factor though its institutional independence will be an asset to its continuation as GOB could not sustain the programme in terms of either quantity or quality. Relations with the Department of Primary Education (DPE) “leave much room for improvement”. The institutional structure of BRAC at all levels was deemed to be “stable and well controlled in terms of accountability and human resource development”.

In mid-2009, a team of four external consultants conducted a mid-term review of the NFPE project. In their report of July 2009, they concluded that the project had obtained good scores on most of the DAC criteria of relevance, effectiveness, efficiency, impact and sustainability. It also achieved targets set in the logical framework and plans, although with slight delays due to a late start.

The team emphasised that the project was successful in meeting a pressing need to provide children in difficult-to-reach areas (e.g. urban slums and Chittagong Hill Tracts) with high quality education. The three NGOs implementing the project successfully opened and operated schools and thereby reached 330,000 most vulnerable children from poor households and ethnic minorities and provided them with a full cycle of primary education. The review team concluded that the project had been a great success, that its approach and achievements were world leading and that what had been achieved so far had been cost effective. They recommended that the project's achievements be widely disseminated both within Bangladesh and internationally.

A ROM mission was performed in mid 2008 on the three NGOs implementing this project. This exercise also came to positive conclusions, i.e. that a significant number of children without access to government-run schools had been provided with quality basic education, that partnership with local communities was strong and effective and that pupil absenteeism was rare.

As regards the sustainability of the results achieved, both the MTR and the ROM noted how the project was dependent on external funding. However, as the MTR pointed out, the three NGOs had developed links with the formal primary education system, including partnerships with local education authorities and government primary schools, and that their essential role as service delivery agents in the field of primary education basically made them irreplaceable in the short term.

#### 6.7.1.2 Programme 3: PROMOTE

##### PROMOTE

EC Contribution: 28.82 million Euro

CRIS contract number: 1995/049-961 & 1995/049-962

Duration: July 1996 to December 2005

Status: Completed

##### **Project Objectives:**

The main objective of PROMOTE was to motivate, train and employ female teachers in Rural Secondary Education. The project ended in 2005 but the EC continued the support to teachers for permanent posts with salary subventions up to 2009. The aim of PROMOTE was to facilitate a more gender sensitive equitable society by promoting girl friendly secondary schools.

##### **Results Achieved:**

Some 5,000 female secondary teachers were trained and employed and 11 Resource Centers and 162 hostels for female secondary teachers set up.

***Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)***

Country Note: Pakistan

August 2010

*Evaluation for the European Commission*







European Group for Evaluation EEIG  
Germany



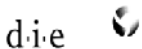
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Framework contract for  
**Multi-country thematic evaluation studies and synthesis  
in the area of external co-operation**

**LOT 2:  
Multi-country evaluation studies on social/human  
development issues of EC external co-operation**

**Ref.: EuropeAid/122888/C/SER/Multi  
Contract n° EVA 2007/social LOT2**

**Thematic global evaluation of  
European Commission support to the  
education sector in partner countries**

**Country Note Pakistan  
August 2010**

**Prepared by:  
Wim Biervliet & Jamshed Khan**

***This evaluation was carried out by  
Particip GmbH***





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### List of abbreviations

ADB	Asian Development Bank
AEPAM	Academy for Educational Planning and Management
AIDCO	EuropeAid Co-operation Office
AJK	Azad Jammu and Kashmir (Pakistan)
AKES	Aga Khan Foundation Pakistan
ALA	Asia and Latin America group of nations
ASC	Annual School Census
BIE	Board of Intermediate Education
BISE	The Boards of Intermediate and Secondary Education
BS	Budget Support
CPD	Continuous Professional Development
CPM	Chief Programme Management (of the RSU)
CRI	Children's Resources International
CRIS	Common Relex Information System
CSP	Country Strategy Paper
DCO	District Coordination Officer
DEEP	Decentralised Elementary Education Project
DEMIS	District Education Management Information System
DfID	Department for International Development
DG DEV	EC Directorate on Development
DLI	Disbursement-Linked Indicators
DoE	Department of Education
DP	Development Partners
DPC	Development Policy Credit
DPM	Deputy Programme Manager
DSP	Differential Stipends Program
DSSP	Decentralised Social Services Project
EC	European Commission
ECA	European Court of Auditors
ECE	Early Childhood Education
ECHO	EC Humanitarian Aid Department
EDLINKS	Links to Learning: Education Support to Pakistan (USAID funded)
EDO	Executive District Officer
EEAP	Earthquake Emergency Assistance Project
EEP	Eligible Expenditure Programmes
EFA	Education For All
EMIS	Education Management Information System
EMR	Education Management Reform
EQ	Evaluation Question
ERRA	Earthquake Area Rehabilitation and Reconstruction Programme
ESDP	Education and Training Sector Development Programme
ESR	Education Sector Reform
EU	European Union
EUD	European Union Delegation
FA	Financial Agreement
FATA	Federally Administered Tribal Areas
FY	Financial Year (July – June)
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross Enrolment Rate

GIS	Geographical Information System
GoNWFP	Government of North Western Frontier Province
GoP	Government of Pakistan
GoS	Government of Sindh
GPI	Gender Parity Index
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HQ	Headquarters
HRD	Human Resources Development
IBA	Institute of Business Administration
ICT	Islamabad Capital Territory
IDA	International Development Assistance
IPRSP	Interim Poverty Reduction Strategy Paper
JC	Judgement Criteria
JRM	Joint Review Mission
KPP	Khyber Pakhtunkhwa
LGA	Local Government Administration
LGO	Local Government Ordinance
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MIP	Multi annual Indicative Programme
MIS	Management Information System
MoE	Ministry of Education
MS	Member State
MSS	Minimum Services Standards
MTBF	Medium Term Budgetary Framework
MTDF	Medium Term Development Framework
MTEF	Medium-Term Expenditure Framework
MTFF	Medium Term Fiscal Framework
MTR	Mid Term Review
MTSF	Medium Term Sector Framework
NE	National Expert
NEAS	National Education Assessment System
NEP	National Education Policy
NER	Net enrolment Ratio
NFE	Non-formal Education
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
NPE	Non-formal Primary Education
NSA	Non-State Actors
NWFP	North Western Frontier Province
OFS	Order for Services
PAD	Project Appraisal Document
PAF	Performance Assessment Framework
PCR	Primary Completion Rate
PDO	Project Development Objective
PEACE	Provincial Education Assessment Centre
PEFA	Public Expenditure and Financial Accountability
PEM	Public Expenditure Management
PETS	Public Expenditure Tracking Surveys
PFM	Public Finance Management
PIHS	Pakistan Integrated Household Survey

PITE	Provincial Institute for Teacher Education
PPP	Public Private Partnership
PRE-STEP	USAID Pre-Service Teacher Education Program
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PSLM	Pakistan Social and Living Standards Measurement Survey
PTA	Parent Teacher Association
PTR	Pupil/teacher Ratio
QE	Quality Education
QSG	Quality Support Group
REAP	Reading Enhancement and Achievement Program
RISE	Revitalizing, Innovating and Strengthening Education - USAID Earthquake Reconstruction
ROM	Results-Oriented Monitoring
RSU	Reform Support Unit
SAC	Structural Adjustment Credits
SAP	Structural Adjustment Programme
SBD	Standard Bidding Document
SBS	Sector Budget Support
SEDPC	Sindh Education Sector Development Policy Credit
SEF	Sindh Education Foundation
SEMIS	Sindh Education Management Information System
SEP	Sindh Education Sector Project
SEPSP	Sindh Education Plan Support Programme
SERP	Sindh Education Reform Programme
SER-TA	Sindh Education Reform – Technical Assistance
SHSCP	Self Help School Construction programme
SMC	School Management Committee
SPSP	Sector Policy Support Programme
SSP	Support to Sector Programme
SWAp	Sector-Wide Approach
TA	Technical Assistance
TAP	Technical and Administrative Provisions
TED	Teacher Education & Development
TL	Team Leader
ToP	Terms of Partnership (between Provincial & District Government)
ToR	Terms of Reference
TR	Transition Rate
TRC	Teacher Resource Centres
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development
USD	United States Dollar
WB	World Bank



## 1 Introduction

The purpose of the “Thematic global evaluation of European Commission (EC) support to the education sector in partner countries (Including basic and secondary education)” is to assess “to what extent the Commission assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner Governments' priorities and activities as well as with international legal commitments in education” (see ToR).

It is noted that the period of evaluation is from 2000 to 2007. However, the collection of quantitative and qualitative data during the field phase also included data for the period 2008-2009 in an effort to assess the impact of EC support.<sup>1</sup>

The field visit to Pakistan had the following objectives:

- To collect additional information in order to answer the Evaluation Questions (EQs) and Judgement Criteria (JCs);
- To evaluate the hypotheses formulated at the end of the desk phase;
- To assess if there is a need for further research and interviews in order to prepare the synthesis report, and in particular the sections on conclusions and recommendations.

The field visit was undertaken between May 31 and June 8 2010. The Team is grateful for the good cooperation provided by the European Union (EU) Delegation, by the Reform Support Unit (RSU) of the Government of Sindh, by EC Technical Assistance (TA) as well as various stakeholders and Development Partners met in Karachi and Islamabad.

The purpose of the note is to summarise the findings from the field visit in order to feed into the synthesis report. This note should by no means be considered as a country evaluation or a self-standing impact evaluation.

The reasons for selecting Pakistan as one of the field studies were:

- Importance of the country portfolio in terms of EC support to education;
- Existing emphasis on a sector-wide approach at provincial level including basic education, secondary education and strengthening capacity for policy making, management and implementation of pro-poor education;
- Moreover, in the Pakistan portfolio there is an interesting mixture of aid modalities, stretching from sector budget support directed towards provincial governments, multi donor trusts funds and projects.

The evaluation covers the period 2000-2007 which was a particularly challenging period for the Government of Pakistan and EU-GoP co-operation:

- As noted by the Country Strategy Paper (CSP) 2002-2006, exceptional circumstances following the 9/11 attacks called for a EC response;
- The period was characterized by political instability and internal and external insurgencies;
- As indicated by the Poverty Reduction Strategy Paper (PRSP) (2003), poverty is on the rise in Pakistan with about one third of the population living below the poverty line. Some improvements can be noticed in social welfare indicators. Nevertheless, Millennium Development Goals (MDG) 2 and 3 targets still seem to be out of reach. Social indicators, particularly concerning women, compare unfavourably with those of other countries in the region and with other countries of similar development;<sup>2</sup>
- During the period under consideration Pakistan was battered by two major natural disasters. In 2000 more than a million people were affected by a severe drought in Baluchistan and Sindh. And in October 2005, a severe earthquake hit Azzad Kashmir, affecting Gilgit Balistan and the North Western Frontier Province (NWFP) with a death toll of 79,000 and causing severe damage to infrastructure;
- The Devolution of Power Ordinance (Local Government Act, 2001) gave principal responsibility for management, monitoring and implementation of education system service to the governments of the districts.

Besides collecting additional evidence related to answering the EQs, the field visit has specifically looked into the aspects listed in the following table:

<sup>1</sup> Note: Due to the time-lag between outputs, outcomes and impacts, it is necessary to look at the time period after implementation (i.e. 2008-2009) to arrive at findings concerning the impacts of the period up to 2007.

<sup>2</sup> See CSP 2002-2006 and chapter 4 of this report

Table 1: Additional research foci - Pakistan

Country	Research focus – additional insights
Pakistan	<ul style="list-style-type: none"> <li>• Appropriateness of Sector Budget Support (SBS) as aid modality; how has compliance to indicators affected release to the education budget / specific budget items;</li> <li>• SBS in a state characterized by political instability and a low security profile<sup>3</sup> not at central/national level but at provincial level: How does it work; what might be problems related to central-province-European Union Delegation (EUD) relationships; enhancing service delivery and dealing with accountability and transparency issues. How have these been tackled;</li> <li>• Appropriateness of channelling aid through a big NGO in a somewhat restricted special area of the country (Aga Khan Foundation),;</li> <li>• How support via trust funds administered through the ADB and UN bodies (UNICEF) as “contractors,” has worked for earthquake emergency relief in the North-Western Frontier Province/AJK. .</li> </ul>

The reasons for selecting these additional research foci were to understand and analyse the EC’s response to a complex country context characterised by political instability, insecurity and natural disasters. The focus is on how these challenges were addressed, in cooperation and dialogue with the Federal and Provincial Governments.

The EC response consisted of:

- Sectoral Budget Support to a Provincial Government, the Government of Sindh to implement its Medium Term Education Sector Support Reform Program (SERP);
- Mobilizing resources for Earthquake Emergency Assistance in AJK/NWFP and in terms of education delivery through non-formal education provision in parts of the Northern Areas.

The three research foci can be translated into the following key research questions: the appropriateness of SBS as an aid modality, the issue of working through a big Non-Governmental Organisation (NGO), and the use of multi-donor trust funds in emergency situations. This translates into three **key research questions**:

1. How workable is a performance based SBS approach in an environment with low political stability and high security risks, targeted at provincial level?
2. How appropriate is working with large NGOs in order to increase the reach of EC support to specific poor and deprived segments of society?
3. How suitable is a Multi-Donor Trust Fund agreement that aims at school rehabilitation and the re-engineering of an education system in the case of an emergency situation?

Based on the above, the following working hypotheses were formulated for the field visit to Pakistan:

### 1) SBS in a country with political instability and security risks

The desk study resulted in the formulation of a hypothesis, which asserts that the EC’s education support in countries with more robust governance systems has been based on analysis and discussions of the benefits of budget support, but rather less on discussing the possible continuation with a diversified portfolio. The team’s hypothesis for states which sometimes are labelled fragile less analytical efforts have been invested in the aid modality selection process, with project support here being the default modality.

This is not in line with a preliminary assessment of EC support to the education sector and its modalities of support in Pakistan. Interestingly, EC-Pakistan cooperation succeeded in launching a sector budget support programme “Sindh Education Plan Support Programme,” linked to a major World Bank Sectoral Investment loan and, outside the scope of the evaluation, a second SBS programme, namely the “NWFP Northern Education Sector Reform Programme (2008-2013).” Moreover, in the Sindh SBS, the EC has sought to address capacity building requirements through a service contract (British Council) for TA to the Reform Support Unit.

It is clear that in countries facing problems with meeting all eligibility criteria for (Sector) Budget Support<sup>4</sup>, where the EC’s preferred modality is budget support; there is little room for manoeuvre. The options would have been to pull out of Sindh, or to simply work through a project- or a co-financing ap-

<sup>3</sup> Originally the term fragile state was used. The EUD however voiced serious concern against using this terminology because of the GoP seriously objected against this classification and it would make it impossible to discuss the findings of this evaluation with the Government of Pakistan or with the Government of Sindh. Hence we use political instability and low security profile as a substitute to fragility.

<sup>4</sup> Sound sector policy and strategy; PFM linked arrangements and sector budget and its medium-term perspective and a stable macro-economic framework.



proach, or to opt for other approaches. The SBS approach opted for by EC is such an 'other approach', topping up a Development Policy Credit (DPC) and strengthening it through TA provision.

**The following working hypothesis is made:**

In states like Pakistan, opting for a performance based approach in targeting sector budget support at provincial level may be justified, even if not all Sector Policy Support Programme guidelines can be adhered to. Key in such cases is the combination of budget support with capacity building and linking it to a broader investment programme with strict delivery and policy reform related triggers.

**2) Working through large NGOs**

The Northern Areas including Chitral have been deprived areas in terms of infrastructure for education, enrolment and gender parity. Working effectively in such areas requires approaches and staff sufficiently acquainted with such an environment. A first phase of support by the Aga Khan Foundation yielded solid results.

**Working hypothesis:**

In deprived and security restricted areas with low education indicators large NGOs can assist in setting systems in place and catering for professional, community and institutional development.

**3) Multi-donor trust fund for school rehabilitation in emergency situation**

The EC Earthquake Early Recovery and Reconstruction support to Pakistan was based on an instant response to a disaster situation and the application of an ad hoc Order for Services (OFS). In responding to such an emergency the EC managed to mobilize € 80 million on top of EC Humanitarian Aid Department (ECHO) allocations for contribution agreements with:

- the Asian Development Bank (ADB) and Germany through the Multi-donor Trust Fund (MDTF) on the Earthquake Emergency Assistance Project (EEAP); and
- United Nations International Children's Emergency Fund (UNICEF), the Netherlands and Ireland through a MDTF on the Emergency Education Programme.

Approximately 10,000 schools had been fully or partially damaged in Azad Jammu Kashmir (AJK) and the Eastern Districts of NWFP, and the education system needed to be reactivated. Accommodating an emergency situation of this scale required fast track donor and government coordination.

The case study investigating this additional research focus will mainly concentrate on the emergency Education Programme implemented by UNICEF.

**Working hypothesis:**

Emergency situations may play a catalytic function in terms of providing grounds for instant donor coalitions in multi-donor trust funds, adding value to single donor interventions.

**2 Data collection tools and methods used (their limits and possible constraints)**

In Pakistan, the evaluation team participated in an extensive round of briefing, discussions and examined documents focusing on key EC education sector interventions in Pakistan during the period 2000-2007. The Sindh programme provided the Team with a focus on the Province Sindh where a substantial sector budget support programme is running. In Karachi the Sindh Education Management Information System (SEMIS) unit of RSU, Provincial Education Assessment Centre (PEACE) and the Board of Intermediate Education (BIE), were prepared to make special efforts to generate data of relevance to the Team enabling us to obtain good insight in enrolment, progression from primary through middle and higher secondary and the final output of the education system in terms of higher secondary graduates. The Team also had meetings with development partners and Non-State Actors (NSAs) involved in the four major EC supported interventions: the World Bank, UNICEF, ADB and Aga Khan Foundation (AKES/P) (See 6.1 Programme and 6.2 List of people met).

Prior to the Mission the Team had examined some key documentation from Common Relex Information System (CRIS). The Team built upon the following documentation base:

- Documents including CSPs, N(M)IPs, Financial Agreements (FAs), Technical and Administrative Provisions (TAPs), Results-Oriented Monitoring (ROM) reports and external monitoring /evaluation reports;
- Following the desk study report, gaps in data collection were outlined and where possible filled through examining Education Management Information System (EMIS) and other data. The EUD was provided with a list of gaps in documentation which were accommodated. Additional documentation was received from the RSU in Sindh, the EC TA, the World Bank, the Aga Khan Foundation and on learner assessment from PEACE and BIE (see 6.4 List of documents consulted);

- The Team built upon data originating from the EUD response to the Delegation Survey and on the preliminary findings of the recent European Court of Auditors (ECA) mission. The EUD furthermore provided the Team with its reaction to the ECA report.

At the start of the Mission a general scenario for interviews and data-collection was prepared and shared with the EUD. This scenario covered a selection of issues originating from Judgment Criteria related to the 9 Evaluation Questions, focusing on changes between 2000 and 2007 and EC support, if any. In this way we hoped to arrive at a mapping of EC key priorities, trends and vision and characteristics of EC support.

The Mission was implemented under severe time constraints and hence the scope of data collection methods was somewhat restricted.

Apart from documentation analysis, prior to, as well as after the field visit, in many cases the team conducted extensive briefings followed by focused group discussions and in-depth interviews. There was no time to hold meetings with beneficiaries (visits to schools and meetings with SMCs) and NSAs apart from AKES/P. With SEMIS, PEACE and BIE small working sessions with staff were held, soliciting specific indicator-related data required by the mission.

Even though the timeframe 2000-2007 was adhered to, it proved to be necessary to extend the scope especially for the Sindh SBS to gain insight into broader processes enhanced by this SBS.

This country note is not a judgement of the performance of individual projects, nor of the overall education portfolio of the EU Delegation. Rather, it is an attempt to learn from the Pakistan experience and to encourage wider reflections on how best to structure and focus EU assistance to the education sector. Emphasis is on insight rather than on judgment per se.

### 3 Short description of the education sector in the country

#### 3.1 Background: Education System

The Islamic Republic of Pakistan has 160 million inhabitants and a population growth rate of 1.7%.<sup>5</sup> About 70% of the population are living in rural areas, and there are strong discrepancies between urban and rural areas in terms of basic social service delivery including access to basic education.

The following levels of basic and secondary education provision exist:

- Primary (grade 1-5, age 5-9 years);
- Middle (grade 6-8);
- Lower secondary (grade 6-10);
- Senior secondary (grade 11-12).

The pre-primary or early childhood education (ECE) has informally been in operation for the last few decades in the public school system as so-called 'Kachi classes' but not formally recognized. Rising demand for pre-primary schooling from the population has led the Government of Pakistan to recognize ECE as an integral part of the school system, with a curriculum in existence, but with trained teachers and provisions often lacking.

Apart from public schools, education provisions include elite private schools, urban private schools, madrassah schools, and NGO supported non-formal schools.

#### 3.2 Some basic indicators

The following table depicts the sheer size of the school system with almost 26 million students and 1.2 million teachers. It also reveals that Pakistan still a long way to go to achieve gender parity in primary and lower secondary education even though in comparison with the year 2000, substantial progress can be noticed in Pakistan's efforts towards achieving gender parity in its education provision.

Internal efficiency is quite low due to progression through primary and transition to lower and higher secondary education being restricted. The exclusivity of especially higher secondary is revealed when comparing the share of enrolment in primary education, to higher secondary education, namely twenty to one. Remarkably, there are more female than male students in higher secondary which may be seen as a "survival of the fittest" pattern. Of 2,486,371 students (100%) enrolled in class 1 in 1998/99, only about 56% made it to class 5 in 2002/03 (this figure is not corrected regarding repeaters), revealing a low cohort survival rate in public schools.<sup>6</sup>

Nevertheless, when examining the projected population of the primary education age group (age 5-9), of 19.9 million with the 17.2 million actually in school, including the over-aged (revealing the difference

<sup>5</sup> Population data are based on projections from the 1998 census by the National Institute of Population Studies

<sup>6</sup> AEPAM Report 2007/08 based on NEMIS data provided by provincial and regional EMIS units.

between the Gross Enrolment Rate (GER) (84) and the Net enrolment Ratio (NER) (66)), it appears that some 6 million primary school aged children are still out of school.

Therefore, while substantial achievements have been made to enhance the education participation rate of its population, Pakistan is still far from achieving the status of a literate society. Both the adult and youth literacy rates remain low, with 54.2% of the adults being literate (39.6% of females) in 2006, which is far below the regional average. A similar pattern can be observed among youth, with an overall literacy rate of 69.2% (58.4% for females).

*Table 2: Student enrolment in public and private institutions, and number of teachers by level and gender (2007-2008)*

Level	Enrolment			Teachers		
	Male	Female	Total	Male	Female	Total
Primary (Grade 1-5)	9,692,806	7,535,468	17,228,274	233,299	202,052	435,351
Lower Secondary (Grade 6-10)	4,534,887	3,254,086	7,788,973	279,627	415,236	694,863
Higher Secondary (Grade 11-12)	457,443	462,100	919,543	38,061	36,162	74,223
<b>Grand Total</b>	<b>14,685,136</b>	<b>11,251,654</b>	<b>25,936,790</b>	<b>550,987</b>	<b>653,450</b>	<b>1,204,437</b>

Source: Adapted from *Pakistan Education Statistics 2007-08*, AEPAM, Ministry of Education (MOE)

These nation-wide figures disguise strong discrepancies between urban and rural areas, between districts and within districts.

### 3.3 Education administration and decentralisation

A three tiered system of educational administration is in place, with responsibilities divided between the Federal Government (Ministry of Education), the Provincial Governments (Education departments) and the district governments (education offices and institutions in the districts).

Under the 1973 Constitution, education is placed under the mandate and responsibility of the Provincial Governments (Sindh, Khyber Pakhtunkhwa (NWFP), Baluchistan and Punjab), with the Federal Government having the mandate for policy, planning, curriculum and textbook development and promotion of educational facilities to meet the needs and aspiration of the people. The decentralization process was furthered through the Devolution of Powers Ordinance 2001 (Local Government Act) placing the key mandate for education management, finance, monitoring and supervision at the level of the District Administration. Institutions previously supervised by the provincial governments through offices in the districts are now supervised directly by the district offices and all administrative, planning and decision making processes take place at district-level. The decentralization embedded in the Local Government Act is based on five fundamentals: devolution of political power; decentralization of administrative authority; de-concentration of management functions; diffusion of the power-authority nexus; and distribution of resources to the district level.

### 3.4 Education policies and laws

According to the Constitution (1973), primary education is both compulsory and free. However, when considering the large number of out-of-school youth and the strong correlation between poverty levels and school attendance and retention, this commitment appears to be symbolic rather than a reflection of reality. In order to enhance equity in terms of access and retention, policies for the delivery of free text books and girls stipends have been institutionalized in some provinces.

The PRSP 2003 is the guiding document for pro-poor education policies and strategies. The document reiterates the Education Sector Reform (ESR) Action Plan 2001-2005, which includes the following key elements:

- Sector-wide approach to eliminate gender and access gaps and ensure optimal utilization of facilities;
- Improving access and equity for quality universal primary education through improving school infrastructure;
- Increasing literacy through adult literacy programs;
- Supporting technical education in secondary schools;
- Improving quality of secondary education;
- Quality improvement through revision of national curriculum and textbooks, strengthening teachers' training and establishing a National Education Assessment System (NEAS);
- Increasing access through public-private partnerships; and

- Mainstreaming madrassah education through the introduction of general education subjects.

In line with the National Education Policy 1998-2008, the ESR is to provide a framework for achieving Education for All (EFA) and MDG targets and goals. The ESR aimed at:

- Ensuring that by 2015 all children with special emphasis on girls and children in difficult circumstances have access to and complete free and compulsory primary education of good quality;
- Achieving a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic and continuing education for all adults;
- Eliminating gender disparities in primary and secondary education and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement of basic education of good quality.

### 3.5 Progress related to MDGs and EFA goals

Even though much progress has been made in improving MDG2 related indicators, the constraints in achieving universal primary education are such that the MDG and EFA targets will not be met by 2015. The following table shows the progress made in Pakistan nation-wide and in the two Provinces Sindh and Gilgit Balistan, benefiting from EC support. Both provinces have made significant leaps forward and are performing better than the nation-wide average in 2005/06.

Table 3: Comparison of MDG 2 related indicators in 2001/02 and 2005/06 in Pakistan and Sindh and Gilgit Balistan Province

Output indicator	Pakistan		Sindh		Gilgit-Baltistan	
	2001-02	2005-06	2001-02	2005-06	2001-02	2005-06
GER in Primary Education	71	84	67	86	50	106
NER in Primary Education	57	66	53	67	40	83

Source: Adapted from tables of the EFA Mid Decade Assessment Report MOE GOP 2008

Compared to MDG2 targets, there is much more hope that Pakistan will meet the MDG3 targets, since the gender ratio in education is rapidly improving. Among others, the policy framework for gender equity includes:

- The National Policy for the Development and Empowerment for Women of the Government of Pakistan of March 2002, addressing all critical areas pertaining to women, ensuring women's participation in the socio-economic development of the country;
- The National Plan of Action, prepared as a subsequent document addressing twelve critical areas that are vital for the empowerment of women, emphasizing education and training. The following table illustrates the achievements made both at national level, and in Sindh in particular towards greater gender parity. Within lower secondary education GER, girls' enrolment is high and above parity apart from Gilgit-Balistan. While this province has made much progress in enhancing girls' enrolment in both primary and secondary education, it is still below parity, especially in secondary.

Table 4: Comparison of MDG 3 related indicators in 2001/02 and 2005/06 in Pakistan and Sindh and Gilgit Balistan Province

Output indicator	Pakistan		Sindh		Gilgit-Baltistan	
	2001-02	2005-06	2001-02	2005-06	2001-02	2005-06
Female enrolment in primary education	40	43	38	41	20	45
Female enrolment in secondary education as percent of male enrolment	52	58	61	65	17	38

Source: adapted from tables of the EFA Mid Decade Assessment Report MOE GOP 2008

### 3.6 Issues and constraints

The PRSP 2003 refers to the educational challenges as follows: "The education service delivery in Pakistan is faced with a multitude challenges - from lack of infrastructure and facilities to severe shortage of qualified and trained teachers. The other challenges include: (a) under-investment in quality; (b) lack of accountability and tracking mechanisms between planners and service providers; (c) commensurate resource mobilization to achieve targets and outcomes; (d) drop out rate and teachers absenteeism; (e) availability and accessibility of low-cost, high quality education; (f) absence of formal criteria for funds allocation at school level; and (g) standardized data collection and dissemination."

Major issues affecting the performance of the education sector and service delivery as identified for the Sindh Province but applicable to Pakistan as a whole, are:<sup>7</sup>

- Insufficient and inefficient resource utilization for education;
- Weak education sector management at all levels;
- Constraints to increasing access to quality education (QE);
- Constraints to improving the quality of teaching and learning.

Accommodation of these issues is constrained by expenditures on education being extremely low compared to neighbouring countries. The target of 4% of the Gross Domestic Product (GDP) is far beyond reach with figures for 2007/2008 at around 1.8%.

#### **4 Findings on EC support to the education sector**

##### **4.1 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

###### **4.1.1 JC11: Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives**

The EC support is well aligned to the EC cooperation objectives and in general to Pakistan's policy agenda. Both CSPs (2002-2006 and 2007-2013) incorporated solid situational analysis and highlighted medium term challenges. In terms of policy anchorage, the EC response reveals a strong liaison with the ESR Action Plan (2001-2005); the National Education Policy and EFA/MDG plans for the country. In particular, there has been a strong realignment of the support to concentrate on budget support to Provincial Governments with a great majority of the budget for district administrations, given their mandate for education sector management and service delivery. This realignment happened as a consequence of the Local Government Act of 2001. EC budget support of € 39 million to the Sindh Education Plan was linked to the Compulsory Primary Education Ordinance of 2001 in the National Indicative Programme (NIP) 2003-2005. The EC contribution covered 26 million for District Budget Support, 7 million for Provincial Budget Support and 4.6 million for Technical Assistance.

The EC response to the devolution process is well outlined in NIP 2003-2005 (less clear in the Multi annual Indicative Programme (MIP) 2007-2010) and consisted of provisions for two decentralized sector budget support programmes in Sindh and the NWFP, helping to increase institutional capacity at provincial and district level. Two different models were opted for, one through a multi donor involvement in support of an education sector policy in NWFP, and another approach in the shape of the Sindh Education Plan Support, linking a Government of Sindh (GOS) Medium Term Sector Reform Programme (SERP) and a policy matrix for a World Bank Investment Programme/EC Sector Budget Support with a significant provision of TA support.

The increased alignment in the 2002-2006 programming cycle is reflected in the move away from infrastructure projects towards support to policy based investment programmes paying due attention to the gender dimension and to close participation of local communities. The CSP 2002 constituted a process of further concentration towards two priority sectors with 80% of the overall funds for human development.

Moreover, the EC response is strongly based on lessons learned among others from the Structural Adjustment Programme (SAP) which had low disbursement rates and considerable implementation delays.

Regarding the issue of provision of support to the education sector and PRSP objectives, via either budget support or using programme-based approaches, the following can be said: During the implementation of the CSP 2002-2006, Pakistan constituted a difficult environment for planning, due to the political crisis, e.g. affecting the NIP 2003-2005. The earthquake (2005), but also the far reaching devolution of authority through the Local Government Ordinance of 2001, and delays in issuing the fully fledged coasted PRSP(2003) after the Interim Poverty Reduction Strategy Paper (IPRSP) - all these developments demanded substantial flexibility and coping mechanisms from the EU Delegation.

The EUD response to the earthquake consisted of the following:

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<sup>7</sup> Implementation completion and Result Report (IDA-43180) on a Credit in the amount of SD 65.6 million (US D 100.0 million equivalent) to the Islamic Republic of Pakistan for a Sindh Education Sector Development Policy Credit. December 15, 2009. World Bank, report No.ICR00001265

- A contribution to the ADB EEAP for the reconstruction of 328 middle schools and provision of teacher training; and
- A Contribution Agreement with UNICEF for the implementation of the “Pakistan Education program in the Earthquake affected districts of NWFP and AJK” to establish around 3,000 temporary schools serving the needs of around 250,000 children; 9,500 school in box kits to arrange for access to teaching and learning materials; training of 60 master trainers and 9,300 teachers and implementing didactic approaches such as child-friendly learning.

While the CSP 2002-2006 was relevant in terms of aligning the EC response to the IPRSP, although the latter did not fully elaborate pro-poor measures in the social sector in general and in education in particular. However, the PRSP of 2003 included a more focused human development strategy and a participatory process in PRSP preparation. It stressed education as the most important factor distinguishing the poor from the non-poor.

The CSP 2007-2013 is well aligned to the PRSP. In its paragraph on dialogue with the government and alignment with national policies, it notes that the majority of donors in Pakistan, including the EC, align their co-operation strategies with the PRSP, which is centred around the following four pillars:

1. Achieving broad-based economic growth focusing on the rural economy;
2. Improving governance and consolidating devolution;
3. Investing in human capital and delivery of basic social services;
4. Targeting the poor and vulnerable.

There is a clear trend in Pakistan towards a large majority of EC aid to the education sector being provided as budget support, and, overall, the support from 2002 onwards has been in line with and in support of PRSP objectives.

The EC support is well aligned to the Federal Government’s nation-wide policy framework of the National Education Policy (NEP) and PRSP. The EC support was under built by a Programming Mission (2002) and strategic review (2005). The ECA Audit also recognised that the CSP 2007-2013 and the MIP 2007-2010 are based on the PRSP of 2004. The EC support was supported by a Programming Mission (2002) and strategic review (2005). The ECA Audit also recognized that the CSP 2007-2013 and the MIP 2007-2010 are based on the PRSP of 2004. However, the devolution process and Provincial and district autonomy have not fully crystallized into a policy framework to align with. The SERP represents a comprehensive medium-term strategy to improve access, equity, quality and governance in elementary and secondary education. However, while the SERP is strictly aligned to the NEP, PRSP and ESR, it lacks the status and formative procedure of a fully fledged policy. In effect, it is a policy matrix agreed upon by the Government of Sindh, the World Bank and the EC, which includes a number of disbursement linked indicators, and when achieved, will have established the contours of performance based policy. Hence, it does not constitute a policy per se, but rather a set of conditions for policy and effective service delivery. The arrangement can be characterised by “no cure no pay,” as it entails a step-by-step approach which is monitored through Joint Review Missions (JRM) through which compliance can be assessed and subsequent disbursements be decided upon. This approach, which is different from the EC’s standard design of Sector Budget Support, seems to be suitable in a context where there is political instability and a lack of retention of key policy makers (i.e. the Joint Secretary), as well as little scope for policy making given Federal Government’s mandate in that respect.

Alignment of EC support to the education sector requirements of the government of Sindh was facilitated through a two day Roundtable Consultation in Karachi in March 2004 with the Sindh Education Department and development partners. The Sindh Education Plan prepared by the Government of Sindh provided a framework for EC budget support. Originally, it was envisaged to link the EC’s budget support with an ADB education sector investment loan. However, the ADB decided to withdraw from the education sector. The EUD then decided to negotiate with the World Bank, appraising a DPC in support of the Sindh Education Sector. In June 2007, the World Bank’s Board approved the first Sindh Education Sector Development Policy credit. The EC Financing Agreement was signed in December 2006. The EC aligned itself with the World Bank (DPC) through topping up the World Bank investment credit, thus arranging for additional credit for the Government of Sindh to implement programmes not eligible for World Bank disbursement. Moreover, the EC added a substantial TA component, assisting the RSU in the process of meeting the Disbursement Linked Indicators (DLIs). The policy matrix and results framework were jointly formulated and agreed by the Government, EUD and World Bank.

The policy matrix is based on the following 4 pillars:

- Improving fiscal sustainability and effectiveness of public expenditures;
- Improving education sector management;

- Improving access to quality schooling;
- Improving the quality of teaching and student learning.

These four pillars are specified in 12 indicators, 10 of which are common to both the EC and the World Bank.

Overall, during the period under consideration, some 50% of CSP related EC aid to the education sector was provided as budget support, and 100% using programme-based approaches to support PRSP objectives.

It should be emphasised that there were **no education project implementation units running parallel to government institutions** during the whole period covered by the evaluation.

#### **4.1.2 JC12: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives**

The SBS for Sindh Education Plan Support Programme (SESP) is benefiting from well organized Joint World Bank/EC Missions with strong involvement of the Government of Sindh. The TA component is joint and complementary to capacity building efforts supported by other development partners, the World Bank, USAID and UNICEF experts. Plans were developed for joint mobilization of TA under World Bank, EC or joint leadership in support of the RSU, education departments and District Government.

Analytical work is joint to a large extent, based on program implementation and monitoring of compliance and a common policy/result and performance assessment framework.

Regarding the issue of **joint and harmonised education assistance strategies**, the CSP 2007-2013, in annex, indicates that the EC is pro-actively encouraging the development of an EU roadmap for donor harmonization in Pakistan, in close co-operation with the U.K., the Netherlands and Germany. All of these are active members of the established sub-group on donor harmonisation under the Donor Poverty Reduction Working Group. Both groups are co-chaired by the EC which is a sign of the EUD's commitment to play a leading role in donor alignment and harmonization.

Moreover, the MIP 2007-2010 was developed in close consultation with other development partners. An outline of the CSP/MIP was presented to EU Development Counsellors on July 5<sup>th</sup>, 2005, and a presentation was made to Deputy Heads of Mission followed by a discussion.

#### **4.1.3 JC13: The Commission has ensured the overall coherence of its education support**

Headquarter, including oQSG (office Quality Support Group of EuropeAid) and AIDCO/E/3, have played a crucial role in the preparation and design of the Sindh Education Plan Support Programme. The EUD participated in the August 5th 2005 meeting of the Quality Support Group, where a written assessment of the status and constraints of the SEPS was presented by AIDCO/E/3.

Regarding the issue of **coherence between the EC political and development responses**, the EC carried out work in Khyber Pakhtunkhwa Province in partnership with others, especially in Swat and Malakand. In spite of risks and insurgencies the emergency support continued.

The EC's strategy in Pakistan is now changing from a combination of human development in the education sector and trade development and the promotion of business and institutional links, to rural development and education and especially to addressing the interface between those two sectors; moreover, greater importance is given to capacity building activities. Coherence is taken a look at in terms of the combination of interventions in priority areas (trade, rural development and human development) to address an overarching goal (i.e. poverty reduction).

On the issue of **coherence of EC responses with the different actors in the education arena**, coherence is aimed at by providing support to provincial governments but also support to NSA, and by incorporating special emphasis on issues such as child labour. NSAs cover niches not fully covered by Government provisions, e.g. the Northern Areas with low catchments of enrolment of school aged children.

Overall, the share of support to NSAs in the CSP 2007-2013 is still high; however, with the closing of the Northern Pakistan Education Program, the education sector support through NSAs has diminished. It should also be noted that through the Sindh SBS, support is provided to the Sindh Education Foundation for the promotion of low-cost private schooling in Rural Sindh as well as to the Aga Khan Foundation in Sindh.

## 4.2 EQ2-access: To what extent has EC support to education contributed to improving access to basic education?

### 4.2.1 MDG2A: Ensuring that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Pakistan is a signatory to the MDG and EFA and has developed strategies at national, provincial and district levels to achieve the goals by the year 2015. However, the PRSP 2003 does not specify targets for MDG2A. It only specifies targets for 2005/2006 with a GER of 104 and NER of 58.

The PRSP II (2008), which falls outside the scope of this evaluation, specifies the following MDG 2A Goals and Targets to be achieved by 2015:

- Attainment of a Net Enrolment Rate of 100% for 5-9 years aged group children;
- Attainment of a Primary Completion Rate (PCR) of 100%.

When looking at the figures in the following table, it is clear that the Government of Pakistan (GoP) is off-track in terms of meeting MDG goals and targets. Survival rate to grade 5 can be seen as a proxy indicator for the PCR.

Table 5: MDG 2A related indicators

Indicator	Pakistan	
	2001-02	2005-06
GER in Primary Education	71	84
NER in Primary Education	57	66
Survival rate to Grade 5	57	72

Source: adapted from EFA Mid Decade Assessment Report MOE GOP 2008

The CSPs and NIPs strongly advocate assistance to the Government of Pakistan in its efforts to accommodate MDG 2 targets through ensuring access and quality primary education for all youth, especially girls and those living in remote rural and disadvantaged areas. All EC education interventions include access and equity related components, as well as indicators including physical infrastructure development/rehabilitation. Monitoring and evaluation reports provide clear indications that EC support has resulted in tangible impacts on access and enrolment through infrastructure development and/or access enhancing measures in all its interventions in the framework of EC Earthquake Early Recovery and Reconstruction Support to Pakistan and through the Northern Education Project. While the EC's SBS to the Sindh Education Sector Plan had delays in approving the first tranche release in its first year of operation, it has nevertheless helped to establish conditions for improved access and retention in general and to rural girls in particular through its TA provision.

The overall objective of the Northern Pakistan Education Programme is to improve the access, quality and sustainability of education for in-school and out-of-school children and females, increasing gender equity and the participation of communities in the Northern Areas and Chitral. One project component focuses on increasing the number and quality of physical facilities provided for education in partnership with communities. The Self Help School Construction programme (SHSCP) established 265 additional class rooms and 85 toilet blocks. The programme arranged for Non-formal Education (NFE) opportunities for a total of 22,486 mainly female and out-of-school children. The EMIS operated by the project provided good insight in AKES/P-run (31) and Community Based Schools (21) in Chitral.

The 2005 Earthquake added to the plight of already under-served provisions in NWFP and AJK, with some 10,000 schools and educational institutions having been fully or partially damaged, 873 teachers having died and many severely injured. The program objectives expressed in the EC Contribution Agreement with UNICEF are to arrange for 400,000 primary and middle school children who were in school before the earthquake, to be re-enrolled, and to enrol approximately 30% of those school-children not enrolled before the earthquake, including children from marginalized groups. UNICEF developed and implemented a strategy to enrol 428,000 children in semi-permanent tent schools, pre-fabricated schools. Furthermore, 154 earthquake resistant permanent schools have now been constructed.

As there are no specific blueprints in terms of the requirements for the reconstruction and re-engineering of an education system subsequent to an emergency of this scale, both the UNICEF and ADB programmes were faced with substantial delays.

The EC Contribution Agreement with the ADB for Earthquake Emergency assistance (Education) in the Earthquake Affected Districts of AJK aims at early recovery and rehabilitation of the affected population, and the re-establishment of social infrastructures. This is to be achieved through providing the facilities for early recovery and rehabilitation, as well as by providing for the most urgent primary and middle school education requirements of the affected population in AJK. Like the UNICEF project, the



ADB has been faced with extensive delays in delivering 309 middle schools (downward revised from a target of 500 schools) that cater to classes 1-8 (hence combining primary with middle school). In 2010,<sup>8</sup> 127 schools were handed over to district education offices. Apart from school construction, the ADB also assisted with procurement and delivery of school materials and supplies, as well as teacher training.

The overall objective of the SEPSP is poverty alleviation in Sindh Province through accelerating progress and reforms in achieving EFA Goals. The policy matrix and result framework attached to the Financing Agreement can be linked to a Performance Assessment Framework (PAF) with a set of outcome and intermediate outcome indicators. There are 12 DLIs which constitute a basis for assessing compliance of effective delivery of steps linked to 12 sub-programmes. The DLIs/sub-programs specifically linked to access and retention are:

- District terms of Partnership (TOP): Improving efficiency and quality of school rehabilitation;
- Stipends for girls in public schools;
- Public Private Partnership in education; leveraging the private sector to extend service delivery to underserved areas.

The sub-programmes in their totality aim at yielding an environment conducive to the achievement of outcome indicators. The outcome indicators related to enrolment and retention are; NER primary (baseline 2006/07: 50), Primary School Completion Rate (53.40) and Female-male ratio in rural Sindh (61.2). Targets for 2008/09 up to 2011/12 have been established and their achievement is being monitored through the World Bank (WB)/EC JRM's.

Regarding schooling, the SEPSP/SERP in partnership with the Sindh Education Foundation, is promoting low-cost private schooling in rural areas of Sindh. The SEPSP/SERP trigger Partnership with Districts for Improving Basic Infrastructure of Schools is targeting over 1,500 schools that are to be provided with classrooms/missing facilities. So overall, the SERP supported by the EC's SEPSP is making considerable efforts to accommodate MDG 2 goals through enhancing access to education with a special focus on rural areas and girls.

#### 4.2.2 JC22: Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)

The following table depicts development of GER and the Gender Parity Index (GPI) in Pakistan.

Table 6: Primary and Secondary GER and Gender Parity in Pakistan in 2001/02 and 2005/06

Output indicator	Pakistan	
	2001-02	2005-06
GER in Primary Education	71	84
GER in secondary Education	24	31
Female enrolment in primary education (% of male)	40	43
Female enrolment in secondary education as percent of male enrolment	52	58

Source: Adapted from tables of the EFA Mid Decade Assessment Report MOE GOP 2008

It should be noted that all EC interventions have a focus on eliminating gender disparities, and that programming documents adequately deal with this issue.

The table indicates that Pakistan has made good progress in terms of increasing primary and secondary GER, as well as progress towards achieving gender parity in primary education. According to these figures, females would be overrepresented in secondary education though the participation rate in secondary education is still very low.

The Northern Pakistan Education Programme focused on increasing gender equality and community participation in the Northern Areas. The programme succeeded in arranging for girls to constitute 64% of overall enrolment, and in ensuring a strong progression rate of girls to secondary education through Community High Schools in areas where no girls' secondary schools existed before. In its teacher training programme, preference was given to female candidates, leading to 52% of the trained teachers being female.

This is in marked contrast to the share of female teachers in Sindh province.<sup>9</sup> While females constitute 31.5% of the total of 138,007 teachers, they constitute a large majority among teachers in Karachi (68.3% of the total of 27,742 teachers). Urban-rural discrepancies in gender parity among teachers are striking with some districts like Kashmore which has a female teacher share of merely 14.1%. Preference is given by the Government of Sindh to females in teacher recruitment within the frame-

<sup>8</sup> At the end of 2007 construction was still on-going and no schools had been handed over yet.

<sup>9</sup> Source: SEMIS Census 2007-2008

work of the Merit and Need Based Teacher Recruitment Scheme. However, deployment in certain areas is highly complex and remains cumbersome.

The Sindh Budget Support (BS) plan support the Government of Sindh launched two girls-stipend schemes reaching out to 260,000 girls receiving stipends of Rs 1,000 per year, as well as a differential stipends programme in 15 low transition Talukas<sup>10</sup> (Rs 2,400).<sup>11</sup> The effect of these measures on enrolment and retention may be significant, but have not been revealed during the evaluation's field visit, because this issue was not yet taken into account in monitoring the girl stipend schemes. The emphasis was on reaching out to girls using the post system in stead of sending the money through district education offices. This was done in order to prevent fund leakages. Monitoring effect of the provision on girls' retention is planned for. The JRM of May 2008 noticed that by September 30<sup>th</sup>, 2007, money order receipts for 30% of the girls had not been received by the RSU.

Through the Sindh Plan Support SBS, technical assistance is provided to strengthen SEMIS and the capacity of district SEMIS (12 districts), while USAID is covering the other 11 districts to generate and interpret outcome-related indicators on adequate access, completion and other issues. In the preparatory stage to the SBS programme, the EC did not provide TA support to address the urgent need for capacity development at all levels. Hence, reliability and validity issues are at stake, including the effective quantification and targeting of resources.

Although Early Childhood Education has been officially recognized by the government of Pakistan as an essential sub-sector of the education system, and preparations for the provision of trained teachers and additional classrooms have not yet been made. However, the AKES/P has managed to implement the programme in many governmental and private schools of Sindh, with the financial and technical assistance of USAID.

#### **4.2.3 JC23: Primary schooling is compulsory and free of costs to all pupils**

According to the Constitution (1973), education in Pakistan is compulsory and free. This is a legal provision but in practice education is neither compulsory nor free of costs. This is shown by the large number of out-of-school youth, the relatively low NER, the uneven distribution of resources, physical infrastructure and teachers, as well as the influence of poverty on access and retention. Through providing free textbooks and differential programmes of stipends, the government is trying to decrease the poverty barrier to access and retention.

### **4.3 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

#### **4.3.1 JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary**

Transition rates from primary to lower secondary have slightly improved over the period under evaluation.

Within all education sector programmes supported by the EC, provisions are made for the school system as a whole, including primary, middle and sometimes higher secondary. This applies to the construction/rehabilitation components, but also to incentives and stipends, teacher training and merit based teacher recruitment.

Often schools cover both primary and lower secondary and even upper secondary. As a consequence in school construction, it is often difficult to differentiate between the different levels of education, as middle schools frequently incorporate classes 1-8 and higher secondary schools incorporate class 6-12. When the ADB is constructing 309 middle schools in the AJK earthquake affected areas, these schools cater to classes 1-8 (and hence are combining primary with middle school). This makes it virtually impossible to distinguish between resource allocations for physical infrastructure development/rehabilitation for primary and secondary education. As a consequence, increased access to secondary education is supported to a large extent by EC provisions.

Moreover, the Northern Pakistan Education School construction under the SHSCP established one Higher Secondary School for girls in Chitral, enrolling 287 females.

The Sindh SBS is applying a Sector-Wide Approach (SWAP), but the evaluation team could not identify the share of budgets allocated to lower (grade 6-10) and higher secondary, as well as related per capita expenditures. When looking at the Budget,<sup>12</sup> it is hardly possible to distinguish between budgetary allocations to primary and middle schools as there are no separate budget items.

<sup>10</sup> Sub-districts

<sup>11</sup> In 2009/2010 the stipends were increased to 2400/3600 respectively.

<sup>12</sup> See Financing Department Government of Sindh, Budget 2007-2008, Current Expenditure (Part III) Spending DDOs-WISE

There is a sub-programme (DLI) called “Stipends for girls in public schools,” aiming at strengthening the efficiency and effectiveness of incentives. Indicators relate to the share of beneficiary girls that received stipends and to the number of low transition-rate Talukas. The sub-programme is to particularly enhance enrolment of rural girls in secondary education with a higher stipend in poor backward Talukas. Through this programme the transition of poor rural girls from primary to lower secondary and their retention is improved and hence this leads to improving internal efficiency.

As a targeting and control mechanism, the Result Framework incorporates an outcome indicator “Transition Rate from class 5 to 6 for All Sindh” (baseline 63.6) and one for rural girls only (51.2). The Result Framework indicators also include PCR and learning outcomes in Class 8. For transition and primary completion, SEMIS/DMIS data should enable the monitoring of those targets.

#### **4.3.2 JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)**

From the annual school surveys in Sindh combined information of the Geographical Information System (GIS), adequate allocation of schools and resources by district for middle and higher secondary might be identified. However, TA provision may assist in adequately linking the District Education Management Information System (DEMIS)/SEMIS to GIS.

#### **4.4 EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

In its education support to Pakistan, the EC has succeeded in combining an emphasis on access and enrolment, with a focus on improved quality, as measured by quality indicators. The quality dimension is well catered for in the Northern Pakistan Education Programme, where the first result area is concentrating on improved quality of teaching and learning in schools, non-formal centres and other educational institutions. In this vein, the ROM report of September 2005 notes that the “lack of access to quality education is exacerbated in rural areas such as the Northern Areas and Chitral and it affects girls disproportionately. The intervention addresses these problems through a very well designed programme based on a comprehensive and targeted capacity building plan, development of methodologies and a strategic partnership with the government.”

The project succeeded in achieving or even surpassing its targets related to:

- Development of subject-wise and level wise minimum learning standards;
- Development of context related coherent set of teacher development courses;
- Provision of teacher development courses in content and methodology integrating a multi-grade approach;
- Provision of initial/pre-service training for teachers;
- Training of teachers for Early Years education, especially females;
- Establishment of a reading enhancement and achievement program (REAP) to improve reading skills of teachers and students.

Apart from physical infrastructure and rehabilitation, EC support to education in the earthquake affected areas also covered components to re-engineer the disrupted education system, including teacher training. The UNICEF component covered:

- Provision of teacher training in teaching/learning methodology, in tent environment, through consultants with experience in education in Afghan Camps. (Here, the existing facilities of teacher training in Abbotabad of Khyber Pakhtunkhwa were utilized);
- The existing teaching/ learning materials were modified and new materials were developed to cater for the new requirements and socially emerging situation, as well as to keep the children engaged in the new scenario of tent schools;
- Accommodating textbook requirements. AJK and Khyber Pakhtunkhwa regions had different sets of text books, covered under two different Textbook Boards, which was a major issue as UNICEF was required to work in these two different areas.

The EC supported ADB MDTF education component implemented teacher training, and even though it was faced with delays in its construction component, it was quite successful with regard to teacher training. The programme used an approved teachers training package, designed by Revitalizing, Innovating and Strengthening Education - USAID Earthquake Reconstruction (RISE) to 600 target teach-

ers. The impact of this training was monitored through follow up support in monthly meetings of teachers at cluster levels and impact assessment of training imparted.<sup>13</sup>

Given the short time span of one year without any disbursement having been made prior to the end of the period covered by the evaluation, it is difficult to attribute quality improvements directly to the EC SBS to the Sindh Education Sector project. Nevertheless, the EC has had a leverage effect on setting quality enhancing systems in place and by stimulating the Government of Sindh through performance related to DLIs (in particular Merit-Based Teacher Recruitment) to move towards performance based systems. The EC's TA has played a crucial role in assisting the RSU in accommodating compliance requirements. Out of the 12 EU BS triggers, the following 4 are in the quality domain:

Table 7: *Sindh SERP: Triggers related to quality*

<b>EU BS TRIGGER Sub-program Area</b>	<b>EU BS TRIGGER INDICATOR</b>
Merit based school specific recruitment of teachers: <b>Improving the quality of new teacher hires</b>	Implementation of merit and needs based teacher recruitment
Teacher education development (TED): <b>Improving teacher training effectiveness and teacher quality</b>	1. Standards and competency based continuous professional development (CPD). 2. Quality assurance of CPD providers 3. new diploma for certification of teachers
Learning assessment of students: <b>Improving the regular measurement of learning</b>	1. Subject and grade for fielding of diagnostic assessment in district representative sample of public schools. 2. Subject and grade for analysis report of diagnostic assessment
Delivery of free textbook Sets	1. Share of schools receiving new textbooks within first month of academic year (90%) 2. Improvement in monitoring of textbook delivery 3. Introduction competitive and transparent practices in textbook development and printing/publishing.

The Results Framework/PAF specifies the following outcome indicators:

- Primary School Completion Rate with a baseline (2006/2007) of 53.4;
- Learning outcomes (see EQ5).

Merit based teacher recruitment (away from political influence) and share of schools receiving new textbooks within first months of academic year (as part of insurance of government commitment and ownership of the programme) were among the reasons for non-compliance and hence the delay in disbursement of the first EC tranche.

On the other hand, the merit based recruitment policy developed in Sindh is a model for other provinces. The Institute of Business Administration (IBA) has been contracted to develop and conduct tests for the recruitment of teachers. The GoS is strictly maintaining merit based teacher recruitment procedures and timely delivery of text books, which is a large trigger related achievement indeed. Moreover, in Sindh, quality related expenditures are costed but by item, not by component (e.g. textbook provisions). This makes it rather difficult to assess quality-related expenditures.

In support of the GoS meeting requirements posed by quality related DLIs, the EC's TA covers an EC Quality Education Adviser and the support as such includes requirements related to TED in a coordinated way with the WB TA and the USAID Pre-Service Teacher Education Program (PRE-STEP) advisor. Moreover, the EC's TA also supports teacher training competencies assessments, pre- and in-service training, a code of conduct programme, a reading literacy programme and annual education excellence awards.

Apart from these, the EC's SBS and Sindh Education Reform - Technical Assistance (SER-TA) will, together with relevant departments, cater for improved QE standards and tools in schools and in the education sector (at both Province and District levels). This will be achieved through the establishment of a teacher and student tracking system, as well as Teacher Resource Centres.

#### **4.4.1 JC41: Availability of strategies and resources to enhance quality of learning and teaching**

The following table shows the Pupil/teacher Ratio (PTR) for Pakistan, which is one of the proxies for the availability of resources. However, it is very difficult to adequately interpret these figures, given substantial discrepancies between the urban and rural areas, as well as the significant problem of lacking facilities.

<sup>13</sup> See: Earthquake Emergency Assistance project (EEAP) Education Sector Portfolio in Earthquake affected Areas of AJK

Table 8: Pupil-teacher ratio

Output indicator	Pakistan	
	2001-02	2005-06
PTR for primary education	36	40
PTR for secondary education	15	15

Source: Adapted from tables of the EFA Mid Decade assessment Report MOE GOP 2008

In 2007/08, the PTR for primary education in the Sindh province stood at 29, with lows of 24 in Karachi City, 23 in Sanghar, and highs of 43 in Kambar–Shahdadkot and 41 in Ghotki.<sup>14</sup> This is substantially above nation-wide averages.

Reference has already been made to approaches to teacher training for multi-grade teaching within the Northern Pakistan Education Project. UNICEF is applying approaches such as inclusive education, child-friendly learning and democratic practices in its teaching in tent environments and delivered schools.

The percentage of non-salary to salary budget allocations in Sindh (which is another proxy for the availability of resources) is influenced by the recurrent budget, including allocations for girls' stipends, free textbook provisions and allocations to district administrations for construction and rehabilitation under the District TOP.

#### 4.4.2 JC43: Qualifications and competencies of teachers and school leaders enhanced

The Sindh program is going to introduce a new diploma for teacher qualification. In the present situation, according to SEMIS School Census 2007/08 data, 95% of teachers were certified.

Training of school leaders on managerial skills is planned by the EC's TA, and is linked to the Education Sector managers training.

In order to increase competencies, the Northern Pakistan Education Project catered for training on leadership, management, planning and supervision for head teachers and mentors.

#### 4.4.3 JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities

The entire Earthquake rehabilitation project might also be considered from an angle of supporting children in difficult circumstances, i.e. that EC funds helped considerably in the upgrading of school buildings and construction of additional classrooms in remote areas.

In Sindh alone, almost one fourth of primary and one fifth of the middle schools do not have their own buildings. Of the 44,315 primary schools in the Province, 11,488 are without building. In the 3,097 middle schools, 647 are without building. In close cooperation with established School Management Committee (SMCs), the District Terms of Partnership (sub-programme) caters for the rehabilitation of schools to meet minimum service standards (MSS).

#### 4.5 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?

Thus far, Pakistan has not participated in international assessments of learning achievement, and the nation-wide assessments are only standardized from grade 9-12, culminating in the intermediate examination at the end of higher secondary (end of class12). There is very little experience with diagnostic grade-wise or subject-wise surveys to assess the level of learning and constraints. The World Bank (see Annex Development Partner Support to primary and secondary education in Pakistan) provides support to strengthening the capacity of the NEAS.

##### Box 1: Pakistan: Overview on the National Education Assessment System

###### NEAS

The NEAS has been established at the national level, with branches in the Provinces as Provincial Education Assessment Centres (PEACEs) to carry out learning achievement tests throughout the country and provide feedback on the system to improve quality, initially at the elementary level. The major objectives of NEAS and PEACEs are:

- To develop capacity in education assessment related activities;
- Institutionalization of a sustainable monitoring system.

The National Achievement Testing in -2004 was conducted on a pilot basis in the subjects of mathematics, Urdu and Sindhi languages for Grade 4. In Sindh, the four year programme included a mathematics test for Grade 4 in the first year, a language test for Grade 4 in the second year, a science test for Grade 4, and mathematics tests for Grade 6 and 8 in the third year and language tests for Grade 4 and 8 in the fourth year. While the as-

<sup>14</sup> SEMIS Census 2007-08

assessment system is still in its infancy, it will be useful for the improvement of the quality of education.

#### *BISEs*

The Boards of Intermediate and Secondary Education (BISEs) are responsible for conducting the annual examinations for Grade 9, 10, 11 and 12. The system of evaluation is based on assessing the level of rote memorization of students rather than testing the concepts regarding different topics.

In Sindh, a PEACE has been established and is being upgraded with EC and World Bank support. Staffing is part of the World Bank's funding, while capacity building is being catered for under the lead of the EC Quality Assurance expert. Moreover, the SEPS contains triggers and trigger indicators on "learning assessment."

*Table 9: SEPS: EC BS triggers related to learner assessment and trigger indicators for Tranche 1 release*

<i>EU BS TRIGGER Sub-program Area</i>	<i>EU BS TRIGGER INDICATOR</i>
Learning assessment of students; improving the regular measurement of learning.	1. Subject and grade for fielding of diagnostic assessment in district representative sample of public schools; 2. Subject and grade for analysis report of diagnostic assessment.

The PEACE work on Development of diagnostic assessment tools in Sindh, implemented with EC support, is very important even though it is partly falling outside the scope of this evaluation. The EC has played a catalytic role in assisting the GoS to become the first Province to have developed and put assessment tools on trial. However, a lot still remains to be done in terms of developing competencies related to sample drawing, or the development of an item bank and assessment processing and interpretation. This is the subject of an Action Programme currently being implemented with EC assistance.

The BIE in Karachi provided the evaluation team with insight on trends in the number of students participating in, and passing the Higher Secondary School Leaving Examination in 2000 and 2007 for pre-medical, pre-engineering, computer science, humanities, commerce and home economics: Between 2000 and 2007, the overall number of students appearing for the Intermediate examination in Karachi increased from 91,659 (2000) to 96,830 (in 2007, + 5%). But the share of those passing the examination decreased from 53% to 48% between 2000 and 2007. The number of females appearing and passing was significantly higher than that of males, and so was the female passing rate, with 56% in 2000 and 50% in 2007. It seems that only a small fraction of those enrolled in the system as a whole; actually reach the target of passing the Intermediate Examination. It is worrying, that the number of students passing the examination remains at around 48,000 over the whole period from 2000 to 2009.

#### **4.5.1 JC51: Literacy and numeracy enhanced**

The following table depicts literacy rates and their development between 2001 and 2007 for Pakistan and Sindh;

*Table 10: Literacy and numeracy rates*

<i>Indicator</i>	<i>PIHS 2001-02</i>			<i>PSLM 2007-08</i>			
	<i>M</i>	<i>F</i>	<i>T</i>	<i>M</i>	<i>F</i>	<i>T</i>	<i>Difference in total</i>
Literacy rates national	58	32	45	69	44	56	+11
Literacy rate Sindh	60	31	46	69	42	56	+10

*Sources; Adapted from PIHS 2001-02 and PSLM 2007-08 - Pakistan Integrated Household Survey (PIHS); Pakistan Social and Living Standards Measurement Survey (PSLM)*

However, it should be noticed that these indicators are derived from sample survey approaches, as Census data are from 1998. The gender disparity in literacy rates is still alarmingly large.

EC funds have not been specifically allocated to efforts aimed at literacy acquisition.

#### **4.6 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

##### **4.6.1 JC61: Sound pro-poor sector policy framework in place**

A sound pro-poor sector framework is, among other things, characterized by the quality with which a PRSP or comparable documents incorporate and budget pro-poor education strategies and measures. In its programming, the EUD has been guided by the costed PRSP I of 2003, which provided a foundation for assessing education sector needs linked to the policy framework embedded in the National Education Policy. This applies to all interventions considered in the framework of this evaluation. The Northern Areas and Chitral have a population of approximately 1.3 million. Compared to the national

average, it is one of the poorest areas of Pakistan, with 60% of the population living below the poverty line. The SBS for the SEPSP opted for a pro-poor targeting approach by monitoring increases in pro-poor PRSP-linked allocations and by giving a special emphasis to rural districts and rural females in some of its outcome indicators. While the PRSP has benefited from consultations with provinces and districts, there are no specific provincial and district PRSPs.

Even though the PRSP is costed, it cannot be linked to an education Medium Term Expenditure Framework, as there is none in Pakistan. The GoS, through SEPSP and parallel World Bank support, notes that, as stated in the policy matrix that GoS approved in 2007, a Medium Term Fiscal Framework (MTFF) was one of the conditionalities for first year tranche release. This MTFF is a step forward in a process to establish a Medium-Term Expenditure Framework (MTEF).

Merit based teacher recruitment is part of the DLIs applied by the EC SBS and the World Bank in supporting the SERP towards rationalizing the teaching force. In meetings with the World Bank, it was indicated that attempts are being made to arrive at redeployment of teachers in Sindh. But as in many countries, efforts at redeployment face substantial constraints in effective implementation.

#### 4.6.2 JC62: Resource allocations in line with education sector requirements

The envisaged results of SEPSP are:

- Improved governance and capacities of provincial and district government departments, institutions and local bodies to plan, implement and account for the delivery of education services. This would include an upgraded and accurate EMIS and improved functioning of the education system in the devolved setup through the clarification of responsibilities, functions and organisational structures at provincial, district and lower administrative levels;
- Improved education outcomes at district level through improved quality of district education planning and budgeting of resources at all levels, guided by a Medium Term Expenditure Framework and Minimum Service Standards.

The SBS SEPSP works with 4 sub-programme areas of relevance to improve service delivery, the implementation of which is to be monitored through indicators linked to these DLIs. The evaluation only covered the first year of implementation. In this year, the first tranche release was postponed due to non-compliance on two key concerns:<sup>15</sup>

- Indications that the Government of Sindh did not properly apply its merit based teacher recruitment policy, but that instead, teachers were recruited for reasons other than excellence and quality in substance;
- The high level of ownership of the GoS and its commitment to the programme appeared severely diluted due to frequently changing key persons in charge (e.g. the Chief Secretary).

Table 11: *SEPSP: EC BS triggers related to service delivery and trigger indicators for Tranche 1 release*

<b>EC BS TRIGGER Sub-program Area</b>	<b>EU BS TRIGGER INDICATOR</b>
Fiscal and Budget Management: <b>Improving budgetary processes</b>	1. Education budget, including SERP expenditures, consistent with MTFF and agreed targets; 2. Number of departments participating in MTFF/ (MTBF).
Monitoring and Evaluation: <b>Improving the timeliness and quality of the Annual School</b>	1. Number of months to complete administration of the Annual School Census (ASC)(4 months); 2. Share of schools with at least 95% accurate data based on sample validation.
District and Sub-District Education management: <b>Strengthening district education management for service delivery</b>	Implementation of Education Management Reform (EMR) to strengthen capacity and accountability of education managers (see also EQ7).
PFM/Procurement: <b>Increase effectiveness of public expenditures (including education sector) through procurement reforms</b> (EC specific trigger/DLI).	Effective regulatory framework in place and realistic cost estimation for planning purposes. procurement rules notified; Standard Bidding Documents (SBDs) adopted, Quarterly market reacted updates of the Composite Schedule of Govt. construction/procurement rates (see also EQ7).

Source: *Policy Matrix Milestones for Year 1, 2007.*

<sup>15</sup> See Note to Mr. Dirkeganck, Director AIDCO D of July 9, 2008; Request for approval to release the first tranche of sector budget support by Tomas Niklasson, Acting Head of Delegation. Annex: Compliance report on SERP Year-1 Conditions to request release of the of the EC SERP 1<sup>st</sup> Budget Support tranche. Submitted by the Reform Support Unit (RSU) of the Government of Sindh at the SERP Joint Review, May 2008.

In its assessment of results achieved through SEPSP, the evaluation team will solely rely on compliance to triggers and indicators assessed during the September 2007 EC/WB JRM, so as to remain within the remits and timeframe of this evaluation to the greatest extent possible.

**Regarding the status of education finance**, the World Bank Appraisal document for a Sindh Education Sector Project (SEP)<sup>16</sup> sketches the following picture: Pakistan's public expenditures on education have increased 3.2 times between 2000 and 2008. Although they have grown from about 1.3% of GDP in 2000/01 to about 1.8% in 2007/08, they still remain extremely low compared to other countries.

Table 12: *Public and private sector spending on education*

Year	GDP (in Rs billion)	Total education budget (in Rs. million)	Private expenditure on education (in Rs. million)	Total expenditure on education (in Rs. million)	Public Education expenditure as percentage of GDP	Total education expenditure as percentage of GDP
2001-2002	4,401	78,925	21,510	100,435	1.79	2.28
2006-2007	8,706	211,778	45,516	257,295	2.43	2.96

Source: adapted from *Reforms of Education Sector 2004-7*, MOE

However education is a provincial and district responsibility hence what matters are increases in the Provincial Budget.

The First Year Compliance report of the Sindh Education Reform Programme noticed that in 2006/07 the Education budget as a % of the Provincial Development Partners (DP) increased to 1.44% from 1.23% in 2005/06. Overall education budget increased from Rs 27.3 billion in 2005/06 to 34.7 billion (Budget) in 2006/07 or by 26%.

The following table outlines the share allocated to education in the national budget, but equally trends in the share of the budget allocated to provinces and to districts.

Table 13: *National budget versus expenditure on education*

Year	National budget in Rs billion	Total education budget in Rs. million	Education budget as percentage of national budget	Provincial education budget (all provinces)	District education budget
2001-2002	942	78,925	8	64,105	n/a
2005-2006	1,187	170,708	14	29,011	96,181

Source: adapted from *the Financing of Education in the Public Sector*, P&P Wing MOE

Due to the Local Government Administration (LGA) of 2001, a large shift in budgetary allocations towards the districts is noticed. In its budget support, the EC follows this shift in earmarking 26 out of 33 million Euros to the Sindh districts.

The GoS approved a MTFF for Financial Year (FY) 08 - FY 10 including increases in own resources, revenue and projections of PRSP expenditures to increase by 90% over 4 years. No MTEF was operational but during the course of the evaluation a Medium Term Budgetary Framework (MTBF) was being developed by a consultant. It should be noted that the EC's TA to SERP is well involved in reviewing the budget, among other things also in order to monitor additionality.<sup>17</sup> In this context, additionality means that the funds of the EC should not replace national/provincial funds, but rather be an addition to them.

In order to achieve SERP objectives, the GoS is providing four incentives i.e. free text books, stipends for girls, SMC grants and a school rehabilitation fund. The SERP funds comprise 50% of the provincial recurrent budget.

There are still substantial resource gaps, but thanks to the EC's SBS SEPSP and the parallel World Bank investment programme, the GoS is succeeding in implementing a number of programmes eligible for EC and World Bank funding.

#### 4.6.3 JC63: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform

How to make the devolution work is the challenge of EC support to Sindh. Already the QSG 2 of August 2005 noted the following on the EC's involvement in an emerging devolution process:

<sup>16</sup> World Bank (2009): Project Appraisal Document (2009) report No:47642-PK.

<sup>17</sup> See: Summary-Education Sector Budget Additionality Analyses (September 2009). Sindh Education Reform-Technical Assistance (SER-TA, End-of-Assignment Memo. Additionality



Box 2: *Statement in the QSG 2 on the EC's involvement in an emerging devolution process*

The local political and administrative situation is complicated: the Government of Pakistan is currently still implementing its devolution process transferring powers from the federal to province and district levels; and corruption is wide-spread in the Sindh province.

AIDCO/E/3 added the following risks:

**"1. Risks of incompatibility and incoherence:**

- Vertically, between provinces and districts: These are not only political and administrative risks (political or bureaucratic blockages), but also risks in terms of institutional and technical capacity. The Programme will develop capacity at the central level (Province), possibly without giving to the Districts the (...) capacity to effectively respond to the Programme's levels of requirements;
- Horizontally, between the districts: The Programme risks to favour the "best" districts, the most efficient ones, i.e. the most developed, and thus increase the regional disparities."  
(own translation)

The complexity of the devolution process is also noticed by the EC's TA: <sup>184</sup>"The SERP Sindh Medium Term Sector Framework (MTSF) identified that although in theory the roles and responsibilities in terms of operational aspects of service delivery, policy formulation and monitoring and evaluation seem to have been clearly articulated in the Sindh Local Government Ordinance (LGO), provincial governments have not divested some of the functions that fall within the domain of the District governments. Local Governments also face constraints related to the lack of an appropriate mix of skills required to fulfil their mandates."

In the decentralisation process in Sindh, district managers have to cater for education sector requirements, and Financial Management Systems need to become operational at district level as well. The EC's support to SEPSP is to yield improved governance and capacities of provincial and district governments to plan, implement and account for the delivery of education services, i.e. improved quality of district education planning and budgeting of resources at all levels.

In a systematic way, actions are planned each year, related to the four pillars of the SERP/ Sindh Education Sector Development Policy Credit (SEDPC) programme. These are included in the policy matrix and constitute annual DLIs, based on which tranche release is effectuated. In this manner, EC support is to meet the education sector requirements imposed by decentralization through a step by step approach. Among the many capacity building components being implemented, EC and WB TA supports GoS efforts to implement the decentralization agenda through provincial and district performance reviews and capacity building for district education management reform. . Already in its first year of implementation, the EC's SEPSP was accommodating its district focus in a systematic way, as shown in the first year compliance report.

The report highlights several accommodations made during the first year, including:

- District Government Budgets prepared based on a new accounting model;
- Guidelines issued to districts to prepare prioritized schools infrastructure improvement plans as the basis for partnership agreements with districts to ensure that each completed school will be operational.

#### **4.6.4 JC64: Increased capacity for addressing education reform and management issues**

Capacity building is a crucial component of almost all EC interventions:

- The Northern Education project is covering a result area on increased professional leadership and on capacity development of Local Government. This includes a large variety of support programmes including school leadership training, workshops for examiners, academic administration and management training and capacity building of SMCs/Parent Teacher Association (PTAs);
- Within SEPSP the EC's TA plays a crucial and dynamic role. EC TA is complementary to other development partners supporting the GoS SERP: World Bank, USAID including Links to Learning: Education Support to Pakistan (EDLINKS - USAID funded) and PRE-STEP, as well as UNICEF. In some capacity building areas, the EC TA is in the lead or joint lead, e.g. in district performance reviews, District Sindh Education managers training, SMC Awareness and Mobilisation, PEACE Student Diagnostic Assessment, textbook printing and distribution; SEMIS (jointly with USAID) and on all aspects related to quality of education;
- Within the capacity building components, strong emphasis is given to enhancing competencies for generating and interpreting reliable indicator related data. This is to be achieved through strengthening the capacities of SEMIS to generate adequate outputs linked to the annual

<sup>18</sup> See SER TA Complementarity Approach (undated)

school census, through GIS mapping of schools in all districts and better utilization of data in planning and decision making. Moreover, the EC TA will train district level EMIS staff in 12 districts and USAID will do the same in the other 11 districts. Linked to the EMIS training, capacity building is planned in relation to policy analysis for both national and sub-national staff.

#### 4.7 EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?

The decrease in the position of Pakistan on the Transparency International Index and the perception of a lack of transparency and low accountability, are aspects to consider seriously in designing, implementing and monitoring. Governance and corruption are major issues, which were also recognized in the revised National Education Policy. A lack of governance seems to be occurring at societal level and even at the higher level of leadership as a common phenomenon. This is indicated in Pakistan's further worsened position on the Transparency International Index.

One approach towards counteracting this is by ensuring transparency at the level of users of education services through institutionalising SMCs and PTAs enacted in the framework of the Local Governance Ordinance. Within the Sindh Programme a Public Expenditure Tracking Survey is planned for 2010.

##### 4.7.1 JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level

The following table lists EC/WB disbursement linked indicators aimed at enhancing transparency and accountability in the SERP.

Table 14: *SEPS: EC BS triggers related to accountability and transparency and trigger indicators for Tranche 1 release*

<b>EC BS TRIGGER Sub-program Area</b>	<b>EU BS TRIGGER INDICATOR</b>
Fiscal and Budget Management: <b>Improving budgetary processes</b>	1. Education budget, including SERP expenditures, consistent with MTFF and agreed targets; 2. Number of departments participating in MTFF/MTBF.
School Management Committees (SMCs): <b>strengthening SMC participation and capacity for supporting school management</b>	1. Share of public schools with active SMCs (60-70%); 2. Number of schools in SMC pilot mobilization for capacity building in school improvement planning.
District and Sub-District Education management: <b>Strengthening district education management for service delivery</b>	Implementation of EMR to strengthen capacity and accountability of education managers.
PFM/Procurement: <b>Increase effectiveness of public expenditures (including education sector) through procurement reforms</b> (EC specific trigger/DLI).	Effective regulatory framework in place and realistic cost estimation for planning purposes. procurement rules notified; SBDs adopted, Quarterly market reacted updates of the Composite Schedule of Govt. construction/procurement rates.

Source; *Policy Matrix Milestones for Year 1, 2007.*

Roles and responsibilities between government stakeholders involved on issues of accountability and transparency have been defined but not been fully operationalised. Control systems are built in the DLIs and this enhances the chances of accountable tranche release. This may be considered as a key strength of the approach taken towards monitoring compliance to SBS disbursement linked indicators. And it appears to be an innovation. Chances of leakages are decreased by establishing procedures such as using the postal system to reach out to beneficiaries of the girls' stipend scheme. TOP conditional grants were issued to Districts. The RSU operates a monitoring system that tracks expenditures of district governments. It was noticed that Sindh districts are now connected with Finance and Education departments of the Government of Sindh, assisting in the tracking and monitoring of public expenditures.

Moreover, the following elements clearly indicate that good progress has been made regarding transparency and accountability at the level of the SERP:

- Education sector budgets including last year's budget releases (2006/2007) and expenditures are published and have been reviewed through the JRM and by the EC TA;
- An EC specific DLI is linking tranche release to evidence on increased effectiveness of public expenditures through procurement reforms. Therefore, the procurement system enhances accountability and transparency and thus a lower incidence of mis-procurement in the education system is achieved. A first-year conditionality consisted of the approval by the Chief Minister of a road map for procurement reform, which was fulfilled;

- The PAF contains the “reduction in teacher absenteeism” as one of the indicators to be further operationalised through a study commissioned in 2010.

#### **4.7.2 JC72: Strengthened role and involvement of non state actors, civil society and local government in education sector management processes**

Issues of school management are dealt with in the Local Government Ordinance (2001) and hence there is a need to strengthen SMC participation and capacity for supporting school management. However, communities in Sindh districts still need to be mobilized in order to substantiate direct ownership of schools and develop capacity to self-govern.

In all EC supported interventions including Earthquake Education sector emergency relief, emphasis has been given to mobilizing and strengthening the capacity of SMCs and Parent Teacher Associations. For instance, in the Northern Education project, parents and members of community based School Management Bodies have been trained (1,943) for effective school management, governance and resource mobilization.

Through the EC BS SEPSP some developments could be noticed in a process which should ultimately lead to SMC involvement in school improvement planning. The EC commissioned a study on SMCs. The first year Compliance Report mentioned the following as one of the first year conditions: “Mobilization and establishment of SMCs in middle and secondary schools as per new guidelines on composition, appointment procedures, roles and responsibilities.” Built-in transparency and accountability are established in the conditionalities, e.g. a baseline is established with all accounts data of all SMCs in all schools. Funds are available but have not yet been released, as a scrutiny of SMCs is still taking place.

Due to the LGA of 2001, a large shift in budgetary allocations towards the districts is noticed. In its budget support, the EC follows this shift by earmarking € 26 out of 33 million to the Sindh districts.

#### **4.7.3 JC73: Strengthened staff competencies related to accountability issues**

Increased and strengthened financial management accountancy and bookkeeping competencies at different levels are well catered for through EC support. In the NGO driven Northern Education Project, such support is strong and even directly linking to the Local Government. However, it is done in a somewhat piecemeal fashion in the earthquake education sector approach and in the system-wide approach of the SBS SEPSP. Through TA, capacity building is taking place in the framework of SMC awareness and mobilisation. Furthermore, district and school managers are being trained through the sub-programme “District Sindh Education Sector Managers Training.” The first year compliance report notes the following related to the conditionalities of preparing District Government Budgets on the new Code of account and the New Accounting Model as of FY 2006/2007: “Regarding training of relevant staff at districts and provincial staff it was announced that this training will continue.”

Joint sector reviews including budget reviews are scheduled twice a year under GoS leadership, thus showing that the GoS is well capable of managing a programme of this scope and intensity through its established RSU. There have been no major deviations between planning and programme implementation, as subsequent tranches (after the first delayed one) have been disbursed according to schedule.

#### **4.7.4 JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries**

EC aid disbursed to education is partly based on compliance to conditionalities. In the SBS the first tranche release was delayed due to non compliance to two DLIs. The programming cycle is fully aligned, but alignment to the financing cycle is lower, due to dependency of disbursements on compliance to DLIs as established by the JRMs.

### **4.8 EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

#### **4.8.1 JC81: Donor co-ordination mechanisms are in place or being set up with the EC providing value added**

CSPs and programme documents refer to other donor programmes and policies, especially those of Member States. Donor involvement in the education sector is dispersed along provincial lines (see section 6.6) for profiles of development partner support to the education sector). It shows the support to the GoS in 2005. At that point, the ADB DEEP loan was still operational and it was envisaged then that the EC SBS would be linked to an ADB successive education sector investment programme.

However, the ADB withdrew from the education sector, now concentrating on broader multi-sectoral programmes with education as a component.

Donor coordination at Federal level is limited and may become even less vital as there is a growing shift to follow the devolution pattern, hence increasing emphasis is on actions at the provincial and district level. The EC will no doubt play a role in donor coordination in the NWFP, but as this is not within the scope of this evaluation no pertinent data has been collected. Government-led donor mechanisms for donor co-ordination in monitoring the PRSP have not been effective thus far. Co-ordination between the EC TA and other development partners' TA supporting the GoS' SERP, includes USAID (19 million US dollars support over 5 years) ED LINKS, PRE-STEP and UNICEF. The programming mission of 2002 made ample reference to them, and has consulted the development partners.

Apart from monitoring approaches and TA involvement, the GoS/RSU led JRMs with participation of the WB and EC are enhancing coordination in the Sindh SBS. Complementarity is addressed in the major policy documents but is hampered by the lack of harmonisation between the programming cycles of the different development partners.

The EUD has solid experience in working with MDTFs, starting with the SAP and proceeding with the Earthquake relief MDTF with the ADB and UNICEF. Apart from the EC, the Department for International Development (DFID) and the Dutch government were also participating in the SAP. The Emergency Education programme run under a Contribution Agreement with UNICEF with the Netherlands participating and the Contribution Agreement with ADB, with Germany participating are examples of current MDTFs.

Through Member States (MS) consultations the EC was able to provide an added value in quickly responding to the emergency situation.

#### **4.9 EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP /projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

##### **4.9.1 JC91: Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)**

The selection of SBS focusing at the sub national provincial level targeting Sindh was outlined in the formulation of education sector support in the framework of the CSP 2002-2006. It is linked to the priority allocation to human development with a focus on poverty reduction. The CSP states that a sector programme with emphasis on good governance and accountability would be the cornerstone for the EC's intervention in this area. The objectives of a possible intervention would be to support institutional capacity building and managing educational service provision in a transparent, accountable and participative manner.

A programming mission (2002) provided the skeleton for EC Budget Support to the Government of Sindh, as outlined in the NIP 2003-2005, based on the following rationale:

- Good performance by Sindh in implementing the education reform process with a focus on primary education matches EC priorities well;
- Factors contributing to the proposal for assisting Sindh province with its substantial population include its low indicators (the lowest GER for primary education), and its recent difficult experience due to widespread drought;
- The emphasis on the development of new initiatives and strategies for primary education by the GoS shows close convergence with EC strategies.

The National Indicative Programme for 2003-2005 specified the envisaged intervention as EC funded support to the GoS for the implementation of the Compulsory Primary Education Ordinance 2001, extending the focus from primary to elementary level (class1-8).<sup>19</sup>

The formulation proposal for the Support to Elementary Education in Sindh (2004), sketched a timetable starting with the Final Report of the Identification Mission in March 2004, leading to submission of the Financing Proposal to QSG in October 2004 and ultimately the signing of the Financing Agreement in March 2005. The proposal quotes the Identification Mission (March 2004) referring to the eligibility criteria for EC Budget Support and arriving at a preliminary conclusion that a genuine SPSP is not a feasible option because of:

- Absence of a genuine Sector Programme;
- Coherent and comprehensive policy exists only in a rudimentary form;

<sup>19</sup> Formulation proposal Support to Elementary Education in Sindh, QSG 21/3/2004

- Strong donor mechanisms are not yet in place;
- Absence of a sectoral Medium Term Expenditure Framework;
- Weak accountability and public expenditure management (PEM) systems.

The formulation proposal referred to the World Bank having provided Structural Adjustment Credits (SACs) to the province of Sindh and the NWFP (both prospective candidates for EC education sector budget support) with the education sector as an important beneficiary. However, experience shows that SACs need to be followed up by a range of focused sector reforms and financing. It was recommended that the EC intervention framework should maintain a close link with the SAC processes of the World Bank. Reference was also made to the ADB's involvement in Sindh with its Decentralised Elementary Education Project (DEEP)<sup>20</sup> and the Decentralised Social Services Project (DSSP), including support to improvements in education. DEEP largely followed a project approach with considerable expenditures on infrastructure and little on capacity building.

As a consequence, the programme approach recommended two inter-linked interventions:

- Technical assistance and capacity building for educational reform, good governance and accountability;
- District level education sector support. This would constitute de facto a Sector Programme at District with prior substantive capacity building in Public Finance Management (PFM).

Two modalities for such District level education sector support were outlined:

1. Establishing an EC procedure that would provide the resources directly to the district budget or through a funding mechanism;
2. Entering in a sector programme type of cooperation with the ADB (DSSP) and providing funds for district education plans by using ADB/DSSP procedures (or develop joint procedures).

These two options were further elaborated in the course of the formulation and outlined in the Financing Proposal ASIE/2005/17667.

The ADB's withdrawal from education sector, concentrating only on broader social sector investments in other provinces, combined with strong preference expressed by GoS for EC linking to the World Bank Development Policy Credit, led to negotiations with the World Bank on topping up the DPC, the successor to the SAC. As SBS was the EC's and EUD preferred modality, a non conventional programme of EC SBS SEPSP was created in close consultation with the GoS and through a thorough formulation process guided by QSG and AIDCO/E/3. This happened in a relatively short period of time, and was crystallized in the signing of a Financing Agreement and the adoption of a Policy matrix and result framework approved by the World Bank and the GoS. The financial modalities include:

- EC SBS will be additional to, and not substitute for, domestic or other donor resources, as measured against agreed baseline levels. More specifically, EC SBS will increase the education sector budget and expenditure in relation to pro-poor educational reforms at district and provincial level;
- EC SBS to districts will be implemented in accordance with the TOP signed between the Province and the District, and aiming among other things at strengthening district education sector planning and budgeting; progressing towards province- and district based Medium Term Budget and Expenditure Frameworks; promoting performance and outcome based budget allocations;
- Technical assistance will be contracted directly by the EC for capacity building measures assisting the GoS in meeting the agreed conditions for SBS.

This accelerated process after the ADB withdrawal may relate to the somewhat special status of Pakistan, but it did not facilitate the search for possible alternative options including:

- Opting for a sliced area approach concentrating on certain rural or poorest districts (there are three urban districts in Sindh);
- Targeted budget support concentrating on pro-poor sub-programmes (i.e. targeting EC SBS funds at such sub-programmes).

In the SEPSP, the support is using partner country procurement systems. The same applies to the SBS in the NWFP, while the ADB MDTF on earthquake relief uses ADB procurement mechanisms.

<sup>20</sup> DEEP is to strengthen the delivery of public education through the decentralized public elementary education system by supporting efforts to improve management at the provincial, district, sub-district and school levels.

#### 4.9.2 JC92: Contribution of EC GBS and SBS to policy based resource allocations and pro-poor objectives in the education sector

In contrast to regular EC SBS there are only fixed tranches. Release is linked to compliance to indicators related to DLIs constituting sub-programmes within the reforms. These are policy triggers but assessing compliance to policies linked to service delivery in a transparent and accountable way. The model implies that outcome indicators will be met when the GoS can deliver on a set of pre-conditional policies/competencies/resource allocations conducive to the achievement of such outcomes. In this way, the SBS is contributing to policy based allocation of resources in support of pro-poor objectives in the Sindh education sector.

There are 12 DLIs/sub-programmes, 10 of which are jointly applicable to the World Bank and EC, while two are purely EC-specific.

Table 5: SEPSP: EC BS/World Bank triggers and trigger indicators for Tranche 1 release

<b>EC BS TRIGGER Sub-program Area</b>	<b>EU BS TRIGGER INDICATOR</b>
1. Fiscal and Budget Management: <b>Improving budgetary processes.</b>	1. Education budget, including SERP expenditures, consistent with MTF and agreed targets; 2. Number of departments participating in MTF/MTBF.
2. District Terms of Partnership (TOP): <b>Improving efficiency and quality of school rehabilitation.</b>	Share of prioritized schools rehabilitated to meet minimum service standards.
3. Monitoring and Evaluation: <b>Improving the timeliness and quality of the ASC.</b>	1. Number of months to complete administration of ASC (4 months); 2. Share of schools with at least 95% accurate data based on sample validation.
4. District and Sub-District Education management: <b>Strengthening district education management for service delivery.</b>	Implementation of EMR to strengthen capacity and accountability of education managers.
5. School Management Committees (SMCs): <b>strengthening SMC participation and capacity for supporting school management.</b>	1. Share of public schools with active SMCs (60-70%); 2. Number of schools in SMC pilot mobilization for capacity building in school improvement planning.
6. Stipends for girls in public schools: <b>Strengthening the efficiency and effectiveness of incentives.</b>	1. Share of beneficiary girls that received stipends; 2. Number of low transition rate talukas (sub-districts) with higher differential stipend program (DSP).
7. Public Private partnership in education: <b>leveraging the private sector to extend service delivery to underserved areas.</b>	Number of private primary schools supported by pilot public subsidy program in qualifying underserved rural localities (Promoting Low-Cost Private Schooling in rural Sindh).
8. Merit based school specific recruitment of teachers: <b>Improving the quality of new teacher hires.</b>	Implementation of merit and needs based teacher recruitment.
9. Teacher education development (TED): <b>Improving teacher training effectiveness and teacher quality.</b>	1. Standards and competency based CPD; 2. Quality assurance of CPD providers; 3. New diploma for certification of teachers.
10. Learning assessment of students; <b>improving the regular measurement of learning.</b>	1. Subject and grade for fielding of diagnostic assessment in district representative sample of public schools; 2. Subject and grade for analysis report of diagnostic assessment.
11. Delivery of Free Textbook Sets (EC DLI).	1. Share of schools receiving new textbooks within first month of academic year (90%); 2. Improvements in monitoring of textbook delivery; 3. Introduction of competitive and transparent practices in textbook development and printing/publishing.
12. PFM/Procurement: <b>Increase effectiveness of public expenditures (including education sector) through procurement reforms</b> (EC specific trigger/DLI).	1. Effective regulatory framework in place and realistic cost estimation for planning purposes, procurement rules notified; 2. SBDs adopted; 3. Quarterly market reacted updates of the Composite Schedule of Govt. construction/procurement rates.

Source; Policy Matrix Milestones for Year 1, 2007.

The approach is performance and delivery based. Performance and delivery are assessed by the JRM linking indicators to the policy matrix conditionalities on an annual basis. Six expenditure categories, the largest being employee related expenses of district governments, are part of the World Bank Eligible Expenditure Programs (EEPs). EEPs are eligible for Bank Financing. The total International Development Assistance (IDA) financing for SERP amounts to 15% of the overall SERP expenditures

and this would be the basis for the Bank to assess additionality. Even though the EC budget is non-targeted, it may very well be guided to the sub-programmes which are not directly linked to EEPs for Bank financing. These are:

- Terms of partnership Grants to district governments;
- Manager Training;
- Textbooks.

The programme also applies a number of outcome/intermediate outcome indicators but in contrast to the common EC SBS modality, the targets of these are not used as a basis for assessment of compliance. They are monitored through the JRM, providing overall indications of support effectiveness if efforts to yield reliable data for indicators are substantiated.

The following outcome indicators are linked to the Results Framework:

- NER primary and secondary education. Based on survey data from the PSLM;
- Female-male ratio NER for rural Sindh, primary and secondary education;
- Transition Rate from class 5 to class public schools for All Sindh and Rural Girls only;
- Primary School Completion Rate (all of Sindh);
- Learning outcomes, class 4 and class 8; baseline and targets established after administration of diagnostic test in each subject;
- Teacher Absenteeism (baseline and targets to be established after independent study);
- Student absenteeism.

The SEPSP incorporates financing, accountability and a wide range of capacity development measures in the education sector.

#### **4.9.3 JC93: Increased efficiency of EC aid delivery**

In the framework of first year conditionalities the GoS has approved a MTFP projecting PRSP expenditures to increase by 90% over 4 years. The GoS also approved a Medium-term Sector Policy Framework for education and a Financing Plan aligned with sector policy. Together with steps towards establishing a MTBF, the contours of an education-specific MTEF are within sight. The JRM voiced optimism that Sindh province will meet its social sector MTFP-stipulated budget targets.

The Northern Pakistan Education project's disbursement and expenditure rate by the end of the time-frame of this evaluation was fully in line with the target. Disbursement related to the Earthquake relief MDTFs of the ADB and UNICEF in affected areas in the NWFP and AJK was low due to severe delays in the construction and rehabilitation of schools.

Subsequent to the September 2007 EC/WB JRM, the Economic Affairs Division of the Government of Pakistan launched a request for the release of the first tranche of the SEPSP amounting to € 9.5 million. Due to non-compliance to merit based teacher recruitment and lack of retention of key government staff, the tranche release was withheld until September 2008.

## **5 Conclusions**

### **5.1 Main conclusions from EQs**

#### **5.1.1 EQ1: Relevance of support**

**To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

In general, there is a clear trend towards providing a large majority of EC aid to the education sector through budget support. Overall, the support from 2002 onwards has been in line with, and in support of, PRSP objectives and Pakistan's policy agenda. The CSP 2002-2006 and 2007-2013 incorporate situational analysis and medium term challenges. A strong realignment of support has taken place to concentrate on budget support to Provincial Governments.

The Sindh Education Plan EC budget support (SEPSP) is well aligned to the Sindh Compulsory Primary Education Ordinance 2001. € 26 million have been allocated for District Budget Support, € 7 million for Provincial Budget Support and € 4.6 million for Technical Assistance.

The EUD's response to devolution process included provisions for two decentralized sector budget programs in Sindh and the NWFP, helping to build up institutional capacity at provincial and district levels. Both are strongly aligned with the nation-wide policy framework (NEP and PRSP), but no policy framework to align with exists at the Provincial level. In Sindh, the policy framework is substituted by a

policy matrix agreed upon by the Government of Sindh, the World Bank and the EC. Moreover, it consists of a number of DLIs. When achieved; these DLIs (sub-programmes) constitute the contours of performance based policy. Hence, while there is no policy per se. there are conditions for effective service delivery.

The fact that EC education support is harmonised and transparent in supporting the PRSP and similar national policy or strategy objectives is furthermore indicated by the following:

- The MIP 2007-2010 has been developed in close consultation with other development partners. A presentation of the outline of the CSP/MIP to EU Development Counsellors was made;
- Joint World Bank/European Commission, Government of Sindh Review Missions take place twice a year for the SERP. The TA related to this programme is conducted jointly, involving the EC, WB USAID and UNICEF experts.

Moreover, the EC has striven to ensure the overall coherence of its education support. For instance, this is demonstrated by the fact that Headquarters (HQ), including QSG, have played a crucial role in the preparation, formulation, adjustment and launching of the Sindh Education Plan Support Programme. In addition, the EC has placed priority to rural development and education, and especially on the interface between those two sectors, as well as related capacity building activities. Combining the priority areas of trade, rural development and human development (education) with support to provincial governments and NSAs is certainly a comprehensive, relevant and coherent approach towards addressing the complex realities of the GoP in meeting education and development challenges.

### 5.1.2 EQ2: Access to education

#### To what extent has EC support to education contributed to improving access to basic education?

Pakistan needs support that aims at increasing enrolment in quality primary and secondary education, as it is off track in terms of meeting MDG goals and targets. Solid progress has been made in increasing primary and secondary GER and towards achieving gender parity in primary education. However, especially in rural areas and in secondary education, girls are still under-represented. According to the Constitution Education in Pakistan is compulsory and free, but in reality, poverty has a major influence on access and retention, and there is a large number of out-of-school youth, a low NER and uneven distribution of resources across districts and Taluka's.

The CSPs and NIPs strongly advocate assistance to the GoP in its efforts to accommodate MDG 2 targets through ensuring access and quality primary education for all youth, especially girls and those living in rural remote and disadvantaged areas. Monitoring, evaluation and project completion reports provide clear indications that EC support has provided tangible impact on access and enrolment through infrastructure development and/or access enhancing measures in all its interventions; be it the EC Earthquake Early Recovery and Reconstruction Support; the Northern Education Project, or the EC SBS to the Sindh Education Sector.

The 2005 Earthquake put further stress on already under-served provisions in **NWFP and AJK**, as some 10,000 schools were damaged and 873 teachers died. The EUD responded with contribution agreements with the ADB and UNICEF. UNICEF developed and implemented a strategy to enrol 428,000 children in semi-permanent tent schools and pre-fabricated schools. By now, 154 earthquake resistant permanent schools have been constructed. The ADB was to cater for the construction of middle schools (hence combining primary with middle school). In 2010, 127 such schools were handed over to district education offices. As there are no specific blueprints for meeting reconstruction and education system re-engineering requirements subsequent to an emergency of this scale, both the UNICEF and ADB programs were faced with substantial delays.

The **Northern Pakistan Education Programme** implemented by the Aga Khan Education Services improved access, quality and sustainability of education for in-school and out-of-school children and females. It resulted in increased gender equity and participation of communities in Northern Areas and Chitral. Moreover, the programme arranged for NFE opportunities for some 22,486 mainly female and out-of-school children.

The programme focused on increasing gender equality and community participation in the Northern Areas, and succeeded raising girls' enrolment (64% of overall enrolment) and ensuring a strong progression rate of girls to secondary education through Community High Schools in areas where no secondary schools for girls had existed before. In its teacher training programme, preference was given to female candidates, leading to 52% of the trained teachers being female.

The overall objective of the **Sindh Education Plan Support Programme** (SEPSP) is poverty alleviation in the Sindh Province through accelerating progress and reforms in achieving Education for All (EFA) Goals. The policy matrix and result framework attached to the Financing Agreement can be linked to a PAF with a set of outcome and intermediate outcome indicators. There are 12 DLIs which



constitute a basis for assessing compliance of effective delivery of steps linked to 12 sub-programmes.

In its first year of operation, The EC SEPSP faced delays in approving the first tranche release, but has nevertheless assisted in establishing conditions for improving access and retention in general and to rural girls in particular. This has happened through its access and retention related DLIs/sub-programmes:

- District TOP:
- Improving efficiency and quality of school rehabilitation;
- Stipends for girls in public schools;
- Public Private Partnership in education; and
- Leveraging the private sector to extend service delivery to underserved areas.

The sub-programmes in their totality aim at yielding an environment conducive to the achievement of outcome indicators: NER primary, Primary School Completion Rate and female-male ratio in rural Sindh. Targets for 2008/09 up to 2011/12 have been established and their achievement is being monitored through the WB/EC's JRM's.

The ECA report claims that the results matrix of the Financing Agreement for the SESP does not follow the programming guidelines for education in terms of output and outcome indicators. The Mission agrees with this. However, a common performance assessment framework was adopted through the joint EC /World Bank approach, concentrating on DLIs linked to intermediate results and a set of indicators measuring achievement of overall project objectives (outcome indicators), some of which are pointed out above.

Moreover, in partnership with the Sindh Education Foundation, the SEPSP/SERP is promoting low-cost private schooling in rural areas in Sindh. The SEP/SERP EU trigger Partnership with Districts for Improving Basic Infrastructure of Schools is targeting over 1,500 schools, which are being provided with classrooms/missing facilities. So overall, the SERP (supported by the EC's SEPSP), is making considerable efforts towards MDG 2 goals through enhancing access to education with a special focus on rural areas and girls. The ECA report also referred to the problem of closed schools in Sindh due to either no building or teachers not being available. Before the SEPSP there were 14000 such closed schools, but the number has been decreased considerably.

Overall, the EC approach in Sindh can not only be characterized as pro-poor, but also as pro-gender. The GoS also gives preference to females in teacher recruitment, within the framework of the Merit and Need Based Teacher Recruitment Scheme. Yet their deployment in certain areas remains highly complex and cumbersome.

As part of the SEPSP, the Government of Sindh launched two girls-stipend schemes, reaching out to 260,000 girls as well as a differential stipends programme in 15 low transition Talukas. Although Early Childhood Education has been officially recognized by the government of Pakistan as an essential sub-sector of the education system, preparations for the provision of trained teachers and additional classrooms have not yet been made.

The ECA report refers to an increase in enrolment of 4.6% from 2005 to 2008, based on data prepared by the SEMIS with EC TA support.

In its choice of targeting under-served areas and establishing mechanisms towards reaching out to deprived groups and girls, the EC has succeeded in assisting the government of Pakistan and Provincial and District governments in creating conditions for improved access and retention, and its support has had tangible impacts on access and enrolment.

### **5.1.3 EQ3: Secondary education**

#### **To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

Within all education sector programmes supported by the EC, provisions are made for the school system as a whole, including primary, middle and sometimes higher secondary. This applies to the construction/rehabilitation components, but also to incentives and stipends, teacher training and merit based teacher recruitment.

In terms of physical infrastructure for schools, it is often difficult to differentiate between the different levels of education, as middle schools frequently incorporate classes 1-8, and higher secondary schools incorporate classes 6-12. This makes it virtually impossible to distinguish between resource allocations for physical infrastructure development/rehabilitation for primary and secondary education.

The Northern Pakistan Education Project under the SHSCP established one higher secondary school for girls in Chitral, enrolling 287 females.

On the other hand, the Sindh SBS is applying a SWAP. But it is hardly possible to distinguish between budgetary allocations to primary and middle schools, as there are no separate budget items. In addition, there is a sub-programme (DLI) called “Stipends for girls in public schools”, which not only aims to provide stipends, but also to strengthen the efficiency and effectiveness of their delivery. Indicators relate to the share of beneficiary girls that received stipends and to the number of low transition-rate Talukas. This is to particularly enhance the enrolment of rural girls in secondary education with a higher stipend in poor backward Talukas.

With support of the EC, attempts of the GoP, the Provincial and District governments of Sindh and local authorities in Gilgit-Baltistan and AJK towards increasing provisions and access to secondary education have assisted in increasing available facilities.

So overall, EC support even though not directly focusing on secondary education, has contributed to creating conditions for, and enhance transition to, secondary education in under-served areas.

#### 5.1.4 EQ4: Quality of education

##### **To what extent has EC support to education contributed to improving the quality of education?**

The quality dimension is well catered for in the **Northern Pakistan Education Programme**, where the first result area is concentrating on improved quality of teaching and learning in schools, non-formal centres and other educational institutions. In order to increase competencies, the programme also catered for leadership, management, planning and supervision training for head teachers and mentors.

Apart from physical infrastructure and rehabilitation, EC support to education in the **Earthquake affected areas** also covered components to re-engineer the disrupted education systems, including teacher training. The UNICEF component applied Teacher training in teaching/learning methodology, in a tent environment, through consultants with experience in education in Afghan Camps. The ADB MDTF education component implemented teacher training, using a teachers' training package designed by RISE/USAID, reaching out to 600 teachers. A number of approaches to teacher training for multi grade teaching have been applied, such as inclusive education, child friendly learning and democratic practices in teaching in tent environments and delivered schools.

The entire Earthquake rehabilitation project might also be considered from the angle of supporting children in difficult circumstances. In other words, EC funds have helped considerably in terms of upgrading school buildings and in the construction of additional classrooms in remote areas.

The merit based recruitment policy developed under the **SBS in Sindh** is a model for other provinces. The GoS is strictly maintaining merit based teacher recruitment procedures and timely delivery of text books, which constitutes a large SBS trigger related achievement indeed. Non-compliance to this DLI was one of the reasons for suspending the first year tranche release.

To support the GoS in meeting requirements posed by quality related DLIs, the EC TA includes an EC Quality Education Adviser. The support as such includes an emphasis on requirements related to TED in a co-ordinated way with the WB TA and the USAID PRE-STEP advisor. Apart from these, the EC SBS and SER-TA will, together with relevant departments, cater for improved QE standards.

The percentage of non-salary to salary budget allocation in Sindh (which is another proxy for the availability of resources) is influenced by the recurrent budget including allocations for girls stipends, free textbook provisions and allocations to district administrations for construction and rehabilitation (TOP). These non-salary components of the recurrent budget benefit from EC and World Bank support.

The Sindh programme is going to introduce a new diploma for teacher qualification. In the present situation, according to SEMIS School Census 2007/08 data, 95% of all teachers are certified. Moreover, training of school leaders on managerial skills is planned by the EC TA and linked to the Education Sector managers training.

Given the short time span of one year without any disbursement having been made prior to the end of the period covered by the evaluation, it is difficult to attribute quality improvements directly to the EC SBS to the Sindh Education Sector Support. Nevertheless, the EC has had a leverage effect on setting quality enhancing systems in place and stimulating the GoS in moving towards performance based systems.

Overall, the EC has succeeded in combining an emphasis on access and enrolment with improved quality as measured by quality indicators, in its education support activities in Pakistan.

#### 5.1.5 EQ5: Basic education skills

##### **To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

The literacy and numeracy rates in Pakistan remain alarming, as 56% of all females were still illiterate in 2007/2008, compared to 31% of all males. The picture for females is even more negative in the Province of Sindh, with 58% of females being illiterate in 2007/2008. This means that apart from low enrolment, Pakistan is faced with a quality crisis in primary and secondary education. This can be said although Pakistan has not participated in international assessments of learning achievement thus far, and the nation-wide assessments are only standardized from grade 9-12, culminating in the intermediate examination at the end of higher secondary (end of class 12). There is very little experience with diagnostic grade-wise or subject-wise surveys to assess the level of learning and constraints.

The PEACE work on the development of diagnostic assessment tools in Sindh, which is implemented with EC support, is assisting the GoS to become the first province to have developed and trialled on a pilot and sample basis diagnostic learner assessment survey. Between 2000 and 2007 the overall number of students appearing for the Intermediate examination related to the Higher Secondary School Leaving the number of students appearing in Karachi increased by 5% only, but the share of those passing decreased by 5%. The number of females appearing and passing was significantly higher than that of males. It seems that only a small fraction of those enrolled in the system as a whole reach the target of passing the Intermediate Examination.

It should be noted that EC funds have not been specifically allocated for literacy acquisition outside schooling. However, through TA support linked to the SEPSP, the EC is assisting the GoS to develop systems and approaches for diagnostic assessment of learning achievements.

### 5.1.6 EQ6: Service delivery

#### **To what extent has EC support to education helped in improving education system service delivery and resourcing?**

EC programming has been guided by the costed PRSP I of 2003, providing a foundation for assessing education sector needs linked to the policy framework embedded in the National Education Policy. The Northern Area and Chitral is one of the poorest areas of Pakistan, with 60% of the population living below the poverty line. The SBS for the SEPSP opted for a pro-poor targeting approach by monitoring increases in pro-poor PRSP linked allocations and by giving a special emphasis to rural districts and rural females in some of its outcome indicators. Although the PRSP is costed, it cannot be linked to an education Medium Term Expenditure Framework as there is none in Pakistan. The GoS, through SEPSP and parallel World Bank support, established a MTFF which was one of the conditionalities for first year tranche release. This MTFF is a step forward in a process to establish a MTEF.

The first tranche release was postponed due to non-compliance on two key concerns: 1) The GoS did not properly apply its merit based teacher recruitment policy; and 2) there was a lack of high level ownership of the GoS due to frequent changes in key personnel (e.g. Chief Secretary).

When looking at the issue of resource allocation, the World Bank notes that even though education expenditures as a % of GDP grew from 1.3% in 2000/01 to about 1.8% in 2007/08, they still remain extremely low compared to other countries. However, education is a provincial and district responsibility, hence what matters are increases in the provincial budget. Along these lines, the First Year Compliance report of the Sindh Education Reform Programme noticed that in 2006/07 the Education budget as a % of the Provincial Domestic Product increased to 1.44% from 1.23% in 2005/06. The overall education budget increased from Rs 27.3 billion in 2005/06, to 34.7 billion (Budget) in 2006/07 – i.e. by 26%.

An important ingredient to achieve improved resource allocation, are expenditure frameworks. The GoS approved a MTFF for FY 08 - FY 10, including increases in own resource revenues and projections of PRSP expenditures to increase by 90% over 4 years. While no MTEF was operational during the period under evaluation, a MTBF was being developed. It should be noted that the EC TA to SERP is well involved in reviewing the budget, among other things, in order to monitor additionality.

In order to achieve SERP objectives, the Government of Sindh is providing four incentives i.e. free text books, stipends for girls, SMC grants and a school rehabilitation fund. The SERP funds comprise 50% of the provincial recurrent budget. However, there are still substantial resource gaps. But thanks to the EC SBS SEPSP and the parallel World Bank investment programme, the GoS is succeeding in implementing a number of programmes eligible for EC and World Bank funding.

How to make the devolution work is the challenge of EC support to Sindh. While in theory the roles and responsibilities have been clearly articulated in the Sindh LGO, provincial governments have not divested some of the functions that fall within the domain of the district governments. Local Governments also face constraints related to the lack of an appropriate mix of skills required to fulfil their mandates.

In the decentralisation process in Sindh, district managers have to cater for education sector requirements, and Financial Management Systems need to become operational at district level as well. EC

support to the SEPSP is to yield improved governance and capacities of provincial and district governments to plan, implement and account for the delivery of education services, i.e. improved quality of district education planning and budgeting of resources at all levels.

In a step by step approach, following annual action plans linked to the Policy Matrix, EC support is assisting the GoS in meeting the education sector requirements imposed by decentralization. Already in its first year of implementation, the EC SEPSP was accommodating its district focus as shown in the compliance report in a systematic way.

Regarding the issue of capacity building, which is a crucial element on the path towards improving service delivery, it should be emphasised that it figures prominently in almost all EC interventions:

- The Northern Education project includes a result area on increased professional leadership and on capacity development of Local Government;
- Within the SEPSP, EC TA is complementary to the efforts of other development partners supporting the GoS' SERP: World Bank, USAID including EDLINKS and PRE-STEP and UNICEF. In some capacity building areas, the EC TA is in the lead or joint lead. As part of the capacity building efforts, strong emphasis is given to enhancing competencies for generating and interpreting reliable indicator related data through strengthening the capacities of SEMIS to generate adequate data related to indicators. Meeting reliability standards of indicators is essential given the fact that indicators are not only a basis for assessing compliance, but also for channelling funds. The ECA report refers to available statistics, which often suffer from poor quality, lacunae in terms of recent data, as well as from conflicting data. All of this is ultimately the result of poor capacity with regard to data collection and processing.

Overall, the EC is successfully providing support, helping to improving education system service delivery and resourcing. The Sindh SBS, with its innovative character, assists in creating conditions to make devolution work in Sindh's 23 districts. Among other efforts, it is doing so by providing incentives to boost performance based approaches.

As for the other EC support provided, the Northern Education Project has helped communities in under-served areas to initiate and improve service delivery in community based schools.

### 5.1.7 EQ7: Transparency and accountability

#### **To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

In all EC supported interventions, including Earthquake Education sector emergency relief, emphasis has been given to mobilizing and strengthening the capacity of SMCs and Parent Teacher Associations. For instance, in the Northern Education Project parents and members of community based SMCs have been trained (1,943) for effective school management, governance and resource mobilization.

The EC BS **SEPSP** is ultimately aiming at SMC involvement in school improvement planning. The First Year Compliance Report noticed built-in transparency and accountability being established, e.g. a baseline with all accounts data of all SMCs in all schools. Funds are available but have not been released yet. The disbursement of EC funds to education in Sindh is based on compliance to conditionalities. The first SBS tranche release was delayed due to non compliance to two DLIs, i.e. merit-based teacher recruitment and government ownership.

The ECA report indicates that no Public Expenditure Tracking Survey (PETS) was carried out. However, the EC TA stressed that a PETS is being planned for 2010. Reference is also made by the ECA to the improvement of procurement rules in Sindh.

Increased and strengthened financial management, accountancy, and bookkeeping competencies at different levels is well catered for through EC support. It is directly linked to the Local Government in the NGO driven Northern Education Project. However, in the earthquake education sector approach, such activities are rather piecemeal, while they are approached in a systematic way in the SBS SEPSP. Through TA, capacity building is taking place in the framework of SMC awareness and mobilization, and district and school managers are being trained through the sub-programme "District Sindh Education Sector Managers Training".

Joint sector reviews, including budget reviews, are scheduled twice a year under GoS leadership. This shows that through its established RSU the GoS is well capable of managing a programme of such scope and intensity. As subsequent tranches (after the first delayed one) were disbursed according to schedule, there have been no major deviations in planned programme implementation. There are 4 DLIs dealing with issues of transparency and accountability.

Control systems are built in through the DLIs, and this enhances the chances of accountable tranche release. Chances of leakages are decreased by establishing procedures such as using the postal sys-

tem to reach out to girls' beneficiaries of the girls' stipend scheme. TOP conditional grants were issued to Districts. The RSU operates a monitoring system that tracks expenditures by district governments. It was noticed that Sindh districts are now connected with Finance and Education departments of the GoS, assisting in the tracking and monitoring of public expenditures.

Education sector budgets including last years budget release (2006/2007) and expenditures are published and have been reviewed through the JRM and by the EC's TA. An EC specific DLI is linking tranche release to evidence on increased effectiveness of public expenditures through procurement reforms. Therefore, the procurement system enhances accountability and transparency and thus contributes to a lower incidence of mis-procurement in the education system. A first-year conditionality consisted of the approval of a road map for procurement reform by the Chief Minister, which was fulfilled. The PAF contains the "reduction in teacher absenteeism" as one of the indicators to be further operationalised through a study commissioned in 2010.

Overall, EC support in Pakistan has been putting considerable efforts into issues of transparency and accountability, and interesting built-in mechanisms have been established through the Sindh SBS, contributing to better service delivery.

### **5.1.8 EQ8: Co-ordination, complementarity and synergy**

**To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

CSPs and programme documents refer to other donor programmes and policies, especially those of Member States.

However, donor coordination at Federal level is small and may become even less vital, as there is a growing shift to follow the devolution pattern. Hence emphasis is on actions at the provincial and district levels. The EC will no doubt play a role in donor coordination in the NWFP, but as this is not within the scope of this evaluation, no pertinent data have been collected.

The ECA report stressed that, since the Delegation has contributed to the SAP multi donor trust fund in the past, it had a good knowledge of the programmes of other donors. Government-led mechanisms for donor co-ordination to monitor progress on the PRSP have not been effective so far. Co-ordination between the EC's TA and other development partners' TA exists, supporting the GoS' SERP. The programming mission of 2002 has made ample reference to and has consulted the development partners.

Apart from monitoring approaches and TA involvement, the GoS/RSU led JRMs (with participation of the WB and EC) are enhancing coordination in the Sindh SBS. Complementarity is addressed by the major policy documents, but is hampered by the lack of harmonisation between the programming cycles of the different development partners.

The EUD has successfully managed to work with MDTFs, starting in the SAP and proceeding with the Earthquake relief MDTF with the ADB and UNICEF. Through Member State consultations, the EC could provide an added value in quickly responding to the emergency situation.

Overall, even though donor support to the education sector is dispersed along provincial lines, with relative little MS involvement, the EC has been playing an active role in co-ordinating support to education in a consistent manner wherever it has been involved.

### **5.1.9 EQ9: Aid modalities**

**To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

The selection of SBS, focusing on Sindh, was based on the programming outlined in the CSP 2002-2006 and substantiated in the NIP 2003-2005. The NIP specified the envisaged intervention as EC funded support to the GoS for the implementation of the Compulsory Primary Education Ordinance 2001, extending the focus from primary(classes 1-5) to elementary level (classes 1-8). The QSG formulation proposal outlined an intervention combining technical assistance and capacity building with district level budget support. The ECA Mission report states that at the oQSG meeting (identification phase), it was proposed that the financing proposal might include a project approach at the preparatory phase and the structure should be aligned as much as possible with the existing ADB programme. The ECA report continues on to state that before the next oQSG meeting (formulation phase) the proposal was revised and the budget support programme was presented. Since no detailed information was provided by the Commission to justify this change in aid modality, it was not possible for the audit team to justify its appropriateness. The evaluation team agrees with the ECA mission that the aid modality selection did not follow the EC programming guidelines for sector budget support.

A complicated process to find the best way of supporting Sindh Province, including factors such as the ADB's withdrawal from education sector investments, as well as a strong GoS preference on linking EC support to the World Bank Development Policy Credit, finally led to negotiations with the World Bank on topping up the DPC. Thus a non-conventional programme of EC SBS SEPSP was formulated in close consultation with the GoS and through a formulation process guided by QSG and AIDCO/E/3. This happened in a relatively short period of time, and was crystallized in the signing of a Financing Agreement and the adoption of a Policy matrix and result framework approved by the World Bank and the GoS. The financial modalities include:

- EC SBS to Districts will be implemented in accordance with the TOP signed between the Province and the Districts;
- Technical Assistance will be contracted directly by EC for capacity building measures assisting GoS in meeting the agreed conditions for SBS.

However, in contrast to regular EC SBS, there are only fixed tranches. Release is linked to compliance of DLIs constituting sub-programmes within the reforms. These are policy triggers, assessing compliance to policies linked to service delivery in a transparent and accountable manner. The model implies that outcome indicators will be met when the GoS can deliver on a set of pre-conditional policies/competencies/resource allocations conducive to the achievement of these outcomes. In this way, SBS is contributing to a policy based increase of resource allocations linked to pro-poor objectives in the Sindh education sector.

So overall, in particular the Sindh and NWFP Provinces, the EUD has followed the EC's preferred modality of sector budget support, based on experiences with the SAP and the requirements for supporting districts in improving their capacity to manage monitor and implement pro-poor basic education. Eligibility criteria for budget support were not met, but alternative scenarios were explored in a systematic way including piggybacking on a broader education sector related investment programme.

The Sindh process was accelerated after the ADB's withdrawal. The speed in delivery this non-conventional SBS did not facilitate the search for possible alternative options, including:

- Opting for a preparatory project to assess and create conditions for budget support to the GoS, concentrating on TA and capacity building feeding into the formulation process;
- Opting for a sliced area approach, concentrating on the rural or poorest districts (there are three urban districts in Sindh);
- Targeted budget support, concentrating on pro-poor sub-programmes and targeting EC SBS fund into these programmes.

It should be added that the SEPSP is using partner country procurement systems. The same applies to SBS in the NWFP, while the ADB MDTF on earthquake relief uses ADB procurement mechanisms. This already is a sign of increased country ownership in line with the Paris Declaration on aid effectiveness.

Due to non-compliance to the DLI on merit based teacher recruitment and lack of retention of key government staff, the first tranche release was withheld for one year until September 2008. It could be argued that the first year with non-compliance and delayed disbursement had some similarities with a preparatory phase in shaping the programme environment for EC budget support.

The Northern Pakistan Education Project's disbursement and expenditure rate by the end of the time-frame of this evaluation was fully in line with the target. Disbursement related to the Earthquake relief MDTFs of ADB and UNICEF in affected areas in the NWFP and AJK however, was low due to severe delays in the construction and rehabilitation of schools.

Throughout the period under review, the selection of aid modalities and channels and their combinations has been responding to PRSP related needs in an innovative and dynamic way. Support to UNICEF and channelling support through ADB was in response to the earthquake emergency situation and the need to coordinate the multi-sector, multi-agency assistance in an effective way.

EC support through the selection of appropriate aid modalities and channels has contributed or is in the process of contributing to improving access to education, also for marginalised groups. Targeting the Northern areas through AKES/P and implementing approaches towards increased equity and policy based resource allocation in the Sindh policy matrix and related DLIs, shaped the EC's approach to and support of equity and enhancing policy based resource allocations.

## **5.2 Conclusions on the hypotheses and additional research questions**

### **Research question1:**

How workable is a performance based SBS approach in an environment with low political stability and high security risks, targeted at provincial level?

### **Working hypothesis 1:**

In states like Pakistan opting for a performance based approach in targeting sector budget support at provincial level may be justified, even if not all Sector Policy Support Programme guidelines can be adhered to. Key to this is combining budget support with capacity building and linking it to a broader investment programme with strict delivery and policy reform related triggers.

This is in contrast to the Desk Study hypothesis: For states which sometimes are labelled fragile the evaluation team's hypothesis is that less analytical efforts has been invested in the aid modality selection process, with project support here being the default modality.

### Analysis

The evaluation mission found, as specified in sections 4, 5.1 and in the project description (6.7.1), that in the Province of Sindh, which is characterized by low political stability and low education indicators, a performance based SBS differing substantially from the EC blueprint for sector budget support could be launched and is functioning and meeting objectives which are fully consistent with the EC policy framework and responding to urgent needs in terms of focus on the provincial and district levels.

Identifying a SBS for the GoS was not in line with the programming guidelines for EC budget support, given that an identification mission noticed:

- Absence of a genuine Sector Programme;
- A coherent and comprehensive policy exist only in a rudimentary form;
- Strong donor mechanisms are not yet in place;
- Absence of a sectoral MTEF;
- Weak accountability and PEM systems.

Yet EC support to the SEPSP seems successful in setting systems in place and progressing towards improving the low key education indicators.

The approach is linking EC SBS (Euro 33 million+5 million TA) to the GoS' SERP, GoS to a World Bank DPC (300 million US dollar).

### Major characteristics of the DPC<sup>21</sup>

- **Performance based:** linking disbursement to pre-specified annual implementation performance targets (sub-programmes) referred to as DLIs/from EC/WB policy matrix;
- **DLIs capture intermediate results** central to the achievement of project development objectives (PDO); increasing enrolment, reducing gender disparity and improving quality. Compliance to DLIs (10 common, 2 EC specific), which are monitored through Joint Review Missions as a basis for disbursement; and monitoring the impact of intermediate results in terms of development objectives (MDG related indicators);
- Underpinned by **education sector governance initiatives** setting systems and incentives in place for service delivery performance (e.g. merit based teacher recruitment; support to low cost private schooling);
- Support **improvements in budget and fiscal management, financial management, procurement management;**
- **Strengthen monitoring and evaluation systems.**

DPC has been implemented in Sindh and Punjab Pakistan, based on experiments in Latin America.

### Striking differences

Apart from the lack of matching eligibility criteria as a basis for SBS feasibility, there are other characteristics which make the Sindh SBS different from the EC blueprint:

- The focus on districts through a Provincial Government amidst an emerging devolution agenda;
- In linking EC budget support to a major Development Bank Investment Programme, the EC SEPSP is more similar to General budget Support (GBS) operations. . Hence, this is a modality to carefully examine in terms of its feasibility and applicability in countries with less robust governance systems;
- The PAF is also different from common EC SBS practice, a set of policy triggers and MDG related outcome indicators are often combined as a basis for assessing compliance and tranche release. The SEPSP applied a common set of DLIs (10) to which two EC specific DLIs were added. The DLIs originate from a joint policy matrix (generating operational policies rather than assuming these), phrased in delivery terms and including built-in approaches for enhancing accountability and transparency. Outcome indicators are incorporated but perceived as being met when the GoS delivers on the DLIs, thus creating conditions to move towards MDG targets by concentrating on under-served areas and categories (e.g. rural females);

<sup>21</sup> Information provided to the Team by the World Bank Task Manager

- Progress in compliance with annual targets related to DLIs is monitored through a biannual joint JRM, rather than EC compliance monitoring per se. In contrast to common practice, there are only fixed tranches;
- Assessing additionality in a programme with a USD 300 million investment and EC SBS of € 33 million is quite complex. Six expenditure categories, the largest being employee related expenses of district governments, constitute the World Bank EEPs. The total IDA financing for SERP amounts to 15% of the overall SERP expenditures and this forms the basis for the Bank to assess additionality. Even though the EC budget is non-targeted, it may very well be guided to the sub-programmes which do not constitute EEPs financed by the World Bank. These are: Terms of Partnership Grants to district governments (construction and rehabilitation); manager training; and textbooks.

Even though the SEPSP has different characteristics, it is in line with achieving targets linked to the 4 pillars incorporated in the Financing Agreement and complemented by the 2007 policy matrix:

- **Pillar 1:** Improving Fiscal and Public Finance Management (FA Policy matrix); Improving fiscal sustainability and effectiveness of public expenditure (2007 Policy matrix);
- **Pillar 2:** Improving Sector Governance and Management(FA); Improving Education Sector management (2007 policy matrix);
- **Pillar 3:** Improving availability and quality of schooling particularly in rural areas (FA); Improving access to quality schooling particularly in rural areas and for girls (2007 policy matrix);
- **Pillar 4:** Strengthening institutions for teacher professional development, textbook, student assessment, to improve quality (FA); improving the quality of teaching and learning (2007 policy matrix).

The release of the first year tranche was delayed by one year due to non-compliance on merit based teacher recruitment and key staff retention. But this delay triggered the merit based recruitment becoming operational, while substantial achievements related to the DLIs were already noticed in the first year.

In conclusion, based on the available insights and available data, the field phase hypothesis seems to be confirmed: that opting for a performance based approach in targeting sector budget support at provincial level may be justified, even if not all Sector Policy Support Programme guidelines can be adhered to. Key to this is combining budget support with capacity building and linking it to a broader investment programme with strict delivery and policy reform related triggers. Nevertheless, outcomes from the forthcoming PETS and evidence on EC budget support additionality would provide further evidence to fully justify the selection and application of sector budget support in an environment characterized by instability.

This additional evidence is required in view of shortcuts made in the formulation process and alternatives not having been considered.

These alternative options are:

- Opting for a preparatory project to assess and create conditions for budget support to the GoS, concentrating on TA and capacity building, feeding into the formulation process
- Opting for a sliced area approach, concentrating on the rural or poorest districts (there are three urban districts in Sindh);
- Targeted budget support, concentrating on pro-poor sub-programmes and targeting EC SBS fund into these programs.

### **Research question 2:**

How appropriate is working with large NGOs in order to increase the reach of EC support towards poor and deprived segments of society?

The Northern Areas including Chitral have been deprived areas in terms of infrastructure for education, enrolment and gender parity. Working effectively in such an area demands approaches and staff sufficiently acquainted with such an environment. A first phase of support by the Aga Khan Foundation yielded solid results.

### **Working hypothesis:**

In deprived and security restricted areas with low education indicators, large NGOs can assist in setting systems in place and catering for professional, community and institutional development.

### **Analysis:**

As specified in sections 4 and 5.1, illustrated by ROM reports and by a final evaluation that AKES/P, the evaluation mission found that the Aga Khan Foundation has fully succeeded in increasing the reach of EC support towards poor and deprived segments of the population.



- The Northern Areas including Chitral are deprived in terms of infrastructure for education, enrolment and gender parity. The level of literacy is low with rates as low as 8% in very remote areas;
- Conservatism of some communities; tensions in the area,; high security risks asks for approaches and staff sufficiently acquainted with such an environment;
- A first phase of support by the Aga Khan Foundation yielded solid results.

The overall scores on ROM reports are high and many statements can be found in support of our hypothesis: "The Aga Khan Education Service, Pakistan (AKES/P) has adapted notably to these difficulties and implementation is highly efficient, well monitored and very professional. Being the continuation of a similar phase 1, almost without interruption, the project has been able to ensure quickly an excellent level of efficiency."

The programme is to contribute to the improvement of access, quality and sustainability of education for in-school and out-of-school children and females, with increased gender equity and the participation of communities in the Northern Areas and Chitral. Through these activities, it is to contribute to the socio-economic development of the region. In all 4 result areas the programme achieved its targets.

In conclusion, the hypothesis is confirmed that in deprived and security restricted areas with low education indicators, large NGOs can assist in setting systems in place and catering for professional, community and institutional development. It should be noted that this is the continuation of a previous phase which had a duration of five years, with an EC contribution of Euro 20.761.600. Duration, budget size and sustained involvement (previous phase) may have acted as positive intervening variables in achieving this result.

### **Research Question3:**

How suitable is a Multi-Donor Trust Fund agreement for school rehabilitation and education system re-engineering in case of an emergency situation?

The EC Earthquake Early Recovery and Reconstruction support to Pakistan was based on an instant response to a disaster situation and applying an ad hoc OFS. In responding to such an emergency the EC mobilized € 80 million on top of ECHO allocations for contribution agreements with the ADB - Multi-donor Trust Fund – MDTF - with Germany) on the EEAP, and with UNICEF on the Emergency Education Programme (MDTF with Netherlands and Ireland).

Fast track donor and government coordination was required to deal with an emergency situation of this scale, where an education system that needed to be reactivated and 10,000 schools had been fully or partially damaged in AJK and the Eastern Districts of the NWFP,.

### **Working hypothesis:**

Emergency situations may play a catalytic function in terms of providing grounds for instant donor coalitions in multi-donor trust funds, adding value to single donor interventions.

### **Analysis:**

As specified in chapter 4 and 5.1, and illustrated by ROM reports, the evaluation mission found that both the UNICEF and the ADB MDTF have been faced with great delays from the start. It took almost one year before the contribution agreements were signed.

Both MDTFs (UNICEF and ADB) combined school construction and rehabilitation with system re-engineering (teacher training, pedagogy, and development of SMCs);

- Great delays almost one year before the CAs were signed; construction of schools seriously delayed due to security situation; lack of blueprints for suitable earthquake resistant constructions;
- To accommodate UNICEF education in tents (based on experience in Afghanistan) and later in semi-permanent facilities.

In conclusion, the hypothesis cannot be confirmed. However, there was no real alternative to working through the chosen channels, as the emergency response required approval by the Earthquake Recovery and Reconstruction Authority and needed to be linked to the ERRA Education Strategy. There was no real alternative to participating in the MDTF. Given the restricted character of the AJK area only three MDTFs were approved as channels for foreign funding including, apart from UNICEF, ADB and United Nations Development Programme (UNDP).



## 6 Annexes

### 6.1 Schedule of activities

<i>Date</i>	<i>Location</i>	<i>Task/subject/activity</i>	<i>Specific issues</i>
May 31, 2010	EU Delegation	Briefing by Mr. M. Saddique Bhatti, Development Advisor, Education on Non-formal Primary Education (NPE) 1, NPE 2	
		Ms. Wendy Fisher, Advisor and assisted by Saddique Bhatti briefing on Sindh Education Reforms Programme	
		Mr. Imran briefing on Earthquake Area Rehabilitation and Reconstruction Programme (ERRA) ADB and UNICEF programmes in the area	
		Mr. Dirk Swillens, Acting Head of Operations Briefing on overall operations and the fund flow	
		Mr. Rafael Sanchez Carmona, Development Advisor, Public Financial Management, briefing on Procurement procedures and system, Reforms, FA, Fiscal and Budget Management	
June 1, 2010	EU Delegation	Mr. M. Saddique Bhatti, Budgetary and financial reforms in Sindh, Devolution	
		Ms. Wendy Fisher, Sustainability of programmes	
		Mr. Rafael Sanchez Carmona, Budgetary process	
		Mr. Dirk Swillens, Ownership of programmes by the government	
	Islamabad- Karachi	Mr. Wim Biervliet Mr. Jamshed Khan	Departure from Islamabad at 7.00 pm and arrival at Karachi Airport at 9.00 pm
June 2, 2010	RSU Karachi	Mr. Peter R. Portier TL EC TA, Briefing on EC TA, WB SEP	
		Mr. Zeeshan Tariq, Senior Advisor, PFM, procurement Procedures	
		RSU Chief Programme Management (CPM) and Deputy Programme Managers (DPMs), Briefing on RSU activities followed by discussions	
		Detailed discussion with SEMIS staff	
		Follow up meeting with Mr. Peter Portier	
June 3, 2010	RSU Karachi	PEACE Jamshoro staff, programme objectives, operational plans and progress made	
		Brief meeting with SEMIS, on data for the year 2000 and 2007.	
		Meeting with Peter Portier, discussion on 12 points triggers and DLIs EC inputs in SEMIS, PEACE and Sindh Education Foundation (SEF)	The short and longer terms interventions in SERP
	SEF	Meeting with MD and staff of SEF SEF achievements and work plan Public and private partnership programme	Issues related PPPP
June 4, 2010	Board of Interme-	Chairman, Secretary, Controller, Deputy Secre-	Data for final results of

<b>Date</b>	<b>Location</b>	<b>Task/subject/activity</b>	<b>Specific issues</b>
	diate Examination, Karachi	tary and Deputy Controller, BIE Karachi Briefing on examination, assessment and evaluation system in Pakistan at secondary and higher secondary levels, outcomes, and plans. Reforms in the system	Grade 12 of year 2000 and 2007
	RSU	SEMIS follow-up meeting on the data requirement	
	AKES,P	Senior Programme Managers Briefing on Northern Pakistan Education Programme, coverage in Phase 1 and 2	Sustainability, linkages and programme expansion strategies
	Karachi-Islamabad	Wim Biervliet Jamshed Khan	Departed from Karachi at 7.00 pm and arrived at Islamabad airport at 9.00 pm.
June 5, 2010 Saturday	Islamabad	Islamabad Hotel Whole day work in hotel, reading documents received, analysis of data and report writing	
June 6, 2010 (Sunday)	Islamabad	Islamabad Hotel Whole day work in hotel, reading documents received, analysis of data and report writing	
June 7, 2010	Islamabad	Meeting with Ms. Umbreen Arif, Education Specialist WB	
		Mr. T.M. Qureshi, Policy Wing , Ministry of Education	
		Miki Tanae, Khalida Ahmad, UNICEF, Islamabad	
		Mr. Shaukat Ali, ADBIslamabad	
June 8, 2010	Islamabad	Head of Delegation, courtesy call	
		Debriefing with EC Delegation	
June 9, 2010	Islamabad	Wim Biervliet leave for the Netherlands Jamshed Khan for Peshawar	

## 6.2 List of people interviewed

<i>Last name</i>	<i>First name</i>	<i>Organisation</i>	<i>Function</i>	<i>Date</i>
Bhatti	Saddique	EC Delegation	Development Advisor Education	May 31, and June 1, 2010
Ashraf	Imran	EC Delegation	Development Advisor, Earthquake Area Development	May 31, and June 1, 2010
Fisher	Wendy	EC Delegation	Development Advisor	May 31, and June 1, 2010
Carmona	Rafael	EC Delegation	Development Advisor	May 31, and June 1, 2010
Swillens	Dirk	EC Delegation	Acting Head of operations	May 31, and June 1, 2010
Portier	Peter	EC TA	TL Karachi	June 2, 2010
Tariq	Zeeshan	EC TA	Senior Advisor (PFM & P)	June 2, 2010
Jumani	Saeed	RSU	Chief Programme Manager	June 2, 2010
Dahar	Azhar	RSU	Deputy Programme Manager SEMIS	June 2, 2010
Adil	Raisa	RSU	Assistant Programme Manager, TED	June 2, 2010
Ahmad	Maqsood	RSU	Assistant Programme Manager Admin and Coordination	June 2, 2010
Ismail	Uzma	RSU	DPM PEACE & Procurement	June 2, 2010
Mushtaq	Saba	RSU	DPM SMC & Human Resources Development (HRD)	June 2, 2010
Sayed	Rizwan	RSU	Coordinator, FM Coordinator	June 2, 2010
Sheikh	Naveed	RSU	DPM	June 2, 2010
Syed	Shafi	RSU	Programme officer	June 2, 2010
Jagirani	Niaz	RSU	District SEMIS Coordinator	June 2, 2010
Peerwani	Sheeraz	RSU	District SEMIS Coordinator	June 2, 2010
Khan	Sabahat	RSU	Provincial Coordinator	June 2, 2010
Ismail	Uzma	RSU PEACE	DPM PEACE	June 3, 2010
Memon	Dawood	PEACE Jamshoro	Provincial Coordinator	June 3, 2010
Siddiqui	Ayaz	RSU	Monitoring Officer	June 3, 2010
Kausar	Tahseen	PEACE Jamshoro	Subject Specialist, Language	June 3, 2010
Bhutto	Attia	PEACE Jamshoro	Subject Specialist, Mathematics	June 3, 2010
Chishti	Mahira	SEF	Programme Officer	June 3, 2010
Ahmad	Amreena	SEF	Programme Officer	June 3, 2010
Ghulam Ali	Anita	SEF	MD SEF	June 3, 2010
Rehman	Shukri	SEF	Assistant Director	June 3, 2010
Abbasi	Abdullah	SEF	Assistant Director	June 3, 2010
Haidry	Sane	SEF	Coordinator, PPP	June 3, 2010
Ahmad Zai	Anwar	BIE	Chairman, BIE	June 4, 2010
Novien	Haider Ali	BIE	Secretary	June 4, 2010
Mirza	Agha Akbar	BIE	Controller of Examinations	June 4, 2010

<b>Last name</b>	<b>First name</b>	<b>Organisation</b>	<b>Function</b>	<b>Date</b>
Siddiqui	Arshad	BIE	Deputy Secretary	June 4, 2010
Sayyed	Liaqat Ali	BIE	Deputy Controller	June 4, 2010
Khuhro	Fauzia	AKES,P	Senior Manager Academics	June 4, 2010
Noorani	Nasir	AKES,P	Chief Finance Officer and Head of Support services, Company Secretary	June 4, 2010
Arif	Umbreen	World Bank	Education Specialist	June 7, 2010
Qureshi	T.M.	Policy Wing MOE	Deputy Education Advisor	June 7, 2010
Shah	Dawood	AEPAM	Director	June 7, 2010
Khan	Habib	AEPAM	Former DG	June 7, 2010
Amin	Nasir	AEPAM	Senior Systems Analyst	June 7, 2010
Tanae	Miki	UNICEF Islama-bad	Education Specialist	June 7, 2010
Ahmad	Khalida	UNICEF Islama-bad	Education Specialist	June 7, 2010
Shah	Fiaz	UNICEF Islama-bad	Education Officer	June 7, 2010
Bahadur	Bhakta	UNICEF Islama-bad	Construction Engineer	June 7, 2010
Shah	Fawad Ali	UNICEF Islama-bad	Education Officer	June 7, 2010
Shafi	Shaukat	ADB Serena Complex		June 7, 2010
Shah	Umar Ali	ADB		June 7, 2010
DE KOK	Jan	EC Delegation	Ambassador EC Delegation	June 8, 2010

## 6.3 Country profile education

### 6.3.1 Background: The education system

#### 6.3.1.1 The country and its population

The Islamic Republic of Pakistan is a country of more than 160 million people. The country has four provinces (Sindh, Baluchistan, Punjab and Khyber Pakhtunkhwa) and four special territories including the Islamabad Capital Territory (ICT), the Federally Administered Tribal Area (FATA), Gilgit and Baltistan Areas, and an independent state of Azad Jammu and Kashmir (AJK). Pakistan shares borders with Afghanistan, India, Iran and China. Pakistan's coastline spreads over an area of 1,064 kilometres along the Arabian Sea in the Sindh and Baluchistan provinces. About 70% of the population lives in rural areas dependant mostly upon agrarian-based activities.

The population of Pakistan, as estimated by the National Institute of Population Studies, was 159 million in the year 2007. The population growth rate though has slowed down from 3% in 1981 to 1.9% in 2005 which is still higher than the regional average. This is considered as a vital factor in the development process affecting the limited resources of the country. In this profile the readers may find an analysis of educational development activities in Pakistan in general, and some EC comparison to those in Sindh, Gilgit & Baltistan (formerly known as the Northern Areas) because of EC targeted support in these areas.

#### 6.3.1.2 Major internal and external challenges

The country faced many internal and external challenges during the last decade hampering the developmental activities in all sectors. The dictatorial rule for a decade, the use of force in the problem areas where political dialogue could have easily addressed the issues, the deliberate efforts to weaken the institutions, the delays in action against internal terrorism, the emergence and strengthening of the Pakistani Taliban, the situation across the Afghan border, the tense border situation with India, the pressure from foreign countries and international organizations, the natural calamities like earthquakes and floods and the mass internal displacement of people impeded Pakistan's progress with development activities. The terrorists have targeted the governmental infrastructure to cripple governmental machinery and establish their dominance in the area but the government used all the efforts to eradicate terrorism. FATA bordering Afghanistan is the area where terrorists could have easy access and camouflage. The terrorists from all parts of the world were using this area as a safe haven, as the government writ in the area is not fully established. Making this area a base in which they can do terrorist activities in any country of the world. The recent successful army operations in Swat and some FATA agencies have helped in breaking the network of terrorists and relieved the people of this area who were suffering constantly by the cruel actions of terrorists.

#### 6.3.1.3 Socio-political, economic conditions and international commitments

Pakistan faced the lack of sound economic management and political instability during most of the 1990s and also during subsequent military rule. This resulted in slow growth, which worsened the fiscal deficit, as reported by independent economists. The governments were claiming successes in economic growth but the independent organizations ranked the progress differently. The World Economic Forum through Executive Opinion Survey and Business Competitive Index reported a large drop in ranking during the year 2004. It was this period when the military government was claiming significant improvements in the macroeconomic situation. The countries which are not allocating sufficient resources to improve the quality of education or to address other major issues, or are facing internal conflicts and instability had dropped in the ranking calculated by these independent organizations.

Pakistan is a signatory to the MDGs and EfA aims and has developed strategies at national, provincial and district levels to achieve the goals by the year 2015. In spite of all the hardships, Pakistan struggled hard to accomplish the goals. Pakistan's commitment to the MDGs is reflected in national policies and the Interim Poverty Reduction Strategy Paper 2001. This was re-emphasized in the final PRSP 2003 and the Medium Term Development Framework (MTDF) (2005-10). The Medium Term Development Framework is a multi-sectoral planning document prepared by the Planning Commission of Pakistan to assist in achieving the MDG targets and help in reducing poverty and developing an infrastructure to be used for further improvements in the economy.

#### 6.3.1.4 Role of the Ministry of Education<sup>22</sup>

Under the 1973 Constitution, education is a provincial subject and has been primarily placed on the concurrent list, wherein the Federal Government has been given the mandate for policy, planning and promotion of educational facilities to meet the needs and aspirations of the people. Until the promulgation of the 18th Amendment to the constitution in April 2010 the Federal Ministry of Education had been performing responsibilities of the following nature:

- Policy, planning, curriculum elaboration, syllabi elaboration, centres of excellence, standards of education;
- Libraries, museums and similar institutions controlled and financed by the Federal Government;
- Federal agencies and institutes for research or professional or technical training and promotion of special studies;
- Education in respect of Pakistani schools in foreign countries and foreign countries in Pakistan;
- Islamic education;
- Copyright, interventions, design, trademarks, and merchandize marks; and
- Inquiries and statistics for the purpose of any of the matters in the list.

The purpose of placing education in the concurrent list is to achieve uniformity at the national level between all federating units, in respect of education policy, curriculum and textbooks development, educational data collection, the assessment and examination system. However, the 18th Amendment of the Constitution of Pakistan has abolished the concurrent list, consequently handing over education to the provinces.

#### 6.3.1.5 Education Management System

A three tier system of educational administration is in place, the Federal Government (Ministry of Education), the provincial governments (Education Departments) and the district governments (education offices and institutions in the districts). The educational administration and management underwent considerable changes of decentralization under the Devolution of Powers Ordinance 2001. The institutions previously supervised by the provincial governments through offices in the districts are now supervised directly by the district offices and all administrative, planning and decision-making processes are completed within the districts.

The distribution of functions of the three tiers is the following:

- Federal Ministry of Education:

The Ministry of Education is headed by the Minister for Education and is assisted by the Secretary for Education. The wings of the ministry are Policy & Planning, Curriculum, Projects, Teachers Training, Monitoring and Evaluation and Administration & Finance.

- Provincial Education Departments

In each province the Department of Education (DoE) is headed by the Provincial Minister for Education. The department is responsible for implementation of elementary, secondary, higher secondary and higher education. The head of the education secretariat is the provincial secretary assisted by a number of deputy secretaries and section officers. The provinces have Provincial Directorates of Education, Provincial Institutes of Teacher Education (PITEs), BISEs, Curriculum Bureaus and Textbook Boards as attached and autonomous bodies.

- District Education Offices

The devolution of powers has given greater responsibility to the district governments for the implementation programmes of primary, middle, high and higher secondary education. The establishment of new schools, the financing, supervision and annual performance evaluation of teaching and non-teaching staff are the responsibilities of the District Government. The District Office is headed by Executive District Officer (Education - EDO) who reports to the District Coordination Officer on the one hand and to the elected Nazim on the other in all administrative matters. In technical and professional matters EDO reports to Provincial Director of Education.

#### 6.3.1.6 The formal school system

##### Early Childhood Education

The pre-primary or early childhood education (ECE) has informally been in operation for the last few decades in the public school system as Kachi class but has not been recognized as an important early

<sup>22</sup> Page 10, National Report on the Development of Education Pakistan, Ministry of Education, November 2008



entrant group for the system. The demand for pre-primary schooling from the population has led the Government of Pakistan to recognize the ECE as an integral part of the school system in the National Education Policy 1998-2010. The curriculum has subsequently been provided but so far the public sector schools have not been provided with trained teachers for the institutions. The financial assistance of USAID for ECE programmes implemented through AKES,P in Sindh & Baluchistan and Children's Resources International (CRI) Pakistan in Islamabad, Rawalpindi & Karachi has contributed greatly to raising the awareness in these areas on the significance of this important component of the school system. In the school year 2006-7, the total enrolment of ECE in all institutions of the country was more than 7.5 million with more than 1 million in Sindh. This intervention in Sindh seems to have contributed to the availability of trained teachers at this level. At the national level in private sector institutions a total number of 3,437 teachers were available in the year 2006-7; of these teachers 1,771 (51%) were working in Sindh and 49% in other provinces and special territories<sup>23</sup>.

### **Primary, middle, high and higher secondary schools**

In the public sector, the institutions responsible for imparting formal education include primary, middle, high and higher secondary schools. Primary schools have classes 1 to 5 for the age group 5-9, but the pre-primary age children of age 3-5 are also accommodated. Middle schools accommodate grades 1-8 (when primary section is attached) or 6-8 when the primary section to the school is not attached. In some provinces the primary with the middle combined is called elementary school. In this profile the lower secondary includes the grades 6-10 and the higher secondary 11 to 12.

### **Madrassah education**

These institutions imparting Islamic religious education are operating under their own management system without interference from the provincial or federal governments. Some registered madrassahs get grant-in-aid from the government. During the year 2000, there were 6,761 madrassahs with an enrolment of 934,000 of which 132,000 were female students. The government is bringing the madrassahs into the mainstream education system under recent ESRs.<sup>24</sup>

## **6.3.2 Education policies and laws**

The Government of Pakistan initiated the ESR programme in 2001-2006 under the National Education Policy 1998-2010. The major focus was to meet the goals of EfA and the MDGs. The EfA was to be implemented by the provinces. The local government ordinance was promulgated in the year 2001, shifting the implementation responsibility from the province to the districts. More than 70 districts (about 2/3rd of the number of districts) also prepared their EfA plans and strategies for implementation.

### **6.3.2.1 Devolution**

Under the Local Government Ordinance 2001, the Provincial Governments have established District Governments, which are responsible for the management and control of offices of the departments, which are decentralized to it or may be set up under this Ordinance, provided that the District Governments shall exercise such authority within the district in accordance with the general policy of the Government. Under the Ordinance, education up to the higher secondary level has been devolved to the Districts.<sup>25</sup>

The devolved programme was to give more autonomy to the district level officers to exercise their administrative and financial powers more efficiently to facilitate the decision-making process at the local level. In practice the administrative tiers created at the district level consisted of a District Coordination Officer (DCO) and the elected District Nazims were to supervise the activities of all departments including education. The district head of education called the Executive District Officer (Education) now have the duality of command. On the one hand, the EDO reports in administrative matters to the DCO and Nazim of the district and on the other to the Provincial Director of Education in professional matters. Before devolution the EDO had unity of command, reporting only to the director of education and was independent in all posting, transfer, leave, promotion, nomination for training and other financial matters of the teachers in the district but now with the addition of two tiers he has been deprived of all administrative and financial powers he was using. Devolution has in fact not practically solved education matters at the local level and has not decentralized but rather has recentralized the powers.

<sup>23</sup> Pakistan Education Statistics, 2006-07, AEPAM, MOE, Islamabad

<sup>24</sup> Page 6, National Report on the Development of Education, Pakistan, Islamabad, MOE November 2008

<sup>25</sup> Page 3, The State of Education in Pakistan 2003-4, Policy and Planning Wing,,MOE, Government of Pakistan, Islamabad, March 2005

### 6.3.2.2 Objectives and major characteristics of reforms<sup>26</sup>

Local Government design is based on five fundamentals: the devolution of political power, the decentralization of administrative authority, the de-concentration of management functions, the diffusion of the power-authority nexus, and the distribution of resources to the district level. It is designed to ensure that the genuine interests of the people are served and their rights safeguarded. The new system led to a Sindhi, Khyber Pakhtunkhwani, Baluchistani and Punjabi Local Government Ordinance, 2001.

The policy environment for education is embedded within the national macro reform framework, focusing on devolution, poverty reduction through economic growth, social sector development, and governance reforms. Current initiatives in the education sector are based on the National Education Policy (1998-2010), the ESR Action Plan 2001-2006 and the Education for All, National Plan of Action (EFA-NPA) 2001-2015.

### 6.3.2.3 Targets and goals of education policies<sup>27</sup>

#### EFA & MDGs

Education for All refers to the global commitment to ensure that by 2015 all children will complete primary education of good quality (Universal Primary completion) and that gender disparity will be eliminated in primary and secondary education preferably by 2005 and not later than 2015. This commitment was made at the World Education Forum in Dakar, Senegal in April 2000 and reaffirmed in the Millennium Declaration in New York in September 2000. The Government of Pakistan is attaching priority to EFA. The country has a ten-year Perspective Development Plan (2001-11) to visualize the long term macro-economic and sectoral growth strategies. Poverty reduction and human development is the priority area of the plan. The sector-wide development approach covering all the sectors of education has been adopted under the Perspective Plan. In order to address the EFA implications, a linkages plan, focusing on the development of other sectors of education has also been prepared.

Progress in various sub-sectors of education

There is visual progress among all the sub-sectors of education, showing gradual progressive improvement.

- Expanding and improving comprehensive Early Childhood Education

ECE is considered a significant input towards the readiness of children for primary education. To cater the educational and learning needs of 3-5 year old children, pre-primary education is being offered under different denominations such as Kachi, Nursery, Pre-nursery, and Kindergarten. In the National Education Policy 1998-2010, a clear cut policy provision has been made, stating that Kachi class at primary level shall be introduced in all formal schools as part of efforts to improve the achievement of pupils.

Out of the population of 7.8 million children (age group 3-4 years), 7.1 million children have been enrolled in ECE programme. The overall gross enrolment ratio was 91.5% in 2005-06.

- Ensuring access to Universal Primary Education

The national GER of primary education has increased to 84% and the GER for females increased to 76%. The overall GER for secondary education surged to 31 % in 2005-6.

The NER rose to 66% in 2005-06 and the rate for females increased to 59%. The NER for secondary also registered a steady increase.

The repetition rates in primary education on average diminished to about 2% in 2005-06 compared to 2.8% in 2001-02.

All the four provinces and most districts of the country prepared 15-year strategic EFA Plans with the main focus on primary education and adult literacy. EFA Units and EFA Forums at national, provincial and district level have been established for implementing the EFA plans.

<sup>26</sup> Page 3, The State of Education in Pakistan 2003-4, Policy and Planning Wing.,MOE, Government of Pakistan, Islamabad, March 2005

<sup>27</sup>National Report on the Development of Education, Pakistan, Islamabad, November 2008

### 6.3.3 Financing of education

The instability in the political scene caused volatility and lack of confidence on the economic conditions. The economic growth rate fluctuated widely due to the political unrest and several other factors. In the education sector the GER, NER, transitional rate and completion rate has been on the increase with more spending on education. The government has been spending around 2% of GDP on education during the period 2001-2006.

Table 15: National Education Budget 2001-2006 (Rs. In million)

Year	Education Budget (in million PAK Rs.)	GDP (in billion PAK Rs.)	Percentage of GDP
2001-2002	78,925	4,401	1.79
2002-2003	89,824	4,822	1.86
2003-2004	124,274	5,640	2.20
2004-2005	139,968	6,581	2.12
2005-2006	170,708	7,713	2.21

Source: Adapted from the Financing of Education in the Public Sector, P&P Wing MOE

Though the overall spending shows a steady increase in spending over the years, the amount spent on education as a percentage of GDP does not show any remarkable increase. If the percentage of GDP spent on education is taken as a basis, the steady increase would have definitely exhibited a considerable improvement on the end results. The target of 4% spending of GDP on education still is far from being accomplished if the current rate of increase is maintained.

The education budget as a percentage of the overall budget also shows an increase in figures as shown in the following table:

Table 16: National budget vs. expenses on education

Year	National budget Rs. In billion	Total education budget Rs. In million	Education budget as percent of national budget	Provincial education budget	District education budget
2001-2002	942	78,925	8	64,105	
2002-2003	1,022	89,824	9	70,748	
2003-2004	1,048	124,274	12	21,643	75,157
2004-2005	1,162	139,968	12	24,804	81,118
2005-2006	1,187	170,708	14	29,011	96,181

Source: adapted from the Financing of Education in the Public Sector, P&P Wing MOE

The budget for education is seen as having increased from the year 2001-2006. The provincial budget, except for the expenses of directorate and secretariat, has been transferred to the district level from 2003-2004.

The role of the private sector in education is very prominent. The expenditure of the private sector, if combined with the public sector, will reasonably raise the percentage spending of the GDP on education. As is evident from the following table:

Table 17: Public and private sector spending on education

Year	GDP (in billion)	Total education budget Rs. In million	Private exp on edu Rs. In million	Total expenditure on education (in million)	Public Ed Exp as percent of GDP	Total edu exp as percent of GDP
2001-2002	4,401	78,925	21,510	100,435	1.79	2.28
2002-2003	4,822	89,824	26,312	116,139	1.86	2.41
2003-2004	5,640	124,274	31,113	155,387	2.20	2.75
2004-2005	6,581	139,968	35,914	175,882	2.13	2.67
2005-2006	7,713	170,708	40,715	211,423	2.21	2.74
2006-2007	8,706	211,778	45,516	257,295	2.43	2.96

Source: adapted from Reforms of Education Sector 2004-7, MOE

The following table compares the total government expenditure and the education expenditure as a percentage of the total. During the four years it has shown an increase from 9.55 % to 12.18 %.

Table 18: Public expenditure on education as percentage of total expenditure

Year	Total public expenditure on education (Rs. In million)	Total government expenditure (Rs. In million)	Education expenditure as percent of total expenditure
2001-02	78,925	826,250	9.55
2005-06	170,708	1,401,900	12.18

Sources: *Financing of education in the Public Sector 2006, MOE GOP*

The role of the private sector cannot be ignored when considering the total investment in education. It is the private sector which considerably increases the expenditure as a percentage of GDP but still the combined expenditure of both the public and the private sector is far less than 4% of GDP, the target most developing countries need to achieve to have a reasonably good level of spending on education.

Budget and financing plans indicate that the funds for education have been increased from 78 billion in 2001-02 to 211 billion in 2006-07 showing an increase of 168 % increase over the past six years. The National Plan of Action on EFA 2001-2015 aims to achieve the EFA goals by 2015 at a total cost of Rs. 430 billion as the NPA indicated in the following table:

Table 19: Phase-wise cost of EFA (Rs. In million)

EFA Sectors	Phase 1 2001-02 to 2005-06	Phase 2 2006-07 to 2010-11	Phase 3 2011-12 to 2015-16	Total 2001-2015
Primary Education	59,510	62,892	79,776	202,178
Adult literacy	53,439	58,021	68,516	179,976
Early Childhood Education	6,795	13,575	27,375	47,745
<b>Total</b>	<b>119,744</b>	<b>134,588</b>	<b>175,667</b>	<b>429,899</b>

Source: *National Plan of Action on Efa 2001-2015, Pakistan*

*Economic Survey of Pakistan 2006-7, Finance Division, Govt. of Pakistan*

Of the total budget of Rs. 430 billion, 58 % is proposed for ECE and primary education, the remaining 42 % is to be spent on adult literacy programmes. During the first phase more than 55% of the allocated Rs. 120 billion is for spending on primary and ECE. If we compare the expenditure on education with the total expenditure of government, the spending was 9.5% in 2001-02 and 12.8 % in 2005-06 as indicated in the following table:

Table 20: Public and private sector education expenditure (Rs. in millions)

Year	Public Expenditure	Private Expenditure	Total	Public Edu Exp as % of GDP	Total Edu Exp as % of GDP
2001-2	78,925	21,511	100,436	1.79	2.28
2006-7	211,779	45,516	257,295	2.43	2.96

Source: *Reforms education sector 2004-07, MoE*

The ratio of education spending to the overall spending of the government shows an increase of about 3% over a period of 4 years from 2001-02 to 2005-06.(see Table 7)

### 2001-02 household expenditure on education

PIHS 2001-02 reported that on average the cost per primary school student is Rs. 1,443 per year in a government school. The urban student costs more than double that of a rural student. The student attending private primary schools spends four times more than the one attending the government school.

### 2007-08 household average expenditure on education

The PSLM 2007-08 reported the average the student spends Rs. 1,978 per year in a government school in rural areas. The average urban spending is four times higher than this amount. The student attending private primary school spends seven times more than the one in government primary school in rural area.

### 6.3.4 Governance in education

The end results of improved governance in education would lead to better functioning schools, a better teaching-learning process, better student learning, and a higher level of confidence of the community in the public school system. The institutionalization of a continuous classroom assessment system, which is currently being developed and implemented in selected districts, will provide a much needed basis for improvement in governance.

Governance issues in the education sector in the past have not been properly addressed resulting in gradual deterioration in this area. The lack of political will, political interference, nepotism and the lack of a professional approach are the factors influencing governance. The major issues of governance affecting the system as a whole are the following:

- Devolution has not improved governance at the educational institutional level, nor at district and local levels. The system which existed before devolution was associated with the built in the Monitoring and Evaluation (M&E) system and provided for closer supervision of academic and administrative matters. The districts do not have experience with district educational management and the provincial department is not linked to assist in such matters.
- The concentration of powers in District Nazim and DCO has created problems for the EDO Education in having another unnecessary tier to the hierarchical structure which can impede educational activities.
- Educational managers are not trained for their managerial roles; they may be good teachers but usually fail to deliver the managerial functions efficiently, consequently depending mostly upon the subordinate clerical staff in administrative and financial matters.
- The system does not provide for academic supervisors necessary for streamlining the governance at the institutional and classroom levels. Academic supervision is a highly specialized job involving insight into the problems of:
  - Curriculum development and implementation;
  - Educational planning processes and procurement policy;
  - Pre-service and in-service teacher training;
  - Students assessment and teachers performance evaluation;
  - Preparation, prescription and supply of textbooks and other instructional materials.

In-service orientation courses are rarely held for existing supervisory staff, and the geographical area allocated is too wide to manage. The heads of institutions also do not take an interest in carrying out regular supervisory visits to the classrooms and do not develop their skills as a competent academic supervisor or professional leader.

- A separate cadre of academic supervisors for school supervision paying scheduled visits and surprise visits to schools practically does not exist, to provide professional guidance to teachers, record observations and comments in the school log book, meet with members of SMCs, and ensure regular attendance of teachers and students to schools and bring to the notice of officials higher up the hierarchical ladder any demands for educational development of the area. In fact this position liaises between the community and administration and any concerns of the community are communicated through the supervisor to the educational administration of tehsil, district or provincial levels.
- The RSU has been assigned many functions but its status is temporary and it receives a budget from developmental funds. Thus, job insecurity and dependency on annual allocations of funds affects the performance level.

#### 6.3.4.1 Poor supervisory and monitoring role<sup>28</sup>

The M&E system is poorly organised at all levels, from the provincial department, directorate, and district offices to institutions. The M&E indicators are not carefully selected to monitor and evaluate the performance of these institutions or offices. For instance, the institution's performance indicators do not take into account the efforts of the teachers in increasing enrolment of students, in retention of students, reducing dropouts, creating a teaching-learning friendly environment in the institution, supervision of teachers by the institutional head, lesson plan preparation, scheme of studies for different subjects and the type of professional guidance provided by the head of the institution to teachers.

Similarly in the offices, the number of receipts and issues from and to different offices, the tracking of files, the cases finalized by different sections or individuals are some of instances not properly re-

<sup>28</sup>Executive Summary of the Report on Capacity Gap Analysis prepared by Jamshed Khan for GTZ Peshawar, based on SWOT Workshops

corded on some standardized M&E forms. The measurable indicators for the monitoring and evaluation of activities need to be used for monitoring of activities and performance assessment of individuals and sections. These forms and the indicators for different activities need to be designed with the assistance of experts in the field of M&E and staff need to be trained accordingly in the use of these forms for recording activities.

### 6.3.5 Policies and strategies to promote equity<sup>29</sup>

- The National Policy for the Development and Empowerment for Women of the Government of Pakistan of March 2002 addresses all critical areas pertaining to women, ensuring women's participation in the socio-economic development of the country.
- The National Plan of Action prepared as a subsequent document addresses 12 critical areas that are vital for the empowerment of women. Education and training is a major pillar of the 12 critical areas.
- The PRSP is a key policy document through which the Government addresses gender disparity. The PRSP includes policy measures being adopted by the Government to enhance women's capabilities and opportunities in the economic and social sectors<sup>30</sup>. A monitoring system is in place to assess the level of achievement by looking into the success level against different indicators. The following extract has been taken from the PRSP 2003, Chapter 6, Addressing IPRSP gaps, employment, gender and environment.

"The Gender Equality Matrix shows the goals, targets and instruments that will reduce gender disparity in the country and contribute to improving the status of women in Pakistan. In the absence of gender disaggregated data there is a need to initially conduct surveys for the establishment of benchmarks and then set targets for achieving the goal of gender equality. The Ministry of Women's Development is working on the development of a Management Information System (MIS).

Table 21: Gender Equality Matrix

Key Instrument	Indicators	Baseline 2000-01	Frequency
<b>Sustainable Socioeconomic and Political Empowerment of Women</b>			
Gender Sensitive Macro Economic Policy Reforms	Poverty head count by gender <ul style="list-style-type: none"> <li>○ % of govt. budget allocated to</li> <li>○ readdress gender inequalities</li> </ul>		Three years annual
Improving Economic efficiency of women	○ Rate of economically active women %	13.7%	Bi-annually
	○ Proportion of women working outside agriculture	9,0%	
	○ Employment rate of women in the formal sector %	21.4%	
	○ Female unemployment rate	17.3 %	
	<b>Agriculture</b>		
	○ No of men and women with land use rights		Occasional
	○ No of women and men with micro credit facility		Annual
Improving Women Participation in leadership and decision making	No of women holding positions of <ul style="list-style-type: none"> <li>○ Ministers</li> <li>○ Civil Service by grade</li> <li>○ Professionals &amp; Technical posts</li> <li>○ Judiciary</li> </ul>		3 year
	No of seats held by women in <ul style="list-style-type: none"> <li>○ Senate</li> <li>○ National Assembly</li> <li>○ Provincial Assemblies</li> <li>○ Local governments</li> </ul>		Post general elections
Providing better social services to women	<b>Education</b> Literacy rate by gender		PIHS

<sup>29</sup> Page 7, The State of Education in Pakistan 2003-4, Policy and Planning Wing, MOE, Government of Pakistan, Islamabad, March 2005

<sup>30</sup> Accelerating Economic Growth and Reducing Poverty: the road ahead, Poverty Reduction Strategy, Paper, Ministry of Finance, Government of Pakistan, December 2003.

<b>Key Instrument</b>	<b>Indicators</b>	<b>Baseline 2000-01</b>	<b>Frequency</b>
	<ul style="list-style-type: none"> <li>○ Male</li> <li>○ Female</li> </ul>	63% 38%	
	Ratio of girls to boys enrolled in <ul style="list-style-type: none"> <li>○ Primary</li> <li>○ Middle</li> </ul>	0.72 0.68	PIHS
	Drop out rate by gender from primary <ul style="list-style-type: none"> <li>○ Male</li> <li>○ Female</li> </ul>	30% 38%	PIHS
	<b>Health</b> <ul style="list-style-type: none"> <li>○ Prevalence of Anemia among women               <ul style="list-style-type: none"> <li>○ Urban (NHSP-199-94)</li> <li>○ Rural (NHSP-199-94)</li> </ul> </li> <li>○ Life expectancy of women at birth</li> <li>○ Births attended by skilled health personnel</li> <li>○ Maternal mortality (Deaths per 100,000 live births)</li> <li>○ Access to reproductive health services by gender</li> </ul>		
	<b>Water</b> <ul style="list-style-type: none"> <li>○ Average distance to water points by community</li> </ul>		
	<b>Population</b> <ul style="list-style-type: none"> <li>○ Total fertility rate</li> <li>○ Rate of population growth</li> <li>○ Contraceptive prevalence rate</li> </ul>	4.31 2.21 35	PIHS

*Poverty Reduction Strategy Paper 2003*

The table in the previous section shows a clear improvement in the reduction of the gender gap at the primary and secondary levels.<sup>31</sup>

The gender based policy in education and training specifically focuses on:

1. Projects aimed at improving the nutritional status of school going girls;
2. The Tawana Pakistan project currently under implementation has been designed to improve the school enrolment and retention of girls in 29 high poverty districts of the country;
3. Free education up to matriculation level in all Federal Government Institutions and in schools in Punjab, Sindh & Khyber Pakhtunkhwa (KPP);
4. Grant of scholarships to girls attending middle schools by the Governments of Punjab, Sindh and Khyber Pakhtunkhwa;
5. Free textbooks to children in primary schools in all institutions in Islamabad Capital Territory and by the Governments of Punjab, Sindh and KPP;
6. The Government of Sindh is also providing scholarships to female students who wish to continue their studies after matriculation;
7. Gender-specific programmes for greater gender equality including programmes for gender sensitization of Government officials at the national, provincial and local levels are being conducted;
8. Programmes for training women in NGOs, clusters of NGOs and apex women's organisations in governance and management skills, and the design, implementation and monitoring of development projects for women is being undertaken both by the Government as well as by civil society organisations;
9. Gender budgeting is now focusing on financing efforts required to achieve gender equity within various Government Departments and the differential impacts of direct and indirect taxes on women;
10. The setting up of a gender specific database covering labour force statistics, household income and expenditure and intra household distribution of income is under consideration.

As a result of these efforts considerable improvements has been registered; such as

<sup>31</sup> Page 7 of the "The State of Education in Pakistan 2003-4", Policy and Planning Wing,,MOE, Government of Pakistan, Islamabad, March 2005

- The ratio of girls to boys at all levels of education has improved; as is evident in the subsequent table showing the enrolment of girls as a percentage of boys;
- The ratio of literate females to males has risen;
- The share of women in urban employment has marginally improved;
- The role of women in national decision-making has improved significantly.

The Government of Pakistan launched a programme for the Education Reforms during 2001-2006 in line with the National Education Policy 1998-2010 with a focus on the following:

EfA targets and goals, the goal (5th bullet) pertains to gender equity in primary and secondary education:

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable disadvantaged children;
- Ensuring that by 2015 all children with special emphasis on girls and children in difficult circumstances have access to and complete free and compulsory primary education of good quality;
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning, life skills and citizenship programmes;
- Achieving a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic and continuing education for all adults;
- Eliminating gender disparities in primary and secondary education and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality; and
- Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved especially in literacy, numeracy and essential life skills.

The statistical data for the years 2000 to 2007 support the fact that considerable improvements in enrolment, gender equity between students and teachers and in ECE have been made.

### 6.3.6 Progress and achievement in basic (2000-2007) and secondary education (2000-2007)

The statistical data of 2001-02 and 2005-06 of Academy for Educational Planning and Management (AEPAM), Ministry of Education, for Pakistan, Sindh and Gilgit & Baltistan indicates a clear improvement in most of the output indicators as shown in the following table:

Table 22: Progress in basic and secondary education

Output indicator	Pakistan		Sindh	Gilgit-Baltistan		
	2001-02	2005-06	2001-02	2005-06	2001-02	2005-06
GER for ECE	36	91	17	59	41	89
GER in Primary Education	71	84	67	86	50	106
GER in secondary Education	24	31	22	27	20	38
NER in Primary Education	57	66	53	67	40	83
NER in Secondary Education	20	24	18	21	16	29
Survival rate to Grade 5	57	72	43	53	86	82
Transitional rate from primary to lower sec.	69	71	63	69	73	124
Transitional rate Grade 8 to 9	77	87	80	87	82	132
Female enrolment in primary education (% of male)	40	43	38	41	20	45
Female enrolment in secondary education as percent of male enrolment	52	58	61	65	17	38
PTR for primary education	36	40	29	35	33	33
PTR for secondary education	15	15	11	11	23	15

Source: adapted from 11 tables of the EfA Mid Decade Assessment Report MOE GOP 2008

The above table shows a clear picture of the different indicators of education in the year 2001-02 and the year 2005-06. The overall position in Pakistan and then in the Sindh province and also in the Gilgit and Baltistan area are given for comparison.

The GER for ECE indicates a considerable improvement at the national level rising from 36% in 2001-02 to 91% in 2005-06. This GER includes for both boys and girls. The GER for girls during this period increased from 33% to 85%. While that for boys increased from 40 to 97%. Some provinces have shown a considerable increase. Sindh has the lowest GER in ECE of 59% in 2005-06 rising from a



very low 17% in 2001-02. Gilgit Baltistan, despite being a very remote and underdeveloped area still has maintained the pace of the national level in GER for ECE.

At the national level the GER for primary shows an increase of 13% from 71 to 84%. The comparison of boys and girls shows a further difference of 16% for girls and 9% for boys. In Sindh the increase in GER was from 67 to 86% and in Gilgit and Baltistan from 50 to 106% in the same years. The GER in secondary education is comparatively low at national, Sindh, Gilgit & Baltistan area levels, but still showing an increase of 7%, 5% and 18% respectively.

The NER at primary level increased by 9% for both boys and girls, the NER for boys at 72 % is much higher than 59% for girls. This shows that about 40% of girls are still out of school. The NER in Sindh shows a higher percentage increase of 14% and Gilgit & Baltistan shows a further higher 43% increase over the NER of 2001-02. At secondary level the NER at the national level increased by 4%, while that of Sindh by 3% and of Gilgit & Baltistan by 13% during this period. The NER at secondary level for boys in 2006 is 27% while that for girls is 21%; this indicates that only one fifth of girls and one fourth of boys are in secondary school. The gender gap persisted during this time.

The survival rate at grade 5 increased at the national level by 15%, in Sindh increased by 10% and in Gilgit & Baltistan dropped by 4% during this period. The transitional rate from primary to lower secondary level showed an increase of 2, 6 and 51% for national, Sindh and the Gilgit & Baltistan area respectively. The transitional rate from Grade 8 to Grade 9 also showed an increase at the national level of 10%, Sindh provincial at 7% and in the Gilgit & Baltistan area at 50% in 2005-06 from 2001-02.

The female enrolment in primary schools compared to male enrolment is much lower in 2001-02 but showed an increase of 3% at national, 3% at Sindh and 25% at the Gilgit & Baltistan area in 2005-06. However, at secondary level the female enrolment rate compared to male is much better and further increased from 52% in 2001-02 to 58% in 2005-06 at national level, from 61 to 65% in Sindh and from 17 to 38% in Gilgit and Baltistan area. The PTR at primary level ranges between 29 and 40 during the whole period, and that at secondary ranges between 11 and 23.

Comparison of statistical data on enrolment, teachers and PTR at national, Sindh and Gilgit & Baltistan area

The enrolment in pre-primary, primary, lower secondary (Grade 6-10) and higher secondary institutions in public and private institutions, and number of teachers by gender at national level, Sindh province and Gilgit & Baltistan area and PTR by gender for the year 2000-01 & 2007-08 are given in the following tables:

**Table 23:** *Pakistan Public and Private institutions' enrolment and number of teachers by gender, Year 2000-2001 and 2007-08*

Level	Year	Enrolment			Teachers			PTR	
		Male	Female	Total	Male	Female	Total	Male	Female
Pre-Primary (Age 3-5)	2000-01	344,086	157,648	501,734	---	---	---	---	---
	2007-08	4,094,985	3,307,961	7,402,946	461	3,009	3,470		
Primary (Grade 1-5)	2000-01	9,898,232	6,735,775	16,634,007	210,461	183,091	393,552	1:47	1:37
	2007-08	9,692,806	7,535,468	17,228,274	233,299	202,052	435,351	1:42	1:37
Lower Secondary (Grade 6-10)	2000-01	2,943,226	2,381,024	5,324,250	216,796	253,188	469,984	1:14	1:9
	2007-08	4,534,887	3,254,086	7,788,973	279,627	415,236	694,863	1:16	1:8
Higher Secondary (Grade 11-12)	2000-01	65,768	58,881	124,649	16,346	15,180	31,526	1:4	1:4
	2007-08	457,443	462,100	919,543	38,061	36,162	74,223	1:12	1:13
<b>Grand Total</b>	<b>2000-01</b>	<b>13,251,312</b>	<b>9,333,328</b>	<b>22,584,640</b>	<b>443,603</b>	<b>451,459</b>	<b>895,062</b>	<b>1:30</b>	<b>1:21</b>
	<b>2007-08</b>	<b>18,780,121</b>	<b>14,559,615</b>	<b>33,339,736</b>	<b>551,448</b>	<b>656,459</b>	<b>1,207,907</b>	<b>34.06</b>	<b>22.18</b>

Source: adapted from Pakistan School Education Statistics 2000-01, 2007-08, AEPAM, MOE

The 2000-01 data indicates that during this period the ratio of pre-primary boys to girl students was 69:31 at primary level the ratio of boys to girls is 59:41, at lower secondary level the gap narrows down to show a ratio of 55:45. At higher secondary level it is almost 52:48.

At higher secondary level the PTR of 1:4 for boys and also for girls apparently shows an underutilization of resources but in fact it is not the case. The schools offering higher secondary classes of grades 11 and 12 are those schools enrolling also students of grades 6-12. The teachers posted in these schools are the subjects' specialists and their number is not only based on the number of students in these classes but also on the number of subjects taught in these classes. The number of teachers for the higher secondary classes in relation to the number of students in these classes is therefore more than the teachers teaching at other grades. The teachers of higher secondary classes, specializing in different subjects taught at grade 11 and 12, though are recruited on the staff strength of higher secondary classes, also teach other grades from 6 to 10. The data of 2007-09 indicates that the ECE courses, though recognized by the government as an important new addition to the school system, are still not provided with trained teachers and other facilities. The facilities like additional classrooms in the school building or seating places and furniture, books and teaching materials are not available. The ECE classes are taught under the multi-grade teaching methodology by the teachers who are trained for teaching to other grades in the primary schools. The number of ECE male and female teachers is that in the private institutions. The male-female ratio in the ECE classes is 55:45. The number of children attending the ECE classes is 30% of the primary school enrolment, showing the social acceptability and demand. Of the ECE teachers, 13% are male and 87% are female. Basically the female teachers are mostly suited to these classes but in places where females are not available, male teachers have been recruited.

The male-female ratio in the primary grades of 56:44 has slightly improved from that in the year 2000-01 of 61:39. At lower secondary level it is 58:42 in 2007-08 against 56:44 in 2000-01, here the gap slightly widens after a lapse of seven years. However, at the higher secondary level the 50:50 male-female ratio has been maintained. In primary schools the male female teachers' ratio is 54:46, at lower secondary level it is 40:60 and higher secondary level 51:49.

**Table 24** *Sindh: Enrolment and number of teachers by gender in public and private institutions, PTR 2000-2001*

Level	Year	Enrolment			Teachers			PTR	
		Male	Female	Total	Male	Female	Total	Male	Female
Pre-Primary (Age 3-5)	2000-01	---	---	---	---	---	---	---	---
	2007-08	641,138	509,663	1,150,801	147	1642	1,789		
Primary (Grade 1-5)	2000-01	2,001,381	1,231,993	3,233,374	74,336	41,214	115,550	1:27	1:30
	2007-08	2,261,645	1,582,102	3,843,747	72,349	44,037	116,386	1:31	1:36
Lower Secondary (Grade 6-10)	2000-01	655,355	459,579	1,114,934	35,358	55,264	90,622	1:19	1:5
	2007-08	835,594	613,702	1,449,296	41,203	81,798	123,001	1:20	1:8
Higher Secondary (Grade 11-12)	2000-01	26,824	16,462	43,286	4,182	4,520	8,702	1:6	1:2
	2007-08	128,927	114,170	243,097	7,896	9,170	17,066	1:16	1:12
<b>Grand Total</b>	<b>2000-01</b>	<b>2,683,560</b>	<b>1,708,034</b>	<b>4,391,594</b>	<b>113,876</b>	<b>100,998</b>	<b>214,874</b>	<b>1:23</b>	<b>1:17</b>
	<b>2007-08</b>	<b>3,867,304</b>	<b>2,819,637</b>	<b>6,686,941</b>	<b>121,595</b>	<b>136,647</b>	<b>258,242</b>	<b>1:32</b>	<b>1:21</b>

Source: adapted from *Pakistan School Education Statistics 2000-01, 2007-08, AEPAM, MOE*

In Sindh, the male-female ratio at the primary level in 2000-01 was 62:38 against 61:39 of the national ratio in the same year. The lower secondary ratio is 59:41 against the national ratio of 56:44 and the higher secondary ratio of male to female is 62:38 against the national ratio of 50:50. At lower and higher secondary level the ratio of females to male is much lower. The teacher ratio of male to female at primary is 64:36, at lower secondary 39:61, and at higher secondary level 48:52 compared to the

national ratio of 54:46, 46:54 and 52:48 at primary, lower secondary and higher secondary levels respectively.

In the year 2007-08, in Sindh 1.1 million children were enrolled in ECE classes with no teachers in the public sector schools. The teachers all belong to private schools. 44% of ECE students are female and 56% are male students. Of the primary students, the male-female ratio is 59:41, slightly better than the 2000-01 ratio of 61:39, the lower secondary 58:42 and at higher secondary level 53:47, slightly better than in 2000-01.

8% of male teachers are working as ECE teachers and 92% of female teachers all recruited by private schools. At the primary level 38%, at lower secondary 66% and at higher secondary 54% are females in 2007-08 compared to 38%, 41% and 38% of 2000-01 in primary, lower secondary and higher secondary levels respectively.

**Table 25:** *Gilgit Baltistan: Enrolment and number of teachers by gender in public and private institutions and PTR in 2000-2001 and 2007-08*

Level	Year	Enrolment			Teachers			PTR	
		Male	Female	Total	Male	Female	Total	Male	Female
Pre-Primary (Age 3-5)	2000-01	---	---	----	----	----	----	---	---
	2007-08	35,802	28,558	64,360	34	46	80	---	---
Primary (Grade 1-5)	2000-01	85,355	8,229	93,584	1,137	611	1,748	1:75	1:13
	2007-08	82,757	69,066	151,823	2,365	2,171	4,536	1:35	1:32
Lower Secondary (Grade 6-10)	2000-01	25,114	6,319	31,433	1,792	327	2,119	1:14	1:19
	2007-08	37,433	27,113	64,546	4,125	2,824	6,949	1:9	1:10
Higher Secondary (Grade 11-12)	2000-01	---	---	---	---	---	---	---	---
	2007-08	2,015	3,068	5,083	229	119	348	1:9	1:9
<b>Grand Total</b>	<b>2000-01</b>	<b>110,469</b>	<b>14,548</b>	<b>125,017</b>	<b>2,929</b>	<b>938</b>	<b>3,867</b>	<b>1:38</b>	<b>1:15</b>
	<b>2007-08</b>	<b>158,007</b>	<b>127,805</b>	<b>258,812</b>	<b>6,753</b>	<b>5,160</b>	<b>11,913</b>	<b>1:23</b>	<b>1:25</b>

Source: adapted from Pakistan School Education Statistics 2000-01, 2007-08, AEPAM, MOE

In the Gilgit and Baltistan area in the year 2000-01 there was a very wide gender gap, the male to female ratio was 91:9 at primary and 80:20 at secondary level. The teachers' male to female ratio at primary level was 65:35, and at secondary level was 85:15. The PTR for the primary schools was also considerably very high of one teacher for 75 students, whereas at the secondary level and also for girls' primary and lower secondary levels it was ranging between 13 to 19 students per teacher. The data of higher secondary schools was not available.

In 2007-08, in Gilgit and Baltistan, enrolment rates, numbers of teachers, GPI and PTR have all shown remarkable improvements. More than 64 thousand children are enrolled as ECE/Kachi students. In private schools 80 trained teachers; 46 female and 34 male teachers are available. The male, female ratio of ECE students is 56:44. At the primary level this ratio is 54:46, at lower secondary level this is 58:42 and higher secondary level 40:60. The teachers have the male to female ratio at primary level of 52:48, at lower secondary level of 59:41 and at higher secondary level of 66:34. The PTR is also now reasonably good for both boys and girls schools.

### 6.3.7 Main challenges and constraints at the primary and secondary levels<sup>32</sup>

The system in the public sector on the whole is internally and externally less efficient as compared to that in the private sector. The internal efficiency of the system as measured from the low promotion rate, high dropout and repetition rates show a low percentage of students qualifying for the secondary school certificate examination. The results of external examinations for the last few years conducted

<sup>32</sup> A Report on Capacity Gap Analysis, for E&SE NWFP, Peshawar, November 2009, Executive Summary, Report written by Jamshed Khan for GTZ Peshawar, based on SWOT Analysis Workshops

by Boards of Intermediate and Secondary Education also indicate that private sector students get higher scores as compared to the students of public sector schools. The external efficiency of the public sector schools as compared to that of the private sector schools is low as the graduates of the public sector schools face difficulty in competing with those of the private institutions as candidates for admissions and jobs.

The teaching learning environment in general of the public sector schools does not satisfy the needs of the students. The two room schools at the primary level cannot comfortably accommodate six classes. The physical facilities in the schools are not adequate. Some of the basic requirements like availability of clean drinking water, boundary walls, toilets, electricity, teaching aids, furniture and mats are not available. The rural primary schools having one or two teachers who are not trained in multi-grade teaching have difficulty in creating an effective learning environment. The high and higher secondary schools are facing a shortage of subject specialists, science and mathematics teachers. The female rural schools are not adequately staffed. The teachers are not getting adequate professional support from the supervisors.

The span of control of supervisors at the organizations at district and tehsil level is disproportionate to the number of teachers and schools. The supervisors are not trained in the modern techniques of supervision and providing professional guidance to teachers rather using the traditional methods of inspection. The supervisors lack the facilities for having easy access to institutions and to teachers so that their activities are regularly monitored and professional guidance provided in time. The school supervision is mainly reduced to the periodic checking on the number of students and teachers, availability and number of furniture items and other equipment and the absenteeism of teachers on the day of the visit.

M&E systems are rarely found, and are very weak where they exist. Some common supervisory issues are the following:

- Irregularity in school timings---the schools in remote rural areas open late and close early.
- Teachers' absence is a common phenomenon especially in areas where chances of surprise visits are very rare.
- Wastage of teaching session time.
- No change in the attitude of teachers, even if exposed to training every year.
- No interest of teachers in their work, even if the teacher is present for the whole day in school.
- No interest in the healthy habit formation of students.
- No individual attention to students, the classes remain teacher dominant with any participative teaching.
- The span of control of supervisors at the district and tehsil level is disproportionate to the number of teachers and schools.

At the secondary level the following weaknesses were identified:

- Professional inefficiency, irregularity, lack of interest in the teaching profession and unsympathetic attitude of teachers towards students.
- The students are prepared for passing the examination only; teachers are not interested in imparting knowledge, no emphasis on learning or developing learning habits.
- No homework given to students and little work given to students in classes for individual learning and no checking of the work done.
- Teachers remain dominant in classroom teaching with only one-way communication, namely by the teacher.
- Headmasters/Principals do not take interest in their work and do not play their role as supervisors and professional guides for the teachers.
- During the active teaching session, some teachers and headmasters remain outside the schools for long periods on invigilation duties of BISE examinations or university examinations. This is considered as a source of additional income for the teachers at the cost of students' lost time.
- Some teachers do not teach in schools but work with full devotion in private tuition houses getting high tuition fees from students.
- The teachers do not use the AV Aids and laboratory equipment for practical science exercises.
- Copies of the curriculum are not available in the schools. The new curriculum developed but the Curriculum Wing of the Ministry of Education printed only 500 copies for distribution. In fact the requirement is that each school should get at least one copy of the curriculum.

### 6.3.7.1 Quality education

Alongside the quantitative expansion, the efforts for qualitative improvement have also been initiated. A National Curriculum Council has been established and the National Textbook and Learning Material Policy has been formulated for review of curricula and to produce quality textbooks to improve the quality of education.

### 6.3.7.2 NEAS and PEACE

The NEAS has been established at the national level, with branches in the provinces as PEACE to carry out learning achievement tests throughout the country and provide feedback of the system to improve quality initially at the elementary level. The major objectives of NEAS and PEACE's are:

- To measure learning achievements of students in grades 4 and 8 in order to raise the quality of education;
- To develop capacity in education assessment-related activities;
- The institutionalisation of a sustainable monitoring system.

National Achievement Testing<sup>33</sup> 2004 was conducted on a pilot basis in Mathematics, Urdu and Sindhi languages for Grade 4. In Sindh, the four year programme included a mathematics test for Grade 4 in the first year, language test for Grade 4 in the second year, Science test for Grade 4 and Mathematics tests for 6 and 8 in the third year and language test for Grades 4 & 8 in the fourth year. The assessment system, though still in its infancy will be useful for the improvement of the quality of education. The traditional students' evaluation system has many weaknesses.

### 6.3.7.3 BISEs<sup>34</sup>

The BISEs are responsible for conducting the annual examinations for Grades 9, 10, 11 and 12. The system of evaluation is based on assessing the level of rote memorization of students rather than testing the concepts regarding different topics. This type of examination has many weaknesses, for instance the paper setters sometimes are not qualified persons for that level, sometimes the private schools using unfair means in selection of invigilating staff and practical examiners of their choice to help their schools' children get high scores. Cheating in examinations has not been properly addressed.

The results of the BISEs are not considered as the final eligibility for admission in Medical and Engineering Colleges and also for admission in certain courses of colleges and universities. These colleges and universities have lost confidence in the results of these examinations and have designed their own entrance tests in order to judge the students on objective tests. The BISEs' scores are given almost half the value, the other more or less half the value goes to entrance tests. This indicates less trust on BISEs' evaluation system. There are instances where candidates very high scores of more than 80 or 90% in the BISEs' examination go on to badly fail in the entrance tests for the professional colleges like medical and engineering colleges.

The BISEs being organizations responsible for the assessment of students, need to design such an assessment which should be equally acceptable to all institutions. This will help in avoiding duplication of efforts and saving on the parts of individuals and organizations.

### 6.3.7.4 Facilities

The quality of education is also linked to the provision of facilities, the missing facilities like buildings, electricity, clean drinking water, separate toilets for girls and boys, boundary walls for the girl schools, furniture, libraries and sports facilities are essential requirements. Many parents are reluctant to send their children to schools where these facilities do not exist. The SMCs, when fully motivated, play a vital role in the provision of these missing facilities and addressing the common issue of teacher absenteeism and student dropouts.

### 6.3.7.5 Outdated pre-and in-service training programme<sup>35</sup>

The pre-service and in-service training programmes are outdated and lack student centred learning and activity-based teaching, and consequently do not coincide with present day demands. The training of teachers is not linked to the progress in their careers. A data-based management system is not in place to report back on teacher training programme quality and impact. This would have helped in im-

<sup>33</sup> National Report on Development of Education, MOE, GOP, Pages 15-16

<sup>34</sup> A Report on Capacity Gap Analysis, for E&SE NWFP, Peshawar, November 2009, Executive Summary, Report written by Jamshed Khan for GTZ Peshawar, based on SWOT Analysis Workshops

<sup>35</sup> A Report on Capacity Gap Analysis, for E&SE NWFP, Peshawar, November 2009, Executive Summary, page 1, Report written by Jamshed Khan for GTZ Peshawar, based on SWOT Analysis Workshops

proving the future training programmes and in providing equal opportunities to teachers to participate in training programmes.

The teacher training institutes are preparing the teachers in the traditional system. The new concepts in the training programme sometimes theoretically added to the curriculum, but their implementation is not strictly followed up in the field. The frequent transfers from and to the training institutes do not let the teachers adopt the teacher training as their career. Teachers' postings in the training institutes are generally considered as punishment to deprive them of the right of independently heading some middle, secondary or higher secondary school. The teachers as heads of institutes feel more comfortable than working as subordinate teachers in a training institute. Those posted as teachers in the training institutes are always trying to get out of the institute utilizing different influences. The institutes therefore fail to develop their own faculty.

### 6.3.7.6 Public versus private schools

In the rural primary schools few children acquire basic literacy and numeracy and about 44%<sup>36</sup> drop out before grade 5. Those in Grade 4 are unable to answer simple questions on science and mathematics. The main reasons for the low achievement level are the poorly trained teachers, the lack of instructional materials; whatever is available is not used in the classroom, inadequate supervision and management. All these contribute to the low quality of education. The quality of education at the school level usually refers to the students' performance or standards of attainment in different school subjects. The complaint about a decline in the quality of education means that standards of attainment are believed to have fallen from the average level of achievement as established through examination results. The head of the institution and the teachers are responsible for the low quality of education in an institution. The insufficient teacher inputs and ineffective institutional management and supervision also contribute to lowering the quality of education.

The insufficient teacher inputs are; the shortage of qualified teachers particularly for certain subjects, like science and mathematics, or the shortage of female teachers in rural schools. In the schools where teachers are available, they stick to the traditional system of teaching where children do not participate in the teaching-learning process. The teacher's role, if changed from teaching to helping the child to learn how to learn will actually help the students. In order to raise the quality of teaching, the orientation of teachers and the subsequent follow-up by supervisors to oversee the proper use of these participative techniques is essential.

The ineffective management and supervision also affects the quality of education. Some institutions are not visited for a long time by any external supervisor, while the internal supervisors either do not have the capacity to supervise effectively or are not willing to take pains in their role. In contrast to this situation, private sector schools have taken advantage of this weakness and have developed their institutions by imparting training to their teachers in a participative teacher-learning process and ensuring its implementation by regular supervision. Thus the quality of education in the private schools aiming towards better understanding of the basic concepts becomes attractive and thus gains popularity, resulting in attracting students from public sector schools.

The PRSP 2003 has acknowledged the role of private schools in the country, and the educational challenges are mentioned in these words, "The education service delivery in Pakistan is faced with a multitude of challenges--- from lack of infrastructure and facilities to severe shortage of qualified and trained teachers. The other challenges include: (a) under-investment in quality; (b) lack of accountability and tracking mechanisms between planners and service providers; (c) commensurate resource mobilization to achieve targets and outcomes; (d) drop out rate and teachers absenteeism; (e) availability and accessibility of low-cost, high quality education; (f) absence of formal criteria for funds allocation at school level; and (g) standardized data collection and dissemination. One positive area of development has been the emergence of a rapidly growing private sector that is prevalent in both urban and rural areas."<sup>37</sup>

### 6.3.7.7 Missing facilities

In spite of the huge spending on education and financial assistance of development partners, some of the basic facilities are still lacking in public sector schools. Building is the basic infrastructure for an educational institution; some institutions do not even have buildings. In Sindh alone, almost one fourth of primary and one fifth of the middle schools do not have their own buildings. Of the 44,315 primary schools in Sindh, 11,488 are without building facilities. In the 3,097 middle schools, 647 are without

<sup>36</sup> Pakistan Education Statistics 2007-08, Total enrolment (Public) by year and class (1998-99 to 2007-08, AEPAM, Ministry of Education,

<sup>37</sup> Para 5.130, Accelerating Economic Growth and Reducing Poverty: The Road Ahead (Poverty Reduction Strategy Paper), MoF GOP December 2003

buildings. Of the 1,601 high schools, three are lacking buildings. To show a glimpse of the missing facilities in schools the following table indicates the number where the facilities do not exist:

*Table 26: Missing facilities*

<b>Level of school</b>	<b>Total number</b>	<b>Without building</b>	<b>Without clean drinking water</b>	<b>Without electricity</b>	<b>Without toilets</b>
Primary	44,315	11,488	24,876	36,098	21,853
Middle	3097	647	1,510	2,088	1,163
High	1601	3	355	392	191
Higher secondary	198	0	26	21	19

*Source: Adapted from Pakistan Education Statistics 2007-08, AEPAM, MOE*

The missing facilities directly affect the retention level in schools. The non-availability of toilets especially for girls in girls and mixed schools (girls and boys) hinders attendance. 81% of primary, 67% of middle, 24% of high and 11% of higher secondary schools in Sindh are without electricity. Clean drinking water is not available in 56% of primary, 48% of middle, 22% of high and 13% of higher secondary schools.

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### 6.5 The list of the projects and programmes specifically considered

Country	Programmes	Contract signature	Status*	Title decision	Title contract	Sub-sector	Subsector	Contracted amount	Remainder*	Aid modality	Aid channel
PAKISTAN	Sindh Sector Support and related	2004	Ongoing	Sindh Education Plan - Support Programme (SEP-SP)		11100	Education, level unspecified	38.200.065	27.179.992	SBS	Governments; Private companies / development agencies
PAKISTAN		24.04.2007	En cours	Sindh Education Plan - Support Programme (SEP-SP)	Sindh Education Reform Programme, Sector Support	11100	Education, level unspecified	33.000.000	23.500.000	SBS	Governments
PAKISTAN		01.03.2007	En cours	Sindh Education Plan - Support Programme (SEP-SP)	Technical Assistance Support for Sindh Education Plan Support Programme, Karachi and Sindh Province, Pakistan	11100	Education, level unspecified	4.599.990	3.679.992	SBS	Other
PAKISTAN		06.04.2005	Clôturé	OPERATIONAL SHORT TERM TECHNICAL ASSISTANCE RELATED TO THE FINANCIAL AND TECHNICAL COOPERATION WITH DEVELOPING COUNTRIES IN ASIA	Technical Assistance for Sindh Education Department, Phase-II	11220	Primary education	198.364	-	Project	Private companies / development agencies
PAKISTAN		30.06.2004	Clôturé	Framework Contract AMS/451 - Dev. Co-operation - Pakistan	Technical Assistance to Department of Education, Government of Sindh	11110	Education policy and administrative management	176.511	-	Project	Private companies / development agencies
PAKISTAN		10.12.2003	Clôturé	Framework Contract AMS/451 - Dev. Co-operation - Pakistan	Identification Mission - Primary education Sindh Province of Pakistan	11220	Primary education	58.728	-	Project	Private companies / development agencies
PAKISTAN		17.11.2004	Clôturé	Framework Contract AMS/451 - Dev. Co-operation - Pakistan	Formulation mission - Sindh Education Programme	11100	Education, level unspecified	166.472	-	Project	Private companies / development agencies
PAKISTAN	NWFP – earthquake	2005	Ongoing and closed	EC Earthquake Early Recovery and Reconstruction Support to Pakistan		11220; 11100	Primary education	40.189.758	11.768.000	Project	UN bodies; Development Banks
PAKISTAN		22.09.2006	En cours	EC Earthquake Early Recovery and Reconstruction Support to Pakistan	Pakistan Education Program in the Earthquake-Affected districts of NWFP and AJK	11220	Primary education	10.000.000	3.668.000	Project	UN bodies
PAKISTAN		27.12.2006	En cours	EC Earthquake Early Recovery and Reconstruction Support to Pakistan	Earthquake Emergency Assistance Project (Education) in the Earthquake-Affected districts of AJK, Pakistan	11100	Education, level unspecified	30.000.000	8.100.000	Project	Development Banks
PAKISTAN		16.09.2005	Clôturé	OPERATIONAL SHORT TERM TECHNICAL ASSISTANCE RELATED TO THE FINANCIAL AND TECHNICAL COOPERATION WITH DEVELOPING COUNTRIES IN ASIA	Technical Assistance to NWFP/FATA Education Sector Programme	11100	Education, level unspecified	189.758	-	Project	Private companies / development agencies
PAKISTAN	AGA Khan – Northern Pakistan and	2001	Ongoing and closed	The Northern Pakistan Education Programme		11100	Education, level unspecified	29.713.053	5.135	Project	NGO; Private companies / development

Country	Programmes	Contract signature	Status*	Title decision	Title contract	Sub-sector	Subsector	Contracted amount	Remainder*	Aid modality	Aid channel
	other										agencies
PAKISTAN		12.03.2003	En cours	The Northern Pakistan Education Programme	The Northern Pakistan Education Programme	11100	Education, level unspecified	19.305.600	-	Project	NGO
PAKISTAN		31.05.2001	En cours	PAK/00/06 - Institute for Educational Development	LC - IED - Aga Khan Foundation	11100	Education, level unspecified	9.850.000	5.135	Project	NGO
PAKISTAN		26.03.2007	Clôturé	PAK/00/06 - Institute for Educational Development	Final Evaluation of Institute for Educational Development Project	11100	Education, level unspecified	56.500	-	Project	Private companies / development agencies
PAKISTAN		28.04.2005	Clôturé	The Northern Pakistan Education Programme	Technical Assistance Support for Monitoring of EC Support to the Aga Khan Foundation, Pakistan	11100	Education, level unspecified	368.985	-	Project	Other
PAKISTAN		03.06.2002	Clôturé	Framework Contracts Dev. Coop.in Asia	Appraisal mission: Second Phase - Project PAK/AIDCO/2002/406 - The Northern Pakistan Education Programme	11100	Education, level unspecified	76.367	-	Project	Private companies / development agencies
PAKISTAN		12.08.2004	Clôturé	PAK/00/06 - Institute for Educational Development	Mid Term Evaluation of AKU-IED project	11100	Education, level unspecified	55.601	-	Project	Private companies / development agencies

## 6.6 Detailed tables and figures (not included in main text)

### 6.6.1 Summary of loan and grants to Pakistan for education

Table 27: *Loan and grants to Pakistan for education*

<b>Multi-lateral Organizations Loan</b>			
<i>Serial Number</i>	<i>Donor Agency</i>	<i>Amount for basic and secondary education US\$ in million</i>	<i>Amount for other education projects</i>
	ADB	US \$ 562.9	US\$ 85 Million
	Islamic Development Bank	US\$ 10	US\$ 25.24 million for other projects in Education, including 0.1 million grant
	World Bank	US\$ 324.3	
<b>Total</b>		<b>US\$ 897.2 Million</b>	<b>US\$ 110.24 Million</b>
<b>Multilateral Grant</b>			
<i>Serial Number</i>	<i>Donor Agency</i>	<i>Amount for basic and secondary education</i>	<i>Amount for other projects in US\$</i>
1.	ILO	US\$ 1,960,328	9,467,610
2.	UNDP	9,300,000	-
3.	UNESCO	223,000	127,750
	UNFPA	1,600,000	---
	UNICEF	14,600,000	-
	WFP	52,000,000	-
			--
<b>Total</b>		<b>79,683,328</b>	<b>9,595,360</b>
<b>Unilateral Grant</b>			
<i>Serial Number</i>	<i>Donor Agency</i>	<i>Amount for basic and secondary education in US\$</i>	<i>Amount for other projects in US\$</i>
1.	AUSAID	2,400,000	--
2.	CIDA	8,150,900	331,700 + 70 million Debt Swap
3.	DFID	1,346,000	12,590,000
4.	EC	85,566,000	--
5.	GTZ/KfW	43,357,000	15,851,000+ 31.7 million Debt Swap
6.	Govt. of Japan	83,600,000	Amount of three projects not available
7.	NORAD	23,900,000	26 million debt swap
8.	USAID	83,000,000	12,000,000
9.	Save the Children Fund UK	5,299,305	---
<b>Total</b>		<b>336,614,205</b>	<b>152,621,700</b>

Source: *Directory of Donors' Assistance for Pakistan's Education Sector*, GOP, MOE, 2005

## 6.6.2 Donor assistance for Pakistan's education sector (primary and secondary education) during the period 2000-2007

Table 28: Donors' assistance for Pakistan's education sector (primary and secondary education) during the period 2000-2007

Program/ project title	Thematic area of support	Geographic coverage	Start and end date	Total project funding
<b>Loan from Multilateral organizations (in US\$)</b>				
<b>Asian Development Bank (ADB)</b>				
Middle School Project	Improve access to and quality of middle school education, and strengthen planning and management.	All districts: Balochistan, NWFP, Sindh	12 Oct. 1994 to 30 Sep. 2003	78.0 million
Second Girls Primary Education Project	Improve access to and quality of girls' primary education through community model schools.	Federal, all districts of NWFP, Sindh, Punjab and Balochistan	19 Jan. 1998 to 31 May 2004	40.0 million
School Science Education Project	Increase the number of better-educated grade 10 science graduates.	Federal, and all districts of Balochistan, NWFP and Punjab	1 Mar. 1999 to 30 Jun. 2004	44.9 million
Decentralized Elementary Education Project (Sindh)	Improve access to decentralized public elementary education for rural, girls in particular.	Sindh covering 16 districts	09 Apr. 2004 to 30 Jun. 2009	75.0 million
Decentralized Social Services Program, Sindh	Improve basic school conditions, and institutionalize district planning for education development.	All districts	2003 to 2007	105.0 million
Decentralized Social Services Project, Punjab	Improve secondary education system and institutionalize decentralized planning and management.	All districts	2004 to 2008	150.0 million
Decentralized Social Services, Balochistan	Improve basic education and institutionalize decentralized planning and management.	All districts	2005 to 2009	70.0 million
<b>Islamic Development Bank (IDB) Loan</b>				
200 Primary Schools Project	Primary education	Pakistan	2005 to 2010	US\$ 10 Million
<b>The World Bank (WB) Loan</b>				
Punjab Education Sector Development Policy Credit	Education Quality, Governance and Access; Improve Public Sector Financing	Punjab	FY 2004 to FY 2006	US\$ 300 Million
National Education Assessment System	Education Quality – Student Learning Assessment	Federal; all provinces	2003 to 2008	US\$ 3.63 Million
Balochistan Elementary Education Project	Elementary Education; teacher training; Donor Coordination	Balochistan	Expected to start FY 2006 and completion by FY 2009	US\$ 20 Million
Japan Social Development Fund (JSDF)	Education – Public Awareness; Scholarships and Vouchers	Rural Sindh, Punjab, ICT and FATA	FY 2004 to FY 2006	US\$ 706,500
Teacher Management Study	Teacher management reform	---	FY 2004 to FY 2005	---NA
Public-Private Partnerships in Education	Survey of Public and Private schools to assess how school quality may be improved.	3 districts of Punjab	FY 2004 to FY 2005	---NA

<i>Program/ project title</i>	<i>Thematic area of support</i>	<i>Geographic coverage</i>	<i>Start and end date</i>	<i>Total project funding</i>
<b>Grant from Multilateral Organizations</b>				
<b>International Labour Organization (ILO)</b>				
PAK/02/PO3/SDC Combating Child Labour Through Education & Training	Providing access to Education	District Peshawar, District Nowshera, District Charsadda, District Mardan	1 Jan. 2003 to 31 Dec. 2005	US\$ 1,960,328
<b>United Nations Development Program (UNDP)</b>				
Support for MDG/NCHD	Universal Primary Education	16 districts in Punjab, Sindh, NWFP and Balochistan	Oct. 2002 to Sep. 2007	US\$ 9.3 Million
<b>United Nations Educational Scientific and Cultural Organization (UNESCO)</b>				
Making the right to education a reality for all children	Primary education, ECE	Pakistan	9 Jan. 2005 to 31 Dec. 2005	\$ 38,500
Ensuring gender equality in EFA	Girls education	Pakistan	9 Jan. 2005 to 31 Dec. 2005	\$ 37,250
Promoting lifelong learning through literacy and non-formal education	Literacy for all, UNLD, Formal & Non formal Education, NFBE	Pakistan	9 Jan. 2005 to 31 Dec. 2005	\$ 39,250
Improving the quality of education	Human Rights education, UN Decade of Education for sustainable Development	Pakistan	9 Jan. 2005 to 31 Dec. 2005	\$ 26,000
Planning for the implementation of EFA	National Planning and Policy Reform for EFA	Pakistan	9 Jan. 2005 to 31 Dec. 2005	\$ 75,000
Renewing Secondary Education	Guidance of teachers and students at secondary level	Pakistan	9 Jan. 2005 to 31 Dec. 2005	\$ 7,000
<b>United Nations Population Fund (UNFPA)</b>				
Support for Girls' Primary Schools	Strengthening existing EFA forum for girls and up gradation of NFE Centre to girls N.F Middle Schools.	Two districts in each province and AJK	2004 to 2008	US\$ 1.6 Million
<b>United Nations Children's Fund (UNICEF) Grant</b>				
Primary Education	Access to and completion of primary schooling	23 districts/all provinces	Jan. 2004 to Dec. 2008	\$14.6 million
<b>World Food Program (WFP)</b>				
Assistance to Girls Primary Education	Food assistance to girls	34 districts All provinces and AJK	Oct 2004 – Dec 2008	US\$ 52 million
<b>Bilateral organizations</b>				
<b>AusAID</b>				
Increasing access of girls to higher quality primary education in Baluchistan	Primary education for girls	4 districts	June 2003 –June 2006	US \$ 2.4 million
<b>CIDA</b>				
Sustainable literacy programme	Community based non-formal schools for primary education	Lahore Punjab	Nov 2002-Nov 2005	US \$ 40,000
Women empowerment through literacy	Home based schools	Tehsil Nankana Sahib, Shaikhupura, Punjab	Sept 2003-Sept 2006	US\$ 34,000
Gender and rights with education development in Hunza schools	Primary education and teacher training	Hunza	November 2002 to November 2005	US \$ 33,000
Drop-in-centers for working children	Non formal education to street and working children	Quetta, Balochistan	June2003tojune2004	US \$ 28,000
Reactivation of 20 non functional and	Reactivation of Govt schools through infra structure devel-	Khyber agency, FATA	April2004 to april2005	US\$35,900

<b>Program/ project title</b>	<b>Thematic area of support</b>	<b>Geographic coverage</b>	<b>Start and end date</b>	<b>Total project funding</b>
low performance government girls primary schools in Khyber agency	opment, provision of furniture, water supply and sanitation facilities			
Canada-Pakistan basic education project	Policy development institutional and teachers CD	Islamabad and Punjab	2004 to 2009	US\$7,600,000
Citizenship Rights and responsibilities	Curriculum and teacher training , awareness and orientation, capacity building	Karachi , Lahore	2000to 2004	US \$760,000
Strengthening rural primary education in Pakistan	System upgrading, institutional and teachers' CD	Mansehra	2000 to 2005	US\$380,000
<b>DFID</b>				
National Education assessment system (NEAS)	Education quality-student learning assessment	National	5 years	US\$1.346
<b>EC</b>				
ALA-00/06-Institute for educational development	Improvement of elementary teachers' skill	AKF, AKU	31 May 2001 to 30 may 2007	\$12.401
PAK/AIDCO/2002/0406-Northren Pak. Education Programme	Support Education Sector in Gilgit and Baltistan	AKF, AKESP local village councils	9 may 2003to 8 may 2008	\$24.802
Primary education in Sindh	Support to Primary Education	Government of Sindh	2005 to 2010	\$ 48.363
<b>GTZ</b>				
Government of North Western Frontier Province (GoNWFP) Education sector development programme (ESDP)	Sector policies and organization development, education quality and participation	NWFP+ support at federal level	Jul-04 to jun-08	\$3.968 mil (Jul-02 to Jun-04) US\$ 5.704 mil (Jul-04 to Jun-08)
Go Punjab education development	To be defined with go Punjab	Punjab	Jul-05 to Jun- 09	\$3.720 million
Federal ministry of education	·To be defined with Federal ministry of Education	Pakistan	Jul -05 to Jun-09	\$1.860 mil
Debt- for - education swap II- NWFP	·Infrastructure middle schools	NWFP	under negotiation	\$15.851 mil debt cancellation \$31.701 mil
BEFARE-basic education for afghan refugees	·Institution building, capacity. ·Quality improvement	Pashtoon speaking districts NWFP	Jan -04 to dec -05	\$1.240 mil (2002-12/2003) \$0.372 mil (01/2004-12/2005)
<b>Govt of Japan</b>				
EFA support program by JICA	Capacity building of MOE in EFA including ECE non formal basic education and adult literacy	National	Jun -97 to oct -2005	NA
Counterpart fund support for rehabilitation and furnishing primary middle and high schools in FATA	Infrastructure development to improve the quality of primary and secondary education for 130 schools in FATA	FATA	Sept 2004 to August 2006	2.5M
Balochistan middle level education project by JBIC	Improving access, participation and quality at the middle school level	All 26 districts of Balochistan	11-11-97to 25-11-2005	NA
Grant assistance for grassroots hu-	Primary education at the	All over Pakistan	1989 and is ongoing	80.M



<b>Program/ project title</b>	<b>Thematic area of support</b>	<b>Geographic coverage</b>	<b>Start and end date</b>	<b>Total project funding</b>
man security project	grassroots level			
<b>NORAD</b>				
Establishment of 350 community schools in FATA	Public private partnership establish 350 CECs & schools CD of NGOs/CBOs	FATA	2003-2008	7.30 million
Universal quality primary education in 6 distr. In Punjab	Capacity building – community participation -school learning environment -Districts M.I.S. Teacher training	Sargodha Mianwali Sheikhupura Kasur Rajanpur R Y Khan	2003-2007	5.4 million
Basic education improvement project	Capacity building & training LCOs / Teacher Resource Centres (TRCs) and PTAs -mainstreaming of Madaris	NWFP	2003-2008	11.2 Million
<b>USAID</b>				
ESR Assistance	-Policy planning -Teacher training -Adult literacy programs -Strengthening of schools management committees -Public private partnerships	9 districts in Sindh and Balochistan, ICT activities has a national coverage	2002-2006	\$61M
Creating democratic schools CDS	Early Childhood Education	Islamabad Rawalpindi and Karachi	2002-2006	\$5M
Releasing creativity and confidence	Early Childhood Education	Selected districts in Sindh and Balochistan	2002-2006	\$ 5M
Examination board Aga Khan university	Assessment systems	national	2003-2006	\$4.5M
Pakistan teacher education and professional development program	Teacher training	National	2003-2006	\$5M
FATA school rehabilitation and furnishing project	School infrastructure	FATA	2003-2005	\$2.5M
<b>SCUK</b>				
Reducing child Labour through quality education for all	Universal Primary Education (UPE) and quality assurance ,technical secondary education	District Kasur & Sheikhupura	2002-2006	US\$ 5 million
Child focused MIS	UPE Quality assurance	District Kasur, Punjab	2000-2006	US\$ 191,275
Basic NF Education	UPE Quality Assurance	District Sheikhupura and Dist. Khairpur	2004	US\$ 108,030

Source: *Directory of Donors' Assistance for Pakistan's Education Sector, GOP, MOE, 2005*

## 6.7 Description of major interventions

The main support mechanisms in education in Pakistan over the evaluation period have been the Sindh Education Plan Support Programme (SEPSP), EC Earthquake Emergency Assistance Projects (EEAP) for ADB and Pakistan Education Program in the Earthquake-Affected districts of NWFP and AJK for UNICEF, as well as the Northern Pakistan Education Programme (NPEP). The earthquake assistance came as a response to the earthquake which struck on the 8<sup>th</sup> of October, 2005 with wide-spread destruction in NWFP and AKP and so funds came in towards the end of the evaluation period in this regard.

### 6.7.1 Programme 1: Sindh Education Plan Support Programme (SEPSP)

Education Plan Support Programme

Budget: 33 m Euro, Remainder (June 2009): 23.5 m Euro (9.5 m Euro - first year tranche release paid Sept. 2008)

Financing Agreement: signed 12/12/06 by EC; 22/12/06 by GoP

Duration: 22 December 2006 to 31 December 2011

Status: Ongoing

The overall objective of the Sindh Education Plan Support Programme (SEPSP) is poverty alleviation in Sindh Province through accelerating progress and reforms in achieving Education for All (EFA) goals. The purpose of the SEPSP is improved capacity at school, district and provincial level to deliver quality elementary education services in an equitable way.

#### Expected Results

##### i. Improved governance and capacities of Provincial and District government departments, institutions and local bodies to plan, implement and account for the delivery of education services.

- Strengthened institutions, human resources and governance systems in education at all levels in the province in respect of policy formulation, planning, budgeting, public finance management, monitoring and evaluation, personnel policy and teacher professional development; stakeholder consultation and donor co-ordination.
- Increased efficiency and more rational use of available resources, increased accountability, and increased provincial and district effectiveness in particular with regard to financial and personnel management.
- Effective Public Private Partnerships (PPP) with improved capacity of School Management Committees (SMC).
- Upgraded systems of monitoring, research, and evaluation, with gender disaggregated data on education, including an accurate and up to date Education Management and Information Systems (EMIS).
- Improved functioning of the education system in the devolved set-up, through clarification of responsibilities, functions and organisational structures in support of LGO (2001) at provincial and at district levels and lower administrative levels.

##### ii. Improved education outcomes at District level

- Improved quality of district education planning and budgeting of resources at all levels guided by a Medium Term Budget and Expenditure Framework for education and minimum service standards.
- Access, relevance and quality of school education, especially pre-school and elementary education improved, with special attention for underserved areas and groups.

#### Four Pillars of the reform:

- pillar 1 – Improving Fiscal sustainability and effectiveness of public expenditures;
- pillar 2 – Improving education sector management;
- pillar 3 – Improving access to quality schooling;
- pillar 4 – Improving the quality of teaching and student learning

#### Main Activities/Components:

- Support to Province-wide capacity building
- Support to improved delivery of education services at District level
- Technical Assistance to support Capacity Development

#### Activities

## Programme Components:

### 1. Support to Province-wide capacity building:

- Finalization of a capacity building and public finance needs and investment plan
- Support to Human Resources Development, including training and professional development of teachers and education managers
- Strengthen the Department of Education Reform and Support Unit (RSU)
- Improve Provincial and District Education Management and Information Systems (EMIS)
- Improve management, planning and monitoring systems under devolution (including District Education Planning, Medium-Term Budget and Expenditure Framework, School-based management and Minimum Service Standards)
- Strengthen civil society involvement in service delivery and monitoring and improved Public-Private Partnership mechanisms, including support to School Management Committees and the Sindh Education Foundation

### 2. Support to improved delivery of education services at District level:

- Support to GoS in developing and adequately funding a Province-wide District Budget Support mechanism, to provide districts in a coordinated, transparent and accountable manner with adequate resources to improve education service delivery. The aim is to support the Sindh Government to integrate and optimise federal and provincial government resources with donor resources for education as well as with private and community sources
- Strengthening devolution, sector policy planning and management, improving access and (minimum) service standards, with special attention for underserved areas and children.

### 3. Technical Assistance to support Capacity Development

Technical Assistance Support for Education Plan Support Programme

CRIS No: C-1335978

EC Contribution: € 4,599,990 (under CRIS 17667)

Beneficiary Contribution: € 0

Beneficiary: Government of Sindh Province, Pakistan

Modality: Project managed by the Delegation (devolved)

Agreement Service Contract : signed 14/02/07 by Commission; 1/03/07 by British Council

Commencement Date: 1 March December 2006

End Date: 28 February 2011

Amount committed: € 4,599,990

Amount disbursed : € 1,293,420 by 11/11/2009

The **Overall objective** of the Technical Assistance is improved capacity at school, district and provincial level, to deliver quality elementary education services in an equitable way. EC TA has been recruited and is managed through a TA contract. The EC TA is headed by an EC Team leader (TL). The TA Team is operating from, housed in, and accredited by the DoE Reform Support Unit (RSU). The EC TA team is charged with:

- deployment of EC TA to assist the DoE and Districts in key-areas, in particular to design and launch new sector-wide management tools
- provide TA and resources in support of HRD and Training
- facilitation EC-independent M&E review and EC audit missions
- ensure "EC Information and Visibility"

#### Envisaged results:

- Required fiduciary and PFM standards established
- Planning, implementation and M&E capacity strengthened
- Integrated cumulative education policy
- Quality education institutionalized in schools

#### Organisational set-up:

The programme is to be steered by the Chief Secretary of the Province and will be implemented by the Department of Education in coordination with Departments of Finance and Planning & Development with active involvement of District Governments, SMCs and Civil Society Organizations. All do-

nor inputs will be coordinated through a Reform Support Unit already established, in the Department of Education, for this purpose.

### Implementing Partner(s):

The Department of Education and Literacy (DoE) of the Sindh Government

### Stakeholders and institutional capacity:

- Government of Sindh (Departments for Education, Finance and Planning and Development), District governments and teacher training institutes (PITE, Elementary Colleges, IED),
- Sindh Education Foundation, NGOs, SMCs and civil society

### Monitoring:

Twice a year EC/WB/JRM are organized yielding an Aide Memoire and a Compliance Report. External Monitoring and Reviews (EMR) are conducted to monitor, for a limited duration, the progress of parts of the SEP-SP with regard to its programme milestones on behalf of the EC. The consultants are provided support to the EC-Delegation to Pakistan to enhance the quality and effectiveness of the SEPSP assistance to the SERP. To that end, the consultants are also expected to collaborate with the SER-TA the Sindh Education Department, the World Bank and other donors during monitoring of the SEPSP.

A ROM monitoring report on the technical assistance project of November 2009 is referred to in order to get insight into progress made.

Progress made and preliminary results of SEPSP are based on the Aide Memoire of the Joint World Bank /European Commission Mission of September 2007<sup>38</sup> and the May 2008 Compliance Report submitted as an annex to the Note to Mr. Dirk Meganck, Director AIDCO D.

In September 2007 an EC/WB/JRM was organized with a Compliance Report and in February 2009 an external monitoring mission was organised by the EC and a ROM (results-oriented monitoring visit in November 2009).

### Results achieved

The identified results are based on the May 2008 updated GoS Compliance Assessment Report following the agreed SETP Policy Matrix Year -1 Milestones and Conditions for Budget Support Tranche release.

The September 2007 JRM reported that most triggers for SEDPC II are broadly on track apart from the Mission being concerned about a potential policy reversal or deviation from agreed commitments. This included reduced frequency of Steering Committee Meetings which contributed to insufficient oversight and guidance to key reforms

Based on this JRM, and combined with indications that the GoS did not properly apply its merit based teacher recruitment policy, the first EC tranche release payment was postponed. The May 2008 JRM Mission though indicated that now all conditions for tranche release were met including a written confirmation by the Education Secretary supported by DEOs of all 23 districts that no teacher recruitment has taken place in contradiction with GoS's 2007 recruitment policy

### Pillar 1: Improving Fiscal sustainability and Effectiveness of Public Expenditure

Year 1 conditions as by September 2007 by Status Compliance December 2007

<b>Year I Conditions FA and September 2007 Policy Matrix</b>	<b>Status/Compliance December 2007 / April May 2008</b>
GoS prepares a medium-term fiscal framework for FY08-FY10 (MTEFF)	Condition fulfilled (F)
Road Map for provincial MTBF approved	Partially fulfilled (PF)
GoS prepares and implements the 2006/07 provincial budget increases in provincial revenue by over 13%; reduces provincial interest and subsidy expenditures by more than 30%;increase allocation for PRSP expenditure by over 24%; allocates 75% of ADP funds for on-going schemes	PF Overall implementation of FY06/07 budget was satisfactorily. Government continues to allocate 75% of ADP funds for on-going schemes. EC BS has been accommodated in the FY07/08 budget
GoS approves a Medium Sector Policy Framework and a Financing Plan	F
GoS issues an Executive Order requiring regular DAC meetings	F
Establishment of Financial Management Cell within	F

<sup>38</sup> AIDE MEMOIRE SINDH EDUCATION SECTOR REFORM (SERP)-SECOND EDUCATION SECTOR DEVELOPMENT POLICY CREDIT (SEDPC II) PREPARATION, Joint World Bank/European Commission Mission September 3-11, 2007

<b>Year I Conditions FA and September 2007 Policy Matrix</b>	<b>Status/Compliance December 2007 / April May 2008</b>
education RSU to provide fiscal and financial information requirements for planning and coordination and to monitor resolution of audit paragraphs	
Prepare District Government Budgets on the new Code of accounts and New Accounting model as of FY 2006/07 Conduct provincial Financial Management and Accountability Assessment (PFMA) using PEFA performance measurement indicator framework	PF Budgets for FY 2007/08 have been prepared under the New Accounting Model (NAM) at both provincial and district level allowing improved PFMA assessment. Connectivity of districts of Sindh with Finance and Education Departments of GoS will assist in tracking and monitoring of public expenditures. 18 of the 23 districts connected
Prepare Procurement Reform Road Map.	F
Provision in place for third party supervision and procurement ex-post review of schools	PF EC has been approached for funding of the (sample) TPV validation

### **Pillar 2: Improving Education Sector Governance and Management**

<b>Year I Conditions FA and September 2007 Policy Matrix</b>	<b>Status/Compliance December 2007/April May 2008</b>
Reform Support Unit established and fully operational;	<b>F</b>
SEMIS restructured and implements a revamped school census to establish baselines for key performance and input indicators at provincial and district level	<b>F</b>
Develop and launch communication campaign on the design and benefits of the reform programme among stakeholders and all levels	<b>PF.</b> RSU has launched its website and conducts stakeholder meetings on specific SERP issues e.g. teacher recruitment, MTFF/MTBF, issuance of stipends, textbook distribution etc.
GoS implements strategy of merit based posting of EDOs Education	<b>PF</b> addressed in Working Group on Education Sector Cadre
Develop a database to record the date of posting and transfer of EDO (Education)	<b>PF</b> SEMIS data collection is partially addressing this and the GoS personnel database is used for transfers and postings
Continue merit based recruitment of District Education Management in grades 17 and above through the Sindh Public Services Commission	<b>PF</b> addressed in Working Group on Education Sector Cadre
Maintain autonomy of the Sindh Public Service Commission as per the existing ordinance	<b>F</b>
Comprehensive review of needs for school-based teachers including ration and redeployment.	<b>PF.</b> TYOP annex 2008 will include teacher redeployment indicators
Strengthen teacher monitoring by introducing a system of outcome-based rewards for school inspectors and supervisions	<b>PF.</b> Addressed in the Working Group on Education Sector Cadre.
Based on field study on SMC effectiveness, review and revise existing policy on SMC composition and appointment procedures, roles and responsibilities and audit requirements	<b>PF</b> EC supported a study on SMCs
Implement new policy of increased funding to SMCs and undertake third party evaluation of its effectiveness	<b>Not Fulfilled(NF)</b> Findings EC supported study will be presented in a Workshop at RSU for key stakeholders. GoS has a positive approach to funding and release of SMC fund, albeit with a clear system that the SMC is operational
Establish baseline on the receipt of funds, parent participation in SMCs; mobilize and establish SMCs in middle and secondary schools. Design pilot program for building capacity of SMCs in 6 districts. Launch third party assessment of effectiveness of SMCs in primary schools	<b>PF.</b> Accounts data of all SMCs established; transfer of funds pending.
Baseline established based on 2006 school census including a full analysis of functional/closed schools, teacher positions and enrolment also to serve as monitoring indicators for partnership with districts	<b>F</b>
GoS negotiates and signs Terms of Partnerships (TOP) agreements with at least 12 Districts	<b>F</b>

**Pillar 3: Improving access to quality schooling particularly in rural areas and for girls**

<b>Year I Conditions FA and September 2007 Policy Matrix</b>	<b>Status/Compliance December 2007/April May 2008</b>
Districts prepare a prioritized infrastructure improvement plan which ensures that each completed school can be operational (with adequate student and teachers and student teacher ratio of at least 30:1)	<b>F</b>
Survey of closed public schools; eliminate all funding to these schools and assess scope for reopening	<b>PF</b> Survey completed and action plan will be submitted to the Steering Committee
Deliver stipends to at least 80% of intended beneficiaries (girls middle and high schools) based on revamped delivery mechanism. Third party validation	<b>F</b>
Deliver and implement pilot differential policy targeting higher stipends to approximately 50,000 middle and high school girls in talukas with low female transition rates and low transition rates from primary to middle. Prepare impact evaluation strategy	<b>PF</b> To be tested in a pilot in the 2007/08 school year.
Free textbooks reach at least 80% of beneficiaries at the start (within the first month) of the academic year	<b>F</b>
Design school contracting pilot (including viable closed schools); develop private school quality assurance system; undertake survey of private schools	<b>Not fulfilled.</b> Round table discussion took place with the Sindh Education Foundation (SEF), TSU, WB and EC TA on the proposal to provide SEF with Rs 100 million (from WB BS) for a PPP programme.

**Pillar 4: Improving the Quality of Learning and Teaching**

<b>Year I Conditions FA and September 2007 Policy Matrix</b>	<b>Status/Compliance December 2007/April May 2008</b>
Government notifies new policy for recruitment of contract teachers. Complete an analysis of school specific needs (taking into account possible redeployment) with district consultation to inform on future recruitment	<b>F</b> <b>PF</b> TPV in 2008
Develop phased action plan for setting up a system of Accreditation and certification for public and private teacher training programs	<b>PF</b> SEF finalized the proposal and funding of SEF agreed upon.
Working group established to analyze and redefine the roles and responsibilities of PITE and BoC in respect of Initial Teacher Education and the development of teachers	<b>F</b>
Initiate a Review and evaluate textbook development and production process with attention to quality, transparency, efficiency and costs	<b>F</b> PEACE workplan is initiated with EC TA support
Create staff positions for Provincial Education Assessment Centre (PEACE) within BoC.	<b>F</b>
Establish a Committee for determining the framework for exit examinations to improve their reliability and comparability across schools	<b>PF</b> PEACE workplan is initiated with EC TA support

From the status and compliance to first year action plan conditionalities, it is clear that SEPS is well on track in accommodating its objectives. The TA component has played a substantial role in this as reflected in the monitoring scores below. The main deficiencies lie in the need for an integrated M&E system and instalment of a specialised M&E Unit within the RSU, as well as the requirement of a regular PFM evaluation.

<b>SUMMARY OF ROM CONCLUSIONS</b>	<b>09/11/09</b>
Relevance and quality of design	A
Efficiency of implementation to date	B
Effectiveness to date	A
Impact to date	B
Potential sustainability	B

**6.7.2 Programme 2: Earthquake Emergency Assistance Project (EEAP)**

Earthquake Emergency Assistance Project (EEAP) (Education) in the Earthquake-affected districts of AJK  
Budget: 30 m Euro (EC contribution makes up 46.77% approx. of est. total of 64.140 m Euro)

Financing Agreement: Signed in December 2006

Duration: January 2007 to December 2009

Status: Closed

**Implementing Agency:** ADB

**Objectives:**

The education sector component (ESC) under the Earthquake Emergency Assistance Project (EEAP) of ADB has the objective of re-establishing the social infrastructures and related facilities to facilitate early recovery and rehabilitation of the affected population in AJK by providing for the most needed primary and middle education requirements of the affected population in AJK. Out of the total commitment of US\$ 110 million in the education sector under EEAP, US\$ 80.2 million is specifically committed to AJK, to reconstruct schools in 4 most affected districts hit by 2005 earthquake. Australia, the European Commission, and Finland are the ADB's co-financing partners in the education sector in AJK. The EC is providing US\$ 37.5 million (47% of the education portfolio) out of this overall commitment. The EC and ADB funds in the education sector component of EEAP are being mainly used for: reconstructing partly and completely damaged government middle schools building; provision of all essential furniture and equipment for middle schools; teachers training and SMC's formation and mobilization in middle schools; and consultancy and administrative assistance required for these activities.

**Expected Results:**

- Seismically safe education facilities meeting hazard-resistant construction standards and designs for various levels of educational institutions;
- Adequate provision for physically handicapped children and students in reconstructed schools;
- Construction designs with due consideration to low maintenance of buildings;
- Quality Assurance by strictly following building codes and close monitoring;
- Classroom size, number and design and other facilities to follow current and future enrolment needs and per student space criteria used internationally, allowing proper air circulation, appropriate light and able to cater for interactive learning-teaching pedagogical practices;
- Availability of appropriate water and sanitation facilities to all institutions, including separate latrines for students and teachers and separate for boys and girls in case of mixed schools;
- Adequate educational materials, furniture and equipment to each reconstructed institution on completion of building;
- Provincial and district governments ensuring allocation of adequate institution based recurrent budgets, particularly at the primary and middle school levels, to facilitate educational institutions to continue to function optimally;
- Increased ownership and sustainability through beneficiary participation, particularly parents and students in the reconstruction efforts and management of schools,
- Schools' Parents Teachers Associations (PTAs) / School Management Committees (SMCs) empowered to utilize reconstruction and recurrent budgets allocated to the school.

**Main Activities:**

The EC and ADB funds in the education sector component of EEAP would be mainly used for (i) repair and reconstruction of about 328 partly and completely damaged government middle (including primary) school buildings according to improved seismic designs, latrines, office accommodation, (ii) provision of all essential furniture and equipment for all the middle (including primary) schools reconstructed and repaired; (iii) training of master trainers for teacher training; (iv) school health services for physical and physiological health assessment and advice; and (v) consultancy and administrative assistance for the design and construction supervision of civil works and procurement of equipment.

The original estimated scope for the reconstruction activities was 328 middle schools, which was reduced to 293 schools in September 2009, after escalation in unit cost of schools witnessed in the bidding process. However subsequently due to devaluation of the local currency, the actual number of schools that were finally awarded increased to 307 schools.

The soft component covering Teacher Training and SMC's formation/mobilization is complete in 309 Middle Schools. In September 2009, the impact assessment and follow up of the SMC performance and role in school management, student enrolment and teacher assessment was underway.

**Design, Installation of School Buildings:** The original design, based on a traditional construction model, was replaced in early 2007 with a 'pre-engineered light steel-frame structure' in consultation with the Department of Education AJK and ERR. The change in design setback early progress in the school rebuilding program, and faced many hurdles in implementation as the both procurement

method (turn key) and the technology was new to the country. Although the quick rollout objective was not met for the earthquake area as originally envisaged, however quality control objectives were fully met and with the first group of schools successfully completed the new model has established itself as a quick role out option for remaining EC/ADB financed portfolio and for new schools construction to be undertaken by ERRA.

**Procurement of Goods:** Based on a consensus developed on the: right size/type of furniture for primary, middle sections, staff rooms, science lab and computer room by representatives from DoE, ADB, NESPAK, including a sample of school teachers, parents, and students. The Consultants (NESPAK) subsequently prepared the specifications/designs of furniture and equipment for the middle schools, based on this feedback. Bids were invited as the construction phase matured and letter of awards were issued to the prospective bidders for supply to 273 schools. The supply of furniture started during the 3rd quarter of 2009.

**Teacher Training:** The intervention under teacher training has been completed. The specific tasks completed have been:

- Resource persons trained;
- 18 Master trainers trained - 6 each in Bagh, Poonch and Muzaffarabad districts;
- Capacity building of 596 junior teachers (46% females) was conducted in English, Mathematics and Science for grades VI - VIII according to the teacher training module approved by DoE. Follow up workshops were conducted to report the 12 days teachers training, impact of training and to provide mentor support through clusters based approach.

**Monitoring: ROM; external evaluation:**

The first and only monitoring visit took place between the 28<sup>th</sup> of September 2009 and the 1<sup>st</sup> of October 2009, when the project was nearing completion. The monitoring conclusions praised the new innovative seismically robust design of the school buildings as well as the community work for having wide and deep implications and the SMC activities for assuring local ownership. The choice of the ADB as implementing agency was mentioned as not being ideal in terms of the right balance between engineering and financial skills to perform the project successfully, which would perhaps have been more suited to specialised UN/NGO agencies. Besides that, creating new government agencies for reconstruction (ERRA/SERRA) immediately after the disaster was seen as not the best timing. Cross-cutting issues such as environmental issues and gender issues have been aptly taken into account and donor coordination concerns have also been addressed.

**Results:**

The results were fairly poor in the end with only 9 out of 309 schools having been handed over (by November 2009) and the preparatory process of community mobilization has only been completed in 165 SMCs. Basically the whole project has been drastically delayed due to administrative hurdles and a lack of appropriate internal processes not often found in Development Banks. However, the project is expected to deliver better results than expected in relation to the innovative design of buildings and the community mobilisation activities.

This overall record of satisfactory performance despite difficult surrounding circumstances is reflected in the ROM reports and scores;

<b>SUMMARY OF ROM CONCLUSIONS</b>	<b>11/11/09</b>
Relevance and quality of design	B
Efficiency of implementation to date	C
Effectiveness to date	D
Impact to date	B
Potential sustainability	B

**6.7.3 Programme 2: Pakistan Education Program in the Earthquake-Affected districts of NWFP and AJK**

Pakistan Education Program in the Earthquake-Affected districts of NWFP and AJK  
 Budget: 10 m Euro (EC contribution makes up 21.45% approx. of est. total of 46.618 m Euro)  
 Financing Agreement: Signed in August 2006  
 Duration: August 2006 to August 2009  
 Status: Running. Project extended for one year

**Implementing Agency:** UNICEF



**Objectives:**

Consistent with, and building upon, the UNICEF response so far, this programme focuses both on re-establishing delivery of existing basic services and strengthening and enhancing that delivery in ways which extend the reach of services to marginalized and vulnerable groups/communities in affected districts, especially to girls.

The programme provides for greater community-driven and coordinated education service provision using approaches which provide a focus for community rehabilitation and development. It aims to 'build back better' through a comprehensive, integrated approach to school improvement focusing on improving access for all children to healthy, protective and good quality primary and middle school education - termed 'child-friendly' schools.

As noted above, this programme is approved by the Earthquake Recovery and Reconstruction Authority (ERRA), is consistent with the ERRA Education Strategy and consistent with the National Education Policy (1998-2020). The principal implementing partners will be the responsible agencies of the Government of Pakistan, namely ERRA at federal level, provincial and district levels, and in coordination with development partners, initially through the Education Cluster and, subsequently, through the donor coordination mechanism being established by ERRA.

**Expected Results:**

- 400,000 primary and middle school children in school before the earthquake have been re-enrolled in school;
- Approximately 30% of the children not enrolled before the earthquake are enrolled, including marginalized groups;
- Improved systems in place for education management and administration together with improved capacity for planning and management of the education system, and improved accountability systems and processes;
- The gender gap in access and enrolment at the end of 36 months is closing with accelerated speed compared to the pre-earthquake situation;
- Improved standards and physical specifications for safe and functional school buildings, including provision of clean water and sanitary latrines.

**Main Activities/Components:**

**Component 1:** Establishing safe and child friendly learning spaces/schools staffed with adequate teachers

- Construct 500 primary rural schools and provision of temporary learning spaces (primarily tents) in five target districts. Each school will conform to ERRA requirements and include, on average, three classrooms for grades Katchi through Class 5. Where possible, support will be provided for upgrading of primary schools to elementary level (K - VIII);
- Provide technical assistance to develop earthquake proof, child friendly school designs and construct model structures;
- Provide temporary structures, primarily tents, to bridge the gap until permanent structures can be built. Tents will be winterized and equipped as fully as possible to act as temporary schools for a minimum of three years. Where construction of permanent schools is expected to take longer than three years, alternative temporary structures will be provided.
- Provide support to assist both permanent and temporary schools to be 'child-friendly', including training for teachers, basic teaching and learning materials, including textbooks where necessary, linked to provision of adequate water and sanitation facilities, health screening on entry to Katchi class, and a hygiene education program for teachers, students and school management committees;
- Appoint/assign/train male and female teachers and provide safe transport where needed - for both students and teachers. Training will include 'child-friendly' and learner-centred teaching approaches and multi-grade teaching strategies;
- Develop processes and put them in place to ensure community involvement in critical decisions affecting school reconstruction and development, including training in preparation of simple development plans together with a grant to assist in meeting planned development priorities and as a basis for community-level resource mobilization;
- Provide support to government teachers necessary for their return to effective teaching, including transport incentives or one-off allowances and/or resource teacher packs (including basic teaching aids and materials);
- Recruit and train additional/'para' teachers to ensure adequate staffing of temporary schools (salaries to be covered for a fixed period of time with a clear phasing out strategy).

**Component 2: Sustaining and increasing demand for education**

- 'Welcome to School' initiative aimed at sustaining and increasing enrolment with increased community participation;
- Targeted support to very vulnerable children, especially those who have lost one or both parents.

**Component 3: Inclusive schools and healthy learners**

- Identify key health problems among school children-boys as well as girls-in order to set up a tracking mechanism at the school level to follow children's health situations and refer them where needed to the appropriate health facilities;
- Establish school-level health screening activities in collaboration with health authorities;
- Ensure provision of training and support to address psychosocial needs of students and teachers in collaboration with UN agencies and NGOs (e.g. Rozan);
- Establish a school feeding programme in 30% of schools in collaboration with WFP (both temporary and permanent) to support efforts to increase/sustain enrolments, especially of girls.

**Component 4: Improving learning processes and outcomes**

- Revise teacher education curriculum to ensure training which better prepares teachers for the emergency to reconstruction period;
- Provide effective in-service teacher training programs focusing on practicing new, child friendly/inclusive pedagogical skills in the classroom;
- Provide regular support and feedback to teachers necessary to improve quality of student learning and to strengthen their self-confidence and self-esteem;
- Provide teacher training on multi-grade teaching techniques needed to address the reality of diverse classrooms in a concerted and effective manner;
- Develop teacher guides, tools and teaching-learning materials needed to support more active learning, especially in multi-grade settings.

**Component 5: Rebuilding the education management and administrative system at the school and district levels, and linking the emergency intervention with medium and longer-term educational reconstruction and sector reform**

- Systems for district education management restored and operational in five districts;
- Improved capacity for data collection, evidence-based planning and education sector management;
- Major stakeholders empowered to plan for, and play an active role in, school improvement and increased student enrolment, and on deploying resources effectively according to need:
  - a quarterly review mechanism be established which includes UNICEF, major donor partners, and government counterparts. Where possible, this should link with established education cluster coordination mechanisms at the federal and field levels;
  - linkage with complementary programmes of ADB/EC and ERRA, for school repair and reconstruction, and with other UN agencies, including UNESCO, for teacher education and organizational strengthening of line departments; initiatives to ensure visibility of the co-financing donors, including appropriate and agreed signage, specific referencing of contributions in all documentation, media coverage and reports.

**Results:**

Implementation was delayed due to various reasons: (i) the design phase for construction was characterised by a difficult decision-making environment with limited information and a rapidly changing scenario; (ii) costs have risen as a result of limited coordination between the many buyers over prices and the limited capacity of the private sector to supply; (iii) difficult locations of UNICEF's schools, whereas smaller organisations working in more accessible locations have been more successful in constructing schools on time; (iv) changes in design standards as well as disagreements between the construction company chosen by UNICEF and the government-approved contractor; (v) organisational factors within UNICEF with until recently very limited staffing assigned in the construction department.

Thus by August 2009, in relation to Component 1, only 95 of the planned 500 permanent schools had been completed, 100 were under construction and a further 45 in various stages of site identification, tendering and contract award. 169 pre-fabricated schools had also been completed and handed over to the beneficiaries. The original target had been revised to build 240 permanent schools and 285 transitional schools taking the overall number of schools to be reconstructed to 525.

In relation to the other components results were considered mixed by the monitoring mission in April 2008, mentioning the following activities have been carried out: (i) an inclusive education approach

targeting vulnerable children was piloted in 27 model schools; (ii) nearly 15,000 teachers received psycho-social training and 10,000 teachers were trained in general curriculum issues; (iii) training was also provided to district education officers in running an educational management information system as well as in record keeping, financial management and government regulations; and (iv) some health screening of children was carried out.

There were problems of identifying common benchmarks of performance where four donors are involved for the program as a whole (EC, Royal Netherlands Embassy, AUSAID and CIDA), which lead to delayed actions by project managers and increased administration.

The programme slogan of 'build better back' has achieved fairly good grades in the 'back' category but not in the gender category; achieving against overall programme indicators, 429,179 children had returned to school by the end of 2007 against an initial target of 400,000. Of these an additional 36,175 children (9%) – many of them girls - are attending school for the first time compared to a target of 30%. However, without the bricks and mortar keeping the attendance up may not be so easy. On other 'soft' targets, results have been achieved in some areas: for example, the provision of water and sanitation facilities in many areas as well as less tangible outcomes, such as better governance structures and involvement in education at the village level. School design was praised and considered to be of high quality and included features such as separate toilets for girls and boys, ramps for the disabled as well as enhanced protection against future earthquakes and the community mobilisation focus can lead to sustainable effects on learning as long as the financial sustainability can be assured. Long-term sustainability will depend on better donor coordination and linking these activities with ongoing UNICEF activities.

This overall record of satisfactory performance despite difficult surrounding circumstances is reflected in the ROM reports and scores:

<b>SUMMARY OF ROM CONCLUSIONS</b>	<b>14/04/08</b>
Relevance and quality of design	C
Efficiency of implementation to date	C
Effectiveness to date	C
Impact to date	B
Potential sustainability	B

#### **6.7.4 Programme 3: Northern Pakistan Education Programme (NPEP)**

Northern Pakistan Education Programme (NPEP)

Budget: 19.306 m Euro

Financing Agreement: March 2003 (by Aga Khan) and February 2003 by EuropeAid

Duration: May 2003 to May 2008

Status: Closed

##### **Implementing Partner(s):**

- Aga Khan Education Service, Pakistan
- Aga Khan University – Institute for Educational Development
- Professional Development Centre, Northern Areas
- Professional Development Centre, Chitral

##### **Objectives:**

To improve the access, quality and sustainability of education for in-school and out-of-school children and females, with increased gender equity and the participation of communities in Northern Areas and Chitral and to contribute, through these activities, to the socio-economic development of the region.

##### **Expected Results:**

- Professional Development
- Community Development
- Institutional Development

##### **Main Activities/Components:**

1. Increased quality of teaching and learning in schools, non-formal centres and educational institutions.
2. Increased professional leadership, ability to work in partnership with communities and management capacity of head teachers and managers.
3. Increased numbers of qualified women available to work in development activities.

4. Increased number and quality of physical facilities provided for education in partnership with communities.
5. A range of educational options provided, working in partnership with communities, in areas where facilities and services are lacking.
6. Increased participation of communities, especially women in the management, financing and general life of the school.
7. Increased capacity of AKES, P for effective educational planning, implementation, management and learning.

**Monitoring: ROM; external evaluation:**

The project has been well monitored through Technical Assistance support for monitoring.<sup>39</sup> Regular ROM monitoring has taken place as well as monitoring visits by AIDCO task managers. A log frame detailing 22 activities and 80 sub-activities provided a good framework for progress reporting. There was a good amount of consistency between insights obtained through ROM, AIDCO task managers, the TA monitoring team and the results perceived by the End of Project report.<sup>40</sup>

**Results:**

The TA Monitoring final report gave a solid overview of program results related to major indicators and result areas:

**Major indicators:**

**Enrolment** is up by 27.2% in the Northern Areas and by 36.2% in Chitral over the project period. This is higher than the Logframe target of 25%. The increase added about 2% to the net Enrolment rate in the areas covered by the project.

**Learning achievement** at the end of primary school is up by 8.7% in the Northern areas and by 6.3% in Chitral between 2004 and 2007 compared to a Logframe target of 10%. There is no question that these figures underestimate the gains to be expected over the project as a whole (a) because gains in 2008 have yet to be measured; (b) project activities started fairly late with relatively few interventions in the first two years. The gains recorded are effectively measuring only about 2-3 years improvement in total; (c) the impact of important initiatives such as ECD are yet to come through in the grade 5 figures.

Children in Chitral who had been through ECD and who were in class 3 were scoring 10 points higher across all main learning areas than children in class 5 who had not been through ECD.

**Finance and efficiency of expenditures:** Over the course of the project there was a welcome shift of expenditure of approximately one million euros from salaries to development expenditure (compared with original estimates). The self help building programme partly contributed to improving the infrastructure of existing schools and partly to enhancing access. Approximately 6 million euros was spent on quality improvement, which is approximately the same as government expenditure on teacher salaries for 50,000 children (the same numbers covered by the project) over the whole project period. It is not certain that an increase (to date) of nearly 8% in grade 5 learning levels is a reasonable return on this investment.

**Gender and Poverty:** There has been an increase in female members of VECs and SMCs. Adult literacy classes have enabled mothers to support their children's education much better. There is a well justified demand from women learners for skill development and income generating activities.

**Result Areas:**

**Professional development**

**Non-formal education:** Adult learning centres have been effective in providing women with important skills which enable them to operate more effectively in life and in the market, as well as to support their children in school more intelligently. Basic Learning Centres and catch up classes are important means of enabling the poorest children to receive or continue their education. They will be required for some time to come as the project has generated increasing demand for education which parents are not always able to meet by paying school costs. (paragraphs 58-68)

**Quality in CB Schools:** Good models of innovation have been established.

Head teacher training, and the associated development of school self evaluation and school development planning will have an impact on improving the whole school in the course. Subject training in mathematics and science has led to some improvement in quality and recent improvements to course

<sup>39</sup> Technical Assistance Support for Monitoring of EC Support to the Aga Khan Foundation in Northern Areas and Chitral, Pakistan. Consultancy Report by Dr. Toni Davison, Dr. Brigid Smith and Prof. Mehrdad, March 2008

<sup>40</sup> Northern Pakistan Education Programme, Phase II, End of Project Report May 2003-May 2008, Aga Khan Education Service

outlines and training manuals will further improve effectiveness in future. Courses to support English proficiency amongst teachers will become increasingly important as government moves towards further strengthening English as a medium of instruction.

**Quality in Government, NGO and Private Schools:** Leadership training given to government head teachers has had an impact on the way in which they view and implement their roles. There are now school plans in many government schools. 256 government teachers have been given courses to improve their subject competency. ECDs have been established successfully in 12 government focus schools in the Northern Areas and in OJ, CBS and private schools in Chitral.

**Early Childhood Development:** 482 teachers have been trained, of whom 171 have been from government or other partner schools. In Chitral, there are well resourced classrooms staffed by enthusiastic teachers. Teachers from government focus schools, WSIP schools, and UNICEF child friendly schools have been given 1-3 weeks training, but are given follow up support.

**Whole School Improvement Programme (WSIP):** A total of 876 teachers and head teachers have benefited from training under this programme which has been developed in a range of different types of school; one of its strengths as a pilot project. Activities include ECD development, libraries, the production of low cost or no cost materials, support to science, mathematics and above all English teaching with active support from resident PDC staff.

Progress has been made in the last two years in developing a less resource intensive model which is more readily replicated and scaled up. This has been done with UNICEF 'child friendly' schools from which 612 head teachers and teachers have been trained in the last two years. (paragraphs 88-92)

**SIMS Multigrade Initiative:** A manual is being produced which needs more work but when finished will be the first in Pakistan. Given increasing interest at Federal Government level in multigrade (but not at government level in the Northern Areas) the manual will be of increasing importance. The work in Chitral is of international significance, but needs to be upscaled and more comprehensive measurements made of its impact. (paragraphs 93-94)

**Materials, Textbooks and Language of Instruction:** There has been a very encouraging improvement to the quality of materials in the Northern Areas, with Chitral some way behind. In both regions there is some concern about the overlap between materials produced by different institutions (AKES and the PDCs)

### **Community development**

**Community Development; general:** The awareness of communities has increased perceptibly since the first visit of the monitors, particularly in the New Areas where community participation is a novel practice. Communities have embraced innovations such as ECD and for the first time are now frequently concerned with issues such as quality or quality improvement, which was not the case two years ago. Mothers are notable for the active role they have been stimulated to play. Many communities are now thinking more broadly about development needs, including how the school may assist communities to enhance agricultural productivity. CBS schools have successfully been built out of former madrasahs, an interesting model for the future.

**Construction:** The SHCP is a viable and sustainable model that has helped to build skills, confidence and coherence within communities. In financial terms it is sustainable as maintenance costs (at 2% per annum of the capital cost over the lifetime of the building) are affordable. The SHCP has contributed only modestly to enhancing access in Chitral thus far; rather more so in the Northern Areas. Booni High School may be finished by November 2008. Any expenses that cannot be charged to the EC can be borne by the AKF contribution.

**Female Human Resource Development Programme:** The FHRD continues to be well administered and is appreciated by all stakeholders. Participants have grown in confidence, are better respected by their families and communities, and graduates have mainly found gainful employment.

**Community Learning and resource centres (CLRCs):** In the Northern Areas, many CLRCs are developing into a hub of activity in the village and some are experimenting profitably with new activities or concepts. However, there are a few which appear to be lacking in viability unless more creative client identification and marketing is undertaken

### **Institutional development**

**Monitoring, Evaluation and Research:** Both regions have produced a series of good studies. Particularly noteworthy are the learning achievement studies discussed above. Of these the study of the impact of ECD on learning achievement in Chitral and the examination of student variance in class 5 in the Northern Areas were impressive. The learning achievement studies could not have been undertaken without the slow but steady and impressive improvement in the examinations units.

Chitral has developed an excellent Personnel Management Information System for both government and AKES Chitral (originally for government). It should be adopted by the whole of the Aga Khan organisation, possibly with some modifications.

Weaknesses still remain and cannot be fully remedied without technical assistance or training as MER is an extremely technical area. Principle weaknesses include (a) incomplete write ups of methodologies and procedures; (b) current data could be analysed more fruitfully; (c) conclusions could be more firmly based on evidence. In spite of these comments, the MER teams have produced excellent work. The problem is that it does not always answer important policy questions - which can only be achieved by including quantitative surveys in their activities

School Self Evaluation and School Development Planning. Progress has been made in institutionalising these important planning mechanisms.

### **Partnership with Government**

The Northern Areas Education strategy is now almost complete. It is well written, avoids unnecessary detail, advocates a wide range of feasible strategies based on an understanding of the local context, and will form a suitable basis for future government strategy and discussions with donors. Preparing the strategy has reinforced relations at the higher levels between government and AKES.

Collaboration on many fronts in the Northern Areas is most commendable and has laid the basis for establishing a viable public-private partnership between government and AKES in the Northern Areas in future.

### **Sustainability and Replicability:**

The sustainability of CB schools in the New Areas in both regions remains a major concern. They are not viable in the medium term without external support.

The End of Project Report adds an important result in the quality domain:

The programme has contributed towards improved results and students learning in AKES, P partner schools. In the Secondary School Certificate (SSC) Examination, the NPEP partner schools in North and Chitral have performed comparatively better than the government schools. For example, the trend analysis for the past five years shows that on average 64% of the students complete SSC examination as compared to 27% in the government schools in the Northern Areas. The results for AKES, P schools are higher by 37%. A major factor contributing towards better performance of AKES, P schools is that these schools have received quality input in terms of teacher training and classroom support through NPEP interventions.

This overall record of good programme performance is reflected in the ROM reports and scores;

<b>SUMMARY OF ROM CONCLUSIONS</b>	<b>30/04/04</b>	<b>30/09/05</b>
Relevance and quality of design	B	B
Efficiency of implementation to date	A	A
Effectiveness to date	A	A
Impact to date	B	A
Potential sustainability	B	B

The Monitoring reports /AIDCO Task Manager Response Sheets were all highly positive with clarity, relevance and accuracy and appropriate and recommendations.

***Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)***

Country Note: Dominican Republic

November 2010

*Evaluation for the European Commission*









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Policy Management  
The Netherlands



Overseas Development Institute  
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Framework contract for

## Multi-country thematic and regional/country-level strategy evaluation studies and synthesis in the area of external co-operation

LOT 2:

Multi-country evaluation studies on social/human  
development issues of EC external co-operation

Ref.: EuropeAid/122888/C/SER/Multi  
Contract n° EVA 2007/social LOT2

## Thematic global evaluation of European Commission support to the education sector in partner countries (including basic and secondary education)

## Country Note Dominican Republic *November 2010*

**Prepared by:**  
**William Emilio Cerritelli**  
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***This evaluation was carried out by  
Particip GmbH***



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### List of abbreviations

ACP	Africa, Caribbean and Pacific countries
AIDCO	EuropeAid Co-operation Office
AECID	Agencia Española de Cooperación Internacional para el Desarrollo – Spanish International Development Cooperation Agency
BID	Banco Interamericano de Desarrollo (see IADB)
BS	Budget Support
CCLIP	Línea de Crédito Condicional (CCLIP) y Préstamo Individual – Conditional Credit Line for Individual Program
CRIS	Common Relex Information System
CSE	Country Strategy Evaluation
CSOs	Civil Society Organisations
CSP	Country Strategy Paper
DfID	Department for International Development
DIGECOOM	Dirección Nacional Cooperación Multilateral – National Directorate for Multilateral Cooperation National Authorising Officer ( current)
DG RELEX	EC Directorate for External Relations
DIGEPRES	National Budget Directorate
DPC	Development Policy Loan
DR	Dominican Republic
EC	European Commission
ECHO	EC Humanitarian Aid Department
EDF	European Development Fund (for ACP countries)
EFA	Education for All Initiative (co-ordinated by UNESCO)
EFA-FTI	Education for All-Fast Track Initiative
EMIS	Education Management Information System
END	Estrategía Nacional de Desarrollo (see NDS)
ENHOGAR	Encuesta de Hogares de Propósito - Multiple Multipurpose Households Survey
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
FA	Financing Agreement
FLACSO	Facultad Latino Americana de Ciencias Sociales ( Latin American Faculty of Social Sciences)
FMIS	Financial Management Information System
FTI	Fast Track Initiative
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoDR	Government of the Dominican Republic
GPI	Gender Parity Index
HDI	Human Development Index
HIV	Human Immuno-deficiency Virus
HQ	Headquarters
HRD	Human Resources Development
IADB	Inter-American Development Bank
IDA	International Development Association
IMF	International Monetary Fund
JAR	Joint Annual Review
JC	Judgement Criteria
JEU	Joint Evaluation Unit (EuropeAid)
LAC	Latin America Countries
LLECE	Latin American Laboratory for Assessment
LRRD	Linking Relief, Rehabilitation and Development
LTA	Loan Technical Assistance
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MINERD	Ministry of Education

MS	Member State
MTEF	Medium-Term Expenditure Framework
MTR	Mid Term Review
NAO	National Authorising Officer
NDS	National Development Strategy
NER	Net enrolment Ratio
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
NSA	Non-State Actors
OCI	Oficina de Cooperación Internacional – International Cooperation Office
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation & Development
OECD-DAC	The Development Assistance Committee of the Organisation for Economic Co-operation & Development
ONE	Oficina Nacional de Estadísticas –National Statistics Office
ONFED	National Authoring Officer (previous)
PAIGFP	Programa de Apoyo a la Gestión de Finanzas Públicas - Support to PFM programm
PARAP	Programa de Apoyo a la Reforma de la administración Pública – Suppor to Public Administration Reform Program
PARME	Reform and Modernisation of the State Program
PAPSE	Programa de Apoyo Presupuestario Sectorial para la Educación (Support Programme to Sector Policy in Education)
PASS	Performance and Accountability of Social Sectors
PDE	Plan Decenal Educación –Ten year Education Plan
PEDEP	Strategic Plan for Education 2003-2012
PEGE	Education Management Plan 2008-2012
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PRIDEP	Integrated Development Program for Primary Education - 7 <sup>th</sup> EDF
PRIL	Programa Iniciativas Locales de La Sociedad Civil
PROETP	Project in Technical Education - 8 <sup>th</sup> EDF
PRSP	Poverty Reduction Strategy Paper
ROM	Results-Oriented Monitoring
SBA	Stand-by Agreement ( with IMF)
SBS	Sector Budget Support
SEE	Secretaría de Estado para Educación – State Secretariat for Education
SIGEF	Sistema Informativo Gestión Financiera
SGCE	Sistema de Gestión de Centro Escolar
SERCE	Segundo Estudio Regional Comparativo y Explicativo -Second Comparative and Explanatory Study
SWAp	Sector-Wide Approach
SI-SEE	Sistema de Información de la Secretaría de Estado de Educación
TA	Technical Assistance
ToR	Terms of Reference
TR	Transition Rate
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
USD	United States Dollar
WB	World Bank



## 1 Introduction

The purpose of the “Thematic global evaluation of European Commission support to the education sector in partner countries (Including basic and secondary education)” is to assess “to what extent the Commission assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner Governments’ priorities and activities as well as with international legal commitments in education.” (see ToR)

It is noted that the period of evaluation is from 2000 to 2007. However acquisition of quantitative and qualitative data during the field phase also included data for the period 2008-2009 in an effort to assess the impact of EC support given that impact assessment of the 2000-07 programmes take a longer period than outputs and outcomes to become manifest.

The field visit to the Dominican Republic had the following objectives:

- To collect additional information in order to answer the Evaluation Questions (EQs) and Judgement Criteria (JCs);
- To evaluate eventual hypothesis formulated at the end of the desk phase;
- To assess if there is need for further research and interviews to prepare the synthesis report, and in particular the sections on conclusions and recommendations.

The purpose of the note is to summarise the findings from the field visit in order to feed into the synthesis report. By no means, should this note be considered as a country evaluation or a self-standing impact evaluation.

The reasons for selecting this country as one of the field study countries were:

- Mix of modalities (project, SBS and GBS);
- Importance of education country portfolio;
- Spread of EC support over time;
- Spanish speaking country.

The field visit was undertaken between 31<sup>st</sup> May 2010 and 9<sup>th</sup> June 2010.

Besides collecting additional evidence related to answering the EQs, the field visit to the Dominican Republic has specifically looked into the following aspects:

- Role and outcomes of three main modalities - projects, SBS and GBS;
- Appropriateness of SBS as an aid modality; how has compliance to indicators affected release of funds to feed into the education budget / specific budget items;
- Degree to which disbursement is linked to meeting targets of indicators and the effect of this on education budget/education finance indicators and MTEF over time;
- Logic of sequencing of modalities: SBS and GBS in parallel, plus still ongoing projects (related to disaster preparedness and reconstruction).

Based on a preliminary analysis, the following working hypotheses have been made for the field visit to the Dominican Republic (DR):

### A. Modalities

The EC has been using a variety of aid modalities in the country. While the project modality was used in response to the need to develop changes aimed at achieving specific objectives of the Education Reform process, an SBS was created in 2005 aimed at improving access to quality basic education and DR education sector efficiency. Moreover, the EC also, in parallel (from 2006, a second support in 2009), uses GBS as a means to support the Government of the DR (GoDR) efforts to achieve the Millennium Development Goals (MDGs) through the proper implementation of its National Development Strategy. Currently SBS and GBS run in parallel, and there are still ongoing projects.

While experience with the project approach seems to have been positive in tackling specific problems (such as schools reconstruction, access to primary education and issues related to technical education), it has been observed from different points of views (State institutions, donors) that the project approach:

- missed the necessary long-term & holistic (systemic) perspective;
- did not allow for a strong leadership role by the Government;

- did not provide the necessary integrated budgetary planning and execution control mechanism.

Therefore a shift towards the support to the implementation of the PEDEP (Strategic Plan for Education 2003-2012) was suggested, as for instance the Mid-Term Review (MTR) of the PEDEP from 2004 indicates.

EC support to education in the Dominican Republic has been based on three modalities: 1) a project modality aimed at providing punctual aid in the development of the changes for achieving the objectives of education reform; 2) an SBS modality: the approach shifted at system level; and 3) a GBS modality aimed at increasing the consistency of EC intervention in education in light of the 10<sup>th</sup> EDF, the Country Strategy Paper (CSP) and the National Indicative Programme (NIP) (which identify general budget support as a focal sector) and mitigating the worsening of the Dominican fiscal deficit. On the other hand, the project modality has been most useful in cases where it aimed at tackling specific problems or at complementing SBS.

## WORKING HYPOTHESIS

*The EC has adopted a project approach, SBS and GBS as an overall three-tiered approach justified by different contexts and situations prevailing in the country at a given time. SBS was the right choice to improve access for all to basic education, while developing the efficiency and effectiveness of the sector, conceived as a multi-institutional system in a close relationship with the national efforts of social and economic development. By implementing the SBS and complementary actions under the project modality (such as institutional aims targeted at reforming Public Finance Management (PFM) systems), the EC has contributed to strengthening the Public Finance Management System, and the PFM support funded by the EC has contributed to improving transparency and accountability.*

### B. The use of SBS and GBS in parallel

By adopting SBS, the EC has made an effort to provide the GoDR the opportunity for a rapid and straightforward change of orientation in its role, aiming more and more towards concretising achievements in terms of coordination between donors into joint initiatives. This approach has also advocated the orientation of budget support towards poverty reduction on the basis of selected indicators (the education sector was a priority) in full coherence with the CSP in order to achieve the MDGs.

The adoption of the GBS modality accompanying SBS aimed at allowing for increased public spending in education and at contributing to progress in PFM reform and stronger accountability.

## WORKING HYPOTHESIS

*Donor coordination is effective and the EC has played a rather prominent role, thus contributing to increasing efforts aimed at harmonising education assistance strategies among donors (especially EU MS). Using GBS in parallel to SBS was an appropriate choice to improve governmental ownership and responsibility.*

*However, the limitations in defining an MTEF and the difficulties in implementation of procedural changes have somewhat negatively affected the overall approach (e.g. difficulties with the sector approach).*

## 2 Data collection tools and methods used (their limits and possible constraints)

Prior to the field visit the country field team undertook a desk review of available literature, both specific to EC supported interventions, as well as broader documentation regarding other development partners, as well as the overall evolving status of the education sector in the Dominican Republic during the evaluation period. With regard to EC funded interventions, four interventions were selected for more in-depth analysis, as they offered important insights into the diversity of channels and on aid modalities representing the three modalities adopted for EC intervention on education in the Dominican Republic. Two similar projects were selected, as in the former some shortfalls had been identified and the latter was aimed at applying the lessons learned from its predecessor. These interventions are the following:

1. Project for the reconstruction of schools for basic education and the increase of disaster preparedness in the regions of San Pedro de Macoris and Higüey (eastern part of the Dominican Republic) 8 ACPDO 013, a project financed under the 9<sup>th</sup> EDF with € 1.96 Million, started in 2000 and finalised in 2005, whose overall objective was to contribute to social development of the Dominican Republic, by means of supporting the Government efforts to restore - in a sustainable manner - the functioning of basic education in the sub-regions of San Pedro de Macoris and Higüey;

2. Reconstruction of schools in the Eastern Region: a project financed under the 9<sup>th</sup> EDF with € 7.2 Million, whose overall objective is to support Government efforts to increase the rate of school attendance in one of the most disfavoured areas of the country (the Eastern Region) after hurricane George, by assuring the safe and sustainable functioning of basic education started in 2007 and still ongoing (second phase of the previous project);
3. Support Programme to Sector Policy in Education (Programa de Apoyo Presupuestario Sectorial para la Educación - PAPSE) (DO/002/03rev) EDF IX, with a budget of € 48.2 M. The objective of the programme is to improve access for all to basic education of recognised and sustainable quality while developing the efficiency and effectiveness of the Sector conceived as a multi-institutional system, closely related to the national efforts of social and economic development. € 15.3 Million from the FLEX Utility have been added to the initial resources committed, aimed at protecting social sectors in countries affected by considerable export losses. The programme is still ongoing. For this kind of intervention, the preparation phase for the second SBS (PAPSE II) funded with € 45.5 M. will also be taken into consideration, since it has mainstreamed several best practices and lessons learned and it has influenced donor coordination;
4. EDF IX General Budget Support for Poverty Reduction (DO/005/05) funded under the EDF IX with € 45.5. M. and currently under implementation (2007-2010). The overall objective of the Budget Support is to enable the Government of the Dominican Republic to implement its Sustainable Development policies and strategies thereby reducing poverty, in an effective, efficient and transparent way and in this framework to provide increased means of the GoDR to implement its Sustainable Development investment strategy (Millennium Goals), particularly for the health and education sectors. A second phase is programmed and under approval for a support of € 75 Million.

In addition to studying the documentation the team has also:

- Interviewed key informants with relevant knowledge as well as “privileged witnesses” offering broader insights into the evolution of the education sector during the evaluation period and the role and interactions between government, external development partners and non-state actors. The methodology chosen has been individual or group in-depth interviews focused on the relevant EQs and on the working hypothesis. The information deemed of critical importance was subjected to a process of triangulation to ensure validity and internal consistency. A list of people met can be found in section 6.2;
- Organised two focus group meetings that served as a place for highly relevant issues (such as quality of education) and issues to be explored more in depth and to collect different angles such as views on decentralisation;
- Implemented field visits to Los Guaricanos, Puerto Plata y Altamira.

The information deemed of critical importance was subjected to a process of triangulation to ensure validity and internal consistency.

The evaluators have used these designated data gathering tools systematically and properly in collecting the evidence. In doing so the evaluators tried to establish a chain of evidence in a forwards and backwards direction. Cross-project analysis and cross-checks between different actors as well as a literature review have been adopted. Data and information collected at the desk phase have been used as a starting point.

Analysing the sample projects identified as case studies, the evaluators have collected sources of evidence to carefully identify causal factors associated with the phenomena identified in the desk phase.

Given the resource envelope (especially time-wise) for the field phase, prioritisation was necessary and the field team thus had no ambition of re-doing evaluations that had already been undertaken. Rather the team relied extensively on these evaluations and attempted to extract more general findings, trends and recurring themes that are of relevance to a broader audience. Dialogue with informants also centred around distilling broader lessons and themes, rather than focussing on the minute details of the selected projects.

The analysis covers the period 2001-2007 (duration of the CSP/NIP) but actions launched in 2008 and subsequent years are considered, given the high level of continuity with the activities of the previous programming period and the fact that these activities mainstream best practices and lessons learnt from previous support. In this way the added value of EC intervention has been analysed.

The country note is thus not a judgement of the performance of individual projects, nor of the overall education portfolio of the EU Delegation in DR. Rather, it is an attempt to learn from the Dominican

Republic experience and to encourage wider reflections on how best to structure and focus EU assistance to the education sector.

### 3 Short description of the education sector in the country

#### 3.1 Institutional Levels

The Dominican education system is composed of the following institutions:

- The Ministry of Education (Secretaría de Estado de Educación) (regulated by the General Education Law N° 66- 1997);
- The Ministry of Higher Education, Science and Technology (Secretaría de Estado de Educación Superior, Ciencia y Tecnología) (regulated by the Law N° 139-2001);
- The National Institute of Professional and Technical Training (Instituto Nacional de Formación Técnico Profesional) (regulated by the Law N° 116- 1980).

The State Secretariat for Education is part of the executive branch, and is in charge of the education system, its management and orientation. It also implements all relevant dispositions embodied in the Constitution, the General Education Law, and all other laws and regulations related to pre-primary, primary and secondary education.

#### 3.2 Structure of the Education System

The structure of the education system in the Dominican Republic as defined in the General Law on Education includes an initial level, two cycles of basic education, two cycles of middle level and a higher level.

The initial level includes children under six years of age. Only the last grade of the initial level and all grades of the basic level are obligatory. The basic level is divided into two cycles, the first cycle from grades 1-4, the second cycle from grades 5-8. All citizens have the right to nine years of schooling, including pre-school, and eight years of basic education. These nine years are compulsory.

The secondary level, the middle level, lasts four years and is divided into two cycles of two years each. The first cycle is common to all students, while the second cycle is divided into three main streams: general academic, technical/vocational and the arts. The age of students who complete their schooling in the planned time is 14 at the outset and 18 at the end of the fourth year.

According to legislation, the middle level is free but not compulsory, only the basic level being mandatory. The first cycle, common to all students, offers the following subjects: Spanish, mathematics, foreign languages, social sciences, natural sciences, technology, arts, physical education, and religion.

The second cycle allows for electives and specialisation inside each of the three streams: general, technical/vocational, and arts. At the end of the four years, the students must take a national examination to be awarded the “*bachillerato*” (bachelor).

The following table summarises the functions of the different levels:

Table 1: Levels in the Dominican Education System

Level	Intended for	Characteristics	Organisation
Pre-primary	children under 6 years of age	free but not compulsory	three cycles: 1) the first intended for children 0-2; 2) years old, the second for children aged 2 to 4, and 3) the third for children aged 4-6.
Primary	6-14 year-old pop. cohort	free, compulsory and universal	two cycles: the first covers grades 1 to 4 and is intended for 6-10 year-old pupils, while the second covers grades 5 to 8 and is intended for 10-14 year-old.
Secondary	14-18 age pop. cohort	free but not compulsory	two cycles, each lasting two years: 1) general and compulsory education; 2) three strands: general, vocational/technical, and arts
TVET	16-18 age	free but not compulsory	focuses on three main sectors of the Dominican economy: industry, agriculture, and services
Arts	16-18 age	free but not compulsory	four major orientations: music, visual arts, performing arts and applied arts

Source: State Secretariat for Education (SEE) 2002 Plan Estratégico de Desarrollo de la Educación Dominicana 2003-2012

### 3.3 MDGs and education

The second Millennium Development Goal (MDG) – “to ensure universal primary-school enrolment” – stipulates that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. This goal has been redefined as follows by the Dominican Republic: “to ensure that, by 2015, all 15-year-old males and females will be able to complete nine years of quality primary education.” The following must be achieved:

- Starting from the school year 2007/08, all 5-year-old children, boys and girls alike, must have access to quality pre-primary schooling;
- Educational structures must be reorganised to transform it into a school-based system;
- Repetition, drop-out and over-age must be reduced to a minimum.

Specific actions are planned throughout the education system in order to improve the school infrastructure and the quality of the teaching staff, as well as to significantly enhance the learning process.

### 3.4 National Strategies for the Education Sector

The first important reform effort has been the Ten Year Education Plan (Plan Decenal Educación - PDE), a modernisation project of the educational sector with the goal of raising people’s educational level. The PDE resulted from a national consultation, which involved the State Secretariat of Education (SEE - now MINERD), the Dominican Teachers Association, civil society and the private sector. The objectives of the PDE were to: 1) increase access to and retention in basic education and to facilitate access to education for marginalised social groups; 2) improve education quality, pertinence and relevance; 3) improve teachers’ social, economic and professional conditions; 4) improve competency and efficiency of the Secretariat of the SEE and its decentralised branches.

In its design and implementation, the Ten-Year Plan (approved in 1992) focussed on participation. It was a major event in terms of the goals of schooling, literacy, and improvement of quality, in line with commitments.

Significant progress has been made since 1992 towards raising the education level of the population, modernising the system, introducing new technology, strengthening vocational education, and fostering participation of stakeholders as well as establishing closer links between the school and the community.

The second sectoral long-term planning effort has been the Strategic Education Development Plan of the Dominican Republic (PEDEP) for 2003-2012 (submitted to stakeholders in April 2003 - EfA Framework for Action) identifies itself as the current overall sectoral policy and planning document for Dominican society.

To pursue this vision, five strategic focal points have been identified and developed along the following lines: a) democratisation and equity; b) quality of education; c) quality of teaching; d) decentralisation; and e) financing.

In accordance with General Education Law 66-97, the Strategic Development Plan, and the MDGs, the present management at the Department of Education has set a number of priorities aimed at ensuring the expansion of educational services and the optimisation of the teaching staff, the quality and relevance of the system, as well as the design of a new open, horizontal and participatory management structure. This model should focus on equity, quality, innovation, modernisation and education leading towards integration into the labour market.<sup>1</sup>

The following policies have been defined:

1. To foster public and private mobilisation in order to ensure that Dominican children, boys and girls alike, will be able to complete at least one year of pre-primary education and 8 years of quality primary education;
5. To promote the reform, strengthening and expansion of secondary and adult education in order to foster values of citizenship, and to prepare students for their entry into the workplace or into higher education;
6. To encourage family and community participation, along with the involvement of NGOs in the implementation of instructional policies, programmes and projects;

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<sup>1</sup> UNESCO – Reinventar la escuela Reflexiones sobre el futuro de la escuela y educación en República Dominicana

7. To promote equality in education and support for students in the most vulnerable social sectors;
8. To give priority to the training of highly-qualified human resources and to promote professional development and retention of the teaching staff;
9. To enhance training in science at all levels, and to promote the use of information and communication technology (ICT);
10. To review periodically the curriculum to meet the needs for social, political and economic development of the Dominican Republic and international education standards;
11. To establish clear quality standards and an evaluation system that ensures the monitoring of education performance and encourages the mobilisation of the school, the family and the community toward the improvement of education;
12. To ensure that the certifications and diplomas awarded are consistent with the learning that is taking place;
13. To conduct the restructuring processes necessary to allow open and flexible participation in implementing educational actions, plans and programmes.
14. To guarantee the expenditure on education in order to achieve the goals of education coverage, quality and equity in conformity with the General Education Law.

In 2008, the Strategic Education Plan 2008-12 was adopted which refers to the first years of the reform envisaged in the sector's longer-term Ten Year Plan 2008-18. This Plan is embedded in a broad sector development plan with an appropriate financing framework, containing the key elements of a sectoral Medium Term Expenditure Framework (consistency with the long-term strategy, strategic actions, indicators, targets and budgetary quantification). It foresees a dramatic increase in public spending in the sector, reversing the historical trend (around 2% of GDP spent in education) to reach a record spending of 4.1% of GDP by 2012.

The guiding principles of the Strategic Plan for Dominican Republic Educational Development are: a) education for all - learning and development: equality of opportunities, long life "learning to learn", focus on scientific and technical advances; b) education for all - participatory and responsible citizenship: freedom, peace, ethics and solidarity; c) education for all: national project: national identity in diversity, shared societal responsibility; and quality education as a fundamental asset for development.

Five strategic pillars have been established: A) Democratisation and equity; B) Quality of education; C) Quality of teaching; D) Decentralisation; and E) Financing.

When the Parliament will approve the National Development Strategy all the previous sector plans and multi-annual financial frameworks (for Education as well as for other sectors) by the provisions established by the National Development Strategy.

### **3.5 Major features of the Dominican Education System**

#### **Access and equity**

Access to education in the Dominican Republic has been expanding, but the country still faces challenges in providing access to certain populations<sup>2</sup> and especially in moving students through the system to complete higher levels of education. The urban-rural gap is important<sup>3</sup> (quantity and organisation of schools do not facilitate access for the most disadvantaged).

#### **Internal efficiency (repetitions and drop-outs)**

Through policy actions following initiatives of the Inter-American Development Bank<sup>4</sup>, and the special World Bank programme for basic education, the Dominican Republic made significant gains in internal efficiency. The report indicates that, according to cohort analysis, of every 100 children who enter formal education, only 75% complete grade 4, 63% grade 6, and only 52%, eight years of basic education. The situation is worse in rural zones where most education centres do not reach grade 6.<sup>5</sup>

<sup>2</sup> Encuesta Nacional de Condiciones de Vida 2006 (ENCOVI 2006)

<sup>3</sup> Encuesta demográfica y de salud 2007 and Alvarez, Carola (2004). La educación en la República Dominicana – logros y desafíos pendientes. In Washington: Inter-American Development Bank.

<sup>4</sup> Primary level Multi phase for equity Program- IADB 2005

<sup>5</sup> Oficina Nacional del Presupuesto (ONAPRES)

## Quality

A significant, long-term, systemic under-funding of the nation's education system underlies many of the problems of implementing changes. Lacking the needed public resources, the Dominican Republic attempted to accommodate demand through a system that lacked even the most basic resources of adequately trained teachers, sufficient numbers of classrooms, availability of basic teaching resources such as textbooks, and a management structure sufficient to ensure appropriate resource allocation, policy implementation and system monitoring<sup>6</sup>.

Several assessments<sup>7</sup> have underlined that there are important deficits in student learning in the Dominican Republic's public basic schools, the schools that serve more than 80% of the nation's young children.

## Public Expenditure for Education

The Dominican Republic's expenditure on education is low by international standards and remains below the Government's own target. Central government expenditure on education was less than 2% of GDP during 1975-78, exceeded 2% of GDP during 1979-83 but reverted to less than 2% of GDP during 1984-96. Since 1997, central government education expenditures have been kept at levels higher than 2% of GDP, averaging 2.6% of GDP during 1997-2002. In more recent years public expenditure in education has dropped to 1.3% of 2004 and has started to recover slowly but steadily to again reach 2.4 % in 2009. However, the 2003 budget allocated only 2.4% for 2009.

The analysis of the Ministry of Education expenditures reveals that fiscal resources are disproportionately allocated among the different expenditure categories. A high share of resources is allocated to recurrent expenditure.

## 4 Findings on EC support to the education sector

### 4.1 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?

#### 4.1.1 JC11: Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives

The policy objectives of the democratic governments have been identified in several steps, among which, it is worth quoting the National Consultation process of 1999 to 2001, which established and clarified country development strategic lines and identified poverty reduction and social sectors (education included) as outstanding priorities.

In 2003, the *Estrategia para la reducción de la Pobreza en la República Dominicana*<sup>8</sup> (Poverty Reduction Strategy in the Dominican Republic) was formulated that recognised the multidimensionality of poverty and adopted the Human Development approach identifying two education-related objectives, namely; 1) universal primary education (UPE); and 2) the reduction of illiteracy. The document outlined the need to increase the efficiency of social expenditure by improving its quality and focussing on poverty reduction.

By recognising that one of the conspicuous characteristics of poverty is low human capital, the GoDR decided to increase social expenditure, improving its quality. In this framework, the above strategy identifies education as a priority and the need to protect and give priority to the expenditure for the sector after the dramatic reduction occurred in the 80s and then partially recovered in the 90s as a result of accelerated economic growth.<sup>9</sup>

<sup>6</sup> OECD Reviews of National Policies for Education- Dominican Republic 2008

<sup>7</sup> Concorcio de Evaluación e Investigación Educativa (CEIE) 2006, Bulletins Number 1, 2 and 3, USAID Dominican Republic in:

[http://books.google.it/books?id=YXaaiT7UZw8C&pg=PA164&lpg=PA164&dq=Concorcio+de+Evaluaci%C3%B3n+e+Investigaci%C3%B3n+Educativa+\(CEIE\)+2006,+Bulletins+Number+1,+2+and+3,+USA+ID+Dominican+Republic&source](http://books.google.it/books?id=YXaaiT7UZw8C&pg=PA164&lpg=PA164&dq=Concorcio+de+Evaluaci%C3%B3n+e+Investigaci%C3%B3n+Educativa+(CEIE)+2006,+Bulletins+Number+1,+2+and+3,+USA+ID+Dominican+Republic&source)

<sup>8</sup> Presidencia de la República Gabinete Social Oficina Nacional de Planificación *Estrategia para la Reducción de la Pobreza en la República Dominicana* 2003

<sup>9</sup> Public Education sector expenses in relation to GDP were the lowest in the region, although registering an increase in absolute terms in 1992 – 2002 period, related to the increase of the GDP.

The Regulatory Framework for Education to which the plan refers<sup>10</sup>, promotes the decentralisation of education management at the level of school centres and the transfer of budget items to this school management structures. It also establishes the overall institutional organisation of the education system, the role to be played by the different stakeholders of the education process, as well as criteria for access, equity and quality.

In 2009, a National Development Strategy has been drafted by the Government of Dominican Republic.<sup>11</sup> This document identifies poverty reduction, reduction of social imbalances and inequalities as the major challenges for the national development process. In education, the most important problems to be dealt with are identified as a) access; b) equity; and c) quality. According to the National Development Strategy, the future policies in education will have to address these problems by: a) widening the coverage of the education system and facilitating access; b) fostering improvements in the teaching-learning process to promote education relevance, better curricula, and better conditions for the teachers; c) building the capacity of education policy makers and implementers at all levels.

The National Development Strategy has been submitted to the Development Partners (among which the EUD) at the end of 2009 but it is not yet tabled in the Parliament to be discussed and approved as a Law and the government continues carrying out an extended consultation on it.

Education is one of the focal sectors of the 9<sup>th</sup> EDF (2000-2007) and the CSP/NIP (2001-2007) for the Dominican Republic. The initial allocation for the sector were € 54 million, however in the framework of the Mid-Term Review of the EC country co-operation for the Dominican Republic, it was agreed with the national authorities to transfer € 2 million to a programme to support civil society development by reinforcing the network of Civil Society Organisations (CSOs) specialised in education.<sup>12</sup>

EC intervention has evolved over time. In previous programming periods and in a first phase in the period under review, the project approach was adopted, with several interventions in the education sector such as PRIDEP (Integrated Development Programme for Primary Education - 7<sup>th</sup> EDF) and PROETP (Project in Technical Education - 8<sup>th</sup> EDF), and in the area of Good Governance such as PARME (Reform and Modernization of the State) and PRIL (more oriented to Civil Society) projects.

Eventually EC intervention in education has taken into consideration the needs arising from the long-term and the systemic perspective adopted by the GoDR. The Plan for Education (PEDEP 2003-2012) and the objectives of the Strategic Orientation Document elaborated from the MDG Objectives outlined the need for an integrated budgetary planning and execution control mechanism.

Consequently, the 2004 Mid Term Review (MTR) of CSP/NIP adopted a definite change of direction towards the *Budget Support* modality at both macro-economic and education sector levels. This change in the modality of aid by the EU was reinforced by the good results brought by the first Education SPSPs in other ACP & ALA countries<sup>13</sup> and by similar decisions taken in other ACP countries as a result of the Guidelines for EC support to Sector Policy Support Programmes adopted by the EC in February 2003.<sup>14</sup>

A further step was taken by the adoption of the GBS modality in 2006 with the aim of promoting the rationalisation of public finance management in favour of social sectors (education and health). This modality aimed at enabling the Government of the Dominican Republic to implement its Sustainable Development policies and strategies thereby reducing poverty. The specific features of this aid modality will be analysed under EQ 9.

There existed a high degree of relevance and alignment between these priority programmes of government in the education sector, and the particular projects that were supported by the EC during the period under review. All aspects of the EC projects, including school infrastructure reconstruction and development<sup>15</sup>, improving access and increasing education sector effectiveness and efficiency<sup>16</sup>, and promoting coherent planning, budgeting and expenditure and increased resources for education.<sup>17</sup>

<sup>10</sup> Ley General de Educación N. 66/97

<sup>11</sup> MINISTERIO DE ECONOMÍA, PLANIFICACIÓN Y DESARROLLO CONSEJO NACIONAL DE REFORMA DEL ESTADO Estrategia Nacional de Desarrollo 2010-2030 END - 2009

<sup>12</sup> Dominican Republic MTR Conclusions 2004

<sup>13</sup> Overseas Development Initiative Common funds for sector support- Briefing Paper 2008

<sup>14</sup> Support to Sector Programmes Covering the three financing modalities: Sector Budget Support, Pool Funding and EC project procedures July 2007

<sup>15</sup> School Reconstruction Project DO/7007-001)EDF VIII and Reconstruction of schools in the Eastern Region (phase II) 8 ACP DO 013

<sup>16</sup> Support Programme to Sector Policy in Education (SPSPE)(DO/002/03rev)EDF IX (SBS Sector Budget Support)

<sup>17</sup> GBS- General Budget Support for Poverty Reduction (DO/005/05)EDF IX



The SBS has shown to be the most consolidated aid modality and the most appreciated by GoDR.<sup>18</sup> The adoption of a second phase of Sector Budget Support is due to the successful implementation of the first phase.

This has been confirmed by the interviews providing further elements. The performance of this aid modality has been very high, quick decisions have been taken, transaction costs have been reduced, no parallel structures have been created, as GoDR procedures have been adopted, and the ownership and satisfaction of partners<sup>19</sup> have been increased. On the other hand, the performance of the remaining few projects related to education<sup>20</sup> (and not involving the SEE-MINERD as implementing partner) has been shown to have been somewhat problematic.

#### 4.1.2 JC12: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives

Education is considered by the CSP/NIP 2001-2007 as one of the most important sectors in which intervention can be directly linked to poverty reduction.

The overall EC approach to support the Dominican Republic has been guided by an increasing emphasis on harmonisation with other donors. The lack of an all-embracing development strategy or PRSP, and instead parallel sector development plans (MDGs Strategy, a Plan for Public Administration Reforms, a Development and Financing Strategy Outline) has sometimes been cumbersome in organising policy dialogue and ensuring that all donors concur around the same Government effort. The Commission has worked alongside the other budget support donors (World Bank, IADB, IMP) and coordinates its institutional support measures with those of the other interested donors (who include the budget support donors together with the US and UNDP). In the recent past, the World Bank and IADB's analytical work related to PFM was used by the EC and others as the basis for their programmes.

At sector level in 1993, the *Plan Decenal*<sup>21</sup> (Ten Year Plan) was presented as the major reform to the educational system since 1953. The Plan gathered the most relevant social actors and generated a national debate on different approaches to improving education. It aimed at: a) increasing school access and improving learning for all children; b) improving the quality of education; c) improving teachers' status; d) improving the effectiveness of the Ministry of Education and its decentralised organisations, e) engaging in a participative and organised involvement of the whole society in the educational process, f) improving the use of public expenditures assigned by the government for education.

As a consequence, the *Strategic Plan for Dominican Republic Educational Development*<sup>22</sup> (PEDEP 2003-2012) was formulated and launched. It presented five priorities: a) *equity and democracy* (promoting early childhood care and universal access to primary education, improving the quality of secondary school and linking it to social demands, decreasing illiteracy rates and increasing opportunities for lifelong learning; b) *quality of education* (focused on improving learning skills and competences related to the individuals and societal requirements), c) *teaching quality* (focused on teacher training and improvement of their working conditions), d) *decentralization*; e) *education financing* (increasing the economic resources invested in education).

Moreover, in January 2005 the GoDR launched a forum called "*Foro para la Excelencia de la Educación*" (Forum for Excellence in Education) with the intention to implement education policy and thus Education Reform with the participation of all stakeholders in the education sector. This forum has further articulated policy objectives of the Strategic Plan.

By taking into consideration the lessons learned and the results of the n PAPSE I, the identification and formulation of the PAPSE II (Programa de Apoyo Presupuestario Sectorial para la Educación) and of the GBS support the EC made a very concerted effort<sup>23</sup> to include and involve all other development partners, particularly the EU Member States active in the education field. Moreover, Spain has decided to adopt the Sector Budget Support intervention modality and will incorporate its intervention

<sup>18</sup> See: [http://diariolibre.com/noticias\\_det.php?id=247041](http://diariolibre.com/noticias_det.php?id=247041)

<sup>19</sup> SEE Oficina de Planificación Educativa Informe de Seguimiento a las Políticas Educativas en el marco del Programa de Apoyo a la Política Sectorial 2007-2009

<sup>20</sup> The Schools Reconstruction Project for example has produced delays by creating a parallel structure (interview with Francisco Carreras Siqueros and Lorenzo Marchetti at EUD). Interview with Victor Sanchez at ONFED)

<sup>21</sup> Plan Decenal de Educación. (1992). Congreso Nacional de Educación Santo Domingo, R.D.

<sup>22</sup> State Secretariat for Education (SEE) 2002 Plan Estratégico de Desarrollo de la Educación Dominicana 2003-2012.

<sup>23</sup> PAPSE II Formulation Document 1000x1000 Hacia escuelas efectivas- Propuesta de proyecto 2009

into PAPSE II that is currently under approval at the EC Headquarters because of lack of approval of the MTR NIP proposed modification<sup>24</sup>.

The main pillars of the national education strategy have been mainstreamed in the EC intervention strategy and in the choice of the aid modalities both in the design and implementation of PAPSE I and in the design of PAPSE II. The fact that the EC has always been at the forefront for promoting donor coordination has undoubtedly strengthened the relevance of its support, having influenced and still influencing the decisions taken by other donors involved in the current macro-economic, social development and institutional reform programmes, aimed at increasing transparency, effectiveness and reliability of the public finance management systems, namely the World Bank (WB), and IADB. These donors have in fact adopted policy support and budget support aid modalities.

Best Practices developed in PAPSE I are gradually being mainstreamed into other donors' intervention modalities such as the WB, whose Development Policy Loan (2009)<sup>25</sup> has put the disbursement process under the responsibility of GoDR (Ministry of Finance) and adopted a mix of fixed and variable tranches on the basis of indicators much similar to those of EC GBS. Also, the IADB CLIP Loan<sup>26</sup> that has funded the implementation of the 2000-2012 Plan for Education Management by adopting modalities much more related to national procedures than in the past.

#### **4.1.3 JC13: The Commission has ensured the overall coherence of its education support**

As discussed above (see JC11), the EC has adopted several aid modalities in the Dominican Republic. When the EC started its SBS, the Dominican Republic had not yet benefited from budget support from the European Commission. The IADB and WB had implemented social sector emergency response loans, which were budget support operations, however, differed substantially from the methodology used by the EC.

The EC works together with the other budget support partners (World Bank, IADB, IMF), and coordinates its institutional support measures with those of the other interested donors (who include the budget support donors together with the US and UNDP). In the recent past, the World Bank and IADB's analytical work related to PFM was used by the EC and others as the basis for their programmes.

EC GBS is fully integrated within the reform programme agreed by the International Monetary Fund (SBA Stand-By-Agreement signed in January 2005) and supported by other international financing organisations such as the IADB and the World Bank. Here, several donors (IADB, WB and EC) are committed to maintaining the same line on the requirements regarding their programmes of this type.

The GoDR has defined a strategy gradually aiming at improving access, equity and quality by increasing investments in education (the first priority in Human Development). By adopting SBS as an aid modality, the EC has aimed at promoting national ownership of sector policies and strategies by: a) supporting a government-owned policy and strategy; b) promoting coherence between policy, budgeting and actual results; and c) reducing transaction costs (in the medium to long-run).<sup>27</sup>

In parallel, GBS aims to reinforce capacity and provide for effective policy dialogue on the PFM reforms which should also lead to a harmonisation of requirements with other budget support donors and to reducing the financial gap between plans and budgets. Nevertheless, it has to be said that the level of mutual coordination between SBS and GBS is very low or non-existent.

Within the GBS tranches, no disbursements have taken place related to education purposes but only for health and rural feeder roads. No amount was earmarked for education and the sectors benefited have been considered as priorities since education was being supported by the SBS.

Moreover, the Ministry of Finance (Ministerio de Hacienda) has lamented to be perceived only as resource collector, distributor and financial watchdog rather than a partner in the development process

<sup>24</sup> Acta de la VII Reunión de la Comisión Mixta Hispano-Dominicana de Cooperación.

<sup>25</sup> World Bank DPC (Development Policy Loan) on PASS (Performance and Accountability of Social Sector that has adopted four inter-related objectives: a) to enhance the performance of social sectors to promote human capital b) to improve budget management to support the performance of these social sector; c) to support the gradual introduction of Performance Agreements in social sectors; and b) to enhance transparency and accountability to users in social sectors. See: WB/IBRD First Development Policy Loan on Performance And Accountability Of Social Sectors (PASS) – Report 50512/DO 2009

<sup>26</sup> This loan supports the 1000x1000 Plan of Action (see 20) aimed at: a) recover of school time to comply with school calendar and b) support to all education stakeholders to implement actions to promote quality of education. See: IADB Loan Contract 2293/OC/DR Resolución DE-008/10

<sup>27</sup> See the orientations outlined by the methodological EC document Support to Sector Programmes. Tools and Method series Guidelines N° 2 -2007

whose role, if given value, is likely to facilitate the attainment of the goals for the GBS indicators by monitoring the performance of Line Ministries<sup>28</sup>.

Overall, the above approach has ensured a good level of coherence in the spirit of the **European Consensus on Development**<sup>29</sup> about the coordinated utilisation of different aid modalities according to the specific development needs and policy priorities of the partner country and to the degree of viability of each modality.

Furthermore, the EC intervention in DR has shown its commitments to Aid Effectiveness in line with the **Paris Declaration and the Accra Agenda for Action** with regard to the need to promote ownership, alignment and harmonisation<sup>30</sup>.

Also the need to involve civil society and all stakeholders has been dealt with in the different modalities, from the project approach, where CSOs were directly involved in implementation, to the other aid modalities, for which civil society is part of the decision-making mechanism and an important stakeholder for capacity building.

## **4.2 EQ2-access: To what extent has EC support to education contributed to improving access to basic education?**

### **4.2.1 JC21: All children access and complete a full course of primary schooling - (MDG 2) and (EFA 2): General trends**

According to the 2008 OECD Review<sup>31</sup> “the Dominican Republic made significant gains in access in the decade of the 1990s”. From 1991-1992 to 2001-2002, the gross enrolment ratio (GER) in the first cycle of basic education (grades 1-4) increased from 91% to 138% and the GER for the second cycle (grades 5-8) increased from 42% to 90%. The increases over the same period were of a similar magnitude at the secondary level: from 23% to 62%.

Furthermore, a specific study<sup>32</sup> highlights that among Latin American Countries (LAC) the Dominican Republic has the highest level of school coverage for the 6-18 population with a level of 91%.

The increases at the secondary level resulted not only from greater numbers of students moving through the basic level but also from a reduction in the number of dropouts and the return of older students to complete secondary education.

A further study for IADB<sup>33</sup> highlights the role policies aimed at increasing the flexibility of schooling intended to encourage students to return to school, as an important reason for improving access. Policies such as providing three shifts (morning, afternoon and evening), while causing problems as discussed later in this report, have the benefit of permitting youth to continue to work while also attending school.

According to SEE-MINERD data the net coverage at primary level is 92.3% in 2008-2009.<sup>34</sup>

#### **4.2.1.1 MDG2A: Ensuring that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling**

According to the Statistic Department of SEE, in 2007-2008 the net enrolment ratio in primary education is 92.3% as compared to 94% in 2002 while the Gross Enrolment Ratio is 119.2% as compared with 104 % in 2002<sup>35</sup>. The difference reflects the high percentage of over-age students enrolled in Dominican basic schools.

<sup>28</sup> e.g. for the indicator related to the resources invested in education as a share of GDP or of National Budget. This has resulted clear in the interviews with the Vice Ministry of Finance Felicia Gutierrez and the General Advisor for PAFI project Raul Calle Ramirez

<sup>29</sup> 14602/05 DEVGEN 218 RELEX 645 ACP 153 - Joint Statement by the Council and the representatives of the Governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: “The European Consensus”

<sup>30</sup> Paris Declaration on Aid Effectiveness 2005 and Accra Agenda for Action 2008

<sup>31</sup> OECD Review of National Policies for Education - 2008

<sup>32</sup> Urquiola M. Calderón V., “Manzanas y Naranjas: Matrícula y escolaridad en Países de América Latina y el Caribe”. BID-2005;

<sup>33</sup> Alvarez, Carola. (2004). La educación en la República Dominicana - logros y desafíos pendientes. In “Serie de Estudios Económicos y Sectoriales Washington: Inter-American Development Bank.

<sup>34</sup> SECRETARÍA DE ESTADO DE EDUCACIÓN - Oficina de Planificación Educativa Período 2007-2009 Informe de Seguimiento a las Políticas Educativas en el marco del Programa de Apoyo a la Política Sectorial

<sup>35</sup> UNESCO Institute for Statistics

Clearly budget support provided by the EC and the Technical Assistance (TA) provided with the implementation of PAPSE have contributed to these results by substantially increasing financial resources invested in education and allowing for the provision of added value to national investments. In fact the resources mobilised by the EC have been invested to 100% in innovation and the upgrading of the education system. No evaluation is currently available but goals measured by indicators appear to have been substantially attained.

Moreover, the TA provided by PAPSE has contributed to the design of several school management tools, teaching-learning methodologies and planning instruments.

#### **4.2.2 JC22: Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)**

The gender structure of enrolment favours boys over girls, regardless of the geographical region they inhabit. For the year 2008-2009, the school attendance rate of the population of 6-17 year olds reached 85.0% for girls and 89.2% for boys, where gender parity is 0.94, i.e. for every 100 boys in the age range 6-17 years attending school, 94 girls are the same age. In general, no significant differences were found between educational regions since they have more or less homogeneous layers of population and this makes the net attendance rates in primary school similar.

The Gross Enrolment Ratio (GER) for the basic level is 111 for 2009-2010 compared to 118 for LAC. For all secondary levels GER was 77 compared with the average of 89 for LAC.<sup>36</sup>

Net enrolment ratio (NER, gauging participation in education) for the basic level in 2009 is 89.2% (85.2% for females and 93.4% for males) and 50.9% (56.1% for females and 45.8% for males) in secondary.

As mentioned above, the increase in resources, alongside the technical support for better management of the system has contributed to increasing school access in synergy with the support provided by other development partners, mainly IADB for school construction.

#### **4.2.3 JC23: Primary schooling is compulsory and free of costs to all pupils**

Primary Schooling is compulsory and universal, and therefore the State has the constitutional responsibility to ensure that all children have access to eight years of primary education. No fee is charged. The provisions are established by General Education Law 66-97. No role has been played by the EC in this process.

#### **4.2.4 JC24: Provisions to enhance access to education by disadvantaged groups**

Several steps have been taken by the government to foster inclusive education with regard to girls and boys with special needs. Furthermore, teachers have been trained with the aim of providing knowledge and mainstreaming appropriate methodologies for improving learning opportunities for the disadvantaged and international agreement have been signed with Cuba, Spain and UNESCO.

The Strategic Plan for the Development of Education has established the Programme "Strengthening education for diversity" aimed at promoting inclusion and permanence in the education system of girls and boys at risk for cultural, economic, social and personal reasons. This programme is based on five strategies: a) promotion in all education spaces and at the societal level of values likely to facilitate acceptance and respect for diversity; b) improving the curriculum at initial and basic levels as an educational response to diversity; c) promotion of strategic alliances with private and public institutions that work with vulnerable layers of the population, to provide integral attendance; d) widening of coverage and strengthening of the service offer of centres for special education; e) design and implementation of action likely to allow schools to offer effective response to vulnerable people such as: training of teachers, psycho-pedagogical support system, provision of technical and technological resources, and architectural upgrading.

The TA provided by PAPSE has contributed to drafting the above document both directly and indirectly by building the capacities at Ministry level.

<sup>36</sup> Statistics from UNESCO Institute for Statistics

### **4.3 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

#### **4.3.1 JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary**

The transition rate from primary to secondary is 89.9% in 2008 as compared with the 87.8% in 2002. This slight improvement over the period under evaluation is the result of a steady increase in the rate until 2006 (up to a maximum of 95.8%) and a subsequent decline to the current rate.

In the same way, the budgetary increase in school equipment and learning materials, as well as the improvement in school management have contributed to improving the internal efficiency of the education sector and to increasing the positive transition from primary to secondary.

#### **4.3.2 JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)**

Until 2006-2007, the issue of increasing capacity of secondary institutions has only played a minor role in donor support. The same applies for EC support, due to the fact that EC support was focused mainly at the general education system level and on primary education.

However, starting from 2009 several investments have been made to increase coverage and facilitate access to secondary education. The three most important actions - the EC PAPSE II, the World Bank DPC PASS Loan and the IADB CCLIP conditional loan address important components:

1. The EC PAPSE II sector budget support, whose specific objective is to provide quality education for all, by addressing the low performance of the educational system and achieving a deep long-term reform. This is fully aligned with the objectives stated in the draft National Development Strategy, Second Strategic Axis 1.1 and 1.2, and in the sector plans (Ten Year Plan 2008-18 & Strategic Plan 2008-12) and it will be based on a system of indicators related to access, equity and quality as well as education management. It is supposed to start in 2011.
2. The PASS Loan will provide several contributions aimed at a) Supporting the implementation of the School Management System; b) improving the educational indicators of access, retention, promotion and completion rates by education level; c) supporting the improvement of the Ministry of Education's ability to monitor student learning outcomes. It has started in 2009.
3. The IADB programme is mostly related to promoting the availability of classrooms to increase access and capacity to provide quality education at the secondary level. It started in 2009.

Budget and non-budget allocations are aimed at improving teacher's and the overall system's capacity. To this end the TA of PAPSE II, the non reimbursable Loan of Technical Assistance (LTA) of WB PASS and the non reimbursable TA provided by the CCLIP project are designed to play an active role.

Outcomes of the EC efforts so far are the following:

- Education System management tools developed
- Information Systems Developed
- MTEF-like document ready
- Donor coordination developed
- A Strategic framework for harmonization developed has already begun producing its first outcomes since the main features of WB and IADB support were aligned to Budget or at least to Policy Support and AECID (Spanish Cooperation) will join the second phase of the EC SBS.

### **4.4 EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

#### **4.4.1 JC41: Availability of strategies and resources to enhance quality of learning and teaching**

The Dominican Republic has clearly established its priorities and strategic orientations to enhance the quality of the teaching-learning process: *"Foster meaningful learning related to the basic needs of the knowledge society likely to facilitate the development of creativity, critical spirit, capacity for research, innovation and utilization of new ICTs"*<sup>37</sup>.

<sup>37</sup> Strategic Plan for Dominican Republic Educational Development - Volume II, 2008

The formulation of the strategy has been supported by the EC within the TA provided by PAPSE I. This TA has in fact participated and assisted both the Education Strategy 2008-2018 and the 2008-2012 mid-term strategy, the Strategic Plan for Educational Management.

The Strategic Education Plan 2008-12 refers to the first years of the reform envisaged in the sector's longer-term Ten Year Plan 2008-18. This Plan is embedded in a broad sector development plan with an appropriate financing framework, containing the key elements of a sectoral Medium Term Expenditure Framework (consistency with the long-term strategy, strategic actions, indicators, targets and budgetary quantification). It foresees a dramatic increase in public spending in the sector, reversing the historical trend (around 2% of GDP spent in education) to reach a record spending of 4.1% of GDP by 2012.

The guiding principles of the Strategic Plan for Dominican Republic Educational Development 2008-2012 are: a) education for all - learning and development: equality of opportunities, long life "learning to learn", focus on scientific and technical advances; b) education for all - participatory and responsible citizenship: freedom, peace, ethics and solidarity; c) education for all: national project: national identity in diversity, shared societal responsibility; and quality education as a fundamental asset for development.

Five strategic pillars have been established: A) Democratisation and equity; B) Quality of education; C) Quality of teaching; D) Decentralisation; and E) Financing.

According to the Strategic Plan, quality in education has to be promoted by improving three fundamental elements: a) curriculum; and b) teacher's capacity and capacity of all the actors involved in the education process. More specifically, the strategic document foresees:

- Curriculum: For the first strategic element the objectives are relevance and quality, namely: a) capacity to produce good learning results in terms of knowledge and competences to perform effectively in social relationships and further education or work environments and b) to be acknowledged by different societal components,
- Teachers' capacity: For the second strategic component the objectives are: a) attainment of capacity to teach effectively at the level for which teachers are formally recognised; b) an effective incentive system linked to performance evaluation; c) an adequate wage to allow teachers to attain a good standard of living and social status; d) actual completion of the school day and work performance compliant with ethical values.

The following table summarises the characteristics of the main programmes adopted to implement the strategy:

*Table 2: Plans and sub-plans of the Strategic Plan for Dominican Republic Educational Development*

<b>PROGRAMMES</b>		<b>SUB-PROGRAMMES</b>	
<b>N°</b>	<b>Operational Programme</b>	<b>N°</b>	<b>Sub-programmes</b>
1	Satisfaction of girls and boys' basic needs	1.1.	Widening of basic education opportunities
		1.2.	Basic Education
		1.3.	Strengthening of Education for diversity
2	Widening of Education opportunities for Youth and Adults	2.1.	Transformation of Medium Level General Education
		2.2.	Establishment of an integrated TVET system
		2.3.	Widening literacy and life-long education opportunities for youth and adults
3	Strengthening Quality and Education Management	3.1.	Development of new Education Management Systems and Curriculum Innovation
		3.2.	Consolidation of life-long ToT opportunities
		3.3.	Strengthening of Decentralised Education Management
4	Utilisation of ICT in Education	-	No sub-programs
5	Institutional Development and Strengthening	5.1.	Support to Education Research
		5.2.	Strengthening Education Planning
		5.3.	Strengthening Education Supervision and Pedagogical Mentoring.
		5.4.	Consolidation of Education Evaluation

*Source: Strategic Plan for Dominican Republic Educational Development Volume II*

EC support through PAPSE I has been important to qualify the education **expenditure** in the Dominican Republic. In fact around 92% of expenditure in education is made up of national resources while external resources amounted to around 8% in 2009.<sup>38</sup>

Total EC support over the period is around 4% of total expenditure<sup>39</sup> but it has to be considered that from the data available, the budget allocation to salaries (and related expenditure) reaches almost 63.1% and that the recurrent expenditure amounts to 23.1% while only 13.9% are spent on physical investments. The EC allocations being spent only on innovation issues thus provide an important leverage effect that otherwise would not have been possible. As a consequence, the EC contribution to the attainment of the objectives of the Strategic Plan is important and significant. This has been recognised in a number of interviews with high ranking government staff.

However, and as said earlier, quality of education is an outstanding problem of the DR's education system. This is due to various problems such as: a) low levels of qualifications of teachers and school managers; b) insufficient infrastructure; and c) curricular weaknesses. This situation is also reflected in a number of indicators:

- The **pupil teacher ratio** is quite high: In Primary Education (Nivel Básico) this rate stands at 33.7 and in Secondary (Nivel Medio) it stands at an even worse level: 43.3.
- The pupil-classroom ratio could not be retrieved but a proxy is available: The Section / Classroom ratio is 1.86 in Primary Education and 2.10 in Secondary. This means that in the majority of the classrooms there are multiple shifts. Considering that the situation in rural schools is worse, in such schools triple shifts are frequently used (a night shift is used). Moreover, considering that most of the schools are not served by electrical power, we can deduct that either education is imparted in absolutely non-appropriate conditions or the duration of education is reduced and once there is no solar light the school closes.
- The average duration of education in DR is 2.5 hours per day, meaning that on average 50% of school time is lost due to preliminary operations, breaks, cleaning of classrooms, etc.<sup>40</sup>

#### 4.4.2 JC42: Quality related efficiency measures

Most of the internal efficiency and quality problems of the Dominican Education System originate in the first cycle of primary education. In fact, although a very high number of children are enrolled in primary education (see above), from the beginning of the cycle, the system is not capable of keeping its pupils.

The connection between degree and age decreases with regard to the age cohort of the pupils and only one third of the pupils finalises the first cycle at the right age, thus pointing to the magnitude of repetition and drop-outs:

- In 2008 repeaters in primary education were 8.4 % of the total, as compared to 7.2% in 2002. In secondary education the 2008 rate was 6.6 % while in 2002 it was 9.4 %.<sup>41</sup>
- The drop-out rate in primary education in 2008 was 3.4 % and 6.6. % in secondary as compared with the 2002 rate of 5.6 % for primary education and 9.4 % for secondary.

Another important indicator of quality-related internal efficiency is the over-age rate that is an indicator of potential school failure and drop-out, since people who are over the normal age are repeaters and pupils at risk. In the DR this rate shows an important reduction over the period 2003-2009: In primary education it dropped from 22.6 % in 2003 to 9.2 % in 2009 (-13.4 %) and in secondary education it has even more dramatically reduced from 51.2 % to 15 % (-36.2%) respectively.

The drop in the average rate can be interpreted as an increase in internal efficiency due to a better quality of education. There is no doubt that the EC system intervention, in synergy with other donor's intervention, has contributed to producing this data. But the permanence of unsatisfactory final results

<sup>38</sup> External Resources from donations and loans amount to 831% of the total budget in 2009 and 7.81% on average over the period 1990-2008 - Source SEE Dir. Planificación Financiera Evolución de los Recursos Externos en el Presupuesto de la SEE 2010 in

<http://www.see.gob.do/portalSEE/planificacion/documentos/Nuevos%20Documentos/Evolución%20Recursos%20Externos%201990-2009.pdf>

<sup>39</sup>SEE - Fondo General Presupuesto Educación 2009.

[http://www.see.gob.do/portalSEE/planificacion/estudios\\_economicos.html](http://www.see.gob.do/portalSEE/planificacion/estudios_economicos.html)

<sup>40</sup> Source PEGE 2008-2012 School Management Plan

<sup>41</sup> Source: Statistics Department MINERD

(documented below) show that some attention should be placed on the quality and effectiveness of inter-grade trials at primary and secondary levels, in order to improve evaluation criteria.

#### **4.4.3 JC43: Qualifications and competencies of teachers and school leaders enhanced**

According to SEE-MINERD data, almost 90% of the primary school teachers are qualified according to national standards. However, several studies and even ministerial analysis show that there is no correlation between the investment made and the results in terms of learning.

A regional diagnosis of the Dominican Republic indicates that there are 46,173 teachers, of these 8.2% have a bachelors qualification; 9.6% come from the Escuelas Normales, 45.0% have professional diplomas from a University; 35.3% have graduate studies at the level of Licenciaturas; 1.1% have postgraduate studies and 0.7% have a Master's degree.<sup>42</sup>

The debate in focus groups held during the field visit hints at the lack of on-the-job follow-up after the training of teachers and school leaders that has undoubtedly weakened its impacts and sustainability.

EC intervention has played a role by providing a better level of resources to be invested and the training of teachers has also increased, but not enough.

#### **4.4.4 JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities**

Construction, repairing and maintenance of school buildings and classrooms is a priority for SEE-MINERD since the availability of education spaces is likely to promote an increase in quality by reducing shifts and increasing the average school time.

Over the period 2007-2009, according to SEE-MINERD data, 1,209 new classrooms have been built and 1,114 have been repaired. It has to be noted that the construction of 4,189 classrooms had been foreseen for the end of 2009 and that 1,066 classrooms were under construction and 1,325 under repair.

In this field it cannot be said that EC support has worked properly. In fact, out of the school reconstruction projects both in the first phase (8 ACP 13 DO) and in the second phase (9 ACP DO), these projects can be characterised by several problems related to low quality of project design, incorrect technical decisions, and, for the latter, by problems related to the aid modality (project support) that has produced a duplication in structures and several delays in implementation. However, some 100 schools have been built under the two projects.<sup>43</sup> This intervention targets the needs of children in difficult circumstances as the schools reconstructed are located in the Eastern Area of the country, affected by Hurricane George in 1999 and most prone to natural disaster phenomena. Moreover, most of the schools are located in very remote areas.

### **4.5 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

#### **4.5.1 JC51: Literacy and numeracy enhanced**

According to official SEE-MINERD data, illiteracy in 2009 was 10.7 % compared to 12% in 2002<sup>44</sup>. On the contrary, the transition rate to secondary school has improved from the 87.8 % of 2002 to the 89.9% in 2008. So while illiteracy has been reduced, the transition rate from primary to secondary is improving, although since 2006 (rate of 95.8%) there has been a reduction of 5.9%.<sup>45</sup>

Another important rate to consider is the percentage of youths in the age range 15-24 years who are not able to read and write. This rate has dropped from 5% in 2002 to 2.9 % in 2009. It should be mentioned that an analysis made on provincial distribution of the illiteracy rate has discovered that the provinces with lower illiteracy rates were those with lower presence of poor households.<sup>46</sup>

<sup>42</sup> Polanco, F., La formación de los recursos del sector educativo. Situación Actual y Perspectivas: 2001:125/126

<sup>43</sup> This is in sharp contrast to the Multiphase Programme for Equality in Basic Education funded by the IDB: It is based on rural education, access and equality in marginal areas, improvement of the education management and a fund for innovations in education. Under this programme 136 schools have been built, most of them in rural and isolated areas and in marginalised communities where schooling opportunities were very scarce before.

<sup>44</sup> Source: Encuesta de Fuerza de Trabajo (Workforce Survey) Banco Central Republica Dominicana

<sup>45</sup> Source: Statistics Department MINERD

<sup>46</sup> ONE - ENHOGAR Encuesta de Hogares de Propósito Múltiple 2006



By increasing resources and supporting the Education system at the higher level, EC support has helped produce improvements in the outcomes of most policies, except in quality results (average marks in national exams), illiteracy (slight increase) and financing (lower than planned<sup>47</sup>).

#### 4.5.2 JC52: Improved core learning achievements

The SERCE<sup>48</sup> Second Comparative and Explanatory Study on student's performance in Mathematics, Spanish and Sciences shows the following results:

##### MATHEMATICS

###### For Level 3

1. The Dominican Republic has been classified at the lowest level (average scoring in Mathematics is lower than the average). Its average scoring is lower than that of all other countries studied<sup>49</sup>;
2. Students from the Dominican Republic score below level one, meaning that they have not been able to complete the most simple tasks in Mathematics.

###### For level 6

1. The Dominican Republic has also been classified at the lowest level (average scoring in Mathematics is lower than the average), with an average scoring also lower than that of all other countries studied;
2. Out of four levels including a scale of mastery (scoring upper than average, upper than average but lower than a standard deviation, equal to average without statistic difference, lower than average) only 7.1% of the students from the Dominican Republic are classified in the two upper levels.

##### SPANISH (READING)

###### For Level 3

1. The Dominican Republic has again been classified at the lowest level, with the average scoring also being lower than that of all other countries studied;
2. Out of the four levels above, 31.4% of the students from the Dominican Republic have been classified at the lower level, meaning that they are not able to identify specific and unique information in a short text even if they are isolated and reiterated.

###### For Level 6

##### SCIENCES

1. The Dominican Republic has been classified at the lowest level. Its average scoring is lower than that of all other countries studied;
2. 47.8 % of the students from the Dominican Republic have been classified as being at level 1, meaning that they are able to understand and repeat only simple and isolated information whose meaning is unique and that are positioned at the beginning or in the final part of a short text.

Concluding, the position of the country among the countries considered is very low and the study shows a very low level of mastery of the learning process by Dominican students.

The issue of quality is also of specific relevance to the EC SBS mechanism: A negative result of the forthcoming (July-September 2010) National Trials is likely to affect the disbursement of the forthcoming tranches of SBS and the decision-making process about PAPSE II.<sup>50</sup> This means that the planning of the SBS considered learning achievement as an important element of the programme, with specific indicators highlighting this importance such as:

<sup>47</sup> The analysis of the 2009 Budget shows that the function education amounts to 11.6% of the total Budget; of this, just 77% corresponds to the Ministry of Education, the rest corresponding to other 13 government departments with education activities.

<sup>48</sup> LLECE- Segundo Estudio Regional Comparativo y Explicativo (SERCE) 2006

<sup>49</sup> The other countries considered are the following: Argentina, Uruguay, Paraguay, Chile, Brazil, Peru, Ecuador, Colombia, Panama, Nicaragua, Costa Rica, Guatemala, El Salvador, Cuba, Estado de Nueva León in Mexico)

<sup>50</sup> Accountability and value for money are "must" for the EC and the EC taxpayers financial resources invested in Education should show positive results

- Average final marks in 4<sup>th</sup> grade;
- Average final marks in 8<sup>th</sup> grade;
- Students per section.

The EC has made an effort, mainly through the Technical Assistance of PAPSE, through design and testing with the main stakeholders of several systems and tools aimed at improving the effectiveness of the education problem and by this way, its contribution to the dissemination of basic skills. (It has to be noted that PAPSE TA has started in 2007 and the SERCE results are from 2006.)

PAPSE contributed to:

- The formulation of the Ten Year Plan 2008-2018;
- Laying the basis for Curriculum Innovation;
- Laying the basis of the National Supervision System.

These interventions have been made at central level but now the way is paved and PAPSE II will have to move towards the grassroots school level in order to improve the quality of the teaching-learning process.

#### **4.6 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

##### **4.6.1 JC61: Sound pro-poor sector policy framework in place**

The *Estrategía para la reducción de la Pobreza en la República Dominicana (PRSP - 2003)* defined the increase in social expenditure as a priority and identified education among the most important priorities. The strategic objectives were: a) education infrastructure; b) increase in education coverage; c) support to permanence in education processes; d) improvement of education quality; e) reduction of illiteracy; f) increase coverage in adult education; g) increase TVET opportunities; h) increase TVET coverage.

More recent policy developments are expressed in the 10 Year Plan 2008-2018<sup>51</sup> which has further developed the above approach, namely: a) the GoDR has clearly expressed its willingness to improve institutional capacity and cross-sectoral collaboration between the Ministry of Education and Solidarity so as to monitor beneficiary compliance with programme co-responsibilities and education outcomes; b) the GoDR has started to calculate supply gaps in education services and is dedicated to progressively reducing these gaps through a targeted approach.

Three areas of intervention, with significant gains for disadvantaged groups, are being considered: (a) increasing pre-school access among the poorest segments of the population; (b) increasing access to the second cycle of basic education (5<sup>th</sup> to 8<sup>th</sup> grades) especially in rural areas; and (c) expanding access to secondary education, particularly (9<sup>th</sup> and 10<sup>th</sup> grades). The Ministry of Education would also seek to prioritise infrastructure investments in schools located in regions with high poverty rates and concentrations of *Solidaridad* households, where under-provision and crowding are most prevalent.

The government's draft for a National Development Strategy (NDS) follows a long formulation and analytical process, steered by the Ministry of the Economy, Planning and Development (MEPD) from 2007 to date. The government has been methodologically assisted by the World Bank and has relied on technical inputs prepared by UNDP, the WB and the IADB. There have been more than 25 thematic workshops, consultations to more than 130 sector experts, opinion polls to capture the voice of civil society, etc. The draft NDS is undergoing a nine-month period of further consultations. The EC (as well as other donors and development partners) has been an outstanding partner of the Government in the formulation of the National Development Strategy.

The education chapter is inserted in axis 2 of the draft NDS, and actions, indicators and targets are based on previous strategic sector plans. As a result, the Ten-Year Education Plan 2008-18 and the Strategic Plan 2008-12 are basically consistent in objectives, actions and expected results with the education provisions in the draft NDS and Multi-Annual Public Sector Plan for Education 2010-13.

The National Development Strategy<sup>52</sup> has identified, in its second strategic pillar related to social cohesion, some strategic missions for education, namely: a) enact a quality education system of lifelong

<sup>51</sup> National 10-Year Education Plan (*Plan Decenal de Educación 2008-2018*)

<sup>52</sup> MINISTERIO DE ECONOMÍA, PLANIFICACIÓN Y DESARROLLO CONSEJO NACIONAL DE REFORMA DEL ESTADO *Estrategía Nacional de Desarrollo 2010-2030 END - 2009*

learning and support human development and foster active citizenship; b) universalise education from pre-school to the medium level. Specific goals and indicators have been defined on access, equity, internal efficiency and quality of education.

As said in other parts of the present report, the Technical Assistance provided by the EC to the SEE (now MINERD) has produced an MTEF-like document likely to encourage and stimulate cooperation within the Ministry and across the Ministries involved in education development over the period 2008-2012. This document is a prominent component of the 1,000x1,000 Strategic Plan for Education Management 2008-2012.

According to the national statistics and in spite of the limited resources allocated to education, the DR has taken important steps to guarantee access to education to the majority of its population. There has also been progress, albeit limited, in indicators of over-age, repetition, progression, dropout, average years of schooling and literacy, although still higher than both the regional average and forecasted progress. An illiteracy figure of over 10%, along with the low quality of the educational system, could mean not reaching the MDG in education by 2015. Poor investment in the sector has brought about deficiencies in the quality of teaching staff, short school days, overcrowding, double and even triple school shifts in one day, multi-tasking of school staff and scarce and inadequate infrastructure. When compared to other countries in the region, the education system is at a serious disadvantage.

During 2007 and 2008, the Ministry of Education (MINERD) carried out substantive regulatory and legal work creating the framework for reform of the education system. In order to tackle low performance, the MINERD has drafted the Decennial Plan 2008-2018. The Plan proposed four main lines of action: (i) educational centres at the heart of the system; (ii) revision and reformulation of the teacher training policy; (iii) compliance with the school year and timetable; and (iv) continuous and systematic investments in education, in accordance with the State's budgetary planning. The Ten Year Plan has started to be implemented through a Strategic Plan 2008-2012, which includes indicators and investment goals for the initial 4-year period. This process has been widely supported by the PAPSE Technical Assistance Unit with specific intervention, production of technical inputs and day-by-day assistance.

The sector plans show good results so far: the first year of implementation led to improvements in most education indicators except in quality results (average marks in national exams), illiteracy (slight increase) and financing (lower than planned<sup>53</sup>). As with the Ten Year Plan, the results of the first year 2008-09 of implementation of the Strategic Plan 2008-12 show progress in most indicators, except quality results and financing. While enrolment rates in the DR are reaching international levels, there is still a long way to go to improve quality. Moreover, more equal access to education services and a more efficient allocation and use of scarce resources remain key challenges for the sector.

#### **4.6.2 JC62: Resource allocations in line with education sector requirements**

According to the Institute of Statistics of UNESCO, in its report on progress towards Education for All 2005, with 2.5% of government expenditure on education in relation to GDP, the Dominican Republic only surpasses Ecuador and Guatemala (2001: Ecuador 1.1% and Guatemala 1.7%).

This percentage is comparably low, as in the year 2001, the public expenditure average on education amounted to 4.7% of GDP in Latin America. Among 26 countries of the region, the Dominican Republic occupied position 24. With the recent economic crisis and the drastic reduction of the financing of education, the Dominican Republic could be one of the countries with the lowest level of resources earmarked to education in the region.

The Strategic Plan for Dominican Republic Educational Development acknowledges that over the last years the budgetary resources have been less than what was needed and that important investment increases have been requested. The Ley General de Educación 66/97 (General Law on Education), establishes that 4% of GDP from the government or 16% from the budget should be designated to education, depending on which one is the highest. These levels have never been attained. The following table summarises the trends over the period 2004-2009.

<sup>53</sup> The analysis of the 2009 Budget shows that the function education amounts to 11.6% of the total Budget; of this, just 77% corresponds to the Ministry of Education, the rest corresponding to other 13 government departments with education activities.

Table 3: Dominican Republic: Expenditure on Education as a share of Public Expenditure

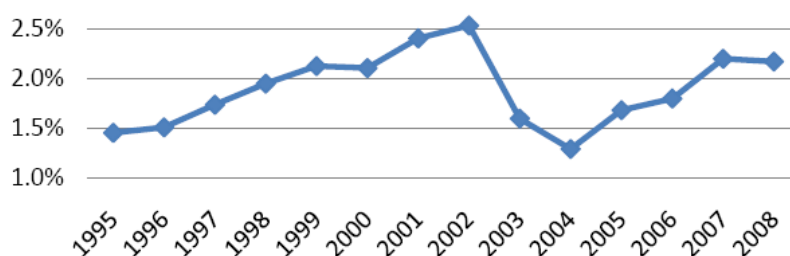
Macroeconomic data	2004	2005	2006	2007	2008	2009*
GDP**	777,187,546,430	884,938,976,486	1,018,564,760,000	1,327,087,525,000	1,550,000,000,000	1,643,191,306,350
Total Public Expenditure	142,062,220,568	188,832,617,987	220,618,316,387	270,803,210,998	328,999,387,390	328,999,387,390
% of GDP	18.28%	21.34%	21.66%	20.41%	21.23%	20.02%
Expenditure in Education	11,724,658,673	15,352,992,539	17,783,386,727	24,110,360,724	27,809,335,787	33,432,215,710
% of Public expenditure	8.25%	8.13%	8.06%	8.90%	8.45%	10.16%
% of GDP	1.3%	1.7%	1.8%	2.1%	2.2%	2.4%

Source: Data processing on the basis of National Budget Data

An effort has been made by government to increase public investments in education as the table shows. The current share of 10.16 % is the result of a long-lasting process to which the EC has contributed by providing the resources to run innovation and investment activities, likely to produce a leverage effect on the overall system performance with regard to access, equity, internal efficiency and quality.

The following figure shows that in the last three years the share of GDP invested in education has slowly but steadily increased.<sup>54</sup>

Figure 1: Dominican Republic: Education as a share of GDP (period 1995-2008)



Source: National Budget Directorate DIGEPRES

The PAPSE I support channelled around € 54 Million, out of which € 48 Million was direct budget support and € 6 Million Technical Assistance. The latter support has laid the ground for the education management system and tools and has built capacity at Ministry and decentralised level for PAPSE II by developing, within the MINERD, a culture of education planning, accountability, identification and pursuing of annual goals, a very efficient education statistics system (based on the UNESCO standards), and new curricula and syllabi.

One of the most important outcomes of the TA within PAPSE I has been the preparation of an MTEF-like document for education management for the period 2008-2012, foreseeing on a realistic basis<sup>55</sup> a growth in the share of GDP invested in education from 2.7 % in 2006/2008 to 4.1 % in 2011-2012.

The above elements, mainly the statistical indicators and the MTEF have been the basis for the formulation of the Strategic Plan for Education Management 2008-2012.<sup>56</sup>

#### 4.6.3 JC63: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform

There is evidence of the linkage between education sector reform and the broader national reform of public financial management.

<sup>54</sup> This is questioned by the Ministry of Finance since there is a non homogeneous identification of the amounts to be devoted to different sectors, as in some cases reference is made to GDP, in others to State Budget, in others to the level of state income taxes collection. According to the Ministry of Finance the last is definitely the criterion to be generalised. In 2009, the increase in GDP has been 3.5 %, but the result of Income Taxes Collection has been - 8%. In this case to fulfill what is foreseen by the General Law on Education 66/97 (the highest amount between) 4 % of GDP or 16 % of National Budget) would have meant to increase State debt.

<sup>55</sup> Confirmed by interviews and the EUD, the MINERD, the WB and other donors.

<sup>56</sup> SEE-MINERD Oficina de Planificación Educativa -1000x1000 Hacia Escuelas Efectivas- Plan Estratégico de la Gestión Educativa 2008-2012

EC intervention specifically foresees the above condition. This becomes evident when looking at EC GBS. In fact it is aimed at:

1. supporting DR government efforts at achieving the MDGs through the proper implementation of its National Development Strategy;
2. contributing to progress in public financial management (PFM) reform and stronger accountability in this field through the selection of specific PFM performance indicators to base variable tranches disbursements and the strengthening of the PFM coordination group which will monitor progress against a PFM reform action plan;
3. contributing to alignment and harmonisation processes in DR in line with Paris Declaration objectives through the creation of a joint budget support group comprising the EC, the WB and Spanish cooperation;
4. contributing to the effective implementation of the Government's strategies concerning Sustainable Development and specific health and education sector policy targets by providing additional resources and an increased focus through variable tranches.

The decentralisation process has produced important results in terms of: effectiveness of public expenditure (there is empirical evidence<sup>57</sup> that investment costs are reduced by 30 to 50% through budget transfers to "Juntas Escolares"/School Councils), increased ownership of and community participation in school management, running and maintenance, and of social/institutional mobilisation in support to education. It is substantially a situation where the application of the principle of subsidiarity has shown to work well as an important component of democratisation and participation. In some cases, lessons learned from the education sector are spontaneously being transferred to other sectors by the involvement of Local Authorities (Alcaldes). The decentralised procedures being used to implement IADB financed operations are currently subject to a scaling-up process at District and Regional levels.<sup>58</sup> Although this is not a result of EC support but rather a product of national efforts it could be mainstreamed in the EC's forthcoming support to education decentralisation.

The PFM legal system was completely changed between 2006 and 2007 with the approval of a series of laws reforming key functions and creating new institutions. However, the effective implementation of this new regulatory framework has been slow.

On the other hand, tangible progress has been made in the areas of public procurement, extension of the new integrated financial management system or reform and consolidation of the Single Treasury Account. However, there are still major fields, especially the one of external controls (National Audit Office, Parliament), with limited signs of improvement.

The latest report of the Ministry of Finance on the PFM situation in 2009 shows considerable advances on most indicators. More specifically, progress achieved during 2009 derives from a sustained implementation of the current legal framework, both related to aspects pertaining to the institutional strengthening of the Ministry of Finance, as well as to the development and implementation of methodologies, processes and techniques resulting in an improvement of the overall fiscal management. Substantial progress is documented in the area of budgeting, payment processes, and management of bank accounts, public credit reporting and procurement.

In February 2010, and assisted by the EC, the preparation of an institutional strategic plan for the Ministry of Finance was officially launched. A new baseline will be established by an external PEFA assessment by mid-2010 with data from 2009-2007 fiscal years (thus incorporating the important reforms carried out in 2009), which will allow for the monitoring of further progress in this area.

Moreover, the EC supports other actions aimed at increasing the effectiveness of budget support. Firstly, it provides institutional support to the public financial management system via the 9<sup>th</sup> EDF PAIGFP 9 ACP DO 11<sup>59</sup> from 2006 to June 2010.

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<sup>57</sup> Several reports from procurement activities and a specific review of the SEE- OCI confirm this

<sup>58</sup> Information emerged in the group interview at the OCI Oficina de Cooperación Internacional MINERD and in the visits and focus group with local authorities, technical assistants and members of the local "Juntas" in Altamira District, north-east of the country.

<sup>59</sup> The 9 ACP DO 11 Programa de apoyo institucional a la gestión de finanzas públicas aims at assisting GoDR at central level to develop a PFM system along with a legal framework, institutions and organisational processes, procedures and adequate human resources to ensure an effective, regular, efficient and transparent public expenditure execution.

With regard to the above project, The ROM Report MR-106980.01 highlight important progresses as well as some delays in implementation, mostly related to activities aimed at supporting the Parliament and Civil Society to strengthen social control over Public Finance Management.

In the 10<sup>th</sup> EDF, the PARAP programme will support public administration reform, mainly the full implementation of a merit-based public career system.

#### **4.6.4 JC6.4: Increased capacity for addressing education reform and management issues**

Within the TA<sup>60</sup> provided to the SEE in the framework of PAPSE I, an Institutional Modernisation has been carried out to contribute to the institutional reform process launched by SEE aimed at: a) implementing the 2008-2018 Education Management Plan; b) implementing the National System for the Evaluation of Education Quality; c) giving special attention to Dominican Magistry; d) democratisation; e) using new technologies.

These aims have been pursued by adopting four principles: a) de-concentration and eventually decentralisation; b) presence of social actors in the decision-making on education planning; c) efficiency; d) effectiveness. Management issues were defined to identify quality schools and guide decentralised school management.

At the central level almost all organs of SEE have been strengthened by PAPSE TA in their capacities, rationalised in their organisation, strengthened in administrative systems, and at decentralised (regional and district) level; and management functions have been reorganised/ strengthened (Regional Directorate, District Directorate, Planning Units, Advisory Services and Monitoring, Supervision and Evaluation, Administration and Finance and Legal Advisor). The main operation processes have been optimised.

The last tool is the Register and Academic Control System, launched in 2007 with several technical challenges and limitations, upgraded in 2008 and currently used in 350 School Centres. This system is aimed at facilitating the management of the student population and the distribution of resources.

Very recently, with the support of AECID, an Indicators' Analysis and Early Alert System ([Sistema de Análisis de Indicadores y Alerta Temprana](#)) has been developed<sup>61</sup>. This system deploys the main features accompanied by interpretation keys to foster reflexions and facilitate decision-making. It is supported by an Early Alert System on situations likely to threaten education opportunities for Dominican youth. The system is currently completing the technical migration to the MINERD Database.

Moreover, the Ministry of Education has made important efforts to develop an EMIS. Currently, in the framework of the World Bank DPC PASS Loan, a new EMIS is being designed and tested, the *Sistema de Información de la Secretaría de Estado de Educación* (SI-SEE), a nation-wide Management Information System (MIS) based on the development and full implementation of the school-based management information system SGCE (*Sistema de Gestión de Centro Escolar "SGCE"*). The SGCE will store information on infrastructure needs, facilitate utilisation, student administrative and academic records, human resources management and other school-level processes. It will rely on school-level information collected through student and family formats (*fichas*) that are fed directly into the SGCE.

As noted before, EC Technical Assistance provided by PAPSE *has* contributed to all the above systems, mainly in the SGCE by important technical inputs.

### **4.7 EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

#### **4.7.1 JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level**

In 2004, a system called SIGE (Sistema de Información para Gestión Educativa) has been launched<sup>62</sup>. EC Technical Assistance has contributed to the development of the system on the basis of an overall design that had been deemed rather obsolete. This system is based on six levels: a) Operational systems and processes; b) Information Services; c) Quality management; d) Project management; e) Product technological management; and f) Support to Decision Making. The system is sufficiently co-

<sup>60</sup> Camino a la Segunda Reforma del Sector Educación en la RD. Proyecto de AT Institucional (ATI) Unión Europea – Documentos Finales.

<sup>61</sup> See: <http://www.todospuedenaprender.org.ar/REPDOMINICANA/index.asp>

<sup>62</sup> See above

herent with the strategic and programmatic framework adopted for the sector. Monthly Reports are produced and distributed with limited access. However, no active matrices allowing for interactive utilisation and upgrading are made available and the system is excessively focused on administrative issues and too closed. Innovations were envisaged but so far have not been implemented.

Another system available within SEE-MINERD “Finance 2000” aimed at overseeing and controlling/monitoring all financial transactions between and within the Departments.

The MTEF at its early stage is highly compatible with the four-year period identified by the Budget Law (Ley Orgánica de Presupuesto), with the structure of Program-Based Budget<sup>63</sup> and is a reliable financial expression of the Ten Year Education Plan.

The MTEF is structured on the basis of: a) Policies, objectives and programmatic goals of the Ten Year Education Plan over the period 2009-2012; b) Technical Criteria to calculate production and provision of education services at different levels; c) Detailed break-down according to programmatic category, organisational unit in charge, specific goals, expenditure forecast by economic classification category and source of financing. This structure is likely to increase accountability of different government stakeholders and to overcome the difficulties currently faced with the use of SIGE. Meanwhile SIGE is being upgraded.

Procurement systems are in place and transparency is enhanced at all levels. Within decentralisation and the budget transfer process, specific preventive measures have been taken with regard to earmarking of resources, responsibilities for procurement and disbursement, etc. Accountability has been very much enhanced. Mis-procurement cases have been reduced, although the fight against corruption is still said to be an issue in the country.

The EC contribution in this process has been fundamental for the design of MTEF and its coherence with national laws.

#### **4.7.2 JC72: Strengthened role and involvement of non state actors, civil society and local government in education sector management processes**

The education budget is managed centrally; national resource management has not been decentralised. Resources from donations and loans have increasingly been decentralised and attributed to School Councils (Juntas) on the basis of a reliable mechanism based on fixed criteria such as transparency, community participation and mutual control and a check-and-balance mechanism.

Decisions about school construction/ rehabilitation/ maintenance/ refurbishment are highly decentralised and a consolidated mechanism is available for mainstreaming. The mechanism is highly satisfactory for the beneficiaries and highly cost-effective allowing to provide schools with initially unplanned facilities with the same amount of financial resources as others.

In the school councils (Juntas escolares) the following stakeholders are represented: School Director (as chairman), a representative of the teachers (secretary); a representative of the households (treasurer), and representatives of civil society (CBOs, NGOs, Church etc).<sup>64</sup>

All decision-making activities and scrutiny of offers and biddings are in the public domain and disbursements are made on the basis of mandatory double signatory responsibility. Technical Assistance is ensured by engineers and other technical resources identified by the Ministry. The mechanism is currently being scaled-up at District and Regional level.

Centrally, Non-State Actors (NSA) engaged in education and are funded by the MINERD<sup>65</sup> (for special needs education, support to education centres and complementary activities) are consulted and modalities for performance evaluation are discussed, agreed upon and enforced.<sup>66</sup> A high level debate between state and non-state actors and circulation of ideas and proposals and lobbying towards policy makers and decision takers is ongoing.

Moreover, there is a very important presence of Civil Society Organisations (CSOs) in the decision-making process on education, especially on advocacy and lobbying for the increase of resources de-

<sup>63</sup> Regulations established by the Ministry of Finance (Ministerio de Hacienda) and the Ministry of Economy, Planning and Development

<sup>64</sup> Information emerged in the group interview at the OCI Oficina de Cooperacion Internacional MINERD and in the visits and focus group with local authorities, technical assistants and members of the local “Juntas” in Altamira District, north-east of the country.

<sup>65</sup> Ayuda Memoria 3era reunion ordinaria Comisión Técnica Mesa Sectorial Educación

<sup>66</sup> In 2009 32 NGOs which didn't comply with the agreed standards have not been re-admitted to funding

voted to education in the National Budget and regarding the compliance with Law requisites. The most important of these initiatives has been funded by the EC.<sup>67</sup>

In 2005, the Presidency created the Foro Presidencial para la Excelencia de la Educación Dominicana (Presidential Forum for the Education Excellence ) and made a public call to support the government in the revitalisation of education and educational reform through better policy and policy-making (La escuela no puede sola: 2005).

This forum was thought of as a means to promote the participation of all national actors in the improvement of the educational system. Leadership involved the Secretaría de Estado de Educación Superior, Ciencia y Tecnología, Instituto Nacional de Formación Técnica y Profesional y la Secretaría de Estado de Educación. School representatives, business sector and parents' organisations, among other social actors, are organised in thematic working groups.

A specific but very important cooperation experience is the Regional Education System co-management with an outstanding expression of Civil Society specialised in Education, the "*Centro Cultural Pedro Poveda*" in the Regional Directorate X (Santo Domingo) being the most important one, gathering almost 30 % of the student's population. Of this experience, the Regional Directorate is very satisfied since it is producing a change in mentality and culture, a growth in teacher's capacity and the better performance of the system.

So overall, civil society and non-state actors are involved in service delivery, in the debate about education reform and planning and in advocacy and lobbying initiatives for the increase of public investments in education and the EC has supported some of these initiatives as well as gathered non-state actors for open discussions.

#### **4.7.3 JC73: Strengthened staff competencies related to accountability issues**

The EC's substantial provision of TA has contributed to enhancing capacities in various sectors. The diffusion of a culture of accountability and planning capacity is one of the most important results of this TA. During the field mission this has been acknowledged by high ranking GoDR officials. The modality of action is currently being a reference for all grants and loans related to Education.<sup>68</sup>

MINERD staff capacity has been enhanced on financial planning and management issues and there is a growing coherence between Budgets and Education Sector Plans.

#### **4.7.4 JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries**

By adopting the SBS and GBS modality a gradual alignment of EC disbursements to the country's fiscal cycles and the requisites and goals for variable tranches are being attained, allowing for timely disbursement. Alignment of EC support to the country's programming and fiscal cycle has not been problematic.

However, in this area a risk is present now and is related to the approval of NDS by the recently elected (May 2010) Parliament. A delay in this approval would very likely affect the disbursement of current and forthcoming SBS and GBS tranches.

### **4.8 EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

#### **4.8.1 JC81: Donor co-ordination mechanisms are in place or being set up with the EC providing value added**

Institutional dialogue between government representatives and donors is coordinated by the MINERD over the whole of the programming period (especially from 2006 onwards) and takes place through sector roundtable meetings organised by the government. These meetings and their follow-up are not

<sup>67</sup> A National Research, Advocacy, Lobbying and Institutional Education/Information campaign has been carried out by the Observatory for Social Policies within the Centro Juan Montalvo and the Bonó foundation, mobilising several Civil Society sectoral and general purpose for a such as: Acción Magistral, Foro Socio-Educativo, Foro Ciudadano). The project has been funded by the EC under the PAIGFP Programa de Apoyo institucional a la Gestión de Finanzas Públicas Call for Proposal for CSOs.

<sup>68</sup> This has been discussed in the Donor Board (Mesa de Donantes) currently coordinated by the EC and includes all bilateral and all multilateral donors (e.g. Development Banks) who are now aware that SBS is the modality adopted and that there are consolidated mechanisms to be adopted by all development partners in Education. See: Minutes of the Mesa de Cooperación Sector Educación of 10<sup>th</sup> Sept. 2009.



as frequent as they could be. During 2009, the government made efforts to define an international co-operation policy in accordance with the NDS. Initial proposals were judged by the donor community as too complex and difficult to implement and they are being revisited. As regards education, the donors group met on three different occasions in 2009, one of them as a formal roundtable meeting. The EU Delegation acted as facilitator in the meeting and launched the idea of joint 6-monthly analyses of the sector situation and performance.

At sector level, since 2004, the former "donors" coordination Round Table became the Education Table ("*Mesa Sectorial*") chaired by the Ministry of Education that meets according to needs and has already started to prepare a working plan in order to integrate all the donors' present and future individual projects in the framework of sector support. In this sense, it is acknowledged by several donors the fact that PAPSE has provided a reference framework for policy support. This has been pushed in particular by IADB, which wishes to closely coordinate its second phase of the Multiphase Basic Education support Project with the EU SBS.

The education round-table is chaired by the Minister of Education and is now coordinated by the EC and includes all the donors and government institutions involved in education. This table was expected to be the engine for the reforms in the education sector, so donors could contribute under the sector approach. So far the informal donor coordination platform in the Education Sector comprises the participation of IADB, EC, USAID, WB, Germany, Spain and France. This round table has been active over the period under evaluation and is currently inactive since September 2008 as the Ministry of Finance is expected to define the methodology for Sectoral "Mesas" (Coordination Boards).

The EC CSP 2001-2007 for the Dominican Republic analyses the situation of Donor Support to the DR and identifies the most important characteristics, needs and challenges as well as the potential for coordination and the prominent role constantly played by the EC. Specific elements refer to institutional weaknesses and the difficulties in coordination and confirm the willingness to promote the enhancement of Donor Coordination.

In all the programme documents (FAs) the problem of donor coordination is adequately taken into account. The expected role of EC Budget Support (PAPSE I) was explicitly expected in the FA to provide the "opportunity for a rapid and somewhat drastic change of orientation in its role, aiming more and more towards concretising achievements in terms of coordination between donors".

The above modalities will match to a high extent the requirements of the Paris Declaration (alignment, use of beneficiary procedures) and of the Accra Agenda for Action (accountability, transparency, participation and cooperation with civil society).

#### **4.8.2 JC82: Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector**

In the framework of the forthcoming PAPSE II, Spain (a major donor in the DR) is going to adopt budget support by incorporating its resources into PAPSE II. Moreover, both development banks (WB, IADB), although with different levels of intensity, have accepted to support government policies instead of specific stand-alone investments.

The World Bank DPC PASS Loan is direct budget support disbursed on the basis of performance and indicators<sup>69</sup>. Both the WB and IADB and the whole donor community acknowledge to the EC the pioneering role played in the sector.

IADB has decided to support policies identified by the SEE-MINERD through the CCLIP<sup>70</sup> loan, aimed at supporting the SEE in improving performance and effectiveness in primary and lower secondary schools that are supporting policies within a division of work between partners.

Both multilateral development banks have accepted to accompany their lending operations with Loan Technical Assistance activities funded by various donors and entrusted to the Banks in high coordination with PAPSE II Technical Assistance and the needs identified by the Ten Year Plan.

The provision of Technical Assistance as a component of donor support is acknowledged to the EC by both GoDR and the donor community.

<sup>69</sup> The agreement foresees that goals have to be 100 % attained, no variable tranches are foreseen. In the first year (2009) objectives have been attained and 100 % of the amount foreseen has been disbursed.

<sup>70</sup> Línea de Crédito Condicional (CCLIP) y Primer Préstamo Individual para el apoyo al Plan Decenal De Educación

As can be seen, there is a considerable drive towards ensuring complementarity between all parties involved in education in the country, with the EC playing a leading role mainly for its first Sector Budget Support accompanied by substantive Technical Assistance that has contributed to strengthening the education system at Ministry level and to building capacity.

#### **4.8.3 JC83: Level of synergy between EC-supported trust funds and banks and EC support at country level**

The EC does not support any trust fund or development banks in the Dominican Republic.

#### **4.9 EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

##### **4.9.1 JC91: Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)**

The CSP 2002 states that due to institutional weaknesses, the project approach was the initial aid modality to be adopted but that, once institutional conditions allowed, a budget support approach should become the aid modality in the medium-term. This forecast has been respected since the SBS has started at the end of the programming period (2007) after an in-depth discussion with the SEE.

The only education project called "Schools Reconstruction in the Eastern Region" (second phase of a bigger project carried out from 2001 to 2005) is completely outside SEE control and is managed in a decentralised manner by ONFED (now DIGECOOM). It has faced considerable problems in implementation - the duplication of structure and the non-adoption of country procedures have produced delays. Currently EC support to education is entirely based on country procurement (SBS).

The release of variable tranches of PAPSE I were linked to mainly activity-based or input-based indicators based on education development. On the basis of the lessons learnt from this experience and of an improved capacity of SEE-MINERD, better indicators, graduated over the period, have been formulated.

Technical Assistance, enhancement of capacity for management accountability and transparency are clearly incorporated not only in SBS design (PAPSE II) but also in the non-loan component of the Development Bank Assistance.

##### **4.9.2 JC93: Increased efficiency of EC aid delivery**

While an MTEF-like document has been prepared for the MINERD, thus translating its multi-annual strategic policies into a multi-annual expenditures framework (2009-2012), such an effort did not happen at general budget level.

To date in fact, the DR does not have any functional medium term financial perspective at general level or in any specific sector. According to the law, which created the MEPD in 2006, such a planning tool should have been operational during fiscal year 2009. Nevertheless, this has not materialised, even though some line ministries (Education, Health, Science & Technology) have made progress in translating their multi-annual production into an MTEF.

However, the DR counts with a draft national multi-annual plan for the public sector. This plan is intended to be the planning instrument that will organise the contribution of the public sector towards the implementation of the NDS in the following four years (2010-13). It includes a medium term macro-economic perspective, the development goals for the period 2010-13, the priority programmes of the public sector, a description of the state reform initiatives and the financial resources needed to carry out the priority programmes, as well as a budget proposal for the above-mentioned period.

Through budget support operations, the EC is considered to be a privileged partner and the flow of information is increasingly fluid. The proposed indicators for GBS are consistently aligned with those established in the draft NDS. There are two types: a) human development related indicators; and b) process related indicators. The former are clearly general, as the general budget is supported (e.g. improvement of GINI Index, public spending in education as a percentage of GDP), the latter are related to timeliness and transparency in PFM.

The only indicator related to education is the "Budget Allocation to Education Budget" indicator. As can be seen in the following table this indicator has been slowly but steadily increasing over the implementation period of the GBS. In general, over the implementation period there has been a general im-

provement in social expenditure. In the education sector there has been an improvement in education access and plans and measures are being adopted to improve education quality. If it is true that no disbursement has been made for education throughout the GBS, over the period 2002-2009, national resources invested in education have been raised by 37.4%<sup>71</sup> according to national sources. Despite the financial crisis, goals belonging to other non-education related indicators (PFM and macro-economic stability) have improved in various measure.

The point open to discussion is whether the results attained are enough or, more specifically, whether it is the result of GBS or not. For the EC, budget support (both general and at sector level) has given the best value for money in the country according to most of the people interviewed in the Delegation.

For PAPSE I, due to the already indicated problems in the design of the programme, the indicators established were rather weak. What can be said is that almost all indicators related to access have been attained as well as those related to education management and financing, while indicators related to quality of education have substantially not been attained.

Drawing on the above lessons learnt, when formulating future lessons learnt, specific attention has been devoted to the identification of indicators.

For the second phase of the SBS (PAPSE II) indicators are:

Table 4: PAPSE II Indicators

Indicator category	Issue	Indicator
Result Indicators	Access to education	Net enrolment rate in last pre-primary grade
		Net enrolment rate in primary level 4 <sup>th</sup> grade
		Net enrolment rate in primary level 8 <sup>th</sup> grade
	Quality of education	Average final marks in 4 <sup>th</sup> grade
		Average final marks in 8 <sup>th</sup> grade
		Students per Section
Financial Indicators	Financial Decentralisation	Percentage of MINERD Budget transferred to Districts and Schools
	Proportion of Investment Budget	Percentage of capital spending by MINERD
Process Indicators	Participation	Measurement of family participation: number of schools with established and operating APMAES (Parents Associations)
	Accountability	Qualitative indicator measuring transparency and accountability requiring the annual publication of management and results information

Source: PAPSE Technical and administrative provisions

The baselines are defined using the latest available and verifiable data (from 2005 to 2009). Indicators have been identified in strict cooperation between MINERD and the EC and an effort has been made to overcome the difficulties related to the design of the indicators for PAPSE I, which have been considered highly obsolete as being too much activity-based and unfit for effective management by the Ministry, although PAPSE I is considered successful. In this second programme, more result-based indicators have been identified, financial indicators have been introduced and process indicators have been confirmed.

Disbursement and expenditure rates for both PAPSE and GBS have been more than satisfactory in fact:

- For PAPSE so far € 55.780 M have been disbursed and € 7.850 M are foreseen to be disbursed in November 2010 out of a total planned funding of € 63.5 M (97.8%);
- For the GBS in the period 2007-2009 € 33.3 M out of € 38 M planned 87.7% but two tranches are expected for 2010).

Direct Beneficiaries have expressed a very good level of satisfaction with the compliance of SBS with SEE-MINERD's policy priorities, since most of these priorities have been built with the support of technical assistance provided by PAPSE. At the higher Ministry level it is acknowledged how PAPSE has provided outstanding funding support accompanied by a substantive TA and has contributed to

<sup>71</sup> From 239.430.457 in 2006 to 328.999.387 in 2009 according to SEE and Banco Central de la República Dominicana

building capacity and to facilitating the pursuit of important objectives such as widening of coverage and improving access to schools.

#### **4.9.3 JC94: EC's contribution to the FTI provides added value to EC support at country level**

FTI<sup>72</sup> is open to all Low-Income Countries with a PRSP and a credible education sector plan. The Dominican Republic, being a middle-income country, has not been incorporated into FTI, so no impact can be assessed.

#### **4.9.4 JC95: EC support to development banks provides added value to EC support to education at country level**

As the EC has not channelled funds to the DR through a development bank, this JC is not applicable.

### **5 Conclusions at two levels: (1) covering the main issues on this sector in the context of the country and (2) covering the elements confirming or not confirming the desk phase hypothesis/findings**

#### **5.1 Main conclusions from EQs**

In this chapter the conclusions are presented as:

1. Conclusions deriving from the findings related to the Evaluation Questions
2. Analysis of Working Hypotheses

##### **5.1.1 General conclusions**

Education in the Dominican Republic has made important progress over the last decade in terms of coverage and access but problems in these areas still persist due to a lack of school infrastructure and of an overall strategy towards the achievement of Education for All.

The main problem of the education system in the DR remains quality. The results of National Trials and of research carried out by various governmental and non-governmental organisations show that compared with the situation of Latin American countries, the DR is lagging behind.

Moreover, transition from primary to secondary, repetition, drop-out and over-age rates highlight a difficult situation in terms of the overall quality of the education outcomes in the country. The main reasons for this situation are: 1) lack of adequate investments in education over a long period; 2) lack of adequate school infrastructure and double/triple shifts; 3) lack of adequate training and capacity of teachers and school leaders/managers; as well as 4) quality of the curriculum.

Overall, EC support to education has undoubtedly played an outstanding role in the DR's sectoral development process.

The adoption of SBS has been the most important feature of EC support to education and has been shown to be able to support the implementation of critical policies and to build institutional capacity to manage the development of education as a critical sector for the country's development perspectives.

SBS is in line with national policy needs to the extent that, after the finalisation of the first PAPSE I the SEE-MINERD has identified Sector Budget Support as the preferred aid modality and formally asked the Donor Community to align their intervention with this modality. Although the design of PAPSE I is considered both by the EUD and the SEE-MINERD as insufficient in terms of indicators and the structure of activities, both actors acknowledge that the results of the support are highly satisfactory.

Technical Assistance provided within the implementation of PAPSE has supported institutional capacity building, on-the job training of human resources and produced the conditions for further strategic intervention.

Taking the decision to extend PAPSE I by one year, by using the FLEX System, effectively and coherently with its aim of protect social policies from the effects of the macro-economic crisis, has been very appropriate, since it has helped to reach the objective of the SBS.

Finally, the EC has played a leadership role in donor coordination at sector level since it has coordinated the sector Donor Coordination Board (Mesa de Donantes) and provided a reference for GoDR's

<sup>72</sup> Education for Dynamic Economies: Accelerating Progress Towards Education for All (EFA), DC2001- 0025, September 18, 2001;

decision on aid modalities. Donors are starting to adopt the sector support approach -Spain will be completely incorporated from 2010 and the World Bank has accepted to support Policies rather than stand-alone investments with direct support to the education budget.

## 5.1.2 Specific conclusions

### 5.1.2.1 Conclusion 1: Relevance

**EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

***EC support is highly aligned to the education development country needs and policy objectives. The National Development Strategy (NDS) includes education within its main priorities and the objectives and modality of EC education support target national priorities. Aid modalities are highly coherent with GoDR priorities.***

#### Rationale

The Dominican Republic has education within its main needs and policy priorities for development. Country poverty reduction and development Strategies developed in 2003 and in 2009, outline the reduction of social imbalances and the social sector and human development as their main priorities.

The fact that after the 2004 MTR SBS was selected as aid modality adopted for education support has considerably increased the relevance of EC support, since GoDR was entering into far-reaching policy reforms (such as outlined in the Ten Year Strategic Plan for Education - PEDEP 2003-2012). Moreover, the objectives of the strategic orientation document elaborated from the Millennium Strategy and an integrated support to budgetary planning and execution control mechanisms was needed.

Since SBS support had shown some drawbacks in its design, the EC has decided to extend its duration by one year using resources provided by the FLEX Utility and to review the NIP for the 10<sup>th</sup> EDF to allow for another intervention at SBS level - PAPSE II, which is currently under approval.

Moreover, SBS support has provided SEE-MINERD with the TA needed for institutional strengthening, human resources development, design of procedures and the start up of an initial sector MTEF that is one of the few sectoral MTEF's in the country.

EC support has been the first complete form of SBS in the DR. In spite of its limitations it has systematically helped enhancing the capacity and awareness needed to extend and generalise this form of aid modality for the sector. The choices made by some donors, like Spain for example, to join the next phase of EC Sector Budget Support and of the Multilateral Development Banks to adapt their intervention modalities to policy support, as well as the choice of providing non-loan technical assistance using resources entrusted by several donors, is a further step ahead towards full harmonisation.

Finally, the EC has contributed to the formulation of the Strategic Education Plan that will be the reference for all donors and development partner support until 2020.

By adopting the above approach the EC has reached a high level of coherence with IMF modalities in the country as the Dominican Republic has signed a Stand-By Agreement (SBA) with the IMF<sup>73</sup>. Moreover, the EC has been working in the spirit of the European Consensus for Development and fully in line with other international commitments such as the Paris Declaration and the Accra Agenda for Action.

### 5.1.2.2 Conclusion 2: Access

**EQ2-access: To what extent has EC support to education contributed to improving access to basic education?**

***The DR has made important progress towards improve access and coverage but still is experiencing a problematic situation. EC support has contributed, by increasing the level of resources available and providing technical assistance and capacity building.***

#### Rationale

<sup>73</sup> On 6 November 2009 the IMF Board approved a Stand-By Agreement with the Dominican Republic for US\$ 1.7 billion based on the positive assessment of the government's Letter of Intent, which sets out the intended fiscal and macroeconomic policy for a 28-month period.

The DR has made important advances in access and coverage ranking now among the first in Latin America in terms of school coverage in primary education. Moreover, good progress has also been made in secondary education.

In spite of the above elements, data on enrolment still show delays as compared with data of other LAC and with the average score at the regional level.

In this sense the major constraint appears to be the lack of an adequate infrastructure. Steps taken by the GoDR in this area with past and current initiatives funded by loans of the Multilateral Development Banks are likely to dramatically mitigate this situation but still national resources invested in education need to be considerably increased to eradicate the problem.

EC support has helped by increasing budgetary resources available for innovation and investments and in the specific case of reconstruction of schools in the Eastern Region, by providing school access to highly disadvantaged children.

### 5.1.2.3 Conclusion 3: Secondary education

**EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

***The situation in secondary education is highly problematic due to a lack of school infrastructure, the weak quality of the curriculum and the low capacity of teachers and school managers. EC support has provided technical inputs to improve the situation.***

#### Rationale

The situation of secondary education is even more problematic than in primary. In fact all the drawbacks of primary education produce a high level of drop-out and low quality of learning (documented in the report). The specific effort made by the GoDR and its development partners is important in this area mainly at the level of infrastructure construction and rehabilitation but also for teacher's training and training of school management.

EC support has contributed towards improving the curriculum and capacity building, mainly at ministry level but with initial activities for decentralised education management structure, TV centres for secondary education, etc. In the division of work between development partners for the forthcoming support this role is mostly assigned to the IADB CCLIP Loan.

### 5.1.2.4 Conclusion 4: Quality

**EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

***Quality is the most important problem for the DR education system. All elements of research confirm this. In recent years a sound strategy has been identified with the support of the EC and other development partners and is being put into practice. Hopefully, PAPSE II and other programmes will focus their attention more at the school level to support the improvement of quality at this level.***

#### Rationale

A sound and well-organised strategic framework for improving the quality of education has been established by the government by targeting educational/pedagogical issues, infrastructural issues, issues related to the modality of instruction (e.g. TV centres for secondary instruction), and education management and financial issues.

The EC has provided an outstanding contribution to all the above strategic changes with the implementation of the PAPSE I, at the end of which, the referential framework for sector support has been made available. The role played by the TA to PAPSE has been very important.

Current limitations regarding quality are related to the capacity to take the results achieved at ministry level to the decentralised and grassroots level since local schools still face important problems, mostly in terms of quality of the instruction provided. It is expected that PAPSE II, in coordination with the DPC PASS Programme financed by the World Bank and CLIP Programme financed by IADB will support SEE-MINERD in putting into practice and mainstreaming the important strategic results achieved.

The relatively small size of EC support in relation to the education budget does not influence its effectiveness since national resources are spent almost completely in recurrent issues and a very low level of resources are left for innovation, whereas 100% of EC support is spent on innovation issues and

from 2009 onwards, almost 100% of other donor's and financing partner's support is also going to be spent on innovation and investments issues (material and immaterial). So the leverage effect of EC contribution is likely to be very high.

#### 5.1.2.5 Conclusion 5: Skills

**EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

*The EC has contributed to the enhancement of quality of education in general terms. TA from PAPSE II has greatly contributed to defining the concept of education quality, contributed to curriculum innovation, to the definition of the national supervision system and to the modernisation and capacity building at Ministry level. Illiteracy is declining but still the results of national trials are highly problematic. However, direct EC contributions to improving basic education skills cannot be assumed yet, as such, since the important contribution given by the PAPSE TA has to be mainstreamed at school level.*

##### Rationale

Illiteracy has declined over the period 2002-2006. The transition rate from primary to secondary is improving, but at a slow pace.

The quality of learning seems to be the most important problem. The EC support has worked mostly at Ministry level, with a high degree and a very good qualitative level of contribution to capacity building, drafting of regulations, strengthening school management and with a joint design framework of several tools and methodological contributions that have to be implemented.

This is the reason why this report has highlighted the potential role of PAPSE II in putting into practice and supporting the implementation at school level of the important advances produced by PAPSE I. With regard to this, as the decentralisation process is proceeding very slowly, an EC contribution in terms of sectoral good governance is expected, given the high potential level of added value.

The transformation of an education system into being effective, more equality oriented, of high quality and high internal efficiency is a long-term process. The EC has contributed, mainly through PAPSE I and its TA, to laying the basis for such a process and paving the way for further steps by designing models and tools to be implemented. An effort has to be made by PAPSE II to translate the innovations, the plans, and the methodological achievement into advancement at school level and in a huge effort towards developing the quality of instruction.

Finally, the low level of education outcomes could be a concrete threat to the disbursement of the forthcoming tranches of the current SBS and might even negatively influence the decision-making process on PAPSE II, if national examinations and trials show negative trends in learning.

#### 5.1.2.6 Conclusion 6: Delivery

**EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

*The EC has supported the improvement of the education system by providing Technical Assistance to the Formulation of the Strategic Education Plan, the medium term Education Management Plan and the MTEF. Moreover, the strategic approach provided by the EC through SBS and, more recently, GBS contribute to the improvement of sectoral and general indicators and the overall support fosters the increase in invested resources in education both as a percentage of GDP and of the national budget.*

##### Rationale

The DR has devised sound policies to reduce poverty and specific objectives and goals for education, each of which is being supported by a well-conceived Action Plan. At the same time a Strategic Plan for Education and a Medium-Term Education Management Plan facilitate development partners in their efforts to supporting policies and maintaining the pace required by the national development process. EC support through TA has thus been acknowledged by the GoDR and the donor community as having been of outstanding importance.

While less resources have been invested in education than foreseen by the General Education Law, the EC has been contributing to a gradual increase in these resources, that however, have been steadily increasing over the implementation period of the SBS. The ratio of resources invested in edu-

cation as a percentage of GDP has been identified as one of the disbursement criteria for the forthcoming GBS.

Moreover, the sectoral effort is coordinated with the implementation of the Government's strategies concerning sustainable development.

The EC contribution to the decentralisation process has been less important. At decentralised levels very important good practice have been developed by Education Districts and School Councils (Juntas escolares). This level of intervention could be explored in PAPSE II and GBS, given the high level of experience of the EC in assisting good governance and sectoral/general decentralisation processes and the potential added value of EC support in this field.

#### 5.1.2.7 Conclusion 7: Transparency

**EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

*Although the financial management system needs to be further improved, the availability of the education MTEF and the contribution given to the set-up of SIGE have contributed to enhancing transparency and accountability of the management of education service delivery. Further improvements are expected from the second phase of EC SBS and also from the GBS process, mostly in terms of availability and accessibility of financial and operational data.*

##### Rationale

An overall system for financial management and a Medium-Term Expenditure Framework have been developed with the contribution of the EC Technical Assistance component of SBS and a culture of planning, follow-up and accountability has been created and disseminated within the entire SEE-MINERD structure.

Some important problems have been detected by the evaluation team and pointed out by high level officials in MINERD, mostly originating from the fact that SIGE is governed by a closed architecture and accessibility of data is limited to a few offices (few dedicated computers are made available) and no activity matrices can be produced. These problems have been discussed in-depth and analysed by the EC TA, solutions are available but not further studied and implemented. This is a task for the forthcoming PAPSE II.

Non-state actors are now being consulted and made aware of the changes by SEE-MINERD. The EC has contributed to such a shift, by the PRIL Project (8<sup>th</sup> EDF) and by micro-initiatives to strengthen civil society capacity to advocate, mainly for the improvement of resources invested in education.

Finally, a good level of alignment between EC disbursement and national fiscal cycle has been attained.

#### 5.1.2.8 Conclusion 8

**EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

*The EC has played a leading role in donor coordination and in the harmonisation and alignment of donor support to education in the Dominican Republic, not only by stimulating coordination and participation in the Donor Coordination Board (Mesa de Donantes) but also by promoting a referential framework for donors and development partners and by promoting the use of the country's procedures and the involvement of civil society.*

##### Rationale

The Mesa de Donantes (Donor Coordination Board) has been functioning regularly and has created a Technical Commission. In this process, the role played by the EC has been important and has enhanced compliance with the Paris Declaration and the Accra Agenda for Action since:

- programming documents and programme documents always analysed the conditions for donor coordination;
- formulation of the second SBS (PAPSE II) as well as of the GBS programme was made by adopting a high level of participation and coordination with other donors;
- incorporation of EU MS has been promoted (Spain);



- interventions of Development Banks are supporting policies with modalities that show a gradual harmonisation, that promotes the use of country's procurement procedures and the provision of TA funded by non-loan resources entrusted to the Banks;
- it promoted the involvement of civil society;
- a division of work and priorities of intervention have been established.

#### 5.1.2.9 Conclusion 9: Aid modalities

**EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

*Aid modalities are coordinated, since currently other interventions from development banks are based on budget support or policy support and there is a specific division of work to target different levels of education. This has been triggered by the starting of SBS, since within the EC cooperation portfolio, the forthcoming PAPSE II has been built by drawing on the lessons learned and the policy basis created by PAPSE I. Some education projects belonging to previous programming periods have left references and lessons learnt. Coordination of modalities with other donor and development partners has been made possible through effects of substantial EC input into that sphere.*

#### Rationale

The CSP had foreseen Sector Budget Support as the aid modality to be adopted in the medium term for education and this has been also highlighted by the MTR 2004. One of the most important EC contributions to policy-based resource allocation has been the specific characteristic of Budget Support as a mixture of financial contributions and Technical Assistance, to contribute to the promotion of the legislative conditions, procedural innovation and organisational changes needed to implement the important planned reform process.

By contributing to the improvement of PFM, of financial management within the SEE-MINERD and to the MTEF, the EC has very much contributed to enhancing the coordination of development support intervention not only of its support, but it has also created a reference framework for other donors and development partners and for the full adoption of country procedures in the implementation of support by the EC but also by other development partners and the World Bank that has accepted this condition for the implementation of its DPC PASS Loan.

Forthcoming interventions at sector level (PAPSE II) and at general level (GBS) have been identified in close cooperation between the EC and SEE-MINERD. However, GBS has not directly financially benefited the education sector but rather targeted other social sectors. Education indicators were related to the share of education budget execution, while in the forthcoming GBS 2011-2013 the education indicator refers much more specifically to the share of GDP invested in education and proposes a realistic but steady increase of it over the implementation period.

The data about the increase of national resources invested in education show that, although GBS has not directly contributed to the education sector, the synergy between SBS and GBS has stimulated a national effort to increase the amount of financial resources invested in education and to improving access and equity (both improved over the period). In the forthcoming PAPSE II and GBS 2010-2013, the new set of indicators, along with the dramatic growth of ownership in the Ministry of Education are likely to strengthen this capacity.

Probably an effort of the MINERD to involve the Ministry of Finance more in the discussion about SBS and as a consequence about SBS could be a resource to obtain adequate allocation to education from the more substantive support coming from the forthcoming new GBS. In this case, an effort focused on school infrastructure in isolated areas and peri-urban localities could play an important role in increasing coverage and access and improving quality by reducing double/triple shifts.

## 5.2 Analysis of working hypotheses

In the light of the above conclusions, the following can be summarised for the initial working hypotheses:

FOR WORKING HYPOTHESIS 1:

*The EC has adopted a project approach, SBS and GBS as overall three-tiered approach justified by different contexts and situations prevailing in the country at a given time. SBS was the right choice to*

*improve access for all to basic education while developing the efficiency and effectiveness of the sector conceived as a multi-institutional system in relation to the national efforts of social and economic development. By implementing SBS and complementary actions under the project modality (such as institutional support aimed at reforming the Public Financial Management systems), the EC has contributed to strengthening the Public Financial Management System, and the PFM support funded by the EC has contributed to improving transparency and accountability.*

Apart from the need to say that project support had been almost abandoned except for the School Reconstruction Project, the hypothesis is confirmed. In some cases, only partial results have been obtained. However, the forthcoming support has been designed drawing on the lessons learnt from PAPSE I.

FOR WORKING HYPOTHESIS 2:

*Donor Coordination is effective and the EC has played a rather prominent role, thus contributing to increasing efforts aimed at harmonising education assistance strategies among donors (especially EU MS). Using GBS in parallel to SBS was an appropriate choice to improve governmental ownership and responsibility.*

*However, the limitations in defining an MTEF and the difficulties in implementation of procedural changes have somewhat negatively affected the overall approach (e.g. difficulties in sector approach).*

Sectoral Donor coordination and harmonisation work well, the EC plays a leading role and has produced the strategic reference framework for donor support, harmonisation and government ownership. So the hypothesis is confirmed.

An MTEF has now been drafted and incorporated in the National Programme for Education Management 2008-2012. The sector approach is now the only modality adopted by the EC in education and support to policies is the strategic choice adopted by SEE-MINERD, so in that regard, the working hypothesis is partially modified towards more positive achievements.

### **5.3 Main issues, trends and challenges that should be discussed in the synthesis report**

From the case study on the Dominican Republic, the following issues are identified for the synthesis report:

1. The importance of using national procedures and avoiding duplication of structures can be one of the most important elements for the success of Sector Budget Support;
3. The critical role and the importance of Technical Assistance and guidance to build the capacity and achieve the conditions for the successful implementation of Sector Budget Support and of Sector Reform Processes;
4. The role of the EC in donor coordination can be crucial as a means to provide both beneficiary governments and the donor community with a strategic referential framework for Sector Support;
5. The importance of involving all potential actors in the formulation of Budget Support and to consider the role of all institutional stakeholders (including the Ministry of Finance) in the circulation of information and participation in decision-making.

## 6 Annexes

### 6.1 Schedule of activities

<i>Date</i>	<i>Location</i>	<i>Task/subject/activity</i>	<i>Specific issues</i>
29 <sup>th</sup> May 2010		International travel	
30 <sup>th</sup> May	Santo Domingo	Staff meeting for program- ming/division of work and practi- cal/logistic issues	
31 <sup>st</sup> May	Santo Domingo	Meeting with EUD Meetings with MINERD Debriefing and data analysis for report writing	Program, preliminary clarification of issues, overall analysis, document col- lection
1 <sup>st</sup> June	Santo Domingo	Meetings at MINERD, Meetings with Civil Society Organisations Red Cross, INTERED, Meeting with AECID ( Spanish Coopera- tion Agency)	Analysis of Aid modalities Analysis of financial programming and procedures Analysis of the decentralisation proc- ess Analysis of Donor Coordination and of the Different aid modalities Overall analysis of Country Education Problems and the involvement of NSAs
2 <sup>nd</sup> June	Santo Domingo	Meeting with World Bank, Meeting with Vice Minister MINERD, Meet- ing with Civil Society Organisa- tions ( Centro Juan Montalvo, Centro Bonó, Fundación Oscus San Valero)	Analysis of Aid modalities Analysis of financial programming and procedures Analysis of the decentralisation proc- ess Analysis of Donor Coordination and of the Different aid modalities Overall analysis of Country Education Problems and the involvement of NSAs
3 <sup>rd</sup> June	Santo Domingo	Visit to schools First debriefing and discussion Travel to Puerto Plata	Overall analysis of Country Education Problems and the involvement of NSAs
4 <sup>th</sup> June	Puerto Plata, Altamira, San- tiago	Visit to districts Visit to schools Meeting with "School Juntas"	Overall analysis of Country Education Problems and the involvement of NSAs Analysis of the decentralisation proc- ess
5 <sup>th</sup> June	Santo Domingo	Report drafting	
6 <sup>th</sup> June	Santo Domingo	Report drafting	
7 <sup>th</sup> June	Santo Domingo	Interviews and debriefing meeting at EC, Interview IADB Focus Group with CSOs	Overall analysis of Country Education Problems and the involvement of NSAs EC Intervention of Education Reconstruction of Schools
8 <sup>th</sup> June	Santo Domingo	Interview ONFED Interview Ministry of Finance Interview Centro Cultural Poveda Interview Ministry of Finance Report Drafting	Overall analysis of Country Education Problems and the involvement of NSAs Reconstruction of Schools
9 <sup>th</sup> June	Santo Domingo	Interview with DIGECOOM Interview with EPTISA Monitor for School Reconstruction Project Report preparation Team debriefing	School Reconstruction Project I and II
10 <sup>th</sup> June		Travel back to Italy (arrival in Chieti at 8:15 pm)	

## 6.2 List of people interviewed

<b>Last name</b>	<b>First name</b>	<b>Organisation</b>	<b>Function</b>	<b>Date</b>
Carreras Siqueros	Francisco	EC Delegation	Head of Sector	May 31 <sup>st</sup>
Martelli	Lorenzo	EC Delegation	Manager account	May 31 <sup>st</sup>
Lapaix Avila	David	MINERD	Director of Finance-Education Planning (PAPSE Managing Account)	May 31 <sup>st</sup>
Ogando	Fernando	MINERD	Director-Coordinator OCI	June 1 <sup>st</sup>
Ulloa	Pablo	MINERD	Coordinator OCI Account	June 1 <sup>st</sup>
Molina	Maria	MINERD	Assistant OCI Account	June 1 <sup>st</sup>
Garcia	Norma	MINERD	Assistant OCI Account	June 1 <sup>st</sup>
San Roman Ollo	Arnaldo	AECID	Spain Red Croix Country Director	June 1 <sup>st</sup>
Armas Bayoll	Oscar	AECID	Delegate of Spain Red Croix	June 1 <sup>st</sup>
Munoz Martinez	Salvador	AECID	Managing Social Programme	June 2 <sup>nd</sup>
Contin Steinemann	Christian	World Bank	Consultant	June 2 <sup>nd</sup>
Figueroa	Octavio	Juan Montalvo Center	Director	June 2 <sup>nd</sup>
Nancy	Lee	Fundación Bonó	Director	June 2 <sup>nd</sup>
Valerio	Mery	MINERD	Vice-Minister of Education Planning	June 2 <sup>nd</sup>
Frias Febrillet	Jose Rene	OSCUS-San Valero	Polytechnic School Director	June 2 <sup>nd</sup>
Sanchez Lopez	Jose	OSCUS-San Valero	Foundation Managing Account	June 2 <sup>nd</sup>
Arbaizar Santamaria	Elena	InteRed	Technical Delegate	June 2 <sup>nd</sup>
Royo	Antonio	Solidaridad YUCA-Puerto PLata	-Director of CE Eduardo Brito -Integracion Juvenil Coordinator	June 4 <sup>th</sup>
Almonte Francisco	Moises	School District 11-05	Director of School District 11-05, Puerto Plata.	June 4 <sup>th</sup>
Mercado Rosario	Narciso	School District 11-05	Sub-Director of School District 11-05, Puerto Plata.	June 4 <sup>th</sup>
Canela	Ismael	School District 11-05	Decentralization Program Manager for school construction	June 4 <sup>th</sup>
Sarante	Luisa Alt.	Sabana School Center, Altamira.	Director- EMI Teacher	June 4 <sup>th</sup>
Mezquita	Dania Argentina	Sabana School Center, Altamira.	Treasurer of the School Board and Mother of one student	June 4 <sup>th</sup>
Garcia	Carmen Carina	Sabana School Center, Altamira.	Mother of two students	June 4 <sup>th</sup>
Rodriguez	Lidia	Las Lajas School Center, Altamira.	Treasurer of the School Board and mother of three students	June 4 <sup>th</sup>
German Diaz	Jose	Las Lajas School Center, Altamira.	Father of three students	June 4 <sup>th</sup>
Cachofeiro	Maria del Pilar	Centro Cultural POV-EDA	Delegate	June 4 <sup>th</sup>
Contin	Christian	World Bank	Consultant	June 7 <sup>th</sup>
Figueroa	Octavio	Centro Juan Montalvo	Director	June 7 <sup>th</sup>
Carreras Siqueros	Francisco	EC Delegation	Head of Sector	June 7 <sup>th</sup>
Godinez	Armando	IADB	Education Specialist	June 8 <sup>th</sup>
Solano	Celeste	Veterinarios Sin Fronteras	Coordinator	June 8 <sup>th</sup>
Gutierrez	Maria Felisa	Ministry of Finance	Vice-Minister of Finance	June 8 <sup>th</sup>
Calle Ramirez	Raul	Ministry of Finance	General advisor PAFI	June 8 <sup>th</sup>
Pepen	Magda	FLACSO	Education Specialist	June 8 <sup>th</sup>
Guadalupe	Valdez	SEE MINERD	Vice Minister	June 9 <sup>th</sup>
Peña	Virgilio	DIGECCOM- National Authorizing Office of the European Development Funds	Escuelas del Este (East Region Schools) Construction Program coordinator	June 9 <sup>th</sup>
Moliné	Alejandro	EPTISA	EPTISA Monitor for School Construction Program	June 9 <sup>th</sup>

## 6.3 Country profile education<sup>74</sup>

### 6.3.1 Introduction

According to The World Education Forum held in Dakar, Senegal, in April 2000, education is a fundamental right, with free compulsory primary education of good quality as a long term target to be attained by 2015. Women, disadvantaged groups and children in especially difficult circumstances as well as those belonging to ethnic minorities as target groups must be taken into account.

Six international commitments were established aimed at the following purposes:

6. Expand and improve early childhood care and education, especially for the most vulnerable and disadvantaged children,
7. Ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality,
8. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes,
9. Achieve 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults,
10. Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality,
11. Improve all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

In the historical context of the Dominican Republic, highlights and key developments in education and the development of the education system include the reforms of the Ten-Year Education Plan, the new Education Act No. 66-97, establishing the National Superior Education System (Sistema Nacional de Educación Superior), and the expansion of technical education training. The Dominican Republic was one of the Jomtien countries that prepared a national plan of implementation.

By the time of the World Education Forum in Dakar, the Dominican Republic had already pushed forward a huge educational reform and implemented policies and programmes which aimed at improving school coverage at pre-school and primary education levels; eradicating illiteracy and creating training opportunities for youths and adults. Moreover, the overall reform process also included curricular reform processes, teacher training programmes and managerial policies to improve the effectiveness of the educational system. However, today there are other challenges to be faced: a) upgrading Middle and adult education, b) reducing illiteracy, c) making progress on gender equality, and d) improving the quality of professional and higher technical education.

The goals set forward before and after the Forum at Dakar have been achieved in the Dominican Republic (DR) from 2001 onwards. A critical appraisal of policies and programmes to improve and increase educational opportunities for marginalised children, youths and adults is intended, highlighting successful strategies to overcome social and educational barriers; examine the challenges for implementation and the impact of educational reforms attaining universal coverage at the primary level and improving the quality, equity and efficiency of education and educational performance.

The Plan for 1993-2003, well known as Plan Decenal, followed previous national commitments for educational reform through "Plan Educativo" an initiative promoted by the business sector and civil society organizations. Altogether, these organizations promoted informed dialogues on the educational situation in the country and prepared the so called Decálogo Educativo (Education Decalogue) and the Strategic Plan for Education in the Dominican Republic 2003-2012 (Plan Estratégico de la Educación Dominicana).

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<sup>74</sup> This paper profits extensively from research and analysis carried out in the framework of the Dominican Ministry of Education (MINERD) and European Delegation's activities with their partners and from the special contributions of different institutions related to DR's educational sector.

### 6.3.2 Dominican Republic in the Latin American educational context

In general, Latin American countries have well-defined educational policies due to the international commitments that they have signed, such as the Education for All (EfA) commitments and goals and, from which strategic plans are translated into action guidelines that run from central to regional level and from there to schools. Numerous operational plans cut across institutional units and schools, as parts of a tangle of regulations and legal rules (laws and decrees) that are often adhered to.

Despite impressive efforts at reform, most schools in Latin America still fail to provide children and particularly the poorest and most isolated children with the skills they need for economic and personal success and active citizenship. In fact, over the past decade the percentage of children entering and completing primary and secondary education has risen faster in Latin America than in any other part of the world and public spending on education has increased significantly. However, more than a third of young people in most countries never enrol in and much less complete secondary education.

There is a huge variety of offers of international cooperation that countries tend to accept without incorporating them into a comprehensive strategy. Since the 90s, the Ministries have promoted numerous programmes to improve quality. Many of them are supported by international agencies or bilateral agreements having emerged between some countries (particularly Spain and Japan). As a result, there is a criticism of the International Cooperation Office (ICO) because these programmes are often unrelated to national needs. Latin American nations have made almost no progress in improving learning and in reducing inequality in their schools. Their major shortcomings are quantity, quality, and equity.

#### 6.3.2.1 Quantity

Most Latin American governments have achieved great success in getting more children in school and enrolment rates have raised steadily at all levels for the past three decades. Primary school rates are above the world average, and most countries are close to getting every child enrolled. However, pre-school and secondary enrolment rates in most countries are still below those of countries with similar levels of income. 40% of children still do not enrol in pre-school, while 35% do not enrol in secondary school. Primary repetition rates remain almost double that of the world average and nearly 1 in 10 children in the region do not complete primary school.

Among Latin American nations, the Dominican Republic has the largest school coverage for the population between 6 and 18 years of age at 91%, and further the country has reached 98% coverage in the range of 8-13 years of age. Upon reaching 18 years of age, a young Dominican been enrolled in school an average of 11,8 years (a figure only surpassed in Latin America by Argentina and Chile with 12,1 years of schooling).

During the 2005-2006 school year, coverage of the initial level (children from five years) reached 75%. In Latin America and the Caribbean in 2007, the net coverage for children the same age reached 67,3 %. In regard to net coverage at the basic level (6-13 years), from 2001 to 2006 the DR reached 91,06% net coverage and the gross enrolment rate of 106,5% for the same period. The net coverage for 2006 was 38,2%, while the gross coverage for the period from 2001 to 2006 was 61,46%.

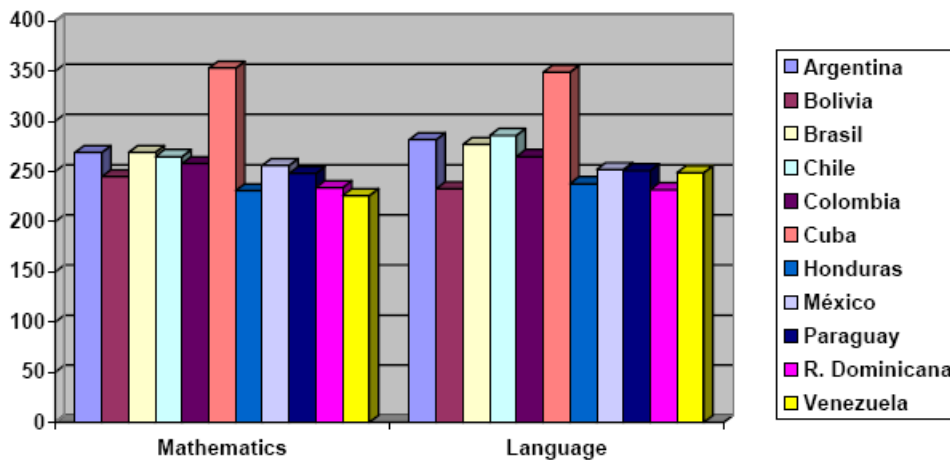
#### 6.3.2.2 Quality

Latin America hardly participates in international testing and, when this happens, the country scores near the bottom on every global test of student achievement. In the 2003 International Student Assessment Program exam (PISA), roughly half of the 15-year-old in Brazil, Mexico and Uruguay had serious difficulties in using reading to extend their knowledge and skills. A majority (three-fourths in Brazil, two-thirds in Mexico, and nearly half in Uruguay) could not consistently apply basic mathematical skills to explore and understand an everyday situation. By contrast, only about 20% of students in OECD countries showed similar deficiencies. Students in Argentina, Brazil, Chile, Mexico and Peru performed just as poorly in an earlier PISA exam. Only the top 25% of Chilean eighth-graders scored at the average level for countries with similar levels of development. Trends in International Mathematics and Science Study (TIMSS) and scores on national achievement tests are similarly disturbing, showing few signs of improvement.

Segundo Estudio Regional Comparativo y Explicativo –SERCE- is the second evaluation of student's performance held in Latin America and the Caribbean. This study was coordinated and implemented by the Latin American Laboratory for Assessment of the Quality of Education (LLECE) in 2006, under the coordination of the Regional Office of Education of UNESCO Latin America and the Caribbean (UNESCO Santiago).

The results of SERCE were published in June 2008 (Figure 2). The test examined the skills of third- and sixth-grade students in 16 Latin American countries, including Argentina, Costa Rica, Chile, Uruguay, Panama, Peru, Cuba and the Dominican Republic.

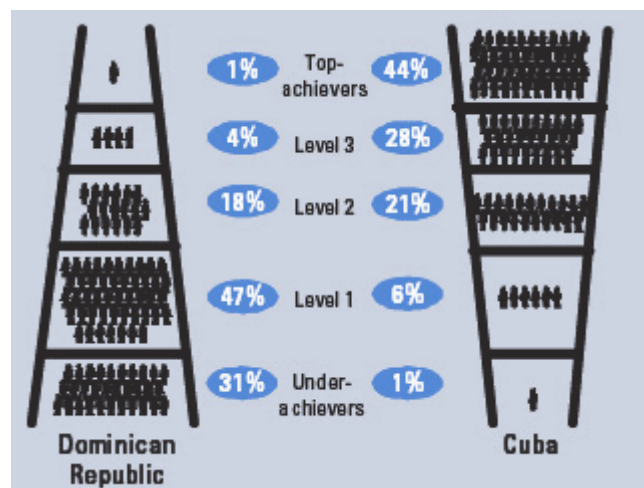
Figure 2: *International Comparative Study on learning outcomes of students from LA countries in Language, Math, and Science. (UNESCO 2008)*



Source: UNESCO, 2010.

The results are distressing: less than 30 % of the region's third-grade students scored at the top two levels in reading and math; more than 30 % scored at level one or below in reading: either they cannot read, or they can read only at the most rudimentary level. Nearly half scored that low in math. It means that most of Latin America is doing a poor job of educating its children. But most striking is that Cuba scored way above the rest of Latin America, while the Dominican Republic scored way below. In third-grade reading, for example, nearly half of Cuban students scored at the highest level, compared with 1% in the Dominican Republic. By contrast, nearly a third of students in the Dominican Republic scored below level one, compared with 1% in Cuba (Figure 3).

Figure 3: *Cuba and Dominican Republic: Third-grade Performance in SERCE Reading Test, 2006*



Source; PREAL's calculation, based on LLECE (2008), SERCE: Resumen Ejecutivo, Table 4, p.24

According to the study of Urquiola and Calderon (2005), Dominican Republic is the third country in the region with the greatest average number of years in school at age 18 with 11,8 years and trailing only Argentina and Chile, tied with 12.1 years. However, noting the average years of schooling at 18 years, the average was 8,3, ranking 13th among the countries. The average years of schooling at the age of 13 years is 5,3 years of schooling. These results are due to late entry, repetition, among other factors. Nevertheless, the following table shows that the Dominican education system has made remarkable progress:

Table 5: DR indicators of coverage and level in 2007-2008 and 2008-2009 periods

Indicators	2007-2008	2008-2009
Preschool net enrolment rate	35,48%	37,50%
Preschool gross enrolment rate	40,47%	35,48%
Net Pre-primary coverage	77,78%	82,00%
Primary net enrolment rate	92,10%	93,80%
Primary gross enrolment rate	116,67%	119,20%
Primary attendance rates	95,0%	96,60%
Secondary net enrolment rate	49,47%	51,54%
Secondary gross enrolment rate	78,1%	78,12%
Overall rate of attendance 14 to 17 years	82,2%	81,9%
Primary repetition (*)	4,1%	---
Primary Dropout (*)	10,8%	---
Secondary Repetition (*)	2,2%	---
Secondary Dropout (*)	8,2%	---
Over-age Primary	17,6%	16,54%
Over-age High School	26,9%	25,14%
Average schooling (years)	8,1	8,2
Global Illiteracy rate	10,80%	11,00%
% of GDP	1,80%	2,03%
% of General Budget	8,50%	10,16%

Fuente: Departamento de Estadística. SEE-MINERD, 2010.

\* CEPAL / CELADE - División de Población. Boletín demográfico No. 66 de julio de 2000.

### 6.3.2.3 Equity

Although a greater percentage of the poor in Latin American countries (LAC) are starting primary school than ever before, poor families routinely score much lower on tests and leave school sooner than those from better-off families. With the exception of Jamaica, the wealthiest fifth of 21-30 year-olds get five to seven more years of schooling than the poorest fifth. In most countries, the gap has either remained the same or become worse. Indigenous and Afro-Latin children are also at a disadvantage.

They are less likely than their peers to complete primary school or to enrol in secondary school and tend to score below their white peers on achievement tests. However, racial/ethnic gaps, at least in terms of literacy and primary enrolment, do seem to be lessening.

Most LAC countries, among them the Dominican Republic, have embarked on reforms to improve the education system. Leaders from business, politics, churches, the media, and civil society have begun to call for better schools. Despite the efforts, there continues to be weaknesses in the Dominican educational system and the goals to be achieved are still far from being met. At least three urgent priorities are needed to comply with the Dakar commitments: i) achieving universal primary completion; ii) improve learning, and iii) expanding secondary education and educational opportunities for young people and adults.

An important gap is related to the students' living in urban or rural areas. The richest urban quartile has 10,4 years of instruction while the poorest rural quartile has only 3,3 years of instruction. Lower differences (always in favour of urban residents) exist between the poorest urban quartile and the richest rural quartile. The EC PAPSE II sector budget support, whose specific objective is to provide quality education for all, was addressing the low performance of the educational system and achieving a deep long term reform.

In terms of education and educational levels, women have consolidated the trend started in the 80s. Demographic and Health Polls conducted in the country, show that in the Dominican education system, women have higher levels of participation (especially for secondary and university education, both rural and urban). This trend continues, showing an increase in levels of schooling for both sexes. Regarding the data on instruction in the 6 years and older age range with no education, inequality between urban and rural areas is rife, where the percentage with no education in rural areas is six times higher.



### 6.3.3 Education for All in the Dominican Republic: Moving Forward

#### 6.3.3.1 The policy environment

With a land area of approximately 48.442 km<sup>2</sup>, the country's population density ranged from 18 to 83 inhabitants per km<sup>2</sup> between 1920 and 1970, which had jumped to 177 inhabitants per km<sup>2</sup> in 2002 and now is estimated at about 189. The political-administrative division of the Dominican population consists mainly of regional boundaries, provincial, municipal, district and sectional which was developed from only 12 provinces in 1920 to 27 provinces in 1970.

Today the Dominican Republic comprises 32 provinces, including the province of Santo Domingo and the National District. The following table describes the distribution of population by region, showing that the change has been led predominantly by the urban area, where the population has grown by 10,7% between 1950 and 2005, while in rural areas increased only 1,9 times during the same period. Currently the Dominican population reaches 9.8 million people, which has an impact on the education system in relation to increasing educational demand and the need to improve the quality of educational services.

Table 6: Total areas for Dominican Population 1950-2005

Year	Total (Thousands)	Urban		Rural	
		(Thousands)	%	(Thousands)	%
1950	2,134	508	23.8	1,625	76.2
1960	3,047	922	30.3	2,125	69.7
1970	4,010	1,593	39.7	2,712	60.3
1981	5,648	2,936	52.0	2,416	48.0
1993	7,293	4,094	56.1	3,199	43.9
2002	8,563	5,447	63.6	3,116	36.4
2005	9,033	5,746	63.6	3,587	36.4

Source: NSO, National Population Census. 2005 estimate based on Census 2002.

The UNDP Human Development Report (HDR, 2005) showed that for 2002 the Dominican Republic occupied place 98<sup>th</sup> among 177 countries included in the Human Development Index (HDI), meanwhile in 2009 it ranked at the 90<sup>th</sup> place with an HDI of 0,64. Reports on poverty prepared by the World Bank (2006) indicate that 42% of the Dominican population live under poverty conditions and 16% living in extreme poverty. This means that their life expectancy is shorter, they are excluded from basic benefits, and they have not learned to read and write or they have very low levels of education. Many of these families often need to use their own family's labour force to ensure their subsistence.

The per capita GDP during the 90s grew at a cumulative annual rate of 3,9% due in part to the behaviour of the economy in that period. When comparing the GDP per capita in dollars in the Dominican Republic with other countries in the region with similar socioeconomic characteristics, during the period 1990-2004 we see that countries like Bolivia, Ecuador, Paraguay and Peru, reported average annual growth rates of 2,4%, 5,4%, 0,55% and 4,4% respectively, well below that achieved by the DR, which amounted to 7,0% in the period.

According to a World Bank report on economic growth, poverty and inequality, the proportion of Dominicans with insufficient income to meet basic needs increased by 50% and the number of poor has almost doubled in the last 7 years. Thus, in 2004, depending on the poverty line used, between 34 and 42% of the population was poor.<sup>75</sup>

Since the early nineties, the Dominican Republic has been developing policies to overcome poverty and raise educational levels. There has been a constant effort to improve education. As a consequence, the country has had notable improvements in improving access to primary education, gross and net enrolment rates. Literacy rates are lower now than in the past, both among the young and adults with no or few years of schooling.

With strong civil society and business organizations, past and present governments have had strong commitments towards the improvement of the educational system and have been highly committed to complying with international goals such as those set down in Jomtien and Dakar. The design and im-

<sup>75</sup> (Dollar & Kray (2002) identify Gini Index in DR as follows: 45 (1976), 43.3 (1984), 50.5 (1989), 49.0 (1992), 48.7 (1996). 1997.2004 Gini Index estimates utilised.

plementation of educational policies mainly focused on improving equity, quality and the efficiency of the educational system.

In 1993, the Plan Decenal was presented as the major reform to the educational system since 1953<sup>76</sup>. The Plan gathered the most relevant social actors and generated a national debate on different approaches to improving education (Amargos, O: 2006). This Plan, a democratic exercise on policy development and policy planning, led to the approval, at the Congress, of a new General Law on Education, launched in 1997. This normative framework established standards and expected outcomes of the educational process and enabled the decentralization of administrative responsibilities at national, sub-national and local levels and also enabled community, public and private sector involvement.

The Dominican Strategic Education Plan (Plan Estratégico de la Educación Dominicana of 2006 raised the Reorganization of Schools as a first step by the networking of schools grouped geographically (from 3 or 4-10, depending on where you are located).

Each centre was left with a diagnosis and then had to define a project to address identified weaknesses, enhance strengths and address threats. In turn, the district level was asked to design a strategic plan to support networks in their school district. Technical teams worked on specific projects to tackle problems such as over-age, number of students per classroom, literacy training for teachers of first grade, reflecting on the results of national tests, etc.

The present government of the Dominican Republic committed itself to a very wide Strategic Plan for four years, known as Strategic Plan for Education 2003-2012, published in April 2003 with technical support from the Organization of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the European Union. It has 10 lines of action based on the past year:

1. Mobilize public and private wishes in order to ensure that people receive five years of Early Childhood Education (ECE) and eight years of inclusive and high quality basic education.
2. Expanding and diversifying Media Education level and modality of quality adult education, with the aim of creating citizenship and as a step to the labor market and higher education.
3. Periodically review, disseminate and implement the curriculum by ensuring reading comprehension and logical mathematical development at the basic level and promote a culture of compliance from the perspective of values education to guide the integral human development, consolidating all the other dimensions of science in educational attainment and the integration of information technologies and communication technologies (ICT) in educational processes.
4. Establish clear standards for a quality and evaluation system to enable the performance monitoring of the education system that encourages the mobilization of school, family and the community in favor of better education and to ensure in the country that the certificates and degrees awarded are supported by the learning set.
5. Create the necessary conditions and mobilize Dominican society and educational communities to ensure strict compliance with the schedule and the school calendar to allow for student learning.
6. Prioritize the training of highly qualified human resources for education and to promote retention and professional growth of existing staff.
7. Promote educational equity support to students from vulnerable social sectors.
8. Encourage family involvement, community and governmental bodies in the development of policies, programmes and educational projects.
9. Promote the continuous improvement of the education system in order to maintain a lightweight, flexible and a system open to participation and focused on schools.
10. Mobilizing public and private sectors, national and international, seeking the necessary resources to achieve the coverage, quality and educational equity needed to address current economic, political and social priorities for the XXIst century.
11. Currently, the Dominican Ministry of Education is developing a Strategic Education Plan 2008-2012 as an educational management platform based on "Mission 1000 x 1000", meaning that each school has a thousand hours of teaching both in quantity and quality. This Strategic Plan corresponds to a medium-term instrument that is placed at the heart of the current governance

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<sup>76</sup> The General Education Law has been implemented since 1997, and the previous one dated from 1953.

structures to give coherence to educational governance processes, trying to answer the demands of the Dominican schools. It is based on an analytical model consisting of six dimensions; i) its starting point is the Presidential Forum for Excellence and the Ten-Year Plan, ii) the challenges of the Dominican Republic in educational matters disclosed in the diagnostic studies of LLECE/SERCE which presented gaps, inequalities, etc., iii) creating effective schools; iv) interventions in the components and programmes to run; v) educational indicators to measure progress, and vi) the Strategic Plan for Educational Management, 2008 – 2012 itself.

It is expected that the implementation of the Strategic Plan 2008-2012 has a high impact on learning; its viability is restricted in the political context marked by the action of the teacher unions, NGOs and international stakeholders' prerequisites to build consensus and compensation.

### **6.3.4 Leading the educational system toward the goals**

#### **6.3.4.1 Early childhood care and education**

The school system in the Dominican Republic is divided into three levels: the Initial Level (Preschool) covers children up to 6 years of age; Basic (Primary) Level begins at 6 and lasts 8 years (6 to 13 years old) and the Middle Level (Secondary education) includes youngsters from 14 to 17 years of age and lasts 4 years.

According to the Ley General de Educación (General Law of Education) preschool education in its last year is mandatory and begins at the age of five.

To achieve this goal, the government has promoted the creation and implementation of “Jardines de Infancia” throughout the country, bringing this level up as a public good together with primary education. As a consequence of this, preschool education (initial level) has grown almost 40% in the last decade compared to 1991 when only 16,2% of children were enrolled at this level. Although progress has been made, enrolments are still low compared to other Latin American countries, below the 60% average for 2002, with a gross enrolment rate of 34% for the same year (EdStats - World Bank, 2007).

#### **6.3.4.2 Increased Access to Primary Education: meeting the goals**

Increased access to primary education has been the main achievement of the EfA goals in the Dominican Republic. The indices of efficiency of the system significantly improved during the 90s and stabilised in this decade.

However, there is still a significant difference between the number of years of school enrolment and years of schooling, which is explained by repetition and dropout indices that characterise the system. Such repetition and dropout rates lead to high rates of over-aged pupils and low graduation rates. Specific strategies are currently being implemented to overcome this situation. However, the Dominican Republic occupies an important place in relation to other Latin American countries in coverage, dropouts, and over-repetition, among other indicators of internal efficiency.

There is clear country progress in relation to the number of years of schooling of the Dominican population with the figure having almost doubled in just one decade.

At the secondary level, the Dominican Republic is far behind other countries. According to data from the World Bank, the average gross enrolment rate for Latin America and the Caribbean was 87,2%, and the Dominican Republic only reached 58,7%. Data from the Plan Estratégico 2003-2012 establishes a net enrolment rate of 27,6% and a gross enrolment rate of 53,3%.

According to Comisión Económica para América Latina-CEPAL (Economic Commission for Latin America-ECLA), the dropout rate at standard level (ages 14 to 19 years of age), in the Dominican Republic is the lowest among eight Latin American countries, being smaller than countries like Brazil, Colombia, Costa Rica, Ecuador, Mexico, Paraguay and Venezuela. In the case of rural education, where equity issues are more complex, for the range between 6 and 18 years, the country has the highest level of coverage of Latin America, with 88.7% of the population enrolled in school.

The increased coverage has been desperately lacking; over the past 36 years the country has had the fastest rate of growth in Latin America, but its spending on education has been less than half of the regional spending and less than a third of the spending on education among Caribbean island nations. Since 1970, the annual expenditure on education in the Dominican Republic has not exceeded 3% of GDP, which reached 1,8% in 2008.

Due to being affected by low funding levels, increased coverage and efficiency would be offset by a lower quality. Indeed, since the mid-eighties, when they began to conduct evaluations, the problem of the quality of the system has become apparent. It is alleged that at the end of general secondary education, many young people do not attain the Basic Grade Level 6th training. The participation of the private sector had been growing consistently in the sixties, increasing from 19% in 2006 to xx in 2008.

Although improvements have been made on access, and there are almost no gender disparities, there are still a large number of children of primary school age outside the educational system. Child labour is a key issue on school dropouts and educational attainment in the Dominican Republic.

The net school attendance rates show that nearly 15% of the population of 6-13 years were not attending school at the basic level during the 2001-2002 school year and the attendance rate was higher for girls, with 87% against 84% for boys. In 2008, net primary attendance rate increased to 95% meanwhile net preschool attendance rate was 77,8% and the global attendance rate of people aged 14 to 17 years old jumped from 35% in period 2001-2002 to 82,2% in 2007-2008.

Repetition rates and dropout rates help describe the movement of students within the school system. Rates of repetition, for the first grade of primary school, are placed close to 4,0% and for second through fourth grades between 6% and 9% of students in each of these levels for the period 2004-2005. The values of these rates are slightly higher for males than for females and higher in rural areas than in urban areas.

The dropout rates, contrary to what occurs with repetition rates are generally on an upward trend when passing from first to eighth grade. It notes that the dropout affects more men than women, and it has to be emphasised that the dropout rate for the seventh and eighth grades in rural areas, have higher values than in urban areas. For school year 2008-2009 dropouts rate at the primary level was 10,8% and repetition rate 4,1%

#### **6.3.4.3 Unequal chances for the rich and the poor**

Equity gaps continue to be a big social debt in the Dominican Republic. According to a National survey of Labour Force –MEPD in September 2008, 11,8% of the population belonged to homes with a monthly per capita income under the national line of extreme poverty defined by the WB for DR (DOP 1.703,8). 19,8% of the rural population was under the national line of poverty.

In 2009 GINI coefficient, which measures the inequality in the distribution of income from the area between the curve of Lorenz and the line of perfect equity, estimated in 50,4% the level of poverty for the DR. Miles of children and teenagers were working instead of studying. The legal age to start work is 18 years, but this is disregarded by some employers who hire children mainly in sectors such as: services, commerce, manufacturing, and agriculture, cattle activity as wage earners, paid apprentices, unpaid family helpers or self employed (PREAL/Aprendo:2006). This situation has become extremely relevant for the government as these children, mainly from poorer families, will have less opportunity to improve their living conditions generating a vicious circle of poverty.

In 1998 only 19% of the families living under poverty conditions can enrol their children between 3 and 5 years old at the preschool level in public schools, against 34% of the wealthier groups who can afford to pay private child care and preschool service.

A recent research establishes that the gap in years of schooling among poor and non poor sectors is more than 10 percentage points at certain school levels, where universal coverage has not been achieved (preschool and secondary education). In the primary level, though, the net enrolment rate has increased significantly.

The Dominican Republic report card 2006 observes important differences in school efficiency, according to the different geographical zones and provinces. Thus, although in La Romana and Santo Domingo children take 8.9 years on average to complete primary education, in the poorer provinces and frontier provinces (San Juan, Bahoruco, Pedernales, and Elías Piña) it takes children 12 years to complete primary education. The proportion of children completing primary education goes from 90% in those provinces with better performance (La Romana, Santiago Rodríguez, Puerto Plata, etc.) to 50% for most of those provinces in the frontier with poorer performance in social, economic and educational indicators (Table below).

Table 7: Internal Efficiency indicators for primary education for administrative province, 2001

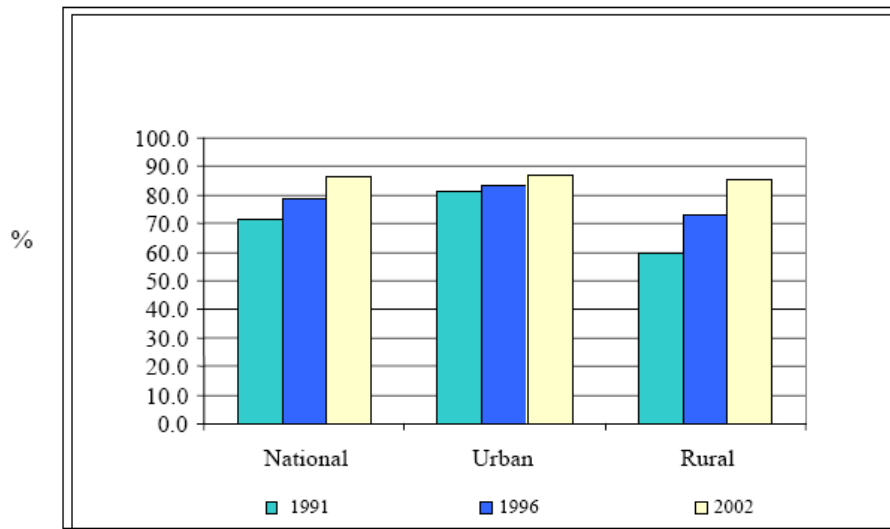
Province	Years to complete Primary level	Graduated Rate	Rate of Students that finished first cycle in 4 years	Rate of Students that finished second cycle in 8 years
La Romana	8.9	91.4	77.0	60.4
Santo Domingo	8.9	88.5	82.6	70.1
Santiago Rodriguez	9.0	90.1	70.8	60.1
Puerto Plata	9.0	87.3	77.9	69.2
Distrito Nacional	9.1	87.1	79.8	69.2
San Pedro de Macoris	9.2	85.0	85.8	72.0
San Cristóbal	9.2	86.2	77.3	63.1
Duarte	9.3	86.0	85.8	67.6
María Trinidad Sánchez	9.5	83.0	68.7	56.5
Monte Cristi	9.6	82.5	82.3	64.5
Salcedo	9.8	79.9	70.7	57.4
Españat	9.8	81.4	73.6	55.9
Sánchez Ramírez	9.9	77.6	67.0	50.7
Samaná	10.0	83.9	62.1	43.3
Dajabón	10.3	76.3	71.0	53.4
Santiago	10.5	73.7	74.5	51.6
Hato Mayor	10.6	69.8	56.0	40.0
Independencia	10.7	67.2	54.2	38.5
Monseñor Nouel	10.7	72.1	62.6	42.7
Monte Plata	10.9	73.7	77.4	52.5
La Altagracia	11.1	66.2	69.6	46.1
Azua	11.2	66.3	64.0	44.6
La Vega	11.3	67.0	66.5	43.7
Valverde	11.4	69.8	64.7	40.3
San José de Ocoa	11.6	66.1	50.5	33.5
Elías Piña	12.4	60.9	45.2	28.2
Peravia	12.9	58.0	43.8	25.7
El Seybo	13.2	57.7	51.8	30.5
San Juan	13.2	54.7	53.1	31.2
Bahoruco	13.2	56.0	40.1	22.2
Barahona	13.6	53.5	47.6	24.4
Pedernales	13.6	52.7	49.0	25.6
<b>National</b>	<b>9.9</b>	<b>78.7</b>	<b>71.6</b>	<b>54.6</b>

Source: Informe de Progreso Educativo: República Dominicana (Preal & Educa, 2006)

Estimations for 2003 considering the range of 15 to 24 year olds indicate that 52% of the poor had not completed primary education, while 70% of non-poor had achieved primary completion. Boys and girls from provinces in the frontier are in clear disadvantage in almost all educational indicators (See Informe de Progreso Educativo: República Dominicana, Preal & Educa, 2006).

Urban/rural disparities have been diminishing in primary education coverage. While in 1990, urban educational coverage was 20% higher than that of the rural areas; by 2002 both areas were almost equal in terms of access to schools and education (Figure 4). By the same year, the percentage of people aged 15 to 19 years old who declared to "easily be able to read" was almost the same in urban and rural areas. Despite this, educational indicators also show a negative outcome for the poorer provinces and, thus, confirm the need to invest in primary and initial education on these areas (Preal & Educa, 2006).

Figure 4: Evolution of Net enrolment for Primary Education according to Urban and Rural Zones 1991, 1996 and 2002



Source: Endesa. 1991, 1996 y 2002 in *Informe de Progreso Educativo 2006. Pasando Balance. Op. cit. pp.12*

#### 6.3.4.4 Education for Active Life: training and education for adults

Education for Active Life is the concept the Dominican Republic uses to identify those programmes which aim to provide, youngsters and adults, with the skills and competences needed to participate in the labour market and in society as a whole. It includes Secondary General Education; Technical Education; Adult Education and Vocational Training for the Labour Market. Potential demand includes youngsters among 14 and 17 years old; illiterate people either young or adult; young and adult people who have not completed schooling and young and adult people who have not completed secondary education and want to raise their educational level.

Nearly 2.5 million people, out of a population of 8.6 million are estimated to be in need of Adult Basic Education (among illiterates, uncompleted basic education; technical training and acquisition of basic skills). 50% of the potential demand for technical and professional education is said to be covered in the country (Plan Estratégico Desarrollo de la Educación Dominicana 2003-2012, vol.1. pp.39). This percentage is far below the average for Latin America and the Caribbean.

The 2009 illiteracy rate recorded in the population aged 15 and over in the Dominican Republic was 10,9%, according to SEE-MINERD Department of Statistics, while in 2002 it was 12%. Results still showed a difference in illiteracy rates by area of residence in the rural area with a rate of nearly double that in urban areas. You can see that also kept gender differences, where women remain at a somewhat lower level of illiteracy to men.

#### 6.3.4.5 Civil society and business involvement in the education sector

A particular feature of educational reforms in the Dominican Republic has been the way in which social actors have committed their participation in policy design and implementation. The Plan Decenal and the Foro Social de Santo Domingo, a pre-Dakar meeting (2000), counted upon the active involvement of businessmen and business foundations throughout the country. EDUCA, a private foundation devoted to promote quality schooling and equity in education was founded as the result of business involvement in the formulation of the Decálogo de la Educación and Plan Decenal. Falconbridge, a private mining company, developed an interesting new model of school patronage and corporate responsibility in this period.

Since its foundation, EDUCA has been involved in promoting public consciousness on the importance of basic education for economic, social and political development through various means and strategies. A huge campaign was launched in 1990 to draw public attention towards educational problems in the country. A similar campaign was replicated in 1993. On parallel bases, EDUCA also organises annual conferences (APRENDO), back to school campaigns and dissemination of international commitments such as the ones of the Educational Forum in Dakar (EDUCA:2005).

**Box 1: EDUCA's work in support of educational reform since 1993****EDUCA's work in support of educational reform since 1993**

- Implementation of the Plan Decenal
- Support to schools in poor areas
- Preparation and distribution of teaching materials and books
- Training courses of school directors
- Teacher training
- School patronage
- Implementation of administrative and information systems
- Participation in Jomtien and Dakar meetings with institutional resources
- Participation in the preparation of the Plan Decenal (90 and 92)

Source: EDUCA: 2005

Five years ago, the Presidency created the Foro Presidencial para la Excelencia de la Educación Dominicana (Presidential Forum for the Excellence of Education) and, made a public call to support the government in the revitalization of education and educational reform through better policy and policy making (La escuela no puede sola: 2005).

This forum was thought of as a means to promote the participation of all national actors in the improvement of the educational system. Leadership involves the MIESCYT (Ministerio de Educación Superior, Ciencia y Tecnología), INFOTEP (Instituto Nacional de Formación Técnica y Profesional) and MINERD itself, School representatives, the business sector and parents organizations among other social actors are organised in thematic working groups. Priority themes for these groups are: i) the quality of education; ii) modernization of the educational system; iii) use of NTICs in schools; iii) educational investment; iii) curriculum and teacher training (Foro Presidencial por la Excelencia de la Educación Dominicana. Convocatoria: SEEC, INFOTEP, SEESCYT: 2005).

### 6.3.5 Some key challenges and goals to be met

#### 6.3.5.1 Reach universal primary completion

In order to meet the Dakar goals all children should complete primary school. The Dominican Republic has higher rates of gross and net primary enrolment than peer countries in Central America, for example. The DR occupies the second place in Latin America in coverage between the ages of 14 and 18. For the range of 6 to 18 year olds in rural areas, the country has the highest coverage level in Latin America, with 88,7% of the population enrolled in school. Upon reaching 18 years of age a young Dominican has experienced on average 11,8 years of schooling.

Moreover, the survey ENHOGAR 2005 by the National Statistics Office located on a 91,3% of children aged 6 to 13 years of age who were enrolled at the primary level. According to this same survey 63,5% of persons 15-19 years of age have completed primary education or further studies and finally, percentage of people 15 to 24 years old who can read and write is estimated at 95,9%.

Nonetheless, primary completion rates continue to be low and children who are not finishing basic education come basically from poor populations in urban and rural settings. As in other countries in the region, poverty has a direct impact on completion by discouraging enrolment, timely entrance and permanency in schools (World Bank: 2005). Some policies and strategies which aim at overcoming these problems and address the needs of the poor at the primary level have been pushed forward successfully in the Dominican Republic. Teaching methodologies for poor settings and strategies can be adapted for school and curricular organisations to special needs such as child labour and rural migrations.

Table 8: Plans and programs linked with Education, Poverty and Child labour

Plans and programs according to categories	Strategic Axis	Main Actors
<b>I. Planes Sectoriales</b>		
<ul style="list-style-type: none"> <li>Plan Estratégico De Desarrollo de la Educación Dominicana, 2003- 2012</li> </ul>	Cinco ejes y diez lineamientos estratégicos: democratización y equidad, calidad de la educación; calidad del docente; descentralización y financiamiento.	Secretaría de Estado de Educación
<ul style="list-style-type: none"> <li>Los Objetivos del Milenio. Segundo Objetivo</li> </ul>	Asegurar que para el año 2015, toda la población en edad de 15 años haya completado una educación básica de calidad de 9 años.	Secretaría de Estado de Educación
<ul style="list-style-type: none"> <li>Plan Estratégico Nacional de Erradicación de las Peores Formas de Trabajo Infantil, 2006-2016.</li> </ul>	Erradicar las Peores Formas de Trabajo Infantil (PTFI) en el período 2005-2015. Contempla cinco propósitos: I. Conciencia y sensibilización sobre los derechos de los niños, niñas y adolescentes (NNA); II. Marco legal y sectorial pertinente y aplicación; III. Información confiable y oportuna sobre PFTI; IV. NNA retirados de las peores formas de trabajo infantil; V. Protección y acceso a programas de capacitación técnica de adolescentes.	Secretaría de Estado de Trabajo y el Comité Directivo Nacional de Lucha Contra el Trabajo Infantil.
<b>II. Programas Educativos</b>		
<ul style="list-style-type: none"> <li>Programa para el Fortalecimiento de la Educación Inicial</li> </ul>	Fortalecer la calidad en el grado pre-primario y ampliar la cobertura de acceso de la población de niños y niñas de cinco años, así como apoyar el desarrollo de la población infantil localizada en comunidades pobres.	Secretaría de Estado de Educación
<ul style="list-style-type: none"> <li>Programa Multifase para la Equidad de la Educación Básica</li> </ul>	Mejorar la equidad de la Educación Básica, fortaleciendo la capacidad de gestión e implementación de programas focalizados para mejorar el logro educativo de los estudiantes de la zona rural y urbano-marginal.	Secretaría de Estado de Educación
<b>III. Programas para la erradicación del trabajo infantil a través de la educación.</b>		
<ul style="list-style-type: none"> <li>Salas de Tarea y Preescolares</li> </ul>	Promover cambios en la percepción sobre el trabajo infantil y valor de la educación de los NNA y sus familias y mejorar los indicadores básicos de educación.	OIT/IPEC/SET y EDUCA
<ul style="list-style-type: none"> <li>Eliminando las Peores Formas de Trabajo Infantil a través de la Educación.</li> </ul>	Lograr que los niños, niñas y adolescentes que trabajan en la agricultura peligrosa, en el sector urbano informal peligroso y la explotación sexual comercial, participen en programas de transición y sean retenidos en el sistema formal de educación o en capacitación técnico-vocacional.	DevTech Systems Dominicana y socios con el apoyo de USDOL

Source: PREAL/Aprendo. *Opciones Educativas para la Niñez Trabajadora. República Dominicana: 2006, pp.16*

Programa Solidaridad ranks among the intersectorial programs. It was created to help reduce poverty, facilitating access to education by giving the families economic support and moving children from work to school. The programme replicates similar strategies of conditioned transfers for educational purposes in Latin America and no evaluations were found, under initial or progress reports, on its impact upon the poorer families in Dominican Republic (Box 2).



**Box 2: Programa Solidaridad****Programa Solidaridad - Solidarity Programme**

Creado en el 2005, tiene por objeto "implementar la estrategia de salida de la pobreza, dando apoyo al mejoramiento del ingreso y a la inversión en capital humano de las familias en pobreza extrema, mediante el otorgamiento de transferencias condicionadas" (Art. 1 del Decreto). Forma parte de la Red de Protección Social del Gobierno, y tiene dos componentes fundamentales: Comer es Primero y el Incentivo a la Asistencia Escolar (ILAE).

Este programa procura contribuir a la disminución de la deserción escolar de los menores entre 6 y 16 años, por medio de una ayuda económica mensual a las familias beneficiarias que oscila entre US\$10 y US\$20 dependiendo del número de hijos inscritos en el nivel básico o primaria, destinada a la compra de útiles escolares, libros y uniformes.

Según los informes de las autoridades encargadas de su implementación, el incentivo beneficia en 2006 a 31.826 hogares de 10 provincias del país. El programa cuenta con un mecanismo de identificación de las familias pobres (Sistema Único de Beneficiarios - SIUBEN).

Created in 2005, it aims to "implement the strategy of a way out of poverty, supporting the improvement of income and investment in human capital of families in extreme poverty by providing conditional cash transfers" (Art. 1 of Decree). It is part of the Government's Social Protection Network, and has two basic components: "Comer es Primero" ("Eating comes first") and the Incentives for School Attendance (ILAE). The latter seeks to contribute to the reduction of dropouts among children between 6 and 16 years, through monthly financial aid to families receiving between U.S. \$ 10 and \$ 20 depending on the number of children enrolled at the basic or primary level, intended for the purchase of school supplies, books and uniforms. According to reports from the authorities responsible for its implementation, in 2006, the incentive benefits 31,826 households in 10 provinces. The programme includes a mechanism to identify poor families (System of Beneficiaries - SIUBEN).

Source: *PREAL Primero Aprendo. Opciones Educativas para la Niñez Trabajadora, RD, 2006*, <http://www.gabsocial.gov.do/solidaridad/beneficiarios.htm>.

On similar bases, the Programa Multifase para la Equidad de la Educación Básica (Primary level Multi phase for equity Program) is part of the Strategic Plan and was initiated by 2005 under the auspices of the Inter-American Development Bank (IDB). Its target population is children living under conditions of poverty and child labour. One of its components is a project called Mejora de la equidad educativa en áreas urbano-marginal, which aims at reducing educational disparities among middle sector urban schools and schools in poor urban settings with high rates of repetition and drop-outs. As such, it includes workshops to enhance learning outcomes for boys and girls with low educational attainment (1<sup>st</sup> to 4<sup>th</sup> grades) and workshops to accelerate learning processes. Last, but not least, the programme Fortalecimiento de la Educación para la Diversidad aims at creating conditions to include all children in the schools and develops the concept of escuelas inclusivas (Inclusive Schools) to cope with the educational needs of different social and cultural groups.

MINERD has implemented a very important cooperation experience of co-management with the "Centro Cultural Pedro Poveda", an outstanding expression of Civil Society specialised in Education. This institution is responsible for the Regional Directorate X management in Santo Domingo East and Boca Chica. It is producing a change in mentality and culture, a growth in teacher's capacity, and a better performance of the system.

**Box 3: Centro Cultural Poveda (CCP)****Centro Cultural Poveda**

Es una organización de la sociedad civil orientada a la formación, investigación y asesoría socioeducativa; impulsada por un equipo interdisciplinar en humanidades, ciencias y tecnologías, con énfasis en la investigación e innovación. Busca impulsar un movimiento humanizador que incida en las políticas públicas y en la transformación de la realidad dominicana. En tal sentido, promueve procesos de cambios socioeducativos y culturales, desde los sectores empobrecidos. Trabaja preferentemente con maestras, maestros, y organizaciones comunitarias, con una metodología crítica y democrática. Además, el CCP trabaja con personas, grupos y organizaciones interesados en transformar sus concepciones y prácticas educativas para incidir en sus contextos.

Su metodología de trabajo se basa en las prácticas socioeducativas de los sujetos y construye de manera abierta y dialógica favoreciendo nuevas búsquedas y perspectivas de desarrollo e innovación en los procesos de cambio. Desde esta perspectiva impulsa el empoderamiento de los sujetos, nuevas formas de construir el conocimiento, una gestión participativa y democrática de los procesos.

Fuente: [www.centropoveda.org](http://www.centropoveda.org)

Programa de Reconocimiento al Mérito Estudiantil (Academic Merit Recognition Program, 1996) was identified as another strategy used to increase the academic level and strengthen the educational system. It was first implemented in public schools to then expand to private institutions. The objective was to create incentives for academic excellence, so that students could visualise a better future within the educational system and hence engage in improvement in terms of quality and efficiency. Although it has been some time in operation, no evaluations of its impact have been found.

Espacios para Crecer (US Department of Labour - DevTech Systems) is a local strategy aiming at getting children involved in agricultural work back to school, levelling up those that are averaged improved the efficiency of the educational system. This is an ongoing project and, for the time being, there are no impact evaluations but the project, itself, is internally monitored. Another interesting experience working with children is leading by Integración Juvenil (Box 4). Integración Juvenil is a non-governmental institution operating in Puerto Plata, by and for native Dominicans. It was founded in 1978 for the purpose of keeping children off the streets by providing and caring for them, while teaching employment skills to achieve self-sufficiency in society. Currently more than 200 girls and boys, ages 9 to 18 attend each day at their Technical/Vocational Educational Centre.

*Box 4: Integración Juvenil, Puerto Plata*

**Integración Juvenil**

Es una institución sin fines de lucro, legalmente incorporada, sostenida parcialmente con fondos del Gobierno, apoyo internacional y privado. Está dirigida por una junta directiva formada por voluntarios, quienes velan por que se cumplan los objetivos para lo que fue creada.

La institución consta de dos centros: la oficina administrativa en la ciudad de Puerto Plata, y un centro vocacional y de educación integral en el pueblo de Muñoz, a 5 minutos de la ciudad. En el complejo de Muñoz, hay tres edificaciones con aulas y talleres vocacionales, donde se imparten clases de ebanistería, costura, belleza, manualidades, piel y otros, además de clases intensivas de alfabetización y otros conceptos básicos de la educación formal, para re-insertar los jóvenes al sistema de educación pública.

La asistencia al centro es gratis, incluyendo transporte, materiales y merienda. Su dispensario médico ofrece consulta gratis a los jóvenes y niños de Integración Juvenil, incluyendo higiene bucal.

Educando (Educational Website from Dominican Government) and Aula Virtual, are two strategies to provide relevant information and teaching materials to teachers and other actors. Both use ICTs as delivery mechanisms and created websites that offer on-line courses and specific materials online. It is prepared by the MINERD, implementing innovative and dynamic forms of education specifically focused on teachers, through training, consulting and constant updating of information. It is a non-formal strategy to support teachers and teaching but is not considered a modality of in-service teacher training and does not give them certificates to teach.

Last, but not least, within these strategies, the main lines of the Plan Estratégico de Desarrollo de la Educación Dominicana (2003-2012), which aims at achieving both EfA and the Millennium Goals (2015), the Plan Estratégico Nacional para la Erradicación de las Peores Formas de Trabajo Infantil (2006-2016) as well as initiatives to strengthen preschool education should also be seen as promising actions to improve equity, quality and efficiency in Dominican education.

### 6.3.5.2 Raising the quality of learning

As in the rest of Latin America, the sustainability of the policies to ensure good quality learning is still weak in the Dominican Republic. Particularly quality schooling for all, boys and girls, is one of the persistent problems in basic education considering that access has been relatively guaranteed for boys and girls of school age. There is a gap with advancing age of the population, which is evident in absenteeism, dropout and repetition. The results obtained by students on national tests, which are applied in 4 of the standard level can be considered low if it took into consideration the average results in all four subjects tested at the National Tests from 1999 to 2007 (see following table).

A publication of Management and Results information (May-June 2010 annual report) on MINERD web page presents that in the national tests for 8<sup>th</sup> grade students, in 2009 the average distribution showed scores under the expected grades in the Spanish language, where the 65 point standard was not achieved with 57,20 (the highest), meanwhile mathematics averaged 41,07 points, social sciences 49,17 and natural science 41,80 points. For the secondary level, scores are much lower than expected, as averages are around 53 points quite far from the 70 points considered as the expected results.

*Table 9: National averages in the first round of Media 1999-2007*

<b>Subject / Year</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
Spanish Language	70.4	69.1	59.6	60.3	59.8	56.3	61.4	61.4
Mathematics	56.1	55.9	50.2	55.4	55.4	48.5	52.1	53.1
Social Sciences	61.4	53.0	53.1	57.6	59.2	55.4	58.1	60.0
Natural Science	53.2	40.2	45.8	56.1	59.8	52.4	51.1	53.4

*Source: Plan Estratégico de la Gestión Educación 2008 – 2012. Secretaría de Estado de Educación, 2009. 1ª Edición 2009, Santo Domingo, República Dominicana.*

As results from the national tests are not standardised there is no possibility to assess the quality of educational development. Nonetheless, it allows for the determining that there is a challenge of improving the level of knowledge that students are getting at the primary level as this will be a determinant for the rest of the educational life.

There are no systematic monitoring and evaluation mechanisms to support policy design and implementation. At the present time, the Dominican Republic is trying to standardise the outcomes of national tests in order to see the progress made by students at primary and secondary level. The country has participated in two international tests to measure learning outcomes (Laboratorio Latinoamericano de Evaluación de la Calidad de la Educación – LLECE/ (UNESCO/OREALC: 2008). Results presented in the following table placed the Dominican Republic among the countries with lower performance in all subjects.

*Table 10: International Comparative Study on learning outcomes of students from LA countries in Language, Math, and Science. (UNESCO 2008)*

Country	Math 3°	Reading 3°	Math 6°	Reading 6°	Science 6°
Argentina	III	II	II	III	IV
Brasil	III	III	III	II	
Chile	II	II	II	II	
Colombia	III	II	III	II	III
Costa Rica	II	II	II	II	
Cuba	I	I	I	II	I
Ecuador	IV	IV	IV	IV	
El Salvador	IV	III	IV	IV	IV
México	II	II	II	II	
Nicaragua	IV	IV	IV	IV	
Panamá	IV	IV	IV	IV	IV
Paraguay	IV	IV	IV	IV	IV
Perú	IV	IV	III	IV	IV
República Dominicana	IV	IV	IV	IV	IV
Uruguay	II	II	II	II	II
Nuevo León	II	II	II	II	II

Source: UNESCO (2008). LLECE. Chile.

This is considered as one of the weakest links in terms of educational change. The design of a systematic monitoring scheme, would allow all relevant actors to assess the effect of policies specially on quality standards, as it is relevant not only for policy makers, but also for society to be aware of the outcomes from the learning experience.

Moreover the following issues have to be tackled: 1) double shifts; 2) curriculum improvement and modernisation; and 3) teacher's training.

### 6.3.6 Constraints to the achievement of the EFA goals

#### 6.3.6.1 Curricula, infrastructure and availability of teaching resources

The Dominican Republic implemented a huge curricular reform as part of the Plan Decenal 1992-2002. The reform included major changes to facilitate teaching and learning in Math and Spanish Language. Recent studies (Zaiter, J., et.al. 2004) and impact evaluations have evidenced that the curricular reform has been implemented in 95% of the schools providing primary education. Achievements have been lower in secondary and technical education schools (Plan Estratégico de Desarrollo de la Educación: 2002).

Throughout application it has been evident that teachers seldom plan their classes according to the orientations in the new curricula; pedagogy continues to be based upon mnemonic and passive teaching methods; teachers have little or no management of teaching and learning strategies to develop new contents in first and second grades; they do not manage the curricular approaches well in the different areas and have limited command of mathematics and Spanish contents (Zaiter J., et.al. *Cambia la Escuela*).

A curriculum review claimed that science and technology requires that the content of science and technology in teacher training programmes be reviewed. As the teacher is the main protagonist in the claims of science and technology in the classroom, regular training programmes for teachers must be available to master those essential skills for working with their students. These programmes must ensure that each teacher is able to handle ICT, both in the classroom and administrative tasks associated with the classroom.

In order to answer society claims for curricular changes, the MINERD proposed a new curriculum with three components: 1) education system and society, 2) levels and areas and 3) classroom and actual prescribed curriculum, educational levels; transverse axes, among others. This is aimed to the creation of a teaching team-high-level curricular review and updates it with a focus on skills (curriculum alignment, books, standards-achievements). Also, development of Standards, teaching guides and didactic, design and publication of educational materials to the curriculum and standards set by competition, the integration of early education to basic education, emphasizing the teaching of language (reading and writing) and the teaching of Mathematics are being promoted. Teachers are preparing teaching guidelines for the use of materials contained in the digital media libraries according to grade, subject and theme, and creating the Dominican Network of Learning and distance learning and training in the use of materials. Finally, educational practices with their indicators of achievement for active learning with TV and video promote curricular coherence at different levels (Beginner, Intermediate and Middle) and integrate curriculum update training programs and training to define the profile of teachers and in line with the indicators.

An infrastructure to promote good quality education seems to have evolved positively since the mid nineties onwards. There are enough schools to meet the demand for primary and secondary education and, concerning adult and non-formal education, there are 719 public centres which operate in 565 school buildings with 6.778 classrooms. 45% of these centres work exclusively to offer Bachillerato. The rest offer, on shared bases, primary, secondary and technical education to young people and adults. In addition to this, there are 174 centres devoted to Educación para el Trabajo (Education for Work) 56 of them offer technical secondary education; 3 offer professional training based on the INFOTEP model; 10 are classified as vocational training centres and 105 are Escuelas Laborales (labour schools) (Plan Estratégico 2008-2012).

For more than fifteen years, the Ministry of Education has been developing a comprehensive programme of textbooks for public school students. This programme has developed well and has helped restore the culture of using the textbook that had been lost. To strengthen this important programme and to improve it, the delivery of textbooks is carried out promptly at the beginning of the school year as well as their recovery. Stocks should be renewed after determining the needs based on student enrolment. The National Council of Education and the National Congress decided that the textbooks are to be used for four years. Then, they should be managed in an integrated approach that responds to the provisions of the curriculum.

### **6.3.6.2 Insufficient instructional time**

In spite of having improved the infrastructure and availability of resources to promote good quality learning there is a big issue on the fulfilment of the school calendar. By law, there should be 42 weeks, 5 days a week with a minimum of 5 hours daily. This is not achieved by all schools, decreasing the learning opportunities for the children. Several surveys show that the average schooling time is 2,5 hours.

Moreover, there are constraints in the process of organizing and managing existing resources for the improvement of learning. Among these, delays in the initiation of classes or closing the class earlier than expected; lack of information on the way timetables should be organised and developed in the basic levels; inadequate management of classroom discipline; lack of parental involvement in teaching and learning and lack of technical and pedagogical support from supervisors at the MINERD.

The Dominican education system was facing a historic problem of non-compliance and problems with the school calendar, which have lasted for more than four decades. A widespread lack of discipline to respect the school year timetable and schedule established officially add two situations directly related to the underfunding of public education.

On the one hand the system's growth without sufficient availability of classrooms, making it necessary to reduce school hours to use the classrooms in two and three sets. On the other hand, recruitment of teachers per shift instead of full-time, limits the school to the real capacity of a teacher to address two different groups of students during the day. All actors in the system acknowledge that the school calendar is too short, but the fact is accepted as if it were the natural state of normal situations. This situation becomes more serious time if we consider the school calendar across the country.

Despite the efforts, the school calendar is still affected by too many holidays that the school is obliged to respect and a tradition that inhibits regular teaching during Saturdays. With a short school calendar, a student receives a reduced number of annual teaching hours. It leaves them with more time and unproductively being subjected to greater risk of school failure and greater social risks.

"Mission 1000 x 1000" encourages each school to work a thousand hours of teaching in quantity and a thousand hours of teaching quality. It is essential to restore institutional discipline concerning the schedule and timetable, from schools and their environment to the headquarters.

During school year 2009-2010, the Mission 1000 x 1000 was a real challenge to national level, with commitments that go beyond the scope of the MINERD itself and schools and involves parents and mothers, school boards, communities, local authorities, private sector and NGOs. This mission requires strict compliance with the time of entry and exit in different conferences and levels, the reorganization of the regular activities of schools, such as class changes, breaks and time spent on co-curricular tasks, including others, seeking to boost the increase in the number of actual hours of teaching in the Dominican schools.

### **6.3.6.3 Inadequate Learning Materials**

The Dominican Republic has done enormous efforts to guarantee the provision of school texts and workbooks for students at the primary level. It covers basic areas such as language, mathematics, social and natural sciences, and also foreign language, human and religious formation, artistic and physical education. These elements are supported with infrastructure such as laboratory equipment and IT technologies.

Nonetheless, there is consensus that efforts are required to increase distribution efficiency (i.e. materials to reach destination in the appropriate timeframe), and also the use of ICTs take the best advantages of them (Plan Estratégico de Desarrollo de la Educación, Op. cit., Zaiter, J., et.al. Op. cit.).

### **6.3.6.4 Weaknesses in the teaching profession**

Teacher training is a response to important demands and updating this was classed as a priority in the Ten-Year Plan, which proposed the establishment of a Training System and Development of Teachers in methodology and appropriate technology for the implementation and use of multimedia applied to education and to encourage creativity in their students. Law 66'97 General Education reaffirms this commitment to requiring each state to ensure training of superior teachers.

With the express intention of increasing the development and quality of Dominican education, and under the Ten-Year Plan, established in 1992, the Development Project of Primary Education (PRODEP) to train and provide normal updating of teachers in higher education (2 year degree partner) is still the same purpose with the service for the Professionalization of Teachers Bachelors (PPMB) and the Initial Training of Basic Education for Teachers (FIMEB) programmes for Masters in Supervision are developed with universities in Canada and the Dominican Republic.

As a result of these efforts, the Dominican Republic has improved teacher performance in classrooms, increased their abilities and their self-confidence and self-esteem, raising awareness of their role in society. In addition, teachers feel motivated to seek new knowledge and to be efficient in teaching and administrative work. It also highlights the improved relations between teachers and students, the democratization of the same, the use of new and a variety of participatory teaching strategies, the tendency to promote knowledge construction, participation of teachers and students in school management, improving the academic quality of teachers and frequent and meaningful relations between various educational centres.

Dominican teachers had an important participation in the formulation of the Plan Decenal de Educación as in the so called Comisiones de Construcción Curricular (CCC). Throughout the years, though this participation has been diminishing and needs some revitalization. Reasons differ according to the actors. For some, excessive centralization of policy making and policy implementation diminishes teacher participation and commitment with the reforms. Others consider that Asociación Dominicana de Profesores (ADP), the main teachers' union, has been an obstacle to the improvement of the quality of education and learning improvements while struggling for better salaries and working conditions.

The central government has not created spaces for teacher participation in policy and decision making: in fact, the Plan Estratégico de Desarrollo de la Educación 2002-2012 was not formulated by means of national consultations as the Plan Decenal was and its recommendations were disseminated through official publications. The fact is that the teaching profession continues to be unattractive to talented people and the living and working conditions of teachers are still difficult particularly in poor settings.

According to a study presented in 2007 the Ministerio de Educación Superior, Ciencia y Tecnología (Ministry of Higher Education, Science and Technology-MESCYT), the demand for professionals until 2012 will be dominated by engineering at 24.58%, 15.28% Education, Marketing 15.18% 11.61% Medical Sciences Business Administration and 10.63%.

#### 6.3.6.4.1 Low salaries and weak performance

Teachers have lost more than 50% of their financial capacities as a consequence of devaluations and the weak performance of economic indicators. In 2003 the real salary of a teacher in primary education is three times higher than in 1991, but their acquisitive capacity is only 72.6% of what it was forty years ago and the situation has not changed more recently. A case study conducted by PREAL in December 2005 evidenced that the average monthly salary of US\$130 for a primary Dominican teacher was lower in comparison other teachers from others LA countries, except Nicaragua (following table).

Table 11: Monthly salaries of teachers in basic education in selected countries.

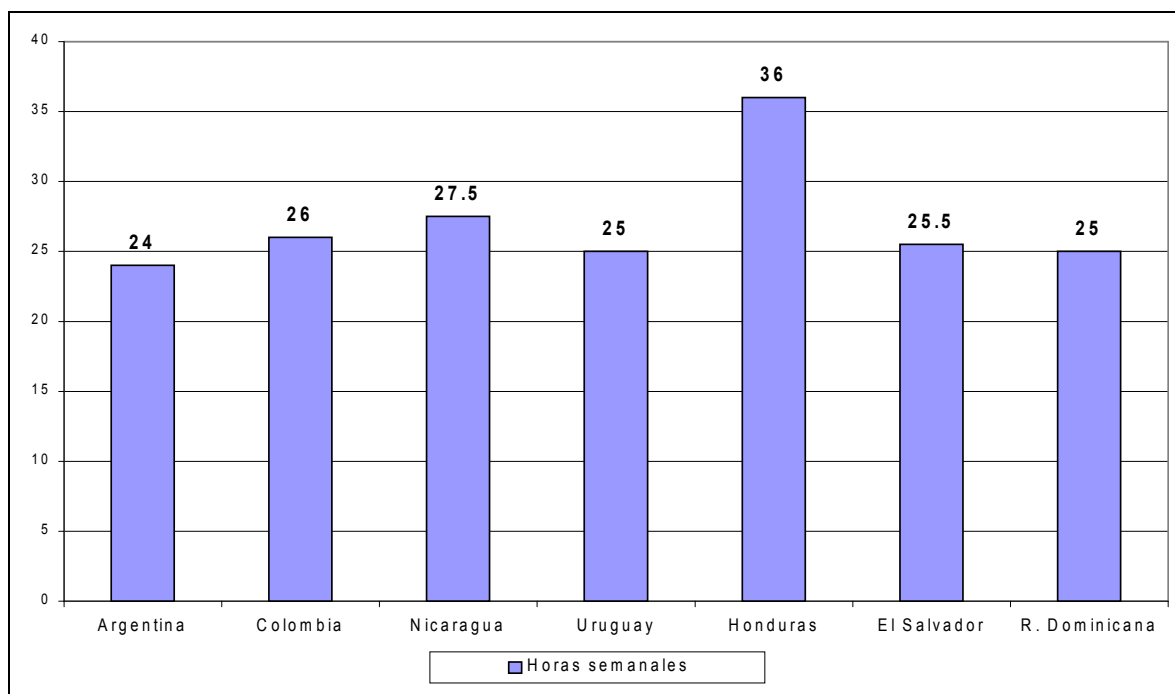
Country	Base Salary (US\$)	Market Basket Cost (US\$)	PBI per capita (US\$)
Argentina	110 – 340 (***)		
Colombia	320 (**)		
El Salvador	409 (*)		
Honduras	264.62	129.5	900
Nicaragua	100	142	749,4
R. Dominicana	130		
Uruguay	230		

Source: Grupo de Trabajo sobre Profesionalización Docente. PREAL, 4ta. Reunión del Comité Ejecutivo, Diciembre 2005, Washington D.C.

Teacher's salaries consist of a basic salary and additional incentives which account for almost 25% of the overall salary. Since the adoption of the new Estatuto Docente in 2003 incentives are applied attending to "level of professional training", "years of service" and "performance". This structure is simpler than the older one but it has no connections with teacher's performance in the classroom and expectations concerning the outcomes of their students. In fact, the Dominican Republic does not have policies and mechanisms to evaluate teacher performance, nor does it rely on standardised tests to measure the quality of learning. As the last table shows, Dominican teachers receive a lower salary for the same weekly working hours.

The system lacks appropriate mechanisms to recognise and reward good performance. Therefore, to progress through the system, the best principals and teachers are tempted to leave the classroom, where they can be doing a great job and then get a better paid position in the administration.

Figure 5: Weekly working hours of teachers in selected countries



Source: Grupo de Trabajo sobre Profesionalización Docent. PREAL, 4ta. Reunión del Comité Ejecutivo, Diciembre 2005, Washington D.C.

Teachers are trained at the best Dominican and foreign universities. Nonetheless there are no shared visions on what constitutes an adequate training or standards or descriptions of what teachers should learn during their training, nor references to the competences and skills they should have obtained at the end of this process. Profiles are defined on the bases of the curricular objectives at initial, primary and secondary levels.

This lack of standards makes it difficult to evaluate the quality and relevance of the teaching profession as well as the quality of the teachers being trained. An effort to develop and improve the teaching profession has been done within the framework of the activities of the Plan Decenal. Good practices in this area include the priority given in the Plan for the teaching profession and, particularly, the transformation of the Escuelas Normales into higher education organizations; higher education plans and programmes for teachers; postgraduate courses for school directors and managers; new curricula for teacher training and the establishment of an academic degree (licenciatura) as the entrance level for the profession.

All these changes occurred during the implementation of reforms established at the Plan Decenal in the early nineties and they have been discontinued but reinforced by means of the actions planned in the strategic plan for educational development already cited.

A regional diagnosis of the Dominican Republic indicates that there are 46.173 teachers, of these 8,2% have a bachelors; 9,6% come from the Escuelas Normales, 45,0% have professional diplomas from the universities; 35,3% have graduate studies at the level of Licenciaturas; 1,1% have post-graduate studies and 0,7% have a Master's degree (Polanco, 2001:125/126).

One of the strategies implemented to strengthen the teaching profession has been the policies of in-service training. Teachers who are already working are offered the chance to update and develop their skills. Nonetheless, these policies do not have follow-up mechanisms neither are they linked to other incentives for the improvement of teachers and teaching in the classrooms. The Programa de Profesionalización de Maestros Bachilleres (PPMB) which the IDB supports; the Programa de Capacitación de Maestros y Maestros en Servicio with World Bank funding, under execution since the approval of the strategic plan for development of Dominican education are two examples of this.

#### 6.3.6.4.2 Lack of a culture of assessment and accountability

As in the rest of Latin America accountability is almost non-existent in the Dominican Republic. There is a need to institutionalise assessment systems and establish effective dissemination strategies. There is also a need to develop selection criteria for the teaching profession and create incentive mechanisms such as salary scales based on performance; team-based merit pay schemes; decentralised systems of teaching monitoring and supervision and school-based management strategies.

Decentralization has occurred in the country but decision-making is still centralised in subjects such as curricular and teacher's development planning and decision-making. Teachers are selected on the basis of open oppositions and hire and fire on a central basis. Teachers and principals of schools are in charge of the design of educational projects for their schools (Proyectos Educativos de Centro) but do not take decisions concerning other policies. Although parents and community participation has been institutionalised since the application of the policies of the Plan Decenal, school-based management is reduced to management of the resources for school equipment and local fundraising to complement these expenditures.

This fact impoverishes the participation of the community and parents in a country where parental and community participation has been growing since the beginning of the nineties. The following table illustrates some present tendencies in the decision making processes of the Dominican educational system as it works today in the country.

Table 12: *Decision Making processes within the educational system in Dominican Republic*

Type of Decisions	Level of Decisión Making				Actors involved in planning & decisión making
	Central	Region	District	School	
Policy and decision making on teacher pay and incentives	X				Secretaría de Estado de Educación y Cultura, SEEC
Hiring and firing of teachers and heads of schools	X	X	X		Regional and Distrital boards examine the results of teacher applications and make a proposal to hire candidates or fire teachers or school directors
Budgeting	X				Las Direcciones Regionales y los Distritos consolidan el presupuesto a nivel de su área geográfica de competencia y lo someten al nivel central.
Criteria for the promotion of students	X				National Council of Education
School calendar	X				SEEC
Textbooks and teaching material	X				SEEC
Curricular policies	X				Regional authorities can make proposals for curricular adaptations in accordance with their reality and needs
Use of financial resources and raise of complementary funds for school maintenance and operation		X		X	APMAES. Association of Parents, manage financial resources provided by the central government for school based management purposes.

Source. *Pasando Balance. Op. cit. 20 and Secretaría de Estado de Educación: Modelo e Gestión de la Calidad para los Centros Educativos 2004 – 2008: 2006*

The communities have different levels of relative development and characteristics. However, all of them, including those living in poverty, have capacity and potential to be properly channelled and be put at the service of education. 73% is the number of schools with established and operating APMAES (Parents Associations). Communities should seize the strategic value of education for achieving development. When communities are appropriated for education, they can make this a strategic element to reach their goals. The communities, through their participating bodies such as non-governmental organizations, school boards and schools, as well as regional districts, are all part of the dialogue aimed at building public policies that affect their jurisdiction and national society as a whole.

### 6.3.6.5 Insufficient financial investments

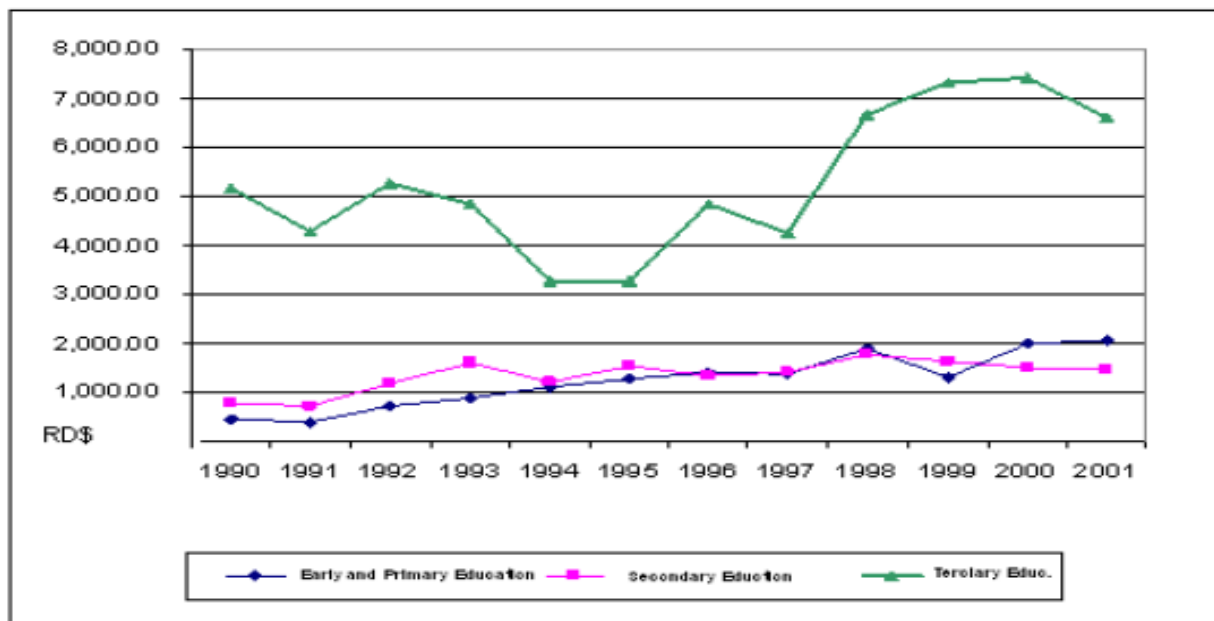
Public investment on education of a 2,18% of the GDP in 2008 set the Dominican Republic is a lower place than the average for Latin America and the Caribbean. The educational finances were one of the weakest points recognised by the Plan Decenal, and quantitative goals were established setting 4% of the GDP or 16% of public expenditure as the maximum value. Since the implementation of the Ten Year Plan, these goals have not been met. The following table presents that although public ex-



penditure per student in education has increased from US\$ 36,4 in 1992 to US\$146 in 2001, the expenditure per student is still below the recommended standards.

The distribution of public expenditure is strongly oriented towards higher education (Informe de Progreso Educativo, República Dominicana, 2006). The Government invests three times the amount per student of early and primary education and nearly four times the investment per student at the secondary level as it is presented on Figure 10. Considering that the students that reach this level belong to the wealthier groups in society educational investment is not helping to improve equity.

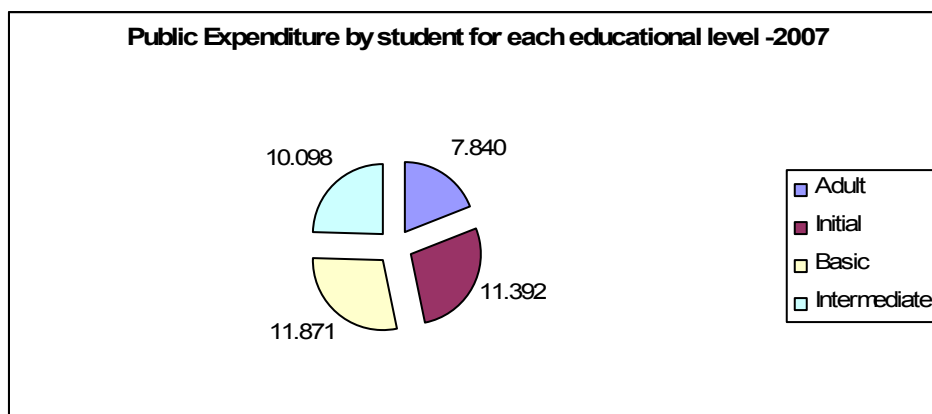
Figure 6 Public Expenditure by student for each educational level, 1990 - 2001



Note: (\*) RD\$ 1999. Educational Expenditure for the tertiary level includes only current transfers to the Universidad Autónoma de Santo Domingo (UASD). The other two dates include direct expenditure and not shared expenses. Source: Informe de Progreso Educativo: República Dominicana (Preal & Educa, 2006)

In 2007 the Public Expenditure per student according to the educational level was the following:

Figure 6: Public Expenditure for each educational level – Year 2007



Source: SEE 2007 Data in DPO

A relevant issue concerning educational finance in the Dominican Republic is the contribution made by Dominican families. There is a strong participation from the family budgets and private investments in education account for more than 50% of the national expenditure on education. The Dominican Republic report card, based on data from the Central Bank for 1998, estimated that the families contributed with 56% of the family budget to the education of their children. Most of the expenditure was made in fees when sending children to private schools and, in transportation, teaching and learning materials, uniforms and food when sending the children to free, compulsory education provided by public schools.

### 6.3.7 Policy Conclusions: Key national priorities to meet the EFA goals

#### 6.3.7.1 Expand preschool coverage and reach universal primary completion

Primary completion rates in the Dominican Republic, as in most of the countries in Central America are still too low. Most of the children who do not finish this cycle come from poor and rural settings. Poverty has a direct impact upon keeping boys and girls at schools, promoting timely entrance, repetition, short permanence and dropouts.

Various policy options may help overcome these problems. Most of them have been recommended by the Government of the Dominican Republic itself through the recommendations of the Foro Presidencial por la Excelencia de la Educación created to revitalise educational reform in the Dominican Republic.

One of the recommendations of this group was to universalise preschool education for children aged 3 to 5 years old. Pre-school education is the basis for the acquisition of good quality learning (La escuela no puede sola. Op.cit) and, as such, universal coverage of initial, pre-school education could well help in the improvement of the quality of education at the primary level, diminishing late enrolments, repetition and dropouts. Considering that families have to spend a large share of their annual budget to send their children to school subsidies or vouchers to support public private alliances to implement this policy would be an interesting mechanism to be assessed for funding in the DR. As the World Bank recommends for Central American countries 'this would include further analyzing the scope for conditional cash transfers, abolishing fees in primary and increase public spending in education, while ensuring sufficient learning materials (Central America Education Strategy: An agenda for Action. World Bank: 2005).

Improving multilevel schooling is another policy option recommended for Central American countries that could help overcome dropout and repetition in the Dominican Republic. This choice is being implemented in the DR, but the potential of multilevel schooling could be more fully realised by making sure that teachers are adequately trained and experienced in multilevel teaching techniques and that they obtain support to apply these methods.

The overall purpose of all of these options is to reach universal primary completion by 2015 by improving and scaling up policies and programmes that address the needs of the poor, one of the major problems today is for the Dominican Republic to meet the Dakar goals. The country has made important efforts towards decentralizing school management and on improving management and information systems by strengthening national assessment, teacher methodologies and teacher performance. But a lot needs to be done yet to achieve the goals. Community-based school management could help by promoting a better use of existing capacities; increasing coverage in rural areas, enable better education flows and improve learning outcomes. At least four countries in Central America (El Salvador, Guatemala, Honduras and Nicaragua) could provide lessons from experience and good practices in this field to the Dominican Republic.

Finally, the Dominican Republic has to choose among expanding the coverage of secondary education or increasing and diversifying adult education programmes (including technical and training programmes at the secondary level). Coverage of secondary education needs to be expanded removing some of the obstacles that prevent students aged 13 to 15 and 15 to 18 from enrolling at this level. This sub-sector includes youngsters who do not enrol due to work-related reasons; economics-related reasons; learning-related reasons and lack of supply either of teachers or schools.

In any of these cases, the Dominican Republic has to choose whether or not it is better to invest in developing formal and non-formal educational strategies that support training for human growth and national competitiveness or to support mass schooling for reasons of equity and social cohesion. In both cases, public intervention will be necessary to promote broad-based growth of technical education programmes at the secondary level and training programmes for the labour market.

Suggested policy options include flexible delivery mechanisms such as secondary completion by distance learning, such as Telesecundaria in Mexico. Distance education programmes; mixed schemes of public financing/private delivery need to be considered, especially in view of the fact that the Dominican Republic has a cost-efficient business and private sector and basic education centres that integrate primary with lower education and lower secondary in the same school or integrate lower secondary with labour market training in non-formal adult education programmes.

#### 6.3.7.2 Improve the quality of learning at all levels

As in the rest of Latin America, the Dominican Republic has to improve learning at all levels. Improving learning, as well as the quality of education in overall terms, has to do with individual and national

growth opportunities, competitiveness, and eradication of poverty and the improvement of the quality of life.

Achieving good quality schooling has a direct relationship with investments in strengthening the teaching profession and evaluating teacher's performance institutionalises and improves the national assessment system; which could increase the instructional level as well as teacher's attendance at classes and the adequate use of teaching materials including NTICs.

The improvement of teacher selection and preparation is a policy option that should not be disregarded. It depends heavily on the quality of teachers and teaching. One strategy to address the shortage of good teachers is to open competition seats, so that all those can enter the system who wish to do so and meet their personal and professional goals of teaching or supervising at a school. However, although recruitment through competition is a new process, it is showing that many professionals with degrees in education are not adequately prepared for teaching. Therefore, the issue being raised is not only whether a teaching candidate has a degree in education or not, but if you have the right personality and the knowledge and skills to teach. No one can say in advance that the education graduate is better prepared than other professionals. In that sense, in the coming years professional qualifications will become the mechanism to support professionals from different disciplines, inside and outside the system, in preparing to participate in the processes of competition and the related certification.

Various options experienced in Central American countries with a similar level of educational development could be helpful in the Dominican Republic. These include accreditation exams of in service teachers; non-monetary incentives for higher effective hours of work; monitoring and supervision of teacher's; empowerment of school directors and parents to hire and fire and monitor teacher's performance.

### **6.3.7.3 Increase public investment**

The increase of public financing has been on the social and political agenda since the Plan Decenal in 1993. The goal established for public investment was to spend 4% of GDP on education or 16% of the public budget. These goals have not been met although public investment in education has followed a growing tendency; it continues to be below expenditures in other Latin-American countries. Only a 2,4% of the GDP or 10,16% of the public budget was financed by the GoDR to develop education plans. It was estimated that the proportion of investment budget or capital spending by MINERD reaches 7,27%.

Thus, policy options in the country continue to emphasise the need to increase public investment to 5% of GDP; increase investments per pupil and declare basic education a priority for public investment. Moreover, the country will need to spend more of the GDP if universal coverage of preschool education and broad base coverage of secondary education are to be attained by 2015. Scholarships and demand-side subsidies may be a good policy option to cope with these goals.

Mixed schemes of public private financing also have a high potential, considering the involvement of the private sector in education and the commitment of both parents and business people in providing complementary resources for their children's education.

School maintenance is one of the major challenges facing the education system. The schools have been built or rehabilitated and thereafter quickly deteriorate. Maintenance is a routine that must be done in schools and this means high financial costs. A very important part of infrastructure development over the next ten years will be on decentralization of school maintenance in schools with a corresponding transfer of resources, as was done by allocating resources for Proyecto de Apoyo Presupuestario a la Educación I y II (Programme to sector Policy in Education: PAPSE I AND PAPSE II). In that process the MINERD needs to continuously seek community support and participation of municipalities. The contract with third parties is one of the options the school may consider. Deepening the decentralisation process is very important since so far only first steps toward de-concentration have been made but very important best practices have been generated.

### 6.3.8 General Information

#### 6.3.8.1 Participation in education

Table 13: Education system main Indicators

Indicators	2007-2008	2008-2009
Preschool net enrollment rate	35,48%	37,50%
Preschool gross enrollment rate	40,47%	35,48%
Net Pre-primary coverage	77,78%	82,00%
Primary net enrollment rate	92,10%	93,80%
Primary gross enrollment rate	116,67%	119,20%
Primary attendance rates	95,0%	96,60%
High School net enrollment rate	49,47%	51,54%
High School gross enrollment rate	78,1%	78,12%
Overall rate of attendance 14 to 17 years	82,2%	81,9%
Primary repetition (*)	4,1%	---
Primary Dropout (*)	10,8%	---
High School Repetition (*)	2,2%	---
High School Dropout (*)	8,2%	---
Over-age Primary	17,6%	16,54%
Over-age High School	26,9%	25,14%
Average schooling (years)	8,1	8,2
Global illiteracy rate	10,80%	11,00%
% of GDP	1,80%	2,03%
% of General Budget	8,50%	10,16%

Table 14: Provinces with the highest illiteracy rate

Province	% illiteracy	Province	% illiteracy
Hías Piña	36.1	Peravia	17.7
Bahoruco	30.0	María Trinidad Sánchez	17.1
San Juan	27.2	Sánchez Ramírez	16.4
Pedernales	25.7	Samana	16.1
Azua	25.2	La Vega	15.4
San José de Ocoa	24.1	Puerto Plata	15.3
Independencia	23.5	Salcedo	14.9
El Seybo	22.2	Duarte	14.6
Monte Plata	20.1	Españat	14.2
Barahona	19.7	La Altagracia	14.2
Santiago Rodríguez	19.4	San Cristóbal	13.1
Montecristi	19.3	Monseñor Noel	12.8
Hato Mayor	18.2	Santiago	11.6
Dajabón	18.1	San Pedro de Macorís	10.4
Valverde	17.8	La Romana	9.7
		Distrito Nacional	7.5

Table 15: SEE-MINERD Coverage and Efficiency, 2008-2009, 2009-2010

Nivel Básico	2008-2009	2009-2010
Cobertura Bruta Nivel Básico	112.00%	111.00%
Cobertura Neta Nivel Básico	95.41%	95.88%
Relación Tasa Bruta/Tasa Neta	1.17	1.16
Relación Alumnos/Sección	26.00	25.00
Relación Secciones/Aulas	1.92	1.86
Nivel de Repitencia (Porcentaje)	6.22	6.10
Nivel de Sobreedad (Porcentaje)	15.12	14.64
Nivel de Abandono (Porcentaje)	5.96	5.48
<b>Nivel Medio</b>		
Cobertura Bruta Nivel Medio	76.00%	77.00%
Cobertura Neta Nivel Medio	49.38%	50.38%
Relación Tasa Bruta/Tasa Neta	1.54	1.53
Relación Alumnos/Sección	35.00	34.00
Relación Secciones/Aulas	2.26	2.10
Nivel de Repitencia (Porcentaje)	5.92	5.64
Nivel de Sobreedad (Porcentaje)	27.79	27.14
Nivel de Abandono (Porcentaje)	7.70	7.05
<b>Nivel Inicial</b>		
Cobertura Nivel Inicial (Pre-Primario)	77.03%	82.47%
Relación Alumnos/Sección	25.00	24.00
Relación Secciones/Aulas	1.60	1.55

Source: Plan Estratégico de la Educación Dominicana 2003-2012

Table 16: Provinces with the highest illiteracy rate

Province	% illiteracy	Province	% illiteracy
Hías Piña	36.1	Peravia	17.7
Bahoruco	30.0	María Trinidad Sánchez	17.1
San Juan	27.2	Sánchez Ramírez	16.4
Pedernales	25.7	Samaná	16.1
Azua	25.2	La Vega	15.4
San José de Ocoa	24.1	Puerto Plata	15.3
Independencia	23.5	Salcedo	14.9
El Seybo	22.2	Duarte	14.6
Monte Plata	20.1	Españat	14.2
Barahona	19.7	La Altagracia	14.2
Santiago Rodríguez	19.4	San Cristóbal	13.1
Montecristi	19.3	Monseñor Noel	12.8
Hato Mayor	18.2	Santiago	11.6
Dajabón	18.1	San Pedro de Macorís	10.4
Valverde	17.8	La Romana	9.7
		Distrito Nacional	7.5

Table 17: National averages in the first round of Secondary 1999-2007

Period	Spanish	Math	Social Science	Natural Science
1998	61.2	60.3	62.8	59.6
1999	60.5	60.3	57.4	61.0
2000	70.4	56.1	61.4	53.2
2001	69.1	55.9	53.0	40.2
2002	59.6	50.2	53.1	45.8
2003	60.3	55.4	57.6	56.1
2004	59.8	55.4	59.2	59.8
2005	56.3	48.5	55.4	52.4
2006	61.4	52.1	58.1	51.1
2007	61.4	53.1	60.0	53.4

Fuente: Departamento de Estadísticas SEE.

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### 6.5 The list of the projects and programmes specifically considered

Country	Programmes	Contract signatue	Status*	Title decision	Title contract	Sub-sector	Subsector	Contracted amount	Remainder*	Aid modal-ity	Aid channel
DOMINICAN RE-PUBLIC		01.03.2007	Under approval	Deuxieme phase apui budgetaire sectoriel Education	SOC APPUI BUDGETAIRE SECTEUR EDUCATION SEF DEUXIEME PHASE	11100	Education, level unspecified	48.200.000	9.250.000	SBS	Governments
DOMINICAN RE-PUBLIC		13.02.2006	closed	APPUI AU SECTEUR EDUCATION	SOC A.T. SERV. (EPTISA - EUR 2,500,000)	11100	Education, level unspecified	2.762.375	1.068.443	SSP	Private companies / development agencies
DOMINICAN RE-PUBLIC		09.05.2007	closed	APPUI AU SECTEUR EDUCATION	SOC PRESUPUESTO PROGRAMA MAYO 07 - MAYO 08 / 5,053,000 DOP	11100	Education, level unspecified	125.000	29.322	SSP	Governments
DOMINICAN RE-PUBLIC	Planning of support	2003	Closed	ESTUDIO DE FACTIBILIDAD Y PROGRAMACION DEL 9NO FED SECTOR EDUCACION		11100	Education, level unspecified	147.024	0	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC	Reconstruction of schools	2001-2007	Closed and ongoing	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION		11200	Basic education	4.429.501	215.741	Project	Private companies / development agencies or not encoded
DOMINICAN RE-PUBLIC		27.07.2001	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF CARVAJAL OVIEDO-MODULO ARQUITECTO	11200	Basic education	628.805	-	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC		12.04.2002	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF DISESA	11200	Basic education	568.537	-	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC		27.07.2001	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF READATA	11200	Basic education	526.026	-	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC		27.07.2001	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF CABRAL TRUJILLO	11200	Basic education	507.731	-	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC		26.11.2001	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF GITEC + SERCITEC	11200	Basic education	444.603	-	Project	Private companies / development agencies
DOMINICAN RE-PUBLIC		25.02.2005	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF CODOCON (GRUPO I - DOP 11,463,313.49)	11200	Basic education	344.787	-	Project	Private companies / development agencies
DOMINICAN RE-PUBLIC		28.08.2002	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF PROGRAMA TRABAJO JULIO 2002 - JUNIO 2003	11200	Basic education	89.624	-	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC		04.04.2005	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF SUPERVISION CUBICS. CIERRE - COWI (EUR 55,935)	11200	Basic education	55.661	-	Project	Private companies / development agencies
DOMINICAN RE-PUBLIC		30.03.2005	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF EVALUACION FINAL - KAMPASAX INT. (EUR 57,282)	11200	Basic education	55.173	-	Project	Private companies / development agencies
DOMINICAN RE-PUBLIC		21.12.2004	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF ARQUITEMO (GRUPO 2) (DOP 9,436,042.79)	11200	Basic education	50.231	-	Project	Not encoded in CRIS
DOMINICAN RE-PUBLIC		17.03.2004	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF CESION CONTR.READAPTA DEL CASTILLO MONTAS-DOP 18,728,094	11200	Basic education	30.048	-	Project	Private companies / development agencies

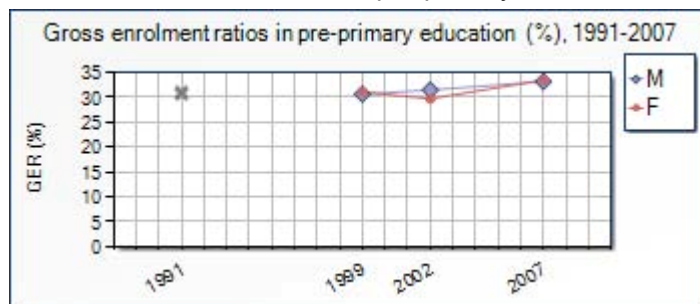
Country	Programmes	Contract signatue	Status*	Title decision	Title contract	Sub-sector	Subsector	Contracted amount	Remainder*	Aid modality	Aid channel
DOMINICAN REPUBLIC		27.06.2003	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF PLAN DE TRABAJO 2003-2005-DURAC. 20 MESES (CRUZ ROJA DOM)	11200	Basic education	29.597	-	Project	Not encoded in CRIS
DOMINICAN REPUBLIC		21.12.2004	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF ARQUITEMO (GRUPO 3) (DOP 11,611,380.05)	11200	Basic education	18.698	-	Project	Not encoded in CRIS
DOMINICAN REPUBLIC		07.05.2001	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF TYPASA MENDAR	11200	Basic education	7.689	-	Project	Not encoded in CRIS
DOMINICAN REPUBLIC		08.04.2005	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF AUDIT. PT CRUZ ROJA - CAMPUSANO Y ASOC.(DOP 60,000)	11200	Basic education	1.644	-	Project	Private companies / development agencies
DOMINICAN REPUBLIC		19.01.2004	Closed	RECONSTRUCTION OF SCHOOLS FOR BASIC EDUCATION	INF AUDIT COMP. MITIG. DE-SAST. SEE (PKF - 50000 DOP)	11200	Basic education	977	-	Project	Private companies / development agencies
DOMINICAN REPUBLIC		22.06.2007	Ongoing	RECONSTRUCTION OF SCHOOLS IN EASTER REGION OF DOMINICAN REPUBLIC	INF LOTE III-INGENIEROS CONSULT. Y CONSTR. B&C (204,461.58EUROS)	11220	Primary education	306.775	102.518	Project	Private companies / development agencies
DOMINICAN REPUBLIC		22.06.2007	Ongoing	RECONSTRUCTION OF SCHOOLS IN EASTER REGION OF DOMINICAN REPUBLIC	INF LOTE II - INDISADI, C. POR A. (257,511.83 EUROS)	11220	Primary education	295.425	86.472	Project	Private companies / development agencies
DOMINICAN REPUBLIC		25.06.2007	Ongoing	RECONSTRUCTION OF SCHOOLS IN EASTER REGION OF DOMINICAN REPUBLIC	INF LOTE IV - CONSTRUCT. SIGLO XXI (200,998.03 EUROS)	11220	Primary education	267.510	26.751	Project	Private companies / development agencies
DOMINICAN REPUBLIC		22.02.2007	closed	RECONSTRUCTION OF SCHOOLS IN EASTER REGION OF DOMINICAN REPUBLIC	INF SUPERV. OBRAS - STDE (180,380 EUR)	11220	Primary education	199.960	-	Project	Private companies / development agencies

## 6.6 Some detailed tables and figures (not included in main text)

Table 18: Dominican Republic: Participation in Education

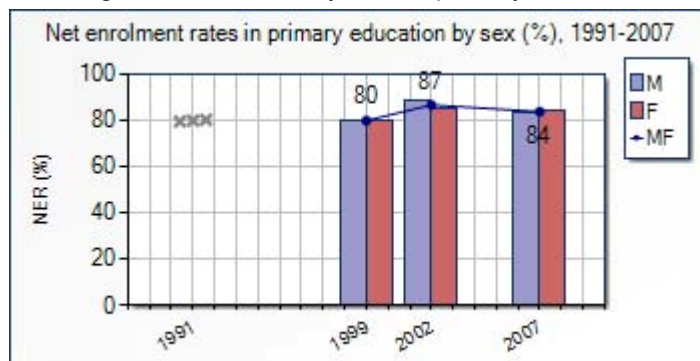
Pre-primary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	31	31	33	66
	M	...	31	31	33	66
	F	...	31	30	33	66

33% of children are enrolled in pre-primary school



Primary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	107	112	108	117
	M	...	109	112	112	119
	F	...	106	113	105	115
NER(%)	MF	...	80	87	84	94
	M	...	79	88	83	93
	F	...	80	85	84	93

84% of girls and 83% of boys are in primary school



Secondary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	55	66	76	88
	M	...	49	59	69	85
	F	...	61	72	83	92
NER(%)	MF	...	38	49	59	71
	M	...	34	43	53	68
	F	...	43	54	65	74

65% of girls and 53% of boys are in secondary school

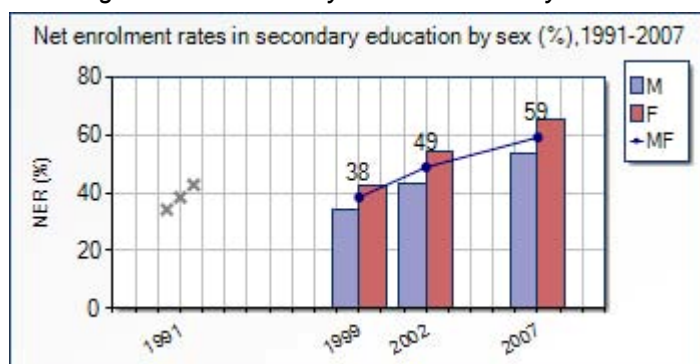


Table 19: Dominican Republic: Progression and completion in education

School life expectancy ISCED 1-6 (years)	(**,2004)	11.9
Percentage of repeaters, primary (%)		6
Survival rate to grade 5 (%)		73
Gross intake rate to last grade of primary (%)		88
Primary to secondary transition rate (%)		92

88% of children complete a full course of primary

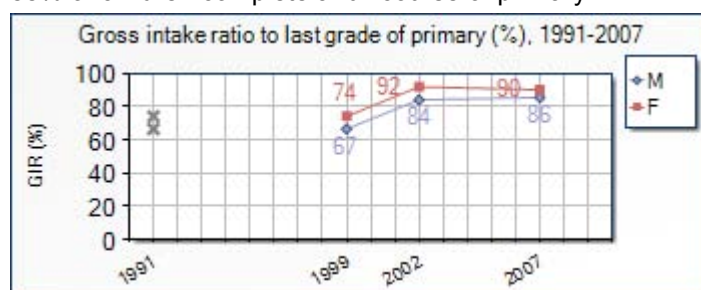


Table 20: Dominican Republic Resources for education

Pupil / teacher ratio (primary)	(*)	24
Public expenditure on education:		
as % of GDP		2.2
as % of total government expenditure		11.0
Distribution of public expenditure per level (%) - 2001:		
pre-primary		-
primary		55
secondary		...
tertiary		...
unknown		23

11.0% of government spending goes to education

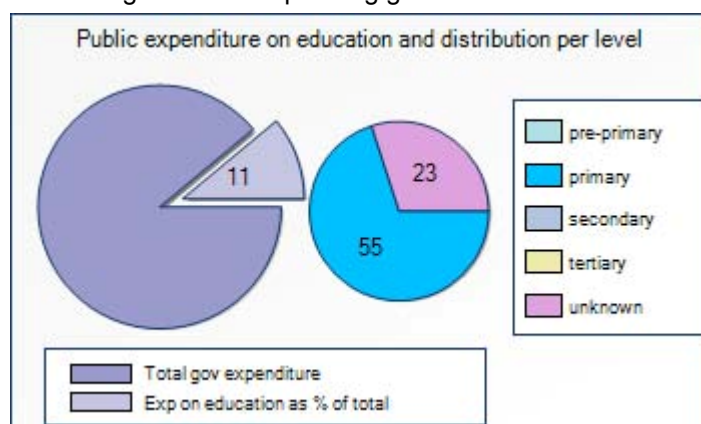
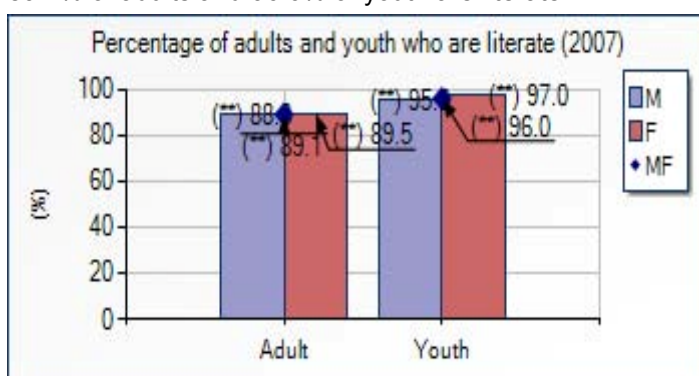


Table 21: Dominican Republic: Literacy rates

Literacy rates		1990	2007	2007 Regional average
Adult (15+) %	MF	...	(**) 89.1	91.0
	M	...	(**) 88.8	91.7
	F	...	(**) 89.5	90.3
Youth (15-24) %	MF	...	(**) 96.0	97.1
	M	...	(**) 95.0	96.7
	F	...	(**) 97.0	97.5

89.1% of adults and 96.0% of youth are literate



## 6.7 Trends in EC support to Education in Dominican Republic:

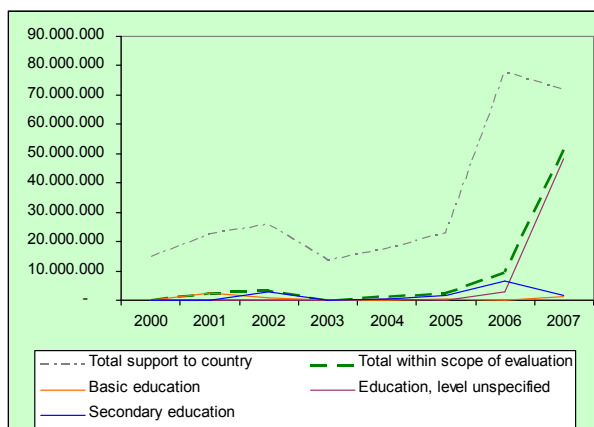
The following tables and figures summarise EC support to basic and secondary education to the country for the period 2000-2007, including budget support if relevant.

Table 18: Dominican Republic: Development of EC support to education sub-sectors, 2000-2007 (contracted amounts in €)

Year	Total support to country	Subsector						
		Basic education	Education, level unspecified	Secondary education	Total within scope of evaluation	TVET	Higher education	Total education
2000	14.582.754	-	-	-	-	-	-	-
2001	22.655.689	2.420.860	-	-	2.420.860	-	-	2.420.860
2002	25.887.195	658.161	46.335	2.666.875	3.371.372	2.666.875	-	6.038.247
2003	13.485.530	29.597	134.027	2.064	165.688	2.064	-	167.752
2004	17.505.349	99.954	612.065	444.246	1.156.265	444.246	-	1.600.512
2005	23.112.148	457.265	53.548	1.824.263	2.335.076	1.824.263	-	4.159.340
2006	77.877.352	-	2.762.375	6.448.018	9.210.393	6.448.018	-	15.658.411
2007	71.402.800	1.069.671	48.325.000	1.679.380	51.074.051	1.679.380	-	52.753.431
<b>Total</b>	<b>266.508.816</b>	<b>4.735.508</b>	<b>51.933.351</b>	<b>13.064.847</b>	<b>69.733.706</b>	<b>13.064.847</b>	<b>-</b>	<b>82.798.552</b>

Source: Inventory data

Figure 7: Dominican Republic: Development of EC support to education subsectors in relation to total support to the country, 2000-2007 (contracted amounts in €)



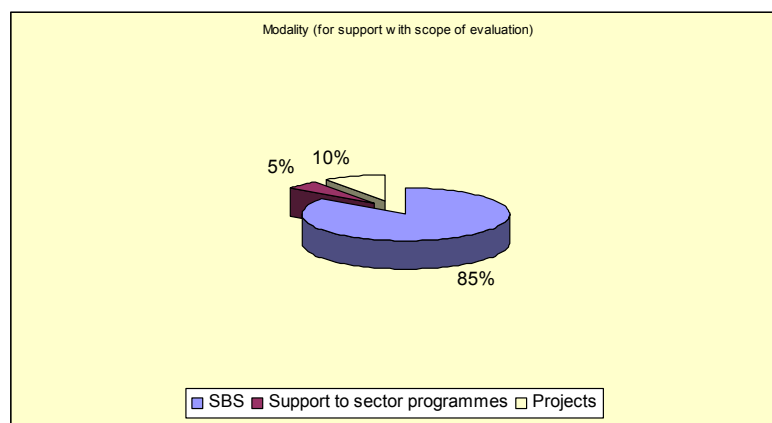
Source: Inventory data

Table 19: Dominican Republic: Development of EC support to education subsectors per aid modality, 2000-2007 (contracted amounts in €)

Year	Modality (for support with scope of evaluation)					Year
	SBS	Support to sector programmes	Projects	Total	GBS related to education	
2000	-	-	-	-	-	2000
2001	-	-	2,420,860	2,420,860	-	2001
2002	-	-	704,496	704,496	-	2002
2003	-	-	163,624	163,624	-	2003
2004	-	-	712,019	712,019	-	2004
2005	-	-	510,813	510,813	-	2005
2006	-	2,762,375	-	2,762,375	-	2006
2007	48,200,000	125,000	1,069,671	49,394,671	-	2007
<b>Total</b>	<b>48,200,000</b>	<b>2,887,375</b>	<b>5,581,484</b>	<b>56,668,859</b>	<b>37,600,000</b>	<b>Total</b>

Source: Inventory data

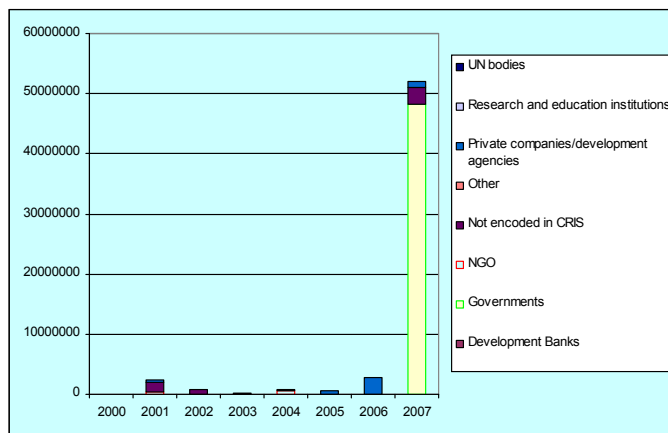
Figure 9: Dominican Republic: EC support to education: Share of aid modalities, 2000-2007



Source: Inventory data



Figure 8: Dominican Republic: EC support to education subsectors: Development of the use of different aid channels, 2000-2007 (contracted amounts in €)



Source: Inventory data

## 6.8 Description of major interventions

The main support mechanism in Education in Dominican Republic has been the SBS. A School Reconstruction Project in two phases (funded by Envelope B) has been implemented and is documented below.

### 6.8.1 Activity 1: Project for the Reconstruction of Schools for basic education and the increase of disaster preparedness in the regions of San Pedro de Macoris and Higüey (eastern part of the Dominican Republic) (DO/7007-001) EDF VIII

Schools Reconstruction Programme

Budget € 7,200,000

Financing Agreement: signed 20<sup>th</sup> Jan. 2000 Commission; GoDR 4<sup>th</sup> Apr. 2000

Duration: 1<sup>st</sup> Jan 2000 planned 17<sup>th</sup> Oct 2001 actual to 1<sup>st</sup> Jun 2005

Status: Completed

The **Reconstruction of Schools for basic education** was designed to contribute to the social development of the Dominican Republic, by means of supporting the Government efforts to restore - in a sustainable manner - the functioning of basic education in the sub-regions of San Pedro de Macoris and Higüey.

#### Project objectives:

The Programme was aimed at:

- The rebuilding of 220 classrooms; meanwhile, better prepared to serve as shelters in case of emergencies; The educational equipment and materials of 513 classrooms that was lost during the disaster will have been replaced;
- Training and educating the main actors of the education system in the project area in disaster preparedness and response; (i
- Providing training and information in the aforementioned subjects to the surrounding poor communities
- Supporting in the implementation of micro-projects targeted at reducing vulnerability to natural disasters.

#### EC support objectives and approach:

The EC provides sectoral support for the new policy aimed at establishing in deprived areas an improved and well targeted system of primary education based on extensive field development.

EC specific support aims at providing grant funding in order to assist GOI to extend the implementation of the new district-based primary education programme in a number of targeted districts; to assist the GOI's effort in improving the quality of primary education through the DPEP.

The EC support covered 4 components:

- Reconstruction of schools will be done through works contracts. The selection of the locations, the plans, construction techniques, building materials and maintenance schemes will respect strict criteria for reducing the vulnerability of the schools to natural disasters
- Supply of equipment and materials
- Training and education in disaster preparedness and response. The main activities involved the training of instructors, school directors and teachers in the areas of disaster preparedness and response, to subsequently educate students in the same matters
- Raising awareness and preparedness at the community level. In charge of national NGOs, following a selection process among those having a proven experience in the areas of vulnerability reduction, disaster preparedness and response. The activities consisted essentially of:
  - o the organisation of a Workshop for the training of facilitators from the local NGOs, who in turn carried out the direct training of the communities in their area
  - o the organisation of at least 100 training workshops for around 3,000 participants from the communities selected, with focus on disaster preparedness and response using adapted methodologies, as well as on relevant community organisation;

- o the support to the conception, implementation and follow up of at least 20 micro-project works for disaster prevention or mitigation, to be proposed by the communities and carried out by direct labour
- o the strengthening of the interaction of the communities with the schools and the education authorities, with emphasis on the disaster cycle management.
- Monitoring, auditing and ex-post evaluation.

### **Influence, Results achieved**

The implementation of the main school construction and equipment contracts has encountered so many problems that only the most significant may be mentioned here: i) extreme slowness in the initial management of tender and contracts, ii) low capacity of awarded contractors, iii) poor operational planning, iv), serious initial mistakes in supervision, v) slow and erratic supervision by the Ministry, vi) delays in administrative management in both NAO and the Delegation incompatible with the planned rhythm of construction. The combination of all those problems caused a paralysis of all construction, and the delaying of 3 of the 4 components. The devaluation of the Dominican peso by more than 300% between 2001 and 2004, combined with delays, renders it now almost impossible to adjust contract amounts to current prices within EDF procedures, so that contractors might deliver the original specified products. This puts into question even the adequacy of the contract management system to deal with the prevailing hyperinflation conditions. The delays in school construction, as well as serious supervision mistakes have obliged to extend the financial agreement validity. Works have been paralysed for more than a year (up to 18 months in some cases). 16 schools have been finished (17 was mentioned but the last supervision certificates 16), that is 23% of the amount contracted (17% of that originally planned, which was later reduced), after 28 months of implementation. Nevertheless, there are 47 schools with an average of 54% of work done, that could be terminated within 6 months in order to attain an 87% completion rate. After the initial errors by both the contractors and supervisors, supervision improved and the general quality of construction seems acceptable. Indicators relative to maintenance schemes could not be achieved since they do not correspond to any practical activity. Only 15 schools were equipped with furniture. The furniture contractor has suffered unnecessary costs since he was originally supposed to deliver within 4 months but has now had to wait 18 months with a stock of materials. The training component, in the charge of the Ministry, was implemented without major problems and in fact overachieved in quantitative terms (more than 1300 technicians and teachers trained).

### **6.8.2 Activity 2: Reconstruction of Schools in the Eastern Region (Phase II)**

Schools Reconstruction Programme

Budget € 1,960,000

Financing Agreement: signed 20th Jan. 2000 Commission; GoDR 4<sup>th</sup> April 2000

Duration: 1<sup>st</sup> Jan 2000 planned 17<sup>th</sup> Oct 2001 actual to 1<sup>st</sup> Jun 2005

Status: ongoing ( last phase)

The Project was designed and is being implemented to contribute to the social development of the Dominican Republic in the field of education, with the aim of reducing the existing gap in basic education facilities among rural and urban communities in marginalised rural and semi urban areas, thus contributing to poverty reduction

#### **Project objectives**

The expected project results are the completion of civil works and handing over to the Government of 30 school buildings that could not be finalised under the previous "Project of Reconstruction of Schools for Basic Education and Increase of Disaster Preparedness in the Regions of San Pedro de Macoris and Higüey (eastern part of the Dominican Republic (8 ACP DO 013)

Activities were directly linked with construction works related to completion of the buildings.

#### **Influence, Results achieved**

The schools are being constructed. The last part of the Project will be implemented under a PRESU-PUESTO PROGRAMA that is under approval by the EC. The program is still suffering the serious drawbacks of its original design, since the first phase, namely:

1. CONCEPTION: a) In the formulation phase the LRRD philosophy wasn't adopted and is not clear whether the reconstruction of the schools was an emergency or development intervention; b)The different schools have been treated under a one best way approach that doesn't fit with the very differentiated needs of the territorial areas; c) There are problems related to the

- property of the land were the schools had to be reconstructed; d) Decision taken on the number and characteristics of the Building Enterprises in charge for reconstruction
2. INSTITUTIONAL COORDINATION: a) Coordination between ONFED and SEE has not been effective; b) Coordination between central and decentralised structure has not been effective.
  3. TECHNICAL DESIGN AND CONSTRUCTIVE LIMITATIONS: a) One modular system for very different environmental conditions; b) Constructive technologies did not fit with the needs of the location and were quite rigid; c) Accessibility of the schools was limited; d) Constructive Modalities not always fitting with environmental characteristics; e) Stability problems
  4. PROJECT CYCLE MANAGEMENT: a) Pupils programming and furniture/ equipments planning; b) Construction control and monitoring; c) Supervision of activities and technologies adopted by the contractors; d) Non-compliance with Technical Specification; e) Centralised and uniform rather than Integrated and Decentralised program

The problems have been: a) Several technical drawbacks; b) High level of delay in implementation; c) Utilisation of improper implementation modalities, duplication of structures, high transaction costs (a PRESUPUESTO PROGRAMA) is being launched for the implementation of the last € 315.000).

### 6.8.3 Activity 3: SBS Support PAPSE Support Programme to Sector Policy in Education 2007-2010

Sector Budget Support  
 Budget € 48,2 M plus € 15.3 M from FLEX utility  
 Financing Agreement: signed March 2003  
 Duration: 1<sup>st</sup> Jan 2007 planned 31<sup>st</sup> Dec 2009 actual to 31<sup>st</sup> Dec 2010  
 Status: ongoing ( last year)

#### Project objectives:

The main objective of this program is to improve the access of all to a Basic education of recognised and sustainable quality while developing the efficiency and effectiveness of the Sector conceived as a multi-institutional system closely related with the national efforts of social and economic development

The Programme was aimed at:

- Achieving notable improvements in the basic education schooling level achieved by cohorts of the corresponding group of ages
- Achieving quality management of the classroom through due reforms in the learning/teaching process;
- Improving considerably the quality level of the teachers through the necessary competency-based approach and the progressive disappearance of bad practices in the working conditions ("double shift teachers", etc.)
- Re-engineering the structure an administrative organization of the SEE thus respecting more closely the General law of Education (Ley 66/97);
- Administrative de-concentration of the Education Sector institutions under SEE responsibility .

#### EC support objectives and approach:

1. Result I: Progress towards the achievement of 2015 goal (MdG) i.e. improved net completion rate of basic education for the corresponding class of age (children from 6 to 14 years old) and improved associated repetition, drop out and pupil/teacher ratios
1. Result II: Improved "teaching-learning process" in the classroom with teaching material preparation in closer relationship with the surrounding community
2. Result III: recruitment procedures by certification and/or competitive exams applied to all new BE teachers and improved working conditions (single shift) fully extended to all teachers with an aim to achieve short and medium term improvements for the BE teaching capacity;
3. Result IV: Modernised and "performance-oriented" life-long teachers training system and procedures
4. Result V: Simplified administrative organization and rationalised structure of the Education Sector in accordance with the Education Law at central and local levels

5. Result VI: Effective administrative de-concentration and more efficient administrative and financial management mechanisms in place at all levels of the SEE (Central, Region, District, Municipality)
6. Result VII: Established and Operating *Medium Term Expenditure Framework MTEF* within the fiscal framework of the GoDR
7. Result VIII: Unified *Educational Management Information System (EMIS)* for providing all necessary information for performing *physical and budgetary Planning & Programming* as well as *Monitoring & Evaluation* operations on the basis of permanently updated school and geographic statistical information
8. Result IX: *Memorandum of Understanding* signed between the State Secretary of Education and Education Sector Donors for a *Coordinated Action Plan* led by SEE.

The implementation modalities are those of Sector Budget Support Policy-centralised Management. The management of the SBS is based on untargeted Sector Budget Support modalities. The disbursements are taking place every year over the duration implementation period.

The indicators adopted as "variable tranche triggers" have been agreed upon between GoDR (SEE & ONFED), EC Delegation and some representation of the Civil Society and consulted with the main other donors). They were agreed upon on the basis of the Education Sector Policy framework.

### **Influence, Results achieved**

PAPSE I has shown several limitations in its design such as: a) indicators too much activity- and input-based; b) inadequate identification of milestones. The implementation seems to have overcome most of the above drawbacks.

During 2007 and 2008, the Ministry of Education (MINERD) carried out substantive regulatory and legal work creating the framework for reform of the education system. In order to tackle the low performance, the MINERD has drafted the Decennial Plan 2008-2018. The Plan proposed four main lines of action: (i) educational centres at the heart of the system; (ii) revision and reformulation of the teacher training policy; (iii) compliance with the school year and timetable; and (iv) continuous and systematic investment in education, in accordance with the State's budgetary planning. The Decennial Plan has started to be implemented through a Strategic Plan 2008-2012, which includes indicators and investment goals for the initial 4-year period.

The 2008 Education Strategic Plan 2008-12 referred to the first years of the reform envisaged in the sector's longer-term Decennial Plan 2008-18. This Plan was embedded in a broad sector development plan with appropriate financing framework, containing the key elements of a sector Medium Term Expenditure Framework (consistency with the long-term strategy, strategic actions, indicators, targets and budgetary quantification). It foresaw a dramatic increase of the public spending in the sector, reversing the historical trend (around 2% of GDP spent in education) to reach a record spending of 4.1% of GDP by 2012.

The EC, the Spanish AECID, the World Bank and the IADB and are the only donors providing budget support and using national systems. Closer coordination, including joint implementation of actions between the EC and the World Bank seems to be achievable on public finance management. Discussions have started to associate AECID to the education sector budget support operation, so that the Spanish cooperation would disburse their support using the same structure, general conditions, indicators and formal requirements than the EC. The analysis of disbursement requests and performance assessment would also be carried out jointly. A possible transfer of resources to this purpose from AECID to the EC is also being considered. IADB has also expressed interest on joint annual missions. The Delegation plans to associate IADB, WB and AECID to the programme disbursement analyses.

The Education Strategic Plan 2008-12 is the framework that translates to the medium term the reform envisaged in the sector's longer-term Decennial Plan 2008-18. It is a broad sector development plan with appropriate financing framework, basically consistent in objectives, actions and expected results with the education provisions in the draft NDS, which is scheduled for approval in August 2010 and should be effectively translated into annual national budgets from 2011 onwards.

By the adoption of SBS aid modality the EC has aimed at promoting the national ownership of sector policies and strategies by: a) supporting a government-owned policy and strategy; b) promoting coherence between policy, budgeting and actual results; and c) reducing (in the medium to long run) transaction costs.

A short description of PAPSE II (currently under approval) is provides since:

- PAPSE I has produced the changes requested and laid the basis for a more pervasive phase of Budget Support;
- Many Good Practices identified in PAPSE I are expected to be implemented by PAPSE II;
- There is a high level of continuity and PAPSE II will draw on the lessons learned on donor co-ordination whose strategic framework has been provided mostly by the EC through PAPSE I.

#### 6.8.4 Activity 4 SBS Support PAPSE II Support Programme to Sector Policy in Education 2011-2013

Sector Budget Support  
 Budget € 45.5 M (out of which 0.5 for TA)  
 Financing Agreement: not signed  
 Duration: 2011-2013  
 Status: under approval

##### Project Objectives:

The general objective of the Sector Budget Support Programme is to fight poverty, to contribute to a more equitable society and to sustainable development. This is fully aligned with the Second Strategic Axis of the draft National Development Strategy.

The specific objective of the sector budget support programme is to provide quality education for all, by addressing the low performance of the educational system and achieving a deep long term reform. This is fully aligned with the objectives stated in the draft National Development Strategy, Second Strategic Axis 1.1 and 1.2, and in the sector plans (Decennial Plan 2008-18 & Strategic Plan 2008-12).

##### EC support objectives and approach:

The expected result for the programme is to contribute to the achievement of the education sector targets, by providing some of the additional necessary resources and incentives to meet the goals: education performance is improved, while public finance management and government's own accountability are reinforced. Furthermore, with the proposed approach, ownership and harmonization are promoted, national capacities are strengthened and transaction costs decreased, while complementary actions for capacity development are foreseen.

The principal activity will be the disbursement of budget support tranches in a context of policy dialogue related to results in the education sector. The programme foresees the disbursement of a total amount of € 45.5 million, of which € 0.5 million are for technical assistance/capacity development.

For the implementation of this SBS it is proposed a non-targeted sector budget support programme in three instalments corresponding to fiscal years 2011, 2012 and 2013. The foreseen financing modalities are those of a standard result-oriented sector budget support programme based on the combination of fixed and variable tranches.

The Spanish cooperation agency has expressed their interest to harmonise a similar programme with the EC, using the same indicators and disbursement conditions or even transferring their funds to the EC. Discussions with the WB have taken place since early 2009 for a possible joint action in the field of public finance management. These agreements could be concluded before the financing decision on the programme is adopted.

#### 6.8.5 Activity 5: Global Budget Support for poverty reduction 9 ACP DO 017

Global Budget Support  
 Budget: € 38 M  
 Financing Agreement  
 Duration: from January 2006 to December 2010  
 Status: ongoing

The Commission's general budget support is part of a broader framework of cooperation. At the same time, the Commission foresees to proceed with reforms in the education sector to support enhancing planning, implementing and supervising adequate measures to ensure equitable access of the population to quality education as part of a sector-wide approach.

##### Project objectives:

The overall objective of the Budget Support is to enable the Government of the Dominican Republic to implement its Sustainable Development policies and strategies thereby reducing poverty, in an effective, efficient and transparent way. In order to achieve this objective, there are three purposes:

- Improved macroeconomic stability:
- Increased effectiveness, efficiency and transparency in the use of public funds enhancing the capacity of Government to comply with (social) spending and investment plans:
- Increased means of GoDR to implement its Sustainable Development investment strategy (Millennium Goals), particularly for the health and education sectors:

#### **EC support objectives and approach:**

There are five main results associated with EC Budget Support:

1. Fiscal and external deficits financed
2. Improved public financial management, including transparency and accountability of Government to its citizens
3. Government policies translated into coherent planning, budgeting and expenditure, particularly in the health and education sectors.
4. GoDR institutions strengthened and capacity built
5. Reduced Government and donor aid transaction costs

The main activity to be implemented under EC Budget Support is the disbursement of budget support tranches. In addition, under this programme, policy dialogue will be enhanced (particularly related to macro-economic policy, public financial management, health and education sector results and expenditure).

#### **Influence, Results achieved**

The implementation of the 9th EDF general budget support operations proved to have failed in its attempt to contribute to an increased spending in social sectors and to develop a critical policy dialogue in public finance management. When the 9th EDF programmes were approved, it was felt that the conjunction of the government political programme and some existing laws was sufficient to base the fight against poverty. This assumption proved wrong since effective budget execution since fiscal year 2007 has not given sufficient evidence of Government's capacity to effectively prioritise key pro-poor expenditure. Hence, any future general budget support operation should support the implementation and monitoring of the National Development Strategy with a special focus in key sectors in terms of fight against poverty, such as education and health. Moreover, indicators used for modulating the disbursement of variable instalments should derive from the actual National Development Strategy.

For GBS also the second phase 2011-2013 is presented shortly since it is strictly related to the first phase.

#### **6.8.6 Activity 6: Global Budget Support for poverty reduction**

Global Budget Support  
Budget € 75 M  
Financing Agreement to be signed  
Duration: 2011-2013  
Status: ongoing

#### **Project objectives:**

The objective of the GBS is to support government's efforts for the implementation of the National Development Strategy (NDS), thus contributing to fight poverty and to sustainable development. The expected result of the programme is to contribute to the achievement of the NDS development targets.

The rationale for this programme is that, despite sustained economic growth enjoyed by the country over the last decades, social indicators in the DR remain well below regional average. The EU contribution will cover the fiscal years 2010 to 2013, although no disbursement is planned for the last year. The programme should allow for the continuation without interruption of the previous general budget support programme from 2007-09, providing a continuous incentive for increased development results.

#### **EC support objectives and approach:**

The overall objective of the budget support program is to support government's growth and poverty reduction objectives as stated its NDS. Given the medium income level of the country Poverty eradication and social cohesion are considered a matter of political willingness; hence the programme is intended to support the process of shifting from political visions into government priorities and interventions through political dialogue. The specific objective is to contribute to the NDS in the areas of pro-

poor, sustainable economic growth, human development focusing in education and health and good governance through sound PFM practice. This is entirely consistent with axis 1 (governance), 2 (social) and 3 (economy and PFM) of the draft NDS.

Main expected results are: a) Social indicators are improved and the progress in MDG accelerated by providing an increased focus through variable tranches based on NDS performance indicators in these sectors; b) Public finance management improved by providing for an effective policy dialogue on PFM and through conditions and indicators related to PFM reform; c) Ownership and harmonization are promoted and transaction costs decreased by the own nature of the budget support instrument; d) National capacities are strengthened by using government systems. Complementary actions are also foreseen for capacity development.



## 6.9 Questionnaires/interview guides/focus group protocols

### Interview grid

**EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

	Minis-tries	Be-nefi-cia-ries and Stake-holders	EC De-le-ga-tion	Do-nors and Fun-ding Agen-cies	NSA	Other-s
Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives.	X	X	X	X	X	X
JC12: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives	X		X	X	X	X
The Commission has ensured the overall coherence of its education support	X	X	X	X		

**EQ2-access: To what extent has EC support to education contributed to improving access to basic education ?**

	Minis-tries	Be-nefi-cia-ries and Stake-holders	EC De-le-ga-tion	Do-nors and Fun-ding Agen-cies	NSA	Other-s
All children access and complete a full course of primary schooling - (MDG 2) and (EFA 2): General trends and trends related to desk study countries	X					
MDG2A: Ensuring that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	X					
Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)	X					
Primary schooling is compulsory and free of costs to all pupils	X					
Provisions to enhance access to education by disadvantaged groups	X					

**EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

	Minis-tries	Be-nefi-cia-ries and Stake-holders	EC De-le-ga-tion	Do-nors and Fun-ding Agen-cies	NSA	Other-s
Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary	X					
JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)	X					

**EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

	Minis-tries	Be-nefici-aries and Stake-holders	EC De-legation	Do-nors and Fun-ding Agen-cies	NSA	Other-s
Availability of strategies and resources to enhance quality of learning and teaching	X	X	X	X	X	
Quality related efficiency measures	X					
Qualifications and competencies of teachers and school leaders enhanced	X					
Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities	X	X			X	X

**EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

	Minis-tries	Be-nefici-aries and Stake-holders	EC De-legation	Do-nors and Fun-ding Agen-cies	NSA	Oth-ers
Literacy and numeracy enhanced	X	X	X	X	X	X
Improved core learning achievements	X					
Pass rate for final examinations in mathematics, sciences and in the main language at Lower/Upper Secondary at School Leaving Examination level	X					

**EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

	Minis-tries	Be-nefici-aries and Stake-holders	EC De-legation	Do-nors and Fun-ding Agen-cies	NSA	Other-s
Sound pro-poor sector policy framework in place	X	X	X	X	X	X
Resource allocations in line with education sector requirements	X	X	X	X	X	X
Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform	X	X	X	X	X	X
Increased capacity for addressing education reform and management issues	X	X	X	X	X	

**EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

	Minis-tries	Be-nefici-aries and Stake holders	EC De-legation	Do-nors and Fun-ding Agen-cies	NSA	Other s
Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level	X	X	X	X	X	X
Strengthened role and involvement of non state actors, civil society and local government in education sector management processes	X	X	X	X	X	X
Strengthened staff competencies related to accountability	X	X	X	X	X	X
Degree to which EC support for education is promoting mutual accountability and predictability with partner countries	X	X	X	X	X	X

**EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

	Minis-tries	Be-nefici-aries and Stake holders	EC De-legation	Do-nors and Fun-ding Agen-cies	NSA	Other s
Donor co-ordination mechanisms are in place or being set up with the EC providing value added	X	X	X	X	X	X
Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector	X	X	X	X	X	X
Level of synergy between EC-supported trust funds and banks and EC support at country level	X	X	X	X	X	X

**EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

	Minis-tries	Be-nefici-aries and Stake holders	EC De-legation	Do-nors and Fun-ding Agen-cies	NSA	Other s
Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)	X	X	X	X	X	X
Increased efficiency of EC aid delivery	X	X	X	X	X	X
EC's contribution to the FTI provides added value to EC support at country level	X	X	X	X	X	X
EC support to development banks provides added value to EC support to education at country level	X	X	X	X	X	X

### Focus group discussion reports

FOCUS GROUP	Issue to be discussed	Date
	Decentralisation, School Construction, Multigrade Models	Place
		Altamira
QUESTION LINE		PARTICIPANTS
<p>Is the EMI effective for the education of your children</p> <p>How did the construction of the school contribute to improve the situation of the children</p> <p>Are you satisfied with the functioning of the "Junta Escolar"</p>		<p>Technicians in charge for decentralisation and EMI</p> <p>Treasurers( parents) in the Junta escolar</p> <p>President ( Director/teacher) of the Junta Escolar</p> <p>Parents of children enrolled in the school</p>
ELEMENTS EMERGED		
<ul style="list-style-type: none"> <li>Families are very happy since the children are give a real opportunity to have good quality education and are supported in their learning</li> <li>The EMI has allowed all the children to have good schooling opportunity</li> <li>School time is respected and duration is 4-5 hours in a day</li> <li>Parents are allowed to know the progress or problems of their children and allowed to debate</li> <li>Participation is very important "this is our school"</li> <li>Very fluid and transparent functioning of Junta Escolar</li> <li>No major conflicts so far</li> <li>Parents contribute to maintenance, cleaning etc.</li> </ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"> <li>Clear value added of the first deconcentration operated</li> <li>The EMI model is likely to solve problems and should be extended and further improved</li> </ul>		

FOCUS GROUP	Issue to be discussed	Date
	Decentralisation, Quality of instruction, equity, EC contribution	Place
		Santo Domingo
QUESTION LINE		PARTICIPANTS
<p>Problems related to Equity in Education</p> <p>Problems related to Quality in Education</p> <p>Judgement on EC intervention</p>		<p>10 Experts from NGOs involved in Education activities:</p> <p>FLACSO, Centro Poveda, Centro Juan Moltalvo, Oscus-San Valero, InteRed</p>
ELEMENTS EMERGED		
<ul style="list-style-type: none"> <li>Quality of education is very low: at university level still reading and writing problem emerge</li> <li>Very low level of investment in education</li> <li>Teacher's capacity very low and management capacity even lower</li> <li>Decentralisation is not enough considered and what has been done is mainly de-concentration</li> <li>Civil Society is very active and has recently carried out a campaign for the attainment of the provision established by the Law 66/97 ( funded by the EC)</li> <li>Foro Socio-Educativo is a well organised platform and an active partner of MINERD</li> <li>Experiences of cooperation are difficult but results are very good ( see Centro Povieda in the Regional Direction of Santo Domingo)</li> <li>High level of inequality: urban/rural and mainly male/female</li> <li>Budget Support is effective but it has to be completed with TA to support equity and quality and democratic school governance</li> <li>Decentralisation is an important theme for which EC can contribute</li> </ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"> <li>Importance of the EC support for increasing investment in education</li> <li>Very important to arrive at school level</li> <li>Important for the PAPSE II to take into consideration the issue of decentralisation</li> </ul>		

***Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)***

Country Note: Niger

December 2010

*Evaluation for the European Commission*







European Group for Evaluation EEIG  
Germany



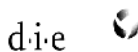
Particip GmbH  
Germany



Aide à la Décision Economique  
Belgium



Development  
Researchers'  
Network  
Italy



Deutsches Institut für  
Entwicklungspolitik  
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European Centre for Development  
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Framework contract for

**Multi-country thematic and regional/country-level  
strategy evaluation studies and synthesis in the area  
of external co-operation**

**LOT 2:**

**Multi-country evaluation studies on social/human  
development issues of EC external co-operation**

**Ref.: EuropeAid/122888/C/SER/Multi  
Contract n° EVA 2007/social LOT2**

**Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)**

**Country note Niger  
December 2010**

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### List of acronyms

AFD	Agence Française de Développement
AIDCO	EuropeAid Co-operation Office
AIDS	Acquired Immuno-Deficiency Syndrome
BEPC	Brevet d'Etudes du Premier Cycle
CAFER	Caisse Autonome pour le Financement de l'Entretien Routier
CB1	Cycle de base 1
CB2	Cycle de base 2
CDMT	Cadre de Dépenses à Moyen Terme
CF	Catalytic fund
CI	Cours d'Initiation (1 <sup>ère</sup> année du primaire)
CONFEMEN	Conference of Ministers of Education of French-Speaking Countries
CPI	Corruption Perception Index
CRIS	Common Reflex Information System
CSLP	Cadre stratégique de lutte contre la pauvreté
CSP	Country Strategy Paper
CTSGAB	Comité Technique de Suivi de la Gestion des Appuis Budgétaires
DfID	Department for International Development
DG DEV	EC Directorate on Development
DG RELEX	EC Directorate for External Relations
DPE	Directorate of Primary Education
DSI	Direction des Statistique et de l'Informatique
DSP	Document de Stratégie Pays
EC	European Commission
EDF	European Development Fund (for ACP countries)
EDS	Enquête Démographique et de Santé
EFA	Education for All Initiative (co-ordinated by UNESCO)
EFA-FTI	Education for All – Fast Track Initiative
EMIS	Education Management Information System
ENF	Education Non Formelle
EPT	Education et de l'Éducation Pour Tous
EQ	Evaluation Question
ESDP	Education Sector Development Programme
EU	European Union
EUD	European Union Delegation
FCFA	Franc de la Communauté Financière Africaine
FTI	Fast Track Initiative
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPI	Gender Parity Index
GPRS	Growth and Poverty Reduction Strategy
IMF	International Monetary Fund
JC	Judgment Criteria
JCE	Junior Certificate Examinations
JDG	Joint Donors Group
JRM	Joint Review Mission
LOSEN	Loi Portant Orientation du Système Educatif Nigérien
MDG	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MEBA	Ministère de l'Education de Base et de l'Alphabétisation
MEN	Ministère de l'Education Nationale
MESS/RS	Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique
MLA	Monitoring Learning Achievement (UNESCO-UNICEF)
MTDF	Medium-Term Development Framework
MTEF	Medium-Term Expenditure Framework

MTR	Mid-Term Review
NER	Net Enrolment Ratio
NFE	Non-Formal Education
NFPE	Non-Formal Primary Education
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
OECD	Organisation for Economic Co-operation & Development
OECD-DAC	The Development Assistance Committee of the Organisation for Economic Co-operation & Development
OMD	Objectifs du Millénaire pour le Développement
PASEC	Programme d'Analyse des Systèmes Educatifs des Pays CONFEMEN
PCR	Primary Completion Rate
PDDE	Programme Décennal de Développement de l'Education
PDDE	Plan Décennal de Développement de l'Education au Niger
PEMFAR	Public Expenditure Management and Financial Accountability Review
PER	Public Expenditure Review
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teacher Association
PTF	Partenaires Techniques et Financiers
PTR	Pupil-Teacher Ratio
QUIBB	Questionnaire des Indicateurs de Base du Bien-être
RESEN	Rapport d'Etat du Système Educatif National
ROSEN	Réseau des Organisations du Secteur Educatif du Niger
SBS	Sector Budget Support
SDRP	Stratégie de réduction de la pauvreté
SSA	Sub-Saharan Africa
TA	Technical Assistance
TIMSS	Trends in International Mathematics and Science Study
TTC	Teacher Training College
UEMOA	Union Economique et Monétaire Ouest Africaine (West African Economic and Monetary Community)
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Children's Emergency Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development
USD	United States Dollar
WB	World Bank

## 1 Introduction

The purpose of the “Thematic global evaluation of European Commission support to the education sector in partner countries (Including basic and secondary education)” is to assess “to what extent the Commission assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner governments' priorities and activities, as well as with international legal commitments in education” (see ToR).

The field visit to Niger had the following objectives:

- To collect additional information in order to answer the Evaluation Questions (EQs) and Judgment Criteria (JCs);
- To evaluate eventual hypothesis formulated at the end of the desk phase;
- To assess if there is a need for further research and interviews to prepare the synthesis report, and in particular the sections on conclusions and recommendations.

The purpose of the note is to summarise the findings from the field visit in order to feed into the synthesis report. This note should by no means be regarded as a country evaluation or a self-standing impact evaluation.

The reasons for selecting this country as one of the field studies were:

- the spread of EC support over time
- the importance of the country portfolio, especially related to GBS, and the large proportion of basic education in the GBS
- the participation of Niger in the FTI Catalytic Fund
- the mix of aid modalities – GBS and projects
- it is a French-speaking country

The field visit was undertaken between June 1 and 10, 2010, with local organisational support provided by a national expert with a significant professional knowledge of the Niger education sector. It must be noted that access to directorates of the MEBA (Ministère de l'Enseignement de Base et de l'Alphabétisation) has been problematic due to communication failures within the ministry. Although the request by the mission to obtain the necessary clearance was made one week before the beginning of the mission, the Minister's answer arrived only on the last day of the mission. The exchanges with Directorates have consequently been limited by time constraints.

In addition, the mission took place a few months after a military coup<sup>1</sup> that has resulted in an extensive turnover in the staffing of Directorates in ministries, and a large proportion of people interviewed by the evaluation team had taken up their positions only a few weeks before. As a consequence, most of them were unaware of the history of EC support to the education sector.

Finally, staff at the EU Delegation (EUD) met by the mission had also only recently taken up their posts, and therefore had not been directly involved in the management and monitoring of EC education support. **These limitations have to be kept in mind when reading the present country note.**

During the period under investigation, one can distinguish between two phases: before 2003, and after 2003. Before 2003, the government's priority was the implementation of the 1998 Education Law, which focused on innovations aimed at improving quality and relevance of the education system with respect to the country's specific situation. After 2003, government policy shifted towards new priorities – those of the MDGs, a process that has been accelerated by the endorsement of Niger in the Fast Track Initiative. The priority became “**quantitative**”, and no longer “**qualitative**”.

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<sup>1</sup> According to the Niger Constitution, the president should have left the power in December 2009, but the Constitution was changed to allow him to have a new term in office. This initiative led subsequently to a military coup the 17 February, 2010, which opened the door to a provisional, self-appointed government in charge of preparing new democratic elections. New ministers have been appointed, and most directorates in ministries also have new appointees. They have to train themselves to get acquainted with their new responsibilities, and this takes time. The present period is characterised by a weak institutional memory, and is unlikely to be a time of effective public management.

## A. The qualitative approach

During the period prior to 2003, EC support mostly took the form of projects. The most important was called ‘Programme de soutien à l’éducation de base’, and is known under the acronym “SOUTEBA” (Soutien à l’éducation de Base), a € 8.7 million grant from the 8<sup>th</sup> EDF, whose concept was elaborated before 2003, but whose execution was delayed until after 2003. SOUTEBA is a pilot programme, focusing on pedagogical innovations, implemented during a period in which government priorities had changed in favour of quantitative objectives. In the EC document “Stratégie de Coopération et Programme Indicatif” (CSP and NIP) for the period 2001-2007, it was expected that five priorities would be pursued, one of them being “la généralisation des acquis des écoles expérimentales, notamment l’enseignement en langues nationales et la mise en place d’activités pratiques et productives, qui font partie des axes de la loi d’orientation de l’éducation adoptée par le gouvernement en juin 1998”. The fifth priority was the retraining of all teachers to enable them to adapt to the proposed innovations.

**Working hypotheses 1:** Major EC support directly geared towards the education sector during the period under investigation was partly disconnected from the new priorities of the government and other donors after 2003. This may explain why the project has not led to a subsequent mainstreaming of the proposed innovations.

## B. The quantitative period

The EC has participated in the pool of donors having endorsed the FTI programme in 2003. The programme was based on the newly-elaborated government strategy for the education sector, the PDDE (Programme Décennal de Développement de l’Education). The major component of the PDDE and FTI strategy was the expansion of schools for excluded children (about 70% of the relevant age group), hence the creation of new schools and the recruitment of new teachers. It was expected that 2,700 new teachers would have to be recruited every year. These new teachers would be expected to have a lower status than that of the existing teaching staff, in order to ensure budgetary sustainability in the long run. To make the strategy feasible, it was necessary to support the education budget, insofar as domestic fiscal resources could not increase at the same pace as teaching staff. The EC had already been involved in budget support since the period of structural adjustment programmes in the 1990s. It has therefore extended its general budget support, with variable tranches dependent on education indicators. However, since 2006, disbursement of GBS has been delayed due to poor management of disbursement conditions from the Niger side.

The PDDE had a second quantitative objective of developing access to secondary education, at both junior and senior levels. This objective has not been achieved, because the bulk of donors’ commitments was in favour of the MDGs.

**Working Hypothesis 2:** GBS support has not achieved all its expected outcomes, in particular concerning quality improvement and institutional strengthening, due to the low capacity of the Niger government to complete the disbursement conditions. The same difficulties have occurred with the sector support provided by a pool of other donors in the framework of FTI. Our working hypothesis is that public management capacities of Niger are below the standards expected by the donor community, and that conditions linked to the value of certain indicators should be better tailored to the country’s constraints. Thus, the funding gap could not be fully filled. Moreover, secondary education has been sacrificed due to a severe shortage of resources. This evolution was clearly highlighted in a recent evaluation document called RESEN (Rapport d’Etat du Système éducatif National).

## 2 Data collection tools and methods used (their limits and possible constraints)

Before the field visit, the mission reviewed the existing literature on the Nigerien education system – in particular, studies related to the evaluation of pupils’ competencies. It made a list of people to be interviewed during the mission, and arranged appointments whenever it was possible. It also collected EC documents related to EC support to education and to general budget support.

During the mission, the team conducted interviews with a large number of stakeholders active in the implementation of projects supported by the EC. When possible, it also interviewed staff members of projects already closed, but who were still present in Niger. With regard to civil society, the mission met representatives of teachers unions, of parents’ associations, and of NGOs – both local and international – active in education. However, some key stakeholders could not be interviewed due to their absence from the country, such as the World Bank representative, and the former EC staff members who have followed the education support during the period under investigation. On the government side, all directors in the Ministry of Secondary Education had been recently replaced by new staff after the 2010 military coup. The same situation also applied to the Ministry of Economy and Finance. The



only ministry where former directors were still in place was the MEBA (primary education), but access to them was delayed until the final day of the mission due to communication problems with the new minister (the request had apparently been lost within the ministry's communication channels).

Although the mission focuses on the period 2000-2007, it also collected information on recent development of EC support, as well as that of other donors.

### 3 Short description of the education sector in the country

The education system in Niger is relatively close to international norms: primary education (cycle de base 1) lasts for six years, for children aged six to 12. At the end of the sixth grade, pupils have a final exam called the Certificat de Fin d'Etudes du Premier Degré (CFEPD). Junior secondary is called "Cycle de base 2", and lasts for four years, with a final exam called the Brevet d'Etudes du Premier Cycle (BEPC). Senior secondary is called "enseignement moyen" and lasts for three years. This cycle prepares students for the "baccalauréat", which is the final exam of secondary education, opening the door to university. There are two universities in Niger – the main one in the capital, Niamey, and a smaller one, the Islamic university, in the city of Say.

The standard teaching language is French, from the first year of primary to university level. There is a subsector called the "Franco-Arabes" schools, which are bilingual (French and Arabic), two languages that are not the mother tongues of pupils. There is a third category called "écoles bilingues", which, unlike franco-arabic schools, use one of the 10 national Nigerien languages – namely, the specific mother tongue of pupils. A national language is the only one used during the first three grades, and French becomes the language of instruction from the fourth grade onwards, including university level, at which stage national language then becomes a field of study for some students. Bilingual schools started to operate quite early, in the 1970s, but have been promoted as the model for all schools only since the 1998 Education Law. There are currently just over 1,000 bilingual schools in the country, out of a total of 12,000 primary schools. Progress of this model can thus be considered as slow.

There are three ministries of education – the first one in charge of primary education, the second in charge of secondary and higher education, and the third in charge of professional training and adult literacy programmes. At the decentralised level, there are "Directions Régionales de l'Education Nationale" (DREN), which are divided into inspectorates ("Inspections d'éducation de base"). Each of the three ministries of education has its own decentralised administrative units.

The funding of the education sector is public. There are very few private schools, and education is supposed to be free in public schools. There are no fees, but a small contribution is requested (not compulsory) of about € 1 per pupil per year for the parents' association. Consequently, private funding of education in Niger is one of the lowest in the region. Parents' willingness to pay is extremely limited, in view of the fact that they consider that school enrolment already involves a significant "opportunity cost" to them, in terms of lost domestic services provided by children. It is interesting to note that the school year starts rather late, during the first half of October, after rural households (83% of the population) have finished the crop season. It ends quite early, in the first half of June, when the first rains fall, thus allowing children to participate in agricultural work.

After the 1998 Education Law, the main policy document on which the development of education is based is the PDDE, which is a 10-year plan for the period 2003-2013. The major objectives of the plan are the EFA objectives, restricted to primary education, which requires a huge national effort for the construction of new schools. Actually, before the PDDE, about 68% of schools were built with permanent material, while the remaining schools, called "pailotes" (huts), were made of light local material, with a short life expectancy (often no more than one year). In 2009, the proportion of pailotes had increased to about 50%.

School conditions are difficult; only 16% of schools have access to drinking water, and 3% to electricity. Textbooks are rare, and "tables-bancs" (bench tables) are not sufficient to accommodate all pupils (3.9 pupils per table-banc).

The Gross Enrolment Ratio (GER) in primary education was one of the lowest in the world in 2000 (34%), but it has increased rapidly during the period under investigation (67.8% in 2009). However, GERs have not improved similarly in secondary education. In 2009, they were 23.9% in lower secondary, as low as 3.6% in senior secondary, and below the average GER for higher education in sub-Saharan Africa. Niger is a rare case where the GERs in lower and senior secondary have declined during the recent period. Gender inequalities are still very high, with a Gender Parity Index (GPI) as low as 0.6 in junior secondary (further statistical tables can be found in section 7.4).

Before the PDDE, primary teachers used to be civil servants enjoying a relatively enviable status. Their yearly remuneration represented 15 times the GDP per capita in the country. When the "educa-

tion for all” objectives were adopted, both the government of Niger and the donor community came to the conclusion that long-term domestic fiscal resources could not afford such a level of remuneration. It is worth pointing out here that feasibility studies carried out by the Fast Track Initiative experts have demonstrated that the level of teacher remuneration compatible with the EFA objective and available fiscal resources was no more than 3.5 times the GDP per capita. The decision was taken to stop the recruitment of civil servants, and to create a new status for teachers – that of “contract teacher”, with a shorter initial training to fit the requirements of Nigerien public regulations in the field of remuneration. These contract teachers have a yearly remuneration equal to 5.5 times the GDP per capita – still above the FTI threshold, but far less than previous civil servants.

Concerning quality, the completion rate in primary education is again at a comparatively low level, although on a positive trend, having increased from 22% in 2000 to 48% in 2009. Few studies have been carried out for measuring pupils’ cognitive achievement. One of the most reliable is that of UNESCO, called MLA2, for pupils at the end of the 8<sup>th</sup> grade, carried out in 2002. This survey tested pupils’ competencies in mathematics and sciences<sup>2</sup>. The average score in mathematics was 27 points on a total of 100. According to the authors of the survey, the required score for mastering properly the curriculum was 75. Only 1% of Nigerien pupils have reached the threshold.

#### 4 Overview on EC support related to education

Niger has adopted a “Programme Décennal de Développement de l’Education” (PDDE), based on three major objectives for the period 2003-2013:

- improve access to basic education, both formal and non-formal,
- improve the quality of basic education
- strengthen the institutional capacities of the Ministry of Education.

During the period 2000-2007, the EU has supported education in Niger through different modalities, in particular four projects, and general budget support with variable tranches linked to education indicators. In addition, it has participated to the pool of donors that have endorsed the FTI package based on sector budget support, although the EU contribution was added to the existing general budget support, and not included in the common fund set up by other FTI donors. However, the EU has also indirectly contributed to the FTI package through the catalytic fund, which was mobilised for a total amount of €8 million.

EC budget support started in the 1990s with the 8<sup>th</sup> EDF from 1994 onwards, in the form of structural adjustment programmes (Papas I, II, III, IV, and V) whose primary objective was the protection of social sectors during a period of severe budgetary constraints – in particular, for education and health. In 1999, Papas IV (€15.8 million), introduced the concept of fixed tranche and variable tranche, based on the achievement of certain indicators. Education was one of them, based on the condition that the variable tranche would be allocated entirely if the **gross enrolment rate of primary education** increased from 29% in 1998 to 32% in 1999, and if non-salary expenditure in the education budget was increased by 10%. The EC funds were deposited on a special Treasury account, and CFA francs 2 billion were earmarked for basic education. This support has been the starting point for an acceleration of the GER growth in primary education.

Papas V – the fifth structural adjustment EC support – was signed in December 2000. It amounted to €37.9 million, and had three tranches. The first was a fixed one of €20 million, disbursed in December 2000. The second was a variable tranche of €13.2 million, to be disbursed in July 2001, based on the achievement of three conditions: achievement of public finance management reforms, health indicators, and education indicators. There were **two education indicators** – namely, an **increase of access to primary education and an improved gender parity index**. Both education indicators were associated with the disbursement of €3.3 million (out of a total of €13.2 million for the whole variable tranche). The third tranche – called tranche “flottante”, and worth €3.64 million – was linked to the HIPC<sup>3</sup> completion point by December 2000, which has been effectively reached.

<sup>2</sup> UNESCO/République du Niger Enquête sur les acquis scolaires des élèves de la 8<sup>ème</sup> année en mathématiques et en sciences liées à la vie courante. Rapport de synthèse.

<sup>3</sup> Heavily Indebted Poor Countries Initiative, which started in 1996. It was enhanced in 1999 as an outcome of a comprehensive review by IDA and the IMF, including public consultations. The initiative’s debt-burden thresholds were adjusted downward, which enabled a broader group of countries to qualify for larger volumes of debt relief. Moreover, a number of creditors, including the main multilaterals, started to provide earlier assistance to qualifying countries, in the form of interim relief at decision point. Finally, the “floating completion point” was introduced, providing incentives to speed up reforms and increase country ownership.

After the period of structural adjustment programmes, EC has started to provide GBS under the 9<sup>th</sup> EDF. This GBS was dedicated to support the poverty reduction strategy of the country. This GBS comprises fixed and variable tranches, and the disbursement of variable tranches was dependent on the achievement of six education indicators, which demonstrates that this budget support was de facto intended to support education. The agreement was signed in November 2003, and the total amount for the next four years was €90 million, divided into two 24-month phases

In 2004, during the mid-term review of the country strategy for the 9<sup>th</sup> EDF (DSP 2001-2007), it was decided to participate in the funding of the financial gap of the Fast Track Initiative approach. The issue was the **acceleration** of the previous pace for developing access to primary education in the framework of the MDGs. The support was drawn from an envelope outside the concentration sectors, with a commitment of €15 million for the three-year period 2006-08. This support has been integrated in the GBS envelope and ought to be seen as exceptional, in that only two countries, Burkina Faso and Niger, have benefited from this type of contribution. The disbursement conditions of this additional support were the same as for GBS. The EC has not undertaken a specific evaluation seeking the appropriateness of this support modality, as pointed out by the European Court of Auditors Report 2010.<sup>4</sup>

The second phase of the GBS implemented between 2006 and 2008 included variable tranches based on the achievement of eight indicators related to education, namely:

- E1: ratio of budget execution in the education sector
- E2: average number of pupils per table-banc in primary schools
- E3: GER in primary education
- E4: GER for girls in primary education
- E5: GER for primary education in rural areas
- E6: completion rate in primary education
- E7: Reform of curricula
- E8: Evaluation of pupils' school competencies.

The following table provides an overview on the EC GBS support to Niger between 2000 and 2007.

Table 1: *EC GBS support to Niger (2000-2007)*

Number	Year	Status	Name	Amounts committed	Related to education
FED/2000/015-214	2000	Closed	APPUI PROGRAMME AJUSTEMENT STRUCTUREL (PAPAS V)	23.640.000	yes
FED/2001/015-535	2002	Closed	CONTRIBUTION SUPPLEMENTAIRE AU PROGRAMME COMMUNAUTAIRE D'APPUI A L'AJUSTEMENT STRUCTUREL (PAPAS IV)	3.160.000	no
FED/2002/015-890	2002	Closed	PROGRAMME D APPUI A LA RESTAURATION DES EQUILIBRES MACRO ECONOMIQUES	19.250.000	no
FED/2003/016-251	2003	Closed	PROGRAMME PLURIANNUEL D'APPUI A LA REDUCTION DE LA PAUVRETE 2003-2005 -(PPARP 2003-2005	74.250.000	yes
FED/2005/017-874	2005	On-going	PROGRAMME PLURIANNUEL D'APPUI A LA REDUCTION DE LA PAUVRETE	56.751.000	yes

Source: Inventory

As well as GBS, the EC has supported four projects/programmes. They are rather modest interventions, with highly specific objectives.

- The largest one, the SOUTEBA project<sup>5</sup> (amounting to €8.7 million), was identified in 1998, suspended after the 1999 coup, and finally signed in 2002. The implementation was postponed to 2004 after a long process for the recruitment of the international consultant. It was closed in 2009. It was aimed at supporting a programme of pedagogical innovations to be experienced in two education zones, those of Tahoua and Dosso. This project was supporting the implementa-

<sup>4</sup> Cours des Comptes européennes (2010) : Audit de l'aide de l'UE aux pays en développement pour l'éducation. Desk Review – Niger (Février 2010). Relevée des constatations préliminaires

<sup>5</sup> SOUTEBA is officially called "Programme de Soutien à l'Education de Base" (8 ACP NIR 43), but has been executed by using project procedures, with a Project Implementation Unit following EC procurement regulations.

tion of some aspects of the 1998 Education Law – namely, support to bilingualism and support to extracurricular activities – “activités périscolaires (APS) – a restricted interpretation of the practical and productive activities (“activités pratiques et productives”), as described in the law.

- The second one was intended to support the realisation of a national school map for primary education, which was considered a key tool for managing properly the expected expansion of the school system.
- The third one was to support a private secondary school in Niamey maintaining a large female attendance. This private school was facing serious financial difficulties due to the withdrawal of a former source of income. If closed, it would have resulted in a deterioration in female participation at the secondary level. The EC contribution has helped the school to survive.
- The fourth project was designed by an NGO, Handicap International, to promote access to regular schools by handicapped children in the Niamey area. This project was not part of the national education strategy, and was contracted only at the end of 2007 – that is, at the end of the period under evaluation.

The following tables and figures summarise EC support to basic and secondary education to the country for the period 2000-2007, including budget support.

Table 2: Niger: Development of EC support to education subsectors, 2000-2007 (contracted amounts in €)

Year	Total support to country	Subsector						
		Basic education	Education, level un-specified	Secondary education	Total within scope of evaluation	TVET	Higher education	Total education
2000	30.235.803	-	-	458,336	458,336	-	-	458,336
2001	34.120.583	-	15,450	-	15,450	-	-	15,450
2002	45.727.114	455,150	-	-	455,150	-	-	455,150
2003	93.222.979	2,469,664	-	-	2,469,664	116,945	-	2,586,609
2004	41.896.740	1,542,158	-	-	1,542,158	-	-	1,542,158
2005	67.924.124	20,278	-	-	20,278	2,651,389	-	2,671,668
2006	124.284.210	1,108,664	41,992	-	1,150,656	907,960	-	2,058,617
2007	78.522.507	3,260,985	-	-	3,260,985	969,520	-	4,230,505
<b>Total</b>	<b>515.934.059</b>	8,856,900	57,442	458,336	9,372,679	4,645,814	-	14,018,493

Source: Inventory data

EC education support to basic and secondary education has amounted to about €9.4 million – representing less than 2% of total EC assistance to Niger, during the period 2000-2007 – through the four projects mentioned above. General Budget Support, including structural adjustment programmes, has reached €154.6 million, representing 30% of total EC assistance.

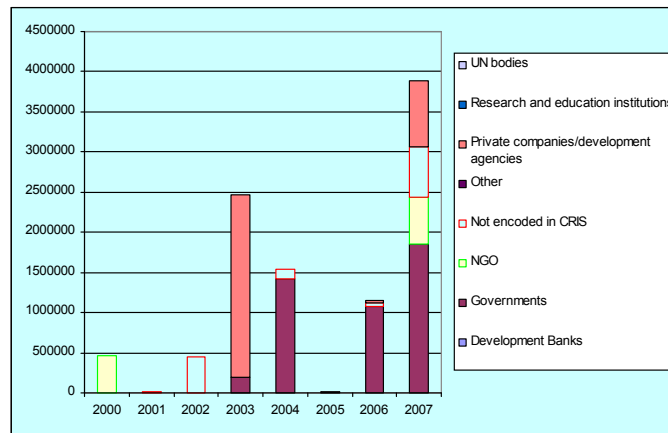
Table 3: Niger: Development of EC support to education subsectors per aid modality, 2000-2007 (contracted amounts in €)

Year	Modality (for support with scope of evaluation)				
	SBS	Support to sector programmes	Projects	Total	GBS related to education
2000	-	-	458,336	458,336	
2001	-	-	15,450	15,450	
2002	-	455,150	-	455,150	
2003	-	2,469,664	-	2,469,664	
2004	-	1,542,158	-	1,542,158	
2005	-	20,278	-	20,278	
2006	-	1,108,664	41,992	1,150,656	
2007	-	2,678,985	582,000	3,260,985	
<b>Total</b>	-	8,274,900	1,097,779	9,372,679	154,641,000

Source: Inventory data

Two main channels have been utilised for managing EC education support: private companies and government. For the project supporting the inclusion of handicapped children, the channel was an international NGO.

Figure 1 Niger: EC support to education subsectors: Development of the use of different aid channels, 2000-2007 (contracted amounts in €)



Source: Inventory data

## 5 Findings on EC support to the education sector

### 5.1 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?

#### 5.1.1 JC11: Degree to which EC education interventions are relevant to and aligned with national policy or strategy objectives

The Niger education policy is described in two main documents: the 1998 education law “LOSEN” (Loi d’Orientation du Système Educatif Nigérien, Loi 98-12 du Premier Juin 1998), and the 2003 PDDE (Programme Décennal de Développement de l’Education) for the period 2003-2013.

The LOSEN has introduced two major innovations: a new policy regarding the languages of instruction, and the APP (Activités Pratiques et Productives). The new policy on languages of instruction is based on the assumption that learning reading, writing and numeracy is more efficient when these activities are performed in the mother languages of pupils. Niger has 10 different national languages, the most widespread being used by about 50% of the population, while the tenth language, in terms of number of users, is spoken by less than 1% of the population. Before the publication of the LOSEN, several pilot experiments for the utilisation of national languages as the medium of instruction had been carried out, in particular with the support of the German co-operation. But these experiments were implemented on a small scale. Basically, the Niger approach is recommending the utilisation of national languages as the unique medium of instruction for the three first grades of primary education. The introduction of French takes place at the fourth grade, while the national language becomes a field of study for some students. Subsequently, French is the teaching language<sup>6</sup> at junior and senior secondary education levels, as well at university level.

The second innovation, the APP, is based on the assumption that traditional schools are not connected sufficiently with the environment of pupils, with the “milieu”, and that the school curriculum should include more components related to practical and productive activities that are part of the daily life of their families and that will probably be part of their future daily lives – especially in rural areas, in the areas of agriculture and handicrafts. These APPs are not necessarily the same in all Niger schools, as the environment is not the same throughout the country. They have to be adapted to each specific context, and the selection of activities will largely be determined at local level by COGES (Comité de Gestion d’Etablissement Scolaire - School management committees), created to give representation to parents’ associations, school authorities, teachers and pupils.

In addition to the 1998 Education Law, Niger elaborated in the early 2000s a 10-year education plan, the PDDE, which was closely connected with the poverty reduction strategy conceived during the same period with similar education objectives. It is a development programme, covering the period 2003-2013, that can be seen as Niger’s response to achieving of the Millennium Development Goals

<sup>6</sup> A survey carried out in 2004 showed that a limited number of books are published in national languages – a total of only 608 in seven of Niger’s 10 languages (Mallam Garba and Malam Abdou, Etude sur l’état de l’édition en langues nationales au Niger, MEBA/DGENF/DDMP, Octobre 2004).

(MDGs) in the field of education. It was prepared as an input for the endorsement of Niger in the Fast Track Initiative (FTI) in 2003. The PDDE does not focus primarily on the implementation of the reforms promoted in the LOSEN, but is directly linked to the MDGs, with regard to a quantitative development of primary education, including gender parity, regional and urban/rural equity, and improved quality, in particular through a higher completion rate by reducing repetition and dropouts, as well as institutional development. For Niger, the “education for all” (EFA) objective was a formidable commitment, given that the country belonged to the small group of three countries in which less than one third of the school age population was enrolled in school at the time of the Dakar conference (2000).

All interventions mentioned above – SOUTEBA, school map, support of a private secondary school in Niamey, and access to school for handicapped children – can be seen as aligning completely with government education policy. However, while the focus of government policy was on qualitative innovations at the time of identification of the SOUTEBA project, the execution took place during the period 2004-2009, during which the priorities of the government were more quantitative than qualitative.

With regard to GBS, the EC support has been in line with the implementation of the PDDE, with education indicators more quantitative than qualitative.

Between the two documents prescribing the national education policy, the 1998 Education Law and the PDDE, one can observe a lack of continuity in terms of priorities. The 1998 law promotes reforms in terms of curriculum and languages of instruction, for which the financing implications have not been integrated. The law did not prescribe any schedule of implementation. If one considers the introduction of bilingualism, the scheme was introduced in 135 schools (with EU support) during the first decade of implementation (1999-2009), and 400 additional schools were included in the scheme in 2009 (out of 11,264 schools in 2008)<sup>7</sup>. The general introduction of bilingualism is not yet approved by Niger authorities for various reasons, one of them being the hugely complex and costly logistical problems generated by this policy. Clearly, the ongoing dominant priority of PDDE is the access to primary education in the framework of the MDGs, and all other policy components receive a lower level of attention.

The most important EC project, SOUTEBA, was approved before the FTI endorsement and the PDDE, and was still very close to the spirit of the 1998 law. After 2003, policy priorities changed and the EC project became slightly disconnected from the new set of priorities.

Overall, and given the fact that most EC support to education was given via GBS, these funds were supporting PRSP objectives (I-112). Sector Budget Support has not been utilised by the EC as an aid modality in Niger. However, the EC has indirectly contributed to the FTI common fund through the Catalytic Fund, with USD 8 million allocated from the fund during the first period of FTI, before its suspension<sup>8</sup>. After the reactivation of FTI in late 2008, the World Bank decided to withdraw the Catalytic Fund (a second tranche of USD 8 million) from the common fund, and to utilise it with its own management procedures.

In this context, it should also be noted that, at the end of the SOUTEBA project, in 2009, the sole surviving project implementation unit (PIU) has disappeared (I-113).

### 5.1.2 JC12: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives

From 2003, the EC has concentrated its support to education through GBS. Even its specific support to FTI has been included in GBS, and not in the education common fund set up by other donors. The amount of GBS disbursed in the variable tranches is partly determined by the achievement of certain indicators closely linked to the PDDE and the FTI framework. **These indicators were: improvement of the share of basic education in the budget; improvement of the level of execution of the education budget; improvement of GER in primary education; improvement of girls’ participation; reduction of the GER gap between urban and rural areas; improvement of completion rate in primary education.** No indicators were linked to the implementation of innovations promoted in the 2001-2007 CSP, appearing as if these priorities had already been discarded. Moreover, linkages between support through GBS and support through projects have been weak.

Since the FTI endorsement, a yearly joint review is organised for the follow up of the implementation of the PDDE and the planning of the next phase. The first joint review took place in October 2003, the second one in September 2004 and the third one in September 2005. In recent years, this joint review has taken place in the middle of the year (June-July).

<sup>7</sup> Idem

<sup>8</sup> This refers to the suspension that was decided by donors active in the common fund after the so-called « MEBA Affaire », in which serious mismanagement had been discovered.

There are about 15 donors invited to the joint reviews, but only a limited number have agreed to participate in the common fund by using national procedures. Most donors tend to manage their support through projects using the procedures of the donor. In the early years of the PDDE, four donors have contributed to the common fund: France, Belgium, Denmark, and the World Bank, in charge of managing the catalytic fund. The EC has not directly contributed to the common fund.

A major mismanagement problem came to light in 2006 following the first audit of the common fund. This is known as the “MEBA affair”, which led to the indictment of two ministers. Both were sent to prison and the missing money, about CFA francs 1.5 billion, had to be reimbursed to the common fund by Niger. The utilisation of the common fund was suspended for 18 months, and in February 2008 the group of donors active in the support of PDDE through the common fund signed a letter of intent (“Lettre d’entente”), which describes the new modalities for supporting the implementation of the PDDE. Subsequently, in September 2008, a new “guide d’exécution du fonds commun d’appui au PDDE” (Implementation Guide for the common PDDE fund) was adopted by six donors willing to contribute to the new common funds – namely, the AFD (France), the World Bank (for the catalytic fund from FTI), KfW (Germany), DfID (UK), which has mandated the AFD to manage its support, and Belgium and Denmark.

Unfortunately, in late 2008, the World Bank decided to change its managing modalities of the catalytic fund, and indicated that it could no longer accept the national procedures for disbursing the catalytic fund. Consequently it withdrew from the common fund and signed with the government a plan for a new project supporting some components of the PDDE. This project, called the PAEB (Programme d’appui à l’éducation de base), is funded by the share of the catalytic fund (USD 8 million) that had not yet been disbursed at the time of the MEBA affair in 2006. It is scheduled to be spent in 2010-2011.

The new common fund was able to begin work again in 2009 with the remaining donors, for about CFAF 5.7 billion. But in July 2009, the joint review in charge of monitoring the implementation of the PDDE and of planning the 2010 contributions to the common fund had to face a new serious problem: the absence of key documents required by the new procedures, and in particular audit reports for previous years. The remaining donors were willing to commit about € 20 million for the year 2010, but the absence of required documents led to them postponing their commitments.

Although the EC is not contributing to the common fund, it is closely associated to the annual joint reviews, in that these reviews examine all donors’ contributions in supporting the PDDE, and variable tranches of the EC GBS are linked to indicators that are discussed and analysed during the joint reviews. In fact, the disbursement of EC GBS variable tranches requires the same type of information that is required for the common fund.

The Niger government’s capacity to deliver on time the documents on which future disbursements are based seems to be limited. For instance, concerning the 2010 budget, the initial draft has made provision for CFAF 5 billion from the common fund, but the postponement of donor commitment due to missing information has led the Ministry of Finance to cancel this amount in the “loi rectificative” of the 2010 budget.

At the time of the mission (June 2010), the joint review was still under preparation, and not yet finalised. It was still unclear whether required documents would be made available on time. If not, there was a danger that some commitments might never be disbursed due to regulations on the donor side, according to which some disbursements have to take place before a certain deadline or be lost.

Among donors active in Niger, the perception of government weaknesses for providing required documents varies. The EUD tends to think that delays are technical (lack of appropriate staff), but do not imply real dangers of mismanagement, while some others tend to think that the government’s responsibility cannot be ignored.

Joint missions on education (I-121) started in 2003, the first year of implementation of the PDDE. Development partners indicated their support for the PDDE education strategy, which was in line with the MDGs, and the main objective of joint missions were the follow-up of the execution of the PDDE during the previous year, and the action plan for the following year. It was a kind of “sliding” approach, adjusting every year the PDDE strategy to the actual developments of the sector.

As for the issue of “Joint and harmonised education assistance strategies” (I-122), although all 15 development partners involved in education supported the PDDE strategy, the modalities of interventions were different from one partner to the next. A small group set up a common fund using national procedures for funding a certain number of activities described in the PDDE. This common fund was in particular in charge of managing the support provided from the catalytic fund. A larger group of development partners has continued to rely on projects, using the donors’ own procedures. The case of the EC was slightly different. It was using projects identified before the PDDE’s elaboration, it was also

indirectly associated to the common fund through the catalytic fund, to which the EC has largely contributed from the beginning, and it was involved through GBS, in particular with the exceptional commitment of €15 million allocated at the time of FTI endorsement.

### **5.1.3 JC13: The Commission has ensured the overall coherence of its education support**

As outlined above, the EC has supported some qualitative components of the 1998 Education Law through projects, and has subsequently joined other partners for the MDG objectives from 2003, following the changes of priorities of the government. One can consider the level of coherence between the two periods as limited, but that cannot be attributed to the EC itself. The EC has simply followed the evolution of the Niger policy on education. However, some projects have not sufficiently developed synergies with corresponding units of the Ministry of Education, and thus have had only a modest impact. It is in particular the case of two projects. The first one, SOUTEBA, was supposed to prepare the country to generalise the utilisation of national languages in the first three years of primary education. The government has postponed this policy and the project was closed before the generalisation. The second one, the school map support project, has faced serious difficulties to ensure an efficient synergy with the ministry of education unit in charge of the school map, mostly because the staff of the unit were not awarded the same working conditions nor the same remuneration than the project unit staff.

The new policy based on MDGs from 2003 has been properly taken into account by the EC by reinforcing its support to the development of basic education. In particular, two initiatives can be reminded here: part of the GBS is linked to indicators related to basic education, as already mentioned, and during the Fast Track Initiative negotiations, the EC has allocated a specific grant, not projected before, for supporting the new approach.

In addition, the transition to the 10<sup>th</sup> EDF has been characterised by a lower commitment of the EC in the field of education, because there are already many partners active in the sector. However, the challenges are enormous, and it would not be accurate to say that the present level of commitments of donors is sufficient to provide an appropriate answer to these challenges. It is highly unlikely that the MDGs will be achieved in Niger, and the concentration of efforts for developing primary education may imply long-term deficiencies at the secondary level, which has been excessively overlooked until now.

The lower emphasis given to education by the EC is also associated with a low level of staffing of education specialists, which may be a future handicap for maintaining a fruitful policy dialogue with Niger authorities, as well as with other partners in joint reviews. The donor community in Niger seems deeply pessimistic concerning the evolution of education in the country, but does not seem to be ready to provide the necessary inputs – for example, in terms of active permanent education specialists required by the situation. In addition, donors have sometimes diverging views concerning education reforms and priorities, and they do not share always the same appreciation concerning the implementation of conditionalities. There is no more real leadership among donors, and if the EC cannot be considered as having more responsibility than others in that respect, it has nevertheless its share of responsibility. It has not invested in solid education expertise, and has not been closely involved in the last analytical exercise on the diagnosis of the educational system, carried out under the auspices of the RESEN (Rapport d'Etat du Système Educatif National). It is symptomatic that the RESEN does not take into consideration, as possible avenues for improving quality of education in Niger, the two main innovations experienced in the EC SOUTEBA project – namely, bilingualism and the so-called “activités pratiques et productives”.

Regarding external coherence, the documents analysed and the interviews held indicate that other EC policies with a potential to affect the EC support to the education sector in the country did not have effects on EC support.

## **5.2 EQ2-access: To what extent has EC support to education contributed to improving access to basic education**

### **5.2.1 JC21: All children access and complete a full course of primary schooling - (MDG 2) and (EFA 2)**

During the first 40 years of Niger's independence, there was a slow pace of growth in GER, increasing about 1% per year. Related to the MDGs, the objective was to go from a GER of 40% in 2000 to 100% in 2015. It was therefore necessary to increase the GER by 4% per year – four times higher than during the previous 40 years. This was a huge challenge, and while it has not yet entirely achieved, it can be seen in the table below that the average increase during the years 2001-2009 has been about 3.7%. This is a remarkable achievement, given the local constraints. The country has built about 7,000



new schools, and recruited more than 20,000 new teachers – most of them on contract and no longer as civil servants, which was the case previously. The cost of a contract teacher is about half the amount of a civil servant, although by Niger standards the level of remuneration of a contract teacher is still higher than in private sector jobs requiring the same level of qualification.

Table 4: Evolution of the GER from 2001 to 2009

Year	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
GER	41.7	45.4	50.0	52.4	53.5	57.1	62.6	67.8

Source: RESEN (*Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank*)

The primary completion rate (PCR) was extremely low at the beginning of the period, with only one pupil out of four entering grade 1 able to reach the sixth grade. The proportion of dropouts was very high every year, and serious efforts have been made to improve this poor ratio. In eight years, this rate has doubled from 24.7 to 48.2, an average improvement of 3% per year. Although it is unlikely that the expected rate of 100% will be reached by 2015, the results can be considered a real success.

Table 5: Evolution of the PCR from 2001 to 2009

Year	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
PCR	24.7	25.0	32.0	36.0	40.0	43.1	44.9	48.2

Source: RESEN (*Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank*)

With the PDDE, the major challenge for Niger was the recruitment of large contingents of new teachers, generating additional recurrent costs every year, which implied a yearly growth of the education budget higher than that of domestic fiscal revenues. In this context, GBS can be seen as a powerful tool for assisting the government to implement the expansion of school supply for accommodating the needs of the school age population. One should recall here that between 2000 and 2008, the number of primary pupils has risen from 656,589 to 1,554,27 (an increase of 137%), and the number of primary teachers from 15,682 to 34,339 (119% increase)<sup>9</sup>. The funding of such a rapid increase of primary education would not have been possible with domestic fiscal resources only, and GBS has been a major tool for supporting efficiently education expansion. The EC is a key contributor to GBS, and is by far the most active among donors in Niger.

The PCR increase is the consequence of multiple factors. For example, the fact that there are more schools implies that the average distance to school is reduced, and more teachers implies that a proportion of incomplete schools are transformed into completed ones. In addition, the Ministry of Education is asking school inspectors, headmasters, and teachers to be more flexible in promoting pupils from one grade to the next. The national mobilisation for the MDGs has led to a more positive attitude concerning school attendance and retention, and the EC budgetary support is one of the tools that have permitted this evolution.

However, during the first phase of the PDDE programme (2003-2007), it was expected that the GER in primary education would increase from 41.7% in 2002-2003 to 57% in 2006-2007, and to 61% in 2007-2008. In fact, the pace of increase has been slower, with the 2007-2008 GER only 57%. In addition, the rural GER was lower than expected (52% instead of 54%), and regional disparities have remained at a relatively high level (from 43% in the least efficient region, compared to 58% in the most efficient one – a 15% difference).

It is generally accepted that the supply of new places in primary education has more or less followed the PDDE programme, but on the demand side the evolution has not followed the same pace, because of the reluctance of certain parents to enrol their children. This is believed to be the consequence of the high “opportunity cost” of school attendance.

There is no consensus on the solutions to be introduced for enhancing parents’ willingness to enrol their children. In the ECA report, it is argued that a school more in line with the pupils’ rural environment would be more appropriate to fit parents’ expectations. This is precisely what the SOUTEBA project was introducing (utilisation of national languages and introduction of productive activities close to local traditions), but this view is disputed, and has not yet been able to generate a consensus. As explained in the RESEN report, Niger’s problem of ensuring the long-term sustainability of its educational system is linked to excessively high unit costs, and the introduction of national languages and productive activities both have an impact on unit costs.

The following table shows the indicators associated to the first GBS. The table indicates that two variable tranches of €4 million and €5.5 million were dependent upon six education indicators: two budget-related ones (the level of execution of the budget, and the level of budget allocation to education) and

<sup>9</sup> Banque Mondiale, Niger RESEN, 2009, version provisoire

four indicators linked to education performances (the GER in primary, the GER for girls, the GER in total areas, and the primary completion rate). For each of the indicators, there is an associated amount determining the level of the variable tranche; for instance, if the expected GER in primary is reached, then €1 million will be disbursed as a result of to this indicator. For budget execution, it was not included in the first variable tranche of €4 million (indicated by “neutralisé” in the following table), but has been introduced in the second tranche of €5.5 million for a specific contribution of €0.75 million.

Table 6: Indicators associated with EC GBSm

EDUCATION		4 M€	5,5 M€	-
E1	exécution budgétaire éducation	neutralisé	exécution 2003 ≥ LF 2003 (0,75 M€)	exécution 2004 ≥ LF 2004 (indicatif)
E2	allocation budgétaire éducation	neutralisé	LF 2004 = +25% de l'accroiss. des recettes internes (0,75 M€)	LF 2005 = +25% de l'accroiss. des recettes internes (indicatif)
E3	taux brut de scolarisation primaire	rentrée 2002/2003 = 45% (1 M€)	rentrée 2003/2004 = 48% (1 M€)	rentrée 2004/2005 = 52% (indicatif)
E4	taux brut de scolarisation primaire des filles	rentrée 2002/2003 = 36% (1 M€)	rentrée 2003/2004 = 40% (1 M€)	rentrée 2004/2005 = 44% (indicatif)
E5	taux brut de scolarisation primaire en milieu rural	rentrée 2002/2003 = 41% (1 M€)	rentrée 2003/2004 = 44% (1 M€)	rentrée 2004/2005 = 48% (indicatif)
E6	taux d'achèvement du cycle primaire	rentrée 2002/2003 = 27% (1 M€)	rentrée 2003/2004 = 30% (1 M€)	rentrée 2004/2005 = 34% (indicatif)

Source: Cours des Comptes européennes (2010) : Audit de l'aide de l'UE aux pays en développement pour l'éducation. Desk Review – Niger (Février 2010). Relevée des constatations préliminaires

### 5.2.2 JC22: Gender parity (GPI) in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)

Gender parity used to be a serious issue in Niger. There are still many fewer girls than boys in education, with a ratio far below 1 in all levels of the education system. However, there are some encouraging changes. Data provided in RESEN reproduced in the table below indicates that access to grade 1 is improving, from 0.78 in 2004 to 0.87 in 2008, although girls' retention rate in primary education has declined slightly compared with that of boys (from 0.86 to 0.84), meaning that parents' perception of school benefits for girls is still in question. The “opportunity costs” of girls' education are higher than that of boys, and, as can be seen for secondary education, these costs increase in line with the age of girls: transition to lower secondary has deteriorated (from 0.97 to 0.90), as well as retention (from 0.95 to 0.88). It is even worse in upper secondary, where the GPI has declined from 0.54 to 0.43.

The higher the grade, the larger the gap between girls and boys. And the situation is not improving – with the noticeable exception of access to grade 1 and PCR in primary, two encouraging signals. These two indicators have improved because the capacity of the system to accommodate more children has been enhanced by a higher level of public resources generated by donors who have been active in GBS for covering rapidly increasing recurrent costs. EC GBS is clearly one of the key instruments for successfully implementing this policy.

Table 7: Gender Parity Index in primary and secondary

School year	2004-2005	2008-09
Access to grade 1	0.78	0.87
Retention in primary	0.86	0.84
PCR in primary	0.67	0.73
Transition to lower secondary	0.97	0.90
Access to lower secondary	0.65	0.66
Retention in lower secondary	0.95	0.88
Completion rate in lower secondary	0.62	0.58
Transition to senior secondary	0.87	0.74
Access to senior secondary	0.54	0.43
Retention in senior secondary	0.72	0.85
Completion rate in senior secondary	0.39	0.41

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank)

As pointed out by the preliminary findings of the ECA Report, there are several reasons for these disappointing outcomes in terms of gender parity. Not only do parents tend to perceive the opportunity cost of girls' school attendance to be higher than that of boys, but also there are several socio-cultural constraints that all have a significant negative impact on girls' enrolments, and cannot be solved at once. In particular, these constraints are:

- the importance given to the reproductive role of women, which encourages early marriage at the expense of school attendance;
- gender stereotypes in traditional families, with persisting inequalities within genders;
- negative perception of schools, supposedly disseminating undesired values;
- low proportion of women in decision-making situations;
- coexistence of several legal systems, such as the traditional one, the Islamic one, and the constitutional one;
- the absence of boarding facilities in schools, especially at the secondary level, which contributes to preventing girls from being enrolled if they live a long distance from the schools;
- the low proportion of female teachers, in particular in rural areas;
- the low capacity of relevant national institutions to deal with gender issues.

### 5.2.3 JC23: Primary schooling is free of costs to all pupils

Compulsory education is not yet feasible in Niger. School supply is still not adequate, with the current capacity able to accommodate only two-thirds of the school age population. In addition, many parents are reluctant to send their children – particularly girls – to schools, because of the perceived high “opportunity costs” of school attendance.

Private expenditure on education is low by international standards. The vast majority of pupils are enrolled in public schools, with only about 3% in private schools – one of the lowest percentages in Sub-Saharan Africa. A survey carried out in 2005 on household expenditure showed that education expenditure represents 0.6% of their income – six times less than the regional average of 3.8%. This survey described the nature of education expenditure per pupil at different levels. For primary education, the average private expenditure per year, including uniforms and school supplies, is only CFAF 2,707 (€ 4).

Table 8: Household expenditure per pupil per year (2006, in CFAF)

Variable	Category	Average expenditure
Gender	Boy	1,492
	Girl	4,586
Type of school	Public	1,474
	Private	34,984
Geographical setting	Rural	1,322
	Urban	8,427
Family income category	lower income (40%)	1,594
	intermediate income (40%)	3,944
	higher income (20%)	8,705
Average		2,707

Source: RESEN (*Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank*)

The level of private expenditure is quite low in public schools (about €2 Euro), and about the same amount in rural schools. There are significant differences by categories of income, the highest quintile spending 4-5 times more than the lowest ones. That may explain partly why statistics show that families overall are spending more for girls, in that high income families are more likely to send their girls to school than low income ones.

In the SOUTEBA project supported by the EC, an innovation called the APS (activités périscolaires, or extracurricular activities) has been set up, aimed at improving the contextualisation of school activities and enhancing life competencies of pupils. The project recruited 175 “compagnons éducateurs”, a type of assistant teachers, assigned to the 135 schools included in the project. These “compagnons éducateurs” were in charge of organising APS during two half days per week. It was understood that the compagnons éducateurs would be paid CFAF 12,000 per month. During the first year of the project, they were paid entirely from the project budget. During the subsequent years, their remuneration by the project was progressively reduced (75%, then 50%, and 25%), and at the end of the project, the remuneration was to be entirely supported by parents. In fact, parents have not kept to the plan, as they considered the cost to be too high, whatever the benefits of the APS. Today, the majority of compagnons have resigned, confirming the non-sustainability of the APS component.

It is clear that the willingness to pay for education is very limited in Niger, in particular among the two lowest quintiles of income, in which the majority of children not enrolled in schools are situated. Many observers believe that many families are still reluctant to send their children – especially girls – to school, and that the remaining 30% of children not attending school will be difficult to reach. The lack of demand for education is still a serious reason for not attending school.

One of the best ways of lowering parents' resistance to school enrolment is to limit as much as possible the direct costs of education, through a free public supply, where fees are eliminated, private tutoring unnecessary, and where school supplies are, as much as possible, provided by the school. Here again, budget support provided by the EC allowing the government to cover these costs is a pertinent approach.

#### 5.2.4 JC24: Provisions to enhance access to education by disadvantaged groups: the case of the inclusion of handicapped children in regular schools

During the period under investigation, the EC has not directly addressed disadvantaged groups for an obvious reason: in a country where two thirds of children do not attend primary school, the priority tends to be the general population, and not specifically the handicapped children. However, between 2008 and 2010 – i.e. outside the period under evaluation, the EC has supported a project aimed at improving the access of handicapped children to regular schools (EC support: €582,000). The project has been managed by an NGO, Handicap International, which had set up an office in Niger. The NGO has been the key promoter of the initiative, and has contacted the EU Delegation for financial support. The EUD had no specialist in the field, but initially assigned the staff member in charge of good governance for the follow up of the project. Subsequently, an education specialist was recruited. The project covered the five municipalities that compose the Niamey urban area, in which there are about 160,000 children aged from 3 to 12. The first activity of Handicap International involved carrying out a survey to identify the number of handicapped children and the type of handicap they suffer, and to analyse the possibilities of enrolling them in regular schools. The survey revealed that 4,568 school age handicapped children were living in Niamey, of which one-third have arm or leg handicaps, 16.3% vision, 14.3% hearing, 10.7% mental, 18.3% language, and 6.6% other handicaps.

Table 9: *Typology of handicaps in Niamey*

<i>Type of handicap</i>	<i>Number</i>	<i>%</i>
Arm and leg problems	1,789	33.8
Visual problems	865	16.3
Hearing problems	756	14.3
Mental problems	566	10.7
Language problems	969	18.3
Other problems	352	6.6
<b>Total</b>	<b>5,297</b>	<b>100</b>

*Source: Handicap International*

The survey subsequently estimated the proportion of handicapped children who could be enrolled in schools, taking into account the severity of the handicap. It appeared that about 80% were capable of attending schools, and that 60% were already enrolled. A further 20% of the handicapped children could be added to those already enrolled. The project implemented training sessions for headmasters and teachers (about 1,000) in order to sensitise them to the issues of inclusion of handicapped pupils, organised information campaigns for parents and sensitisation seminars for Ministry of Education staff, and funded 1,500 medical diagnoses. Overall, this led to an increase in the proportion of enrolled handicapped children from 60% to 66% in two years.

Until 2010, the project's most visible outcome has been the inclusion of about 300 additional handicapped children in Niamey's regular schools, at a cost of €1,150 per beneficiary<sup>10</sup>. It can be seen as a costly intervention, if compared with the annual cost of an able-bodied pupil in primary education (€50), or with the total cost of a full primary cycle of six years (€300). The EC has been the only external funding source for the project, apart from some contribution from Handicap International's own resources.

### **5.3 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

#### **5.3.1 JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary**

The huge efforts towards achieving the MDGs at the primary level have had negative consequences on the development of secondary education in Niger. The rate of access to lower secondary has increased at a modest pace of about 1% per year, from 17% in 2001-02 to 23.9% in 2008-09. However, the completion rate has not improved from 2003-04, remaining at the abysmally low level of 9%. Consequently, the GER in lower secondary education also remains stable at 16% from 2005-06. This is a low performance by regional standards, as shown in the following table, where Niger is ranked last among similar countries, and far below the regional average of 34.4%.

The situation is even worse at the senior secondary level, where the Niger GER of 3.4% is less than half that of Burkina Faso (7.1%), which has the second lowest ratio after Niger, and is just a fifth of the regional average of 15.5%. The senior secondary GER has not improved since 2003-04, and the overall situation in senior secondary education is clearly alarming.

Table 10: *Evolution of access, GER and completion rates (CR) in both lower secondary (LS) and senior secondary (SS) (in %)*

	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>
Access to LS	17.0	18.6	19.6	19.0	22.7	15.8	20.7	23.9
CR in LS	6.5	6.8	9.7	8.2	8.8	8.3	9.4	9.3
GER IN LS	10.3	11.3	13.4	14.5	16.1	15.6	16.1	16.6
Access to SS	1.8	2.7	3.8	4.3	5.5	1.7	3.1	3.6
CR in SS	3.4	2.1	2.4	2.8	3.2	3.4	3.5	2.6
GER in SS	2.6	3.0	3.4	4.0	4.6	3.8	3.6	3.4

*Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank)*

<sup>10</sup> Calculation based on amount spent until June 2009, the time of extraction of data from CRIS, i.e. € 345,402.

Table 11: GER in LS and SS in similar countries (most recent year available between 2004 and 2008)

Country	GER in lower secondary	GER in senior secondary
<b>Niger</b>	<b>16.6</b>	<b>3.4</b>
Benin	53.0	18.0
Burkina-Faso	19.4	7.1
Côte d'Ivoire	30.3	14.6
Guinea-Bissau	35.9	18.8
Mali	38.9	16.5
Mauritania	27.4	22.3
Senegal	31.7	12.2
Chad	18.8	9.6
Togo	53.9	20.5
Average	34.4	15.5

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank)

It should be noted that EC support has not taken general secondary education specifically into consideration, either in the form of projects or explicitly in indicators related to the GBS support. However, the EC has supported some TVET programmes not covered by the present evaluation.

### 5.3.2 JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)

Provision for developing secondary education has been extremely limited. Senior secondary education capacity has not increased in the period under investigation, which explains the low and declining GER at this level. Junior secondary education has been modestly developed, thanks mostly to local initiatives, whereby powerful politicians have been actively involved in setting up new junior secondary schools with local resources (most of the time "paillotes") in which available resources are below minimum standards.

The EC has not developed any specific support at the general secondary level

## 5.4 EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?

### 5.4.1 JC41: Availability of strategies and resources to enhance quality of learning and teaching

The concept of Whole School Development (WSD) has been utilised in education reform in some countries, such as Ghana, South Africa and Sri Lanka. In the Ghana monitoring report,<sup>11</sup> WSD is defined as a system based on three principles: decentralisation, management responsibilities shared by all local stakeholders, and child-centred learning. It could be argued that recent or ongoing reforms in Niger are following the same path, but have not yet completed the process. There have been some decentralisation measures, although still somewhat tentative; the COGES represent the Niger adaptation of a local management; and the ongoing reform of curricula is founded on the competency-based approach, which is one of the modalities for establishing child-centred learning.

The "percentage of non-salary expenditure" (I-412) fluctuates between 8% and 10%. No trend can be determined from this expenditure, which does not include expenditure of the projects of certain donors not involved in the common fund. The expenditure is clearly not sufficient, but the government is still giving priority to salaries. It had to face several strikes from teachers when salaries were delayed. It is interesting to note that salaries of contractual teachers are not included in the "salary" title of the budget classification, but under "subventions et transferts courants" (subventions and current transfers), which is presently the largest budget line in the education budget, having increased from 31.7% in 2003 to 54.6% in 2008. The GBS provided by the EC has been instrumental in supporting the salaries of contractual teachers. As mentioned in DG Development's "Revue à mi-parcours de 2004 Niger", "...10 M Euros d'aide budgétaire sectorielle éducation pour couvrir entre autres les salaires des enseignants contractuels...sur deux ans...".

<sup>11</sup> Akyepong, Kwame (2004): Whole School Development Ghana, EFA Monitoring Report Commissioned Study

Table 12: Percentage of Salary/non-salary expenditure (Unit: %)

	2003	2004	2005	2006	2007	2008
Salaries	58.6	54.6	47.5	49.0	44.2	37.6
Non-salary expenditure	9.6	8.4	10.6	8.3	10.4	7.9
Transfers and subsidies (including contractual teachers' remuneration)	31.7	37.1	41.9	42.7	45.4	54.6
Total	100	100	100	100	100	100

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank) (p52)

The pupil/teacher ratio (I-413) has not changed very much during the period under investigation. It has fluctuated around 40 pupils per teacher, which is precisely the suggested norm by the FTI framework. In the context of sub-Saharan Africa, it is close to the average, as many countries are still above this threshold.

However, there is still a large disparity among schools: 13% of schools have more than 60 pupils per teacher, while 50% have less than 40 pupils per teacher, and 38% have between 40 and 60 pupils per teacher.

Table 13: School, class and teacher-pupil ratios

Year	Schools	Classes	Teachers	Pupils	Pupils / School	Pupils / Class	Pupils / Teacher
1999-00	4,112	13,460	14,249	579,486	140.9	43.1	40.7
2000-01	4,904	15,065	15,668	656,589	133.9	43.6	41.9
2001-02	5,975	17,498	18,441	760,987	127.4	43.5	41.3
2002-03	6,770	19,496	20,553	857,592	126.7	44.0	41.7
2003-04	7,532	21,022	22,429	980,033	130.1	46.6	43.7
2004-05	8,301	23,382	24,091	1,064,056	128.2	45.5	44.2
2005-06	8,889	26,479	28,163	1,126,075	126.7	42.5	40.0
2006-07	9,490	28,879	31,131	1,235,065	130.1	42.8	39.7
2007-08	10,162	31,574	34,117	1,389,194	136.7	44.0	40.7
2008-09	11,609	36,178	40,021	1,554,270	133.9	43.0	38.8

Source: MEN/Annuaire des Statistiques de l'Education de Base

The pupil-classroom ratio (I-414) is slightly above pupil-teacher ratio. It increased slightly from 43 to 46 during the first half of the period under investigation, and subsequently returned to its initial value of 43 in 2008-09. This means that the number of classrooms is increasing more or less at the same pace as that of the increase of teachers, with a permanent shortage of classrooms of about 7%-8%. The number of new classrooms built with the investment budget of the Ministry of Education is lower than the number required by the PDDE, but local communities are compensating for the deficit by erecting "paillotes" when a new teacher is assigned.

The number of pupils per school initially declined from 141 to 126, but started to recover in recent years, with 134 pupils per school in 2008-09. This is a relatively low level, in the sense that it is not enough to justify that all schools be complete schools with six grades. It would generate a pupil-teacher ratio of 23, which is far below the actual ratio of 40. Some schools are incomplete because they have opened too recently to have developed the six grades, and some because they are located in areas where the school age population is too low for setting up a complete school. There are 32.9% of schools in which at least 40% of grades are provided in multi-grade classes, which merge at least two grades in the same class. It is not necessarily a handicap in terms of quality, if teachers are properly trained to manage such classes. It is, however, a risk of lower performances.

The ratios concerning the number of classrooms and schools can be considered satisfactory; in a period of rapid expansion of primary education, no significant deterioration can be observed. These trends have been accompanied by EC support through GBS.

#### 5.4.2 JC42: Quality-related efficiency measures

Dropout rates (I-421) have not declined during the period under investigation. They are in the range of 18% for the whole cycle, meaning that when 100 pupils enrol in grade 1, only 82% reach the sixth grade.

Repetition rates (I-422) were already comparatively low at the beginning of the period, with 7.3% per year on average. They have slightly declined during the period, to 5% on average per year. They tend to be close to those of anglophone countries in Sub-Saharan Africa, and significantly below those of

most francophone countries. Grade 6 is characterised by a higher rate – 29% in 2002, and still 19% in 2008. This is related to the fact that pupils who fail to pass the final exam tend to repeat, hoping to improve their chances of having access to junior secondary.

The decline of repetition cannot be interpreted as a signal of improved performances in terms of cognitive achievement. It is the outcome of a voluntary policy implemented by the Ministry of Education, based on the assumption that repetition generates limited benefits for a cost that is not negligible. Repetition is not a cost-effective policy. This view is shared by the donor community, and is even part of the FTI package. The EC contribution to the decline cannot be evaluated, and the same applies to other donors' contributions.

Table 14: Evolution of repetition rates in primary education (unit: %)

Grade	2002-03	2005-06	2008-09
Average repetition rate	7.3	4.9	5.0
GRADE 1	0.8	0.1	0.1
GRADE 2	4.4	2.4	3.0
GRADE 3	6.6	3.3	4.0
GRADE 4	7.3	4.5	4.7
GRADE 5	9.4	6.1	6.9
GRADE 6	29.3	18.0	19.0

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank) p86

The situation is much different in secondary education. Repetition rates are quite high, irregular and on the increase during the recent period. In junior secondary, the average repetition rate is equal to 22% per grade, with a peak in grade 10 at 44%, generated by the willingness of pupils to have a second try at passing the final junior secondary exam, the BEPC. In senior secondary, it is even worse, with a repetition rate of 26.1% on average per grade, peaking at 59.7% in the last grade for the year 2008. Here again, it is linked to the low pass rate for the baccalaureate, and students are repeating to having a second chance. Such bad performances are quite surprising, given the severe selection process for entering senior secondary, which has a transition rate below 5% of a given cohort. These alarming performances illustrate the deteriorated operating conditions of secondary education in Niger, in view of the priority given to primary education. During the period of investigation, there have been competing priorities, to the detriment of secondary education. EC support through GBS has not successfully contributed to avoiding such an unfortunate outcome.

In addition, some PDDE indicators have reached disappointing values, far below expectations. The PCR in primary has reached 39%, instead of 59%, the gender gap has hardly improved, and the amount of resources allocated to quality inputs has remained at a low level (11.7% of expenditure). The strategy for the initial and in-service training of teachers was not based on a clear vision.

Table 15 Evolution of repetition rates in secondary education (unit: %)

Grade	2002-03	2005-06	2008-09
GRADE 7	18.6	25.6	14.5
GRADE 8	13.9	17.7	17.5
GRADE 9	16.7	17.3	23.9
GRADE 10	45.1	47.8	44.0
Average junior secondary	22.1	19.1	22.1
GRADE 11	7.7	34.7	8.7
GRADE 12	12.1	11.4	0.2
GRADE 13	44.9	36.1	59.7
Average senior secondary	23.6	13.7	26.1

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank)

#### 5.4.3 JC43: Qualifications and competencies of teachers enhanced

The PDDE policy aimed at accelerating the pace of access to the education for all objectives, with the support of donors, has introduced a new approach to teacher recruitment. The sustainability of the EFA policy was not compatible with the former level of teacher remuneration (see also section 3).<sup>12</sup>

<sup>12</sup> The share of GDP dedicated to the remuneration of primary teachers is generally between 1% and 2%. In Niger, this share is already close to the high side by international standards, with contractual teachers costing 5 to 6



Consequently, from 2001 to 2008, there have been 29,000 contractual teachers trained in TTCs (I-431). The training lasted one year (two years since 2008-09). The majority of them have been recruited by the MEBA as teachers; of the 33,175 teachers in primary education in 2008, 23,782 are contractual teachers (72%). The number of civil servants is declining, because some are leaving the profession through “natural wastage” (death, retirement, etc) and no new civil servants are being recruited as replacements. Teaching staff are, therefore, quite young on average, with 11 years of initial educational training (six years of primary school, four years of junior secondary, and one year of TTC). This is three years less than previous civil servants, and six years less than most common international standards.

In-service teacher training is organised in the same TTCs as those dedicated to initial training. During the period under investigation, 1,300 teachers have been exposed to some in-service teacher training, which can be seen as a modest participation level (4% of the teaching staff involved) but can be explained by the fact that the majority of teachers have been only recently recruited.

The EC SOUTEBA project has supported the upgrading of three TTCs, at Dosso, Tillaberry, and Tahoua in the pilot regions covered by the project. This intervention has included the physical rehabilitation of the facilities, equipment of the facilities, and the retraining of trainers, but has concentrated its efforts on the training of teachers to be assigned in bilingual schools. As only 5% of public schools are bilingual, and as the TTCs concerned are addressing the needs of four out of the 10 national languages to be utilised in bilingual schools, the impact of SOUTEBA does not cover more than 2% of existing schools in the country.

With regard to the capacity of contractual teachers to perform better than previous civil servants, surveys measuring pupils’ competencies, such as PASEC, show that the influx of new teachers has generated a negative effect. Their pupils have an average score four points below that of pupils taught by the former civil servants (RESEN p. 105), other factors being constant. It is the highest negative factor among all other factors affecting pupils’ competencies. It is marginally explained by the fact that contractual teachers have less experience than civil servants, having been only recently recruited (minus 0.3 point), but the bulk of the decline is linked to the lower qualification of contractual teachers.

It is clear that Niger’s education policy has given a higher priority to quantitative development, in line with the MDGs, at the expense of the objective of improved quality. The only way to achieve the MDGs, given the budgetary constraints of the country, was the reduction of unit costs, and the contractual teacher policy was developed for reducing unit costs. While the origin of this policy might be more on the donor side than on the country’s side, Niger has accepted this policy because it was a condition for receiving a significantly higher contribution from donors, which has been the case with the fast track initiative. The EC has apparently supported the donors’ point of view, insofar as no EC document available to the evaluation team reflects elaborated opposing views regarding this policy.

#### **5.4.4 JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities**

In Niger, 83% of the population lives in rural areas. For the 17% residing in cities, the GER was already high before the launching of the PDDE. The main objective of the PDDE was, therefore, the supply of schools in rural areas. Some rural areas are more remote than others, but there is no reason to give a higher priority to children living in the most remote areas than to those living in less remote ones. Unit costs tend to be lower in the latter, and the benefits for the country are higher when the additional new schools accommodate the highest number of children (I-441)

Regarding the issue of Incentive schemes for teachers in remote and disadvantaged areas (I-442), Niger has not yet developed a strategy for providing specific incentives to teachers assigned to such areas. In fact, given the pace of implementation of the PDDE, the country has not yet faced a serious problem in recruiting teachers assigned to the new schools.

On the issue of mother tongue education (I-443), Niger started the introduction of mother tongues in the 1970s on an experimental basis. The SOUTEBA project has given some acceleration to this policy, by developing didactic material for four of the 10 mother tongues, and by training teachers for these schools. Presently, more than 1,000 schools are involved in the scheme, out of a total of 12,000. An action plan has been developed for introducing this scheme throughout the country, but it has not yet been validated by the government.

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times the GDP per capita. With previous salaries of civil servants, the cost per teacher was around 15 times the GDP per capita. That would entail a share of the GDP for supporting primary teachers in the range of 5% of the GDP. Such a level is not sustainable.

## 5.5 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?

### 5.5.1 JC51: Literacy and numeracy enhanced and JC52: Improved core learning achievements

Niger has one of the lowest literacy rates of the adult population in the world. Only 13.6% of the population above the age 15 was literate in 2000. The rate increased to 15.3% in 2002, 17.6% in 2005, and 28.2% in 2009. However, there is a huge difference between genders, with a female rate of 15.1% compared with a male ratio of 42.9%.

Quality of education, as measured by pupils' competencies, is on the decline. Innovations presented above have been applied in too few schools to have an impact on the average scores of pupils. The large majority of pupils have not been exposed to innovations. With regard to the impact of GBS on quality, it is difficult to detect obvious links, as EC GBS was mostly justified by the necessity to support the salaries of new contractual teachers. As performances of contractual teachers tend to be lower than those of former civil servants, it is quite unlikely that GBS has contributed to quality improvements. It is accurate to say that during the period under investigation, the PCR has improved, but this improvement is not associated with an improvement of pupils' cognitive competencies.

Niger has participated in two international surveys measuring pupils' cognitive competencies – PASEC (in 2002), which has been applied to francophone West African countries, and MLA (MLA1 for grade 4 pupils in 2000 and MLA2 for grade 8 pupils in 2003), a UNESCO initiative that has been carried out in a significant number of Sub-Saharan African countries, not limited to francophone countries. Both are "one-shot" exercises, and both provide similar results for pupils of Niger in mathematics and French. From these two surveys, one can appreciate the relative position of Niger with respect to similar countries, but not the evolution of pupils' performances over time.

Unlike PISA or TIMSS surveys, PASEC is not standardised for presenting average scores based on the average of all participating countries. In PISA and TIMSS, the scores are adjusted in such a way that the average score of a country can be interpreted as higher or lower than the average of all participating countries, which implies that some countries have a score above the average of the whole set of countries, and some below. In the following table, all countries that participated in PASEC are below the average, because the results have not been adjusted. The best performing is Cameroon, followed by Côte d'Ivoire, Gabon, and Burkina Faso. Niger is penultimate, and only Mauritanian pupils perform at a lower level than those of Niger.

These surveys indicate that the level of pupils' performances in Niger is very low by international standards, but cannot be used for evaluating the evolution of the scores.

Table 16 Average score in Maths and French in the PASEC surveys (Different years between 2001 and 2005)

Country	Average score in Maths/French (max: 100)
Cameroon	46.1
Côte d'Ivoire	46.0
Gabon	45.8
Burkina Faso	45.6
Madagascar	44.7
Togo	43.8
Guinea	41.9
Senegal	36.0
Mali	33.9
Chad	30.9
Benin	30.4
<b>Niger (2002)</b>	<b>25.4</b>
Mauritania	19.7
Average score	37.7

Sources: PASEC and RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank)

This can be derived from a survey called EDS (Enquête démographique et de santé), in which the reading ability of participants (a representative sample of adults in participating countries) is tested. In

the case of Niger, it is therefore possible to compare the reading capacity of adults of different ages who attended school for six years.

When comparing Niger with the regional average, a number of observations can be made. In the region as a whole, the average score is 59 for the age category 15-24, 58.9 for the age category 25-34, and 62.3 for the age category 35-44. The differences between age groups are minor, but the situation in Niger is quite different. The scores are much lower: less than half the regional average for the youngest age group, and 50% lower for the oldest age group. But the most interesting conclusion is the fact that the younger the participants, the lower the scores. This result can be interpreted as a declining trend in the level of reading competencies of primary school leavers in the country.

The conclusions to draw from the quality of education are quite pessimistic: the scores of Niger are among the lowest in international comparisons, and they are still declining.

Table 17: Reading scores by categories of age (2006)

Country	Age category		
	15-24	25-34	35-44
Niger	26.1	36.8	41.2
Regional average	59.0	58.9	62.3

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2009 draft version World Bank)

As stated above, the GBS has not been focusing on quality inputs, but on quantitative development of primary education. The SOUTEBA project has promoted innovations aimed at improving quality, with mixed results. An evaluation carried out in 2008<sup>13</sup> showed that although reading competencies at the end of the first grade of bilingual schools are better than in regular schools using French from the first grade, the problem of the transition to French has not yet been solved. French becomes the language of instruction from grade 4, and competencies in French are far below expected levels. The study concludes that the general introduction of bilingual schools should be delayed as long as pupils do not perform better during the transition to French (see section 7.6.1).

## 5.6 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?

### 5.6.1 JC61: Sound pro-poor sector policy framework in place

The PDDE has an obvious first priority: education for all at the primary level. There are three main factors explaining the variability of likelihood to be enrolled in primary schools: gender, urban versus rural setting, and income. The table below depicts the relative chances of going to school when these factors are taken into account. For example, for primary education, a boy has a 1.41 greater chance of being enrolled than a girl. If a child lives in an urban area, it has a 1.54 greater chance of going to school than a child living in a rural area. And if the child is from a family in the two richest quintiles, it has a 1.13 greater chance of being enrolled than a child from a family within either of the two poorest quintiles. For access to primary education, gender and urban issues are discriminating factors more significant than poverty.

Table 18 Relative chances of access to different levels of education with respect to gender, income and rural/urban

	Primary	Junior secondary	Senior secondary	TVET	Higher education
Boys versus girls	1.41	1.60	2.75	1.11	2.99
Urban/rural	1.54	6.23	10.92	31.36	37.60
2 richest quintiles versus 2 poorest	1.13	3.95	7.03	9.89	20.82

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank)

Since 2005, an MTEF (Cadre de Dépenses à Moyen Terme - CDMT) exists for the Ministry of Basic Education, covering the period 2005-2007 (I-612). It was considered as having a low operational value, insofar as non-salary expenditure (badly needed) was on the decline. It has been developed with respect to PDDE implementation, which depends very much on donors' contributions. Given the fact that, since 2006, the predictability of donors' disbursements has deteriorated, the value of the CDMT as a middle-term programming instrument is limited. It is surprising to observe that it is rarely mentioned in most policy documents related to education. The management of public finance by the

<sup>13</sup> République du Niger (2008): Rapport d'évaluation des écoles soutenues par SOUTEBA, Mai 2008

Ministry of Economy and Finance is currently based on the PEMFAR approach, which has become the principal instrument for the reform of public finance management.

It is interesting to compare the budget estimates of the 2006-08 CDMT with actual expenditures for the same years for primary education. This CDMT was produced in late 2005, and its capacity to anticipate actual expenditure two and three years in advance was quite limited, as personnel costs were overestimated by 18.1% in 2007 and underestimated by 21.4% in 2008. For both years, the total budget was overestimated by, respectively, 39.8% and 36.3%. Goods and services were overestimated by 70.2% in 2007 and by 55.6% in 2008. Finally, investment expenditures were similarly overestimated, by 51.6% in 2007 and by 81.7% in 2008. One might assume that the CDMT is aimed at showing a high level of needs in order to generate higher commitments from donors, but this possible expectation was not met. The usefulness of CDMTs with such a low predictive value can legitimately be questioned.

Table 19: CDMT estimates and actual expenditure for the years 2007 and 2008

	CDMT	Actual	Difference (%)
<b>2007</b>			
Personnel	35.9	29.4	-18.1%
Goods and services	15.1	4.5	-70.2%
Investment	38.4	18.6	-51.6%
<b>Total</b>	<b>89.4</b>	<b>52.5</b>	<b>-39.8%</b>
<b>2008</b>			
Personnel	38.7	47.0	+21.4
Goods and services	15.1	6.7	-55.6
Investment	42.6	7.8	-81.7
<b>Total</b>	<b>96.4</b>	<b>61.5</b>	<b>-36.3</b>

Source: RESEN (Rapport d'Etat sur le Système Educatif National, 2010 draft version World Bank) and authors' estimates

It should also be mentioned that there are no specific bonuses for teachers assigned to "hardship" posts (I-613). Several stakeholders met by the evaluation team mentioned the reluctance of teachers to be assigned to remote locations. Their preferences are for assignments close to the "goudron", meaning that they want to be assigned to a school not far from an asphalted road.

### 5.6.2 JC62: Resource allocations in line with education sector requirements

The education budget has increased rapidly during the period, especially after the start of PDDE's implementation and FTI endorsement. The recurrent budget has been multiplied by two between 2003 and 2008, while the investment budget was multiplied by about five. Each year, 800 primary schools were built. As a share of the GDP, education expenditure has also significantly increased, from 2.78% in 2001 to 3.65% in 2008. The FTI indicative framework recommends that public education expenditure be no less than 3% of GDP, which was the case before the FTI endorsement, but not afterwards. In this context, it should be mentioned that, with the PDDE, the major challenge for Niger was the recruitment of large contingents of new teachers, generating additional recurrent costs every year and implying a yearly growth of the education budget higher than that of domestic fiscal revenues.

Table 20: Evolution of public expenditure on education (in billion CFAF)

	2001	2002	2003	2004	2005	2006	2007	2008
Recurrent education expenditure	34.3	40.8	39.4	42.9	50.1	52.9	56.8	80.1
Investment education expenditure	2.6	7.7	9.5	14.4	11.6	14.9	19.3	8.5
Total	36.9	48.5	48.9	57.3	61.7	67.8	76.1	88.6
GDP	1,3294	1,439.5	1,534.3	1,530.4	1,777.0	1,906.8	2,035.4	2,426.8
Share of education in GDP (%)	2.78	3.37	3.19	3.74	3.47	3.56	3.74	3.65

Source/ RESEN and authors' estimates

With regard to the share of primary education, which is the main priority of PDDE, it has reached an exceptionally high level of 69% – one of the highest shares in the world. Here again, the FTI indicative framework recommends that 50% of public education expenditure in endorsed countries be dedicated to primary education, and Niger is far above the requirements. Undoubtedly, the level of resources mobilised for achieving the MDGs indicate that Niger's commitment is serious, and in tune with the expectations of the donor community.

Table 21: Budget share of each ministry of education ??department/directorate (in billion CFAF)

	2007		2008	
	Billion CFAF	%	Billion CFAF	%
Primary education	52.6	69.1	61.5	69.3
Secondary and higher education	22.1	29.0	25.2	28.4
TVET	1.4	1.8	2	2.3
<b>Total</b>	<b>76.1</b>	<b>100.0</b>	<b>88.7</b>	<b>100.0</b>

Source: RESEN and authors' estimates

### 5.6.3 JC63: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform

The first municipal elections took place in 2004. The transfer of competencies to municipalities has started in three domains: health, education and water supply. However, concerning budget appropriations, municipalities are still dependent upon the central budget, as local fiscal resources are quite limited (I-631).

As stated earlier, civil service reform in education has generated a progressive reduction of civil servants in favour of contractual teachers, who are paid less than teachers who are civil servants (I-632).

With regard to financial management systems, the Ministry of Finance is implementing the rules elaborated by the PEMFAR, but the level of execution is still unsatisfactory, especially in education. On the other hand, the level of predictability of donors' contribution remains weak, with delays regularly observed due to the incomplete production by the ministry of required documents.

### 5.6.4 JC64: Increased capacity for addressing education reform and management issues

The management capacity of education remains weak in the Ministry of Education. The majority of important management decisions are taken at the level of the Secretary General, and not at the level of relevant directorates. This situation results in constant bottlenecks due to the excessive workload borne by the Secretary General. At the decentralised level, each of the three ministries of education has a regional directorate in which the management capacity is similarly limited.

The PDDE had planned a component dedicated to institutional strengthening for the period 2003-2007. According to the 2009 joint review, this component has not led to any significant improvement.

The donor community, including the EC, is willing to provide technical assistance to ministries, in particular ministries of education and finance, but there is little action from the Niger side to make the appropriate requests for such assistance. In addition, recent political instability has further weakened the management capacity of the ministries.

School maps may constitute an important tool for the sound development of education supply. However, the EC-supported project (2001 to 2006, €1.3 million) produced disappointing results. The project was intended to enhance the capacity of the education authorities, at both the central and regional levels, to identify the most appropriate locations for building new schools for primary and lower secondary education. The project set up a project implementation unit (PIU), which was supposed to provide technical and logistical support to the existing school map unit in the Ministry of Education. In order to facilitate synergies between the PIU and the ministry's administrative unit, both have been located in the same building. But the working conditions of the two units were too different to allow a fruitful cooperation. In the PIU, salaries were significantly higher for similar responsibilities. PIU's staff had access to vehicles, gas, appropriate maintenance of vehicles, computers, office supplies, travel costs and per diem, while in the ministry's unit, none of these resources were available. The ministry's staff decided not to co-operate.

The PIU has funded training programmes in the country and abroad to qualify school map staff in the domain, but, most trained staff have gradually moved to other positions, either in the ministry itself or preferably in local NGOs or local offices of international organisations. At the end of the project, all trained staff had left the relevant unit. It is acknowledged by its present staff that the unit's capacity is now weaker than was the case before the project.

Although some improvements can be observed in the Ministry of Education's efforts related to collecting data and to preparing statistical yearbooks, the capacity for providing the relevant documentation to development partners, as required by joint reviews, is still below the minimum requirements. This

had the consequence of delaying the disbursement of budget support (see below EQ9), thus contributing to worsening the working of the education system, as expected resources could not be mobilised for implementing badly-needed components.

## **5.7 EQ7-transparency: To what extent has EC support to education helped strengthen transparency and accountability of the management of education service delivery?**

### **5.7.1 JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level**

With regard to transparency, the MEBA affair highlighted the mismanagement of the common fund set up by a pool of donors in the framework of sector budget support, and also the capacity of the country to take appropriate action to solve this kind of problem.

The EC has never been directly involved in the management of the common fund, as its special contribution to FTI was included in its GBS. The management of the Catalytic Fund, initially included in the common fund, is now in the hands of the World Bank. The EC, therefore, has not been in the position to convince a majority of donors of the need for a more co-ordinated approach.

Since the MEBA affair, new procedures for the utilisation of the common fund have been set up, with the adoption of a new "lettre d'entente" and a new guide. As indicated above in EQ1, there are diverging points of view among donors concerning the capacity of Niger to manage properly donors' funding through national procedures. Although audit reports tend to show some minor irregularities, these irregularities do not necessarily mean mismanagement, but rather a deficit in terms of capacity.

The implementation guide ("guide d'exécution")<sup>14</sup> provides detailed regulations for the management of the common fund. It is based at the Treasury, and the sole authorised person for disbursements is the head of the Treasury. There are two annual meetings for the follow-up of the fund: the joint review in June/July and the so-called co-ordination workshop ("atelier de concertation") in September.

The joint review should be prepared by the Ministry of Education, which is expected to produce a certain number of documents to be distributed to donors two weeks before the meeting, namely:

- An updated CDMT
- A yearly report describing the execution of the budget of the previous year, the detailed plan for the ongoing year, and the forecast budget for the first six months of the following year
- An audit report for the utilisation of the common fund for the previous year
- Reports on public expenditure reviews, when available
- Reports on institutional strengthening
- Report of the "Comité Technique de Suivi de la Gestion des Appuis Budgétaires" (CTSGAB) concerning the Common Fund budget lines at all stages of the public expenditure process – namely, commitment, payment orders and disbursement
- An analysis of the evolution of indicators linked to the impact of the PDDE

During recent joint reviews, in particular in 2009, some documents were missing, in particular audit reports, and the absence of the documents led to the suspension of disbursement of donor contributions to the common fund, as well as resulting in the non-disbursement of part of variable tranches of EC GBS support. Local representatives of donors do not suspect that the documents which are missing could reveal, if available, irregularities generating embarrassment from the Nigerien side. They rather tend to think that there is a lack of commitment for producing these documents on time. However, the opinion of the Nigerien officers is slightly different. They claim that these requirements are too demanding, given their limited capacity in terms of experienced staff

The co-ordination workshop is mostly dedicated to the finalisation of the education budget for the following year with donors represented locally. It also has to validate the following year's PDDE implementation plan.

The implementation guide includes annexes with an updating of education indicators. In this annex, the PDDE has been extended to 2015 to coincide with the MDGs deadline. It is interesting to note that

<sup>14</sup> Ministère de l'Éducation Nationale, « Guide d'exécution du Fonds commun d'appui au programme décennal de développement de l'éducation (PDDE) » 19 septembre 2008

the objective for the access to the first year of primary education is 100% from 2012, and the GER in primary education is 98% in 2015. It assumes, therefore, that Niger will be able to achieve the MDGs in the education sector, which is highly unlikely, given that recent data tends to show a deceleration of the increasing pace of most indicators. It is highly optimistic on the quality side, as the percentage of pupils reaching the desired level of competency in mathematics and French is supposed to increase from the 28% observed in 2008 to 80% in 2015.

With regard to procurement systems (I-714), the new guide for the management of the common fund is aimed at reducing the incidence of misprocurement in the education system. It was its primary objective, in order to avoid a second "MEBA affair". Since its validation, donors involved in the transfer of funds to the common fund have not been able to disburse, due to missing documentation. Some donors fear that they will not be in a position to make disbursements prior to the disbursement deadline imposed by donors' internal regulations, which implies that the money will be lost by Niger. It is too early to evaluate the impact of the new procedures on accountability and transparency, but there is a considerable risk that disbursements will not be made on time, or will not be made at all.

Teacher absenteeism (I-716) is an important issue. According to PASEC data, about 30% of teachers are absent for more than 18 days per year. The impact of absenteeism on pupils' performances is quite significant (minus 8 points when teachers are absent for more than a month). There is no data on the evolution of absenteeism that could be addressed with EC support during the period under investigation. However, it is widely perceived by numerous Nigerien stakeholders that part of teacher absenteeism is related to delays in the payment of salaries, and one can presume that GBS has helped to reduce absenteeism, as GBS is reducing recurrent shortages of money at the budget level.

### **5.7.2 JC72: Strengthened role and involvement of non-state actors, civil society and local government in education sector management processes**

School management relies on a newly-created committees called COGES (Comité de Gestion). They were set up through an Decree dated May 6, 2002, and consist of the headmaster, three representatives of teachers, three representatives of the parents' association, three representatives of pupils, one representative of traditional authorities, one representative of non-teaching staff, one representative of the women's association, and one representative of NGOs operating in the education sector. The COGES have been supported in particular in the SOUTEBA project, in the 135 schools supported by the project.

COGES have begun to be organised in primary schools, but it is too early to comment on their effectiveness. In the SOUTEBA project, they have not been able to generate additional resources for supporting the "compagnons éducateurs" created by the project, due to the strong reluctance of parents in Niger to pay (I721-I723).

As for public scrutiny mechanisms and the role of civil society in education (I-724), there are many national NGOs active in the education sector in Niger. Forty-two of them have set up a common organisation called ROSEN (Réseau des Organisations du Secteur Educatif au Niger). The president of ROSEN is a member of the FTI Committee, which holds a yearly meeting in Niamey, and a distance conference every quarter. ROSEN complains that the FTI process has stalled, and is lobbying to lift the suspension of the common fund after the military coup, which is supported by ROSEN. It is interesting to note that, on the donor side, it is claimed that delays in disbursements for the common fund are linked to the fact that some required documents are missing, while on the side of both the Niger government and civil society, it is believed that it is an unfair political sanction.

ROSEN claims that it is not aware of the specific contribution of the EC to the education sector, and thinks that, in general, civil society in Niger does not know about the EC interventions in the sector. Civil society is better informed concerning the role of the World Bank, which goes back to the period of structural adjustment.

There is also a "Comité National de Suivi de l'EPT" (National monitoring committee of EFA), of which ROSEN is a member. This committee has a quarterly meeting with the Secretary General of the MEBA, but ROSEN does not give a high rating to the quality of these meetings.

Although ROSEN claims that it is not aware of EC interventions, it has a negative view of the SOUTEBA project. According to the president of ROSEN, the innovations supported by SOUTEBA were not "realist", in particular the "compagnons éducateurs", supposed to be paid by parents. Concerning bilingualism, ROSEN has not developed a consensual view. Some ROSEN members support the approach, and some others do not.

### **5.7.3 JC73: Strengthened staff competencies related to accountability issues**

Among the three objectives of the PDDE, the one related to the strengthening of institutional capacity of the relevant ministries has not been achieved satisfactorily. The Secretary General is still playing the leading role, and the involvement of technical directorates remains minimal (I-731).

As stated above, there is a yearly joint review during which the implementation of the PDDE for the past year is scrutinised, and the next year plan approved. This review includes a budget analysis, as well as non-budgetary components of PDDE support – in particular, projects carried out by donors not participating to the common fund (I-732). Since the MEBA affair in 2006, some disbursements have been postponed, and the rate of execution of the PDDE has been slowing down. The documentation to be provided by the government has been increased, and the proportion of missing information has also increased, leading to a level of dissatisfaction among donors.

Annual Work Plans and Budgets are monitored under the annual joint review. MTEF is supposed to be available, but, as mentioned above, it has a low predictive value. The following year's budget is barely predictable, hence the budget for the three following years. For instance, for the 2010 budget, it was initially forecast that the common fund would provide CFAF 5 billion. But in early 2010, a "loi rectificative" has been issued by the Ministry of Economy and Finance erasing this sum of money, because Niger was not any longer sure that disbursements would effectively take place. Some donors tend to share this view (I-733).

### **5.7.4 JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries**

The percentage of EC aid disbursement to education released according to agreed schedules in annual or multi-year frameworks is low (I-741). Projects such as SOUTEBA or Carte scolaire have been delayed by several years. In fact, the SOUTEBA project was implemented so late that its core activities were not any longer aligned with the new national education strategy. Concerning GBS, the proportion of disbursements that is delayed is quite significant (see below).

Given the remarks presented above, the degree of alignment of EC programming and financial cycle to the partner country's fiscal cycle is weak (I-742).

## **5.8 EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

### **5.8.1 JC81: Donor co-ordination mechanisms are in place or being set up with the EC providing value added**

According to the 2008-2013 CSP, there is no formal agreement between donors active in Niger for the implementation of the Paris Declaration. Since 2003, there has been a donor/government committee in charge of monitoring the Poverty Reduction Strategy, but it has unfortunately never played an active role. However, in some sectors, such as health, education, rural development, water supply and food security, the level of co-ordination is higher, and sometimes excellent, as is the case with rural development. Concerning education, the co-ordination takes place within the framework of the PDDE's implementation, with its yearly joint review.

The majority of donors are supporting education through projects utilising donor procedures. This entails higher transactions costs. There is no available estimate of the scope of these transaction costs.

On the whole, the EC has not played a significant role in the co-ordination of donors related to education, including Member States. This, to a great extent, is due to the fact that within the GBS, few other donors are active with a focus on education. Moreover, the project approach taken in the early years under evaluation was not geared towards co-ordination with other donors. The EUD has not taken the lead in the support to education during the period under investigation, and does not plan to do so in the foreseeable future (I-813).

EC programme documents usually list the interventions of other donors in the education sector. Each intervention refers to some PDDE components, but it should be borne in mind that, during the past five years, the implementation of the PDDEs is far behind schedule. The result is that only part of the PDDE is effectively implemented, and there is no serious attempt to check whether the activities that are actually implemented maintain a high level of coherence.



### **5.8.2 JC82: Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector**

When the SOUTEBA project was identified, it was partly inspired by GTZ support to the utilisation of mother languages in education. In fact, SOUTEBA can be seen as the continuation of a previous GTZ project. Other EU MS have not been actively supportive of this approach – in particular France, a long-term active donor, which has more experience in using French as the language of instruction. With the PDDE, the emphasis on quantitative development has placed the issue of the languages of instruction at a lower priority, among both the donor community and the Niger authorities. As a consequence, the EC project became de facto marginalised. No other donor is currently actively involved in projects promoting bilingualism.

From the start of the FTI approach, the EC has contributed to the catalytic fund. When Niger was endorsed by FTI, one of the first countries to be included in the scheme, the catalytic fund was mobilised, and the EC became a member of the FTI committee as a consequence of its contribution to the catalytic fund. The EC has supported the idea that the catalytic fund should be included in the common fund using national procedures. When the World Bank decided to manage the catalytic fund as a project using World Bank procedures, one might assume that it was not the preferred approach of the EC, although no official position on this shift in procedures was issued (I-823).

### **5.8.3 JC83: Level of synergy between EC-supported trust funds and banks and EC support at country level**

As stated above, the contribution of the EC to FTI through the catalytic fund was intended to help achieve the MDGs, and the GBS is dedicated to similar objectives. There exists full complementarity between both channels of interventions.

## **5.9 EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

### **5.9.1 JC91: Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)**

The discussion around the pertinence of aid modalities has been somewhat elliptic. The main reason for having GBS as the main modality is likely to be found in the fact that the EC was actively involved in GBS from the period of structural adjustment, in the mid-1990s, and was satisfied with this modality at that time. But the EC could also have been active in the common fund, which has a sector budget support approach, and could have played a more active role through this channel, as donors active in the common fund have different views. The EC could have argued in favour of a higher level of consensus regarding sector budget support (I-911). However, this would have required staff in the EUD to be more experienced in education.

As the EC was ready for GBS, there was no incentive for the government to argue for a change in favour of SBS or projects – for example, in the formulation and negotiation of CSP (I-912). It should be noted that, from the government point of view, the level of flexibility with GBS is, in principle, higher than for other modalities. With SBS, there is no other avenue than using the funds for the education sector, while with GBS, the government has more autonomy in the budget allocations.

As the bulk of EC support is through GBS, the percentage of EC education aid that uses partner country procurement systems (I-913) is high, and is on the rise, as projects tend to disappear.

### **5.9.2 JC92: Contribution of EC GBS and SBS to policy-based resource allocations and pro-poor objectives in the education sector**

The table below provides the expected values of indicators set up for the release of variable tranches linked to education in PPARP 1 (I-921):

- The first indicator concerns the average number of pupils per “table-banc” in the country. It used to be equal to four in 2003, and was expected to be reduced to 3.7 in 2006. Actually, the number has increased to 4.2 in 2005, although it was reduced to 3.8 in 2008, slightly above the expected value. One can assume that the government took action just in time to obtain a more acceptable level before the decision concerning the variable tranche of 2006.
- The second indicator is the GER for primary education. It was equal to 45.4% in 2003 and was supposed to increase to 57% in 2006. Actually, the 2006 value was only 54%, three points be-

low the expected level, but one should note that the starting value was incorrect (45.4%, and not 48%). The gap of three percentage points observed in 2006 was, therefore, already observable in 2003.

- The third indicator is related to gender parity, which is a great concern in Niger. Here again, the objectives have not been met, as the GER for girls was equal to 44% in 2006 against an expected ratio of 49% (minus 5%). However, the starting value was not 40%, but only 36.5%, which implies that the indicator has actually increased by 7.5% instead of 9%, which is 1.5% less than what was expected.
- The fourth indicator is the GER in rural areas. It was expected that this rate would grow from 43% to 54% \_ that is, 3.7 additional percentage points every year. In fact, it has increased from 42.6% to 52%, a total of 9.4 points, or 3.1% per year.
- The fifth indicator, the PCR, is related to performances. It was expected to grow from 34% to 43%. But there was a significant overestimation of the 2003 value, 34%, whereas the actual PCR was only 24.7%. The expected increase of 9% has actually been higher, with 15%.

The utilisation of erroneous data for the starting year has led to levels of achievement below expectations in 2006, while, for some indicators, the improvements have been higher than expected. Data has been taken from the PDDE, which, on the whole, tend to be overambitious for the purpose of attracting the highest possible level of external support. As the actual support is lower, the indicators tend to be below the expectations. The consequence is that variable tranches tend to be reduced, which has the unfortunate outcome of reducing further external funding. The EC fixed tranche of 2007 was not disbursed, and the variable tranche of the programme was disbursed only partially (37%).

Table 22: PPARP (2003-2006): Expected values of indicators and observed performances

Objectifs par rapport à la performance	2003		2004		2005		2006	
	Obj.	Perf.	Obj.	Perf.	Obj.	Perf.	Obj.	Perf.
Indicateurs								
Nombre d'élèves par table-banc en milieu rural <sup>15</sup>		4.0		4.1		4,2	3,7	3,8
TBS (taux brut de scolarisation au primaire global)	48 %	45.4 %	51 %	50.0 %	4,3	52 %	57 %	54 %
TBS (taux brut de scolarisation au primaire de filles)	40 %	36.5 %	43 %	40.4 %	54 %	43 %	49 %	44 %
TBS (taux brut de scolarisation en zone rurale)	43 %	42.6 %	47 %	48.4 %	46 %	50,8 %	54 %	52 %
TAP (Taux d'achèvement en primaire)	34 %	24.7 %	37%	32.2%	50 %	36 %	43 %	40 %
Taux d'exécution du budget MEN (à l'exception des projets) <sup>16</sup>	138.8 %		98.9		94.3		95.6%	

Source: Cours des Comptes européennes (2010): Audit de l'aide de l'UE aux pays en développement pour l'éducation. Desk Review – Niger (Février 2010). Relevée des constatations préliminaires

From the interviews held, and from the available documentation, it becomes apparent that EC policy dialogue on education reforms is limited, with key policy issues not being properly addressed. For instance, it is clear that, given the difficulties of generalising the bilingual policy, the government has decided to adopt a cautious approach, by opening only 400 new bilingual schools after the closing of the SOUTEBA project. This prudent approach is not shared by the EC audit report, which recommends making this policy the "official" national policy as the best way to improve pupils' performances (para 118), although the evaluation of the SOUTEBA project says precisely the opposite.

In this context, it must be remembered that indicators are based on the PDDE, which is itself a constrained exercise, in which MDGs are supposed to be achieved, whatever the conditions. In order to estimate the GER in 2012, for instance, people in charge of producing forecasts do not base their numbers on an in-depth analysis of the capacity of Niger to achieve this GER, but by extrapolating the required value in 2012 if one wants to be at a GER of 100% in 2015. It has been decided arbitrarily

<sup>15</sup> Indicateur de réalisation ajouté pour compléter l'analyse du secteur. Il ne fait partie ni des indicateurs du PDDE ni des indicateurs SRP. Pour des raisons de calendrier, il a été neutralisé pour la TV2006 et remplacé par une mesure décisive pour la mise en œuvre du PDDE (validation des termes de référence de la revue intermédiaire d'avril 2006). Pas d'information sur la valeur cible, sauf pour 2005 et 2006.

<sup>16</sup> L'information sur l'exécution budgétaire des projets étant insuffisante; c'est pourquoi ils ne sont pas inclus dans ce taux. Sur la base d'une analyse réalisée dans le cadre d'évaluation du PDDE et portant sur des projets représentant plus du 50 % du total, il a été constaté que son niveau d'exécution est très faible (38 % en moyenne).

that all countries could meet the MDGs in 2015, assuming that a country which has to go from 30% to 100% could do it as easily as a country having to go from 80% to 100%. It is not realistic. History of education systems worldwide has shown that the rhythm of progression decreases over time, because excluded children tend progressively to be more difficult to reach for geographical reasons (more remote and more dispersed population), and socio-economic-cultural reasons (poorer segments of the population, more traditional family environment, more reluctant attitudes vis-à-vis school, etc.). In the case of gender parity, the tendency is to overestimate the capacity of public authorities to influence the behaviour of traditional households. Information or sensitisation campaigns cannot reach everyone when there is no channel of information at all in certain contexts. The less developed a country, the less likely it is to achieve ambitious objectives, precisely because it has not the adequate preconditions. As a consequence, unrealistic indicators lead to lower disbursements, and create additional obstacles for achieving the indicators by increasing the resource constraint.

### 5.9.3 JC93: Increased efficiency of EC aid delivery

As already indicated in EQ6, there is an MTEF for basic education, which has unfortunately a limited operational value, as donor funding for the current year cannot be predicted, for reasons already mentioned earlier in this report (I-931).

Thus, GBS is by far the most important modality of EC support to education. It is perfectly in tune with the implementation of the PDDE, thanks to a set of indicators that are closely connected with the PDDE, and, more generally, with the poverty reduction strategy of the government. However, during the past years, the pace of disbursements has been negatively affected by two obstacles – the difficulties, for the government, in providing the documentation on which both parties have agreed for allowing the disbursements, and also because the indicators have not been met satisfactorily (I-932 and I-933).

GBS is provided through three-year programmes, called PPARP. They started in 2003, with PPARP 1 for the period 2003-05, PPARP 2 for the period 2006-08, which included the special education support linked to the FTI endorsement, and the ongoing PPARP 3 for the period 2009-2011. All three PPARP have committed €90 million, at € 30million per year, with a fixed tranche in the beginning and a variable tranche during the two subsequent years.

The tables below indicate the disbursement status of EC commitments for PPARP 2 and 3. For PPARP 2, € 55.31 million have been disbursed out of the €90 million committed. In addition, € 16.13 million could be still disbursed if some conditions are met by Niger, with € 10 million of this sum linked to the education fixed tranche. The disbursement is dependent upon a rider to the Financing Agreement which is not yet finalised, and € 6.13 million linked to a temporary suspension from the EC.

Of the variable tranche, € 19 million is lost due to the fact that some indicators have not been achieved. The variable tranche for education was expected to reach a maximum of €18 million, and has finally been reduced to € 7.13 million.

PPARP 3 should have started in 2009, but no disbursement has taken place, due to the absence of certain required documents, but also to the fact that Niger deemed to be in breach of Article 96 of the Cotonou Agreement, which means that the disbursements are suspended.

If disbursements were delivered in accordance with the expected schedule, Niger should have received € 135 million of GBS for the last 4.5 years, but has effectively received only € 55.31 million (41%). With regard to education only, it should have received € 33 million (€ 15 million for the fixed tranche and € 18 million for the variable tranche), but has received only € 11.38 millions (34% of commitments).

The level of disbursement can be considered as disappointingly low. There are three causes for this low level of execution: suspension linked to the political situation, incomplete documentation, and no respect of certain indicators.

Table 23: PPARP 2006-2008: Commitments and disbursements (in € million)

	Total		2006		2007		2008		Still to disburse
	Com.	Exec.	Com.	Exec.	Com.	Exec.	Com.	Exec.	
Fixed tranche	30.0	30.0	10.0	10.0	10.0	10.0	10.0	10.0	0
Fixed education tranche	15.0	5.0	5.0	0	5.0	5.0	5.0	0	10.0
Total variable tranche	45.0	20.31	15.0	11.63	15.0	0.0	15.0	8.69	6.13
o/w Finances Publiques (FP)	15.0	6.81	5.0	4.0	5.0	0	5.0	2.81	
o/w health	12.0	6.38	4.0	2.75	4.0	0	4.0	3.63	
o/w education	18.0	7.13	6.0	4.88	6.0	0	6.0	2.25	1.5
Total	90.0	55.31	30.0	21.63	30.0	15.0	30.0	18.69	16.13

Source: EUD Niger

Table 24: PPARP 2009-2011: Commitments and disbursements (in € million)

	Total		2009		2010		2011	
	Com.	Exec.	Com.	Exec.	Com.	Exec.	Com.	Exec.
Fix tranche	45.0	0	15.0	0	15.0	0	15.0	0
Total variable tranche	45.0	0	15.0	0	15.0	0	15.0	0
o/w education	15.0	0	5.0	0	5.0	0	5.0	0
o/w Finances Publiques FP	18.0	0	6.0	0	6.0	0	6.0	0
o/w health	12.0	0	4.0	0	4.0	0	4.0	0
Total	90.0	0	30.0	0	30.0	0	30.0	0

Source: EUD Niger

On the issue of incomplete documentation, the Niger view is that there are too many documents to produce, given their administrative capacity to provide the required information. GBS is presented as a tool for reducing transaction costs of previous donors' interventions through projects, but the costs of producing the required information seems also excessive.

Regarding projects as an aid modality, the two main projects supported by the EC in the period under investigation have led to disappointing results. The two projects that can be viewed as successful were not directly negotiated with the Ministry of Education. One, the support to the girls school in danger of closing, has been directly attributed to the school, which has utilised the fund not only for saving the school, but for improving its long-term efficiency. The second one has been attributed to an international NGO, Handicap International, and can be considered as generating positive results, although one could also claim that its level of cost-effectiveness is weak, given the order of priorities in Niger. Prospects for a project approach are presently limited in Niger.

#### 5.9.4 JC94: EC's contribution to the FTI provides added value to EC support at country level

Sector budget support is the solution intended by the FTI programme supporting the PDDE. After a good start in 2003-2005, the implementation of the PDDE with this instrument has deteriorated due to corruption and political instability. Presently, the role of the common fund is reduced to a low level, and seems to be stalled for various reasons – such as lack of consensus among active donors, and low capacity on the Niger side for providing the documentation that makes the operation of the common fund feasible. The EC is not directly involved in the common fund, but was indirectly involved through its contribution to the catalytic fund when the FC was included in the common fund. Since 2009, the withdrawal of the catalytic fund from the common fund at the arbitrary initiative of the World Bank has removed the EC from any role in the sector budget support. In addition, the specific additional EC contribution to FTI has been integrated in the General Budget Support modality, and not in sector budget support.

## 6 Conclusions

### 6.1 Main conclusions from EQs

#### 6.1.1 Conclusion on relevance

**EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

EC support to education in Niger can be described as aligned with the national education policy, in particular with the 1998 Education Law. The main project identified at that time was supporting, on a pilot basis, two innovations included in the law – namely, the bilingualism and the contextualisation of the curriculum. Unfortunately, the execution of the project has been seriously delayed, and was implemented during a period, 2004-2009, during which the focus of the national policy had shifted towards the MDGs, and gave a lower priority to the proposed innovations.

With the adoption of the PDDE, a 10-year plan for the period 2003-2013, most donors have agreed to support the programme, insofar as it was Niger's response to the MDGs in education. Although the concept of quality was included explicitly in the PDDE, the vast majority of actions related to the implementation of the PDDE were quantitative in nature. The EC had previously developed a solid experience in GBS from the period of structural adjustment programmes, and as the PDDE required significant budgetary increases for recruiting large numbers of new teachers, general budget support has demonstrated that it was an efficient tool for supporting the PDDE.

#### 6.1.2 Conclusion on access

**EQ2-access: To what extent has EC support to education contributed to improving access to basic education**

With the FTI endorsement of Niger in 2003, the EC had contributed to additional general budget support aimed at funding the salaries of newly-recruited contractual teachers. Between 2,700 and 3,000 new teachers have been recruited every year during the period under investigation, with a strong impact on the expansion of enrolment. In eight years, Niger had enrolled in primary school more new pupils in the system than during the previous 40 years, since the independence of the country. However, the growth in enrolments has not yet significantly reduced the gender gap. It has, nevertheless, reduced inequalities between urban and rural areas.

#### 6.1.3 Conclusion on secondary education

**EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

The ambitious challenge for Niger to achieve the MDGs at the primary education level has obliged the country to concentrate the bulk of additional sources of funding in the education sector for this level, at the expense of all other levels – in particular, junior secondary and senior secondary. Transition rates have declined because the number of primary school leavers has increased more rapidly than the number of new places in junior secondary. In senior secondary, the total number of students has remained stable, which results in a decline of both the transition rate and the GER. Donors, including the EC, have not addressed this issue.

#### 6.1.4 Conclusion on quality of education

**EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

With the pilot project supporting pedagogical innovations, the EC has contributed to developing tools for the introduction of bilingualism in primary schools for four national languages. The project has trained teaching staff in teacher training colleges for bilingualism, and trained teachers to be assigned to future bilingual schools. It has supported the development of teaching material for bilingual schools (textbooks and teacher guides). However, the limited number of such schools cannot have a national impact, as long as the scheme is not generalised. The government has not yet unveiled its future policy in this domain.

Furthermore, the evaluation of the pilot phase has raised some doubts about the capacity of bilingual schools, as they have been operated in this experiment, to ensure an adequate transition to French after the three first years.

Concerning the reform of content based on practical activities, it seems that the innovation will not be pursued due to funding problems. The EC project has tested the willingness of parents to pay for the reform, but this approach has failed.

As for the GBS, the EC has had a limited impact on quality, mostly through an improvement of the PCR.

### **6.1.5 Conclusion on skills**

#### **EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

Evaluations on literacy and numeracy indicate that competencies of pupils in Niger are extremely low by international standards. They have been negatively affected by the PDDE because newly-recruited teachers attain lower pupil performances than those achieved by teachers who are civil servants. They have a lower level of initial training, and this factor has not been compensated for by other quality measures introduced during the period, such as improved school facilities or better equipment. Pupil/teacher ratios have remained constant, as well as pupil/classroom ratios. Quality of education remains a serious issue in Niger, and thus it can be concluded that EC support, as is the case with the majority of support, has not generated any enhancement of basic education skills in numeracy and literacy.

### **6.1.6 Conclusion on service delivery**

#### **EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

The education budget has received increasing budget allocations during the period. The share for primary education in the education budget has been raised quite significantly, to one of the highest levels worldwide (70%). However, it can be argued that these improvements have been partly implemented at the expense of other levels of education, in particular secondary education. Some progress has been made in improving the management of the education budget through a higher execution level, but the progress remains insufficient, and the rate of execution is still below desirable norms. In the recent period, political instability and a low level of institutional capacity have generated suspensions and delays in the disbursement of the support of several major donors, including the EC.

### **6.1.7 Conclusion on transparency and accountability**

#### **EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

During the period under investigation, a major mismanagement problem occurred, the MEBA affair, with the misappropriation of CFAF 1.5 billion from the common fund set up by a pool of donors. The government has taken appropriate action for reimbursing the money, but the event has raised suspicions among donors in the pool, and has resulted in suspension of expected disbursements or the delaying of some others. In addition, controls have been reinforced, and disbursement regulations are tighter.

At the local level, the mobilisation of school stakeholders has been enhanced thanks to COGES, school management committees, which can take initiatives for improving school operating conditions.

### **6.1.8 Conclusion on co-ordination and complementarity**

#### **EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

The EC has not taken an active role in donor co-ordination. The most visible example of co-ordination related to education is the common fund providing sector budget support, to which the EC does not contribute. In addition, the EC has interpreted the concept of complementarity in the sense of other donors (such as the World Bank, and France) having a comparative advantage in the field of education, and therefore it could reduce its involvement in the sector.

### 6.1.9 Conclusion on aid modalities

**EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

Projects have had mixed results. In addition to higher transaction costs, they lacked the flexibility that would be appropriate when the government policy is changing its priorities. GBS has been the main modality utilised by the EC, and has contributed to developing access to primary education through the recruitment of large contingents of new teachers, whose budgetary costs could not be borne from domestic fiscal resources. However, the expected support from GBS has failed to materialise at the expected level. Delays in disbursements, due to government deficiencies in the provision of required documents as well as failures in the achievement of indicators, have reduced the amount of GBS that was committed by the EC.

Sector budget support has not been utilised by the EC. Donors active in this modality have met serious management problems, and actual disbursements are far below the levels that were expected initially. Given the EC position and status within the donor community in Niger, one might imagine that EC participation to a multi-donor SBS could have introduced more consensus and brought more effective interventions.

## 6.2 Analysis of working hypotheses

In the light of the above conclusions, the following can be summarised for the initial working hypotheses:

FOR WORKING HYPOTHESIS 1:

*The major EC support directly geared towards intervention in the education sector during the period under investigation was partly disconnected from the new priorities of the government and other donors after 2003. This may explain why the project has not led to a subsequent generalisation of the proposed innovations, in particular bilingual schools, which have been developed at a relatively slow pace, and “périscolaires” activities, which have been abandoned.*

The implementation of the PDDE has concentrated on quantitative developments, which have had detrimental effects on quality, in particular because newly-recruited teachers were less qualified than those previously recruited. The innovations tested by the EC project have not, led to the expected, subsequent generalisation throughout the country.

FOR WORKING HYPOTHESIS 2:

*GBS support has not achieved its expected outcomes due to the low capacity of the Niger government to complete the disbursement conditions. The same difficulties have occurred with the sector support provided by a pool of other donors in the framework of FTI. Our working hypothesis is that public management capacities of Niger are below the standards expected by the donor community, and that conditions, in particular excessively ambitious values given to some indicators, should be better tailored to the country’s constraints. The funding gap could not be entirely filled, and secondary education has been sacrificed due to a severe shortage of resources.*

In the case of Niger, the approach based on variable tranches has counterproductive effects. The variable tranches were based on the completion of ambitious indicators, which have not been achieved in most cases. This has led to a reduced level of external funding, thus increasing the gap between required resources and available resources.

## 6.3 General conclusion

The field phase has confirmed that EC support to education in Niger has had a significant impact on the capacity of the country to develop school supply at the primary level, in line with the MDGs objective to provide education for all in 2015. The challenge was particularly ambitious for Niger, insofar as the country was one of those with the largest gap to fill. To achieve the objective, the country had to multiply the number of schools, classrooms and teachers by four, implying a huge budget increase for education. This increase was beyond the capacity of the country to develop its own fiscal resources, and GBS was an appropriate tool for allowing Niger to recruit and pay every year such a large number of new teachers.

To make the system potentially sustainable in the long run, it was agreed between donors and the Niger government that new teachers would generate lower unit cost for the budget – namely, an annual cost per teacher in the range of 5.5 times the GDP per capita, instead of the previous costs in the

range of 15 times the GDP per capita. The consequence of this approach was a lower level of recruitment of new teachers in terms of qualification, far below world standards.

While the GER in primary was increasing rapidly, two problems have emerged: the question of quality, and the question of transition to secondary education.

Concerning quality, it was established in early 2000 that Niger had comparative pupils' performances on the low side, far below the regional average. As a consequence, the second objective of EC support, as well as that of other donors, was the improvement of quality. This objective was supposed to be achieved through various means, among which the EC has selected two innovations included in the 1998 Education Law. The first was the development of bilingual schools using national languages as medium of instruction during the three first grades. The second innovation was founded on renewed content of curricula, based on the local context of children. The EC-supported project has developed these innovations on a pilot basis in two regions, in 135 schools, with the explicit objective of generalising the scheme throughout the whole country at the end of the experiment. This has not occurred. In fact, the quality of learning has further declined during the period under investigation, and the most important factor for explaining this decline is the recruitment of less qualified teachers.

The proposed innovations have had different outcomes: bilingual schools continue to be developed, albeit at a slow pace (about 5% of all schools are currently included in the scheme up to 2012), but the so-called practical and contextualised activities have been abandoned as they required additional funding from parents, whose willingness to pay has failed to materialise.

With regard to transition to secondary education, the focus on the development of primary education has obviously been detrimental to the development of this level. Junior secondary has slowly increased in terms of GER, but the performances at this level are quite weak, with high repetition rates, high dropout rates, and low completion rates. The situation of senior secondary level is even worse: the GER is one of the lowest of the world, and its efficiency indicators are extremely weak. The national education budget has grown rapidly during the period under investigation, but the share of primary has increased at the expense of other levels, with a share of 70%.



## 7 Annexes

### 7.1 Schedule of activities

<i>Date</i>	<i>Location</i>	<i>Task/subject/activity</i>
June 1, 2010		Travel Paris-Niamey
June 2d	Niamey	Meeting with EU delegation staff
June 2d to 9	Niamey	Meetings with people listed in annex 7.2
June 10	Niamey	Meetings With MEBA directors and Secretary general
June 10		Travel Niamey-Paris
July 10-August 25		Report writing

### 7.2 List of people interviewed

<i>Last name</i>	<i>First name</i>	<i>Organisation</i>	<i>Function</i>	<i>Date</i>
Dille	Bibata	EU Delegation	Chargée de programme	01/06/10
Idi-Issa	Haoua	EU delegation	Charge de programme commerce gouvernance	01/06/10
Deffobis	Briac	EU Delegation	Attaché Economiste	01/06/10
Chekaou	Idi	Direction de la Statistique et de l'Informatique MESSRS	Director	02/06/10
Matti	Moussa	Direction des Ressources Financières et Matérielles MESSRS	Director	02/06/10
Charpentier	Vincent	SOUTEBA	Former Director	03/06/10
Djibo	Maliki	SOUTEBA Tahoua	Former Chef d'antenne	03/06/10
Adamou	Maman	DEP	Head of division de la Coopération	04/06/10
Issaka	Ibrahim	DEP	Staff member	04/06/10
Moussa	Laouali Mallam	DEP	Director	04/06/10
Sadikou	Mani Mallam	Division du développement de l'enseignement bilingue	Staff member	05/06/10
Aichata	Tawaye	Division du développement de l'enseignement biliongue	Staff member	05/06/10
Noma	Aboussakar	Division du Développement de l'enseignement biliongue	Staff member	05/06/10
Keita	Ismaïlou Maman	Division du développement de l'enseignement bilingue	Staff member	05/06/10
Lokoko	Abdou	Réseau des organisations du secteur éducatif au Niger	Président	06/06/10
Touré	Fanna Mustapha	Division carte scolaire	Head	07/06/10
Namata Guerro	Thierry	College Mariana	Director	07/06/10
Issa	Laouali	Division carte scolaire	Head	07/06/10
Garet	Emilie	CTB (Belgique)	Head	08/06/10
Bouréma	Halidou	Parents association	Vice president for Niamey metropolitan area	08/06/10
Djibo	Garba	Parents association	First Vice President of national bureau	08/06/10
Harouna	Koni	Parents assiciation	Secretary of National Bureau	08/06/10
Debroise	Emmanuel	AFD	Head	09/06/10
Lemire		Handicap International	Head	09/06/10
Demagny	Céline	AFD	Chargée de mission	09/06/10
Achama Hima	Mariana Tchipkaou	Syndicat National des enseignants du Niger	Secretary general	09.06/10
Arzika	Issoufou	Syndicat national des enseignants du Niger	Vice secretary general	09/06/10
Ibrahim	Aliou	DEP/MEBA	Director	10/06/10
Sita	Seini	Direction des Affaires financières et matérielles MEBA	Director	10/06/10
Diallo	Hamidou	MEBA	Secretary general	10/06/10

### 7.3 Profil pays éducation

#### 7.3.1 Contexte: Le système éducatif nigérien<sup>17</sup>

Le Niger est un des pays dont les taux de scolarisation et d'alphabétisation sont les plus bas du monde.

Après la Conférence Mondiale sur l'Education pour Tous de Jomtien (1990) et le Forum mondial sur l'Éducation de Dakar (2000), le Niger a souscrit aux résolutions d'atteinte de la scolarisation primaire universelle de qualité à l'horizon 2015. Pour respecter cet engagement qui rejoint celui des Objectifs du Millénaire pour le Développement (OMD), le pays s'est doté d'un Programme Décennal de Développement de l'Éducation au Niger (PDDE 2003-2013), fondé sur les dispositions d'une loi éducative portant orientation du système éducatif nigérien (LOSEN) promulguée le 1er juin 1998. La LOSEN et le PDDE constituent le fondement de l'organisation du système et le cadre de son développement, si bien que ce programme est devenu l'une des composantes importantes de la Stratégie de Développement accéléré et de Réduction de la Pauvreté au Niger (SDRP 2008-2012). Les efforts entamés par les autorités nationales avec le soutien des PTF (y compris l'UE) ont permis d'améliorer l'accès à l'éducation primaire. Entre 2001 et 2007, le TBS (taux brut de scolarisation) est passé de 37 % à 54 %, mais cette évolution reste lente tout comme celle des disparités entre les régions (urbaines et rurales) et entre filles et garçons. Malgré les progrès réalisés, les objectifs OMD Éducation et de l'Éducation Pour Tous (EPT) sont loin d'être atteints. Selon le «EFA Global monitoring Report 2010», le Niger occupe le dernier rang sur 128 dans le classement EDI (Education for All Development Index) établi en 2007.

#### 7.3.2 Politique et législation en matière d'éducation

Le système éducatif nigérien est actuellement régi par la loi éducative 98-12 du 1er juin 1998 qui consacre la fin de la navigation à vue ayant caractérisé ce système depuis l'accession du pays à l'indépendance en 1960. En vertu de cette loi, le secteur de l'éducation se constitue de quatre composantes : l'éducation formelle, l'éducation non formelle, l'éducation informelle et l'éducation spécialisée. L'éducation formelle est « une modalité d'acquisition de l'éducation et de la formation professionnelle dans un cadre scolaire » et l'éducation non formelle celle réalisée dans un cadre non scolaire. Dans le premier cas, le groupe cible sont des enfants à partir de 6 ans et dans l'autre des adolescents non scolarisés ou précocement déscolarisés et des adultes. Quant à l'éducation informelle, c'est « le processus par lequel une personne acquiert durant sa vie des connaissances, des aptitudes et des attitudes par l'expérience quotidienne et les relations avec le milieu ». Enfin, l'éducation spécialisée concerne l'éducation et la formation des handicapés physiques ou mentaux.

L'éducation formelle, qui englobe l'éducation spécialisée, est organisée en différents ordres d'enseignement suivants.

Table 25: Les ordres d'enseignement au Niger

Ordre d'enseignement	Composantes
Éducation préscolaire	Jardins d'enfants
	Classes maternelles
Cycle de base 1	Ecoles traditionnelles
	Ecoles médersas (franco-arabes)
	Ecoles bilingues
	Ecoles spécialisées
Cycle de base 2	Collège d'enseignement Général
Enseignement moyen	Enseignement général (lycée)
	Enseignement technique et professionnel (lycée technique)
Enseignement supérieur	Enseignement supérieur
	Recherche scientifique (fondamentale et appliquée)
	Formation et perfectionnement des cadres

Il est assigné à chacune de ces composantes un certain nombre de missions qui s'articulent autour du développement des connaissances, aptitudes et attitudes permettant à l'individu de s'intégrer harmonieusement au sein de sa communauté en tant que citoyen responsable.

<sup>17</sup> Cette section est principalement basée sur : *Audit de l'aide de l'UE aux pays en développement pour l'éducation, Desk-Review – Niger (Février 2010). Relevé de Constatations Préliminaires*

Le préscolaire qui dure de 1 à 3 ans accueille officiellement les enfants âgés de 4 à 6 ans. Au cours de l'année scolaire 2008-09, il comptait 612 établissements dont 113 relevant du privé et 108 des communautés. Le cycle de base 1 accueille les enfants âgés de 6 à 12 ans pour une durée d'études de 6 ans sanctionnée par le Certificat de Fin d'Etudes du Premier Degré (CFEPD) dans les écoles traditionnelles et le Certificat d'Etudes Primaires Elémentaires Franco-arabes (CEPE/FA) dans les établissements franco-arabes. Le cycle de base 2 dont les études durent 4 ans, sanctionnées par le Brevet d'Etudes du Premier Cycle (BEPC), accueille les élèves de 13 à 16 ans. L'enseignement moyen accueille les élèves dont l'âge est compris entre 17 et 19 ans pour une durée de 3 ans, sanctionnée par le Baccalauréat général ou technique selon les filières. L'enseignement supérieur constitué de deux universités, l'une à Niamey et l'autre islamique à Say, d'écoles et instituts supérieurs, publics et privés, accueille les titulaires d'un baccalauréat ou des fonctionnaires admis à l'examen spécial d'entrée à l'université. La durée des études au niveau supérieur est de 4 à 7 ans, exception faite de l'Ecole Normale Supérieure qui accueille des professionnels de l'enseignement pour 1 à 2 années de formation.

L'éducation non formelle (ENF) se compose de l'alphabétisation et de la formation des adultes, des écoles confessionnelles et de la formation professionnalisante. Sa population cible est constituée de jeunes et d'adultes non scolarisés ou prématurément déscolarisés. Elle doit répondre aux finalités suivantes : la maîtrise des compétences de base en lecture, écriture et calcul écrit et l'acquisition des compétences nécessaires pour apprendre aux fins de l'épanouissement au plan individuel et de la participation au développement économique et social du pays.

L'éducation informelle qui relève de la sphère non conventionnelle est un cadre permanent de formation et d'apprentissage sur le tas. Elle revêt plusieurs aspects selon les communautés ethnolinguistiques et les groupes sociaux : apprentissage au sein de la famille, apprentissage par les pairs ou dans la rue, etc.

Dans cette présentation, nous mettons l'accent sur l'éducation de base formelle et l'enseignement qui sont les domaines de prédilection de l'appui de l'Union Européenne au Niger.

### 7.3.3 Financement de l'enseignement<sup>18</sup>

Depuis toujours, les moyens nécessaires à la mise en œuvre de l'éducation sont assurés par l'Etat du Niger, avec l'appui de ses différents partenaires. L'analyse des moyens consentis pour ce secteur clé de la vie d'une nation montre un accroissement annuel des ressources allouées au secteur de l'éducation. Toutefois, ces ressources sont loin de correspondre aux besoins.

L'examen du budget prévisionnel et de celui des budgets mis en œuvre dans le cadre du PDDE (Plan décennal de développement de l'éducation) fait ressortir que sur la période 2004-2007 (première phase) les moyens nécessaires à l'exécution du programme s'élevaient à 299,3 milliards de FCFA alors que le montant alloué était de 232,2 milliards de FCFA. De ce montant, la contribution de l'Etat du Niger était d'un peu plus de 50%, c'est-à-dire 133 milliards de FCFA. Le reste devrait provenir des partenaires de l'Etat. Lorsque l'on sait que les montants inscrits au budget ne sont pas toujours ceux effectivement alloués, on peut se rendre compte de la difficulté qu'il y a à conduire à bons termes un programme aussi ambitieux que le PDDE.

Une autre caractéristique du financement de l'éducation qui transparaît plus dans l'exécution de son budget reste l'importance des dépenses de fonctionnement. Par exemple au cours de la période 2004-2007, alors que le taux d'exécution du budget lié au personnel était de 94%, celui relatif aux dépenses de subventions et transferts ainsi qu'aux investissements de l'administration sont respectivement de 83% et 76,4%.

Dans le cadre des 9e et 10e FED, l'appui macroéconomique lié à la lutte contre la pauvreté est devenu la part la plus importante de l'aide de l'Union. Le Niger a bénéficié des appuis budgétaires dans lesquels l'éducation a été intégrée comme secteur social prioritaire (avec la santé). Dans le 9e FED, une composante sectorielle « éducation » était comprise dans le PPARP en addition à la tranche variable « éducation », tandis que dans le 10e FED, cette composante « éducation » a été supprimée.

L'UE contribue également au développement du secteur par le soutien à la formation professionnelle et le programme d'appui à l'Éducation de base (SOUTEBA). Ce dernier vise à contribuer à l'amélioration quantitative et qualitative de ce niveau d'éducation tout en testant des approches adéquates et généralisables lors de la seconde phase du PDDE du Niger.

<sup>18</sup> Cette section est principalement basée sur : *Audit de l'aide de l'UE aux pays en développement pour l'éducation, Desk-Review – Niger (Février 2010). Relevé de Constatations Préliminaires*

Le Niger a été admis en 2003 à l'initiative Fast Track – Éducation pour tous (EPA-FTI) pour un montant global de 16 millions de dollars à mettre en œuvre par l'intermédiaire d'un appui budgétaire sectoriel géré par la Banque mondiale (BM). Un montant de 8 millions de dollars a été décaissé entre 2005-2008 au titre de la phase I du PDDE. Le reliquat de 8 millions devrait financer, en 2010, les actions 2009-2010 du PDDE. L'EPA-FTI est surtout financée par un Fonds catalytique auquel la Commission a participé jusqu'à présent à hauteur de 85 millions d'euros.

### 7.3.4 Gouvernance de l'éducation

Trois ministères principaux sont en charge l'éducation au Niger. Il s'agit du Ministère de l'Éducation Nationale (MEN), du Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique (MESS/RS) et du Ministère de la Formation Professionnelle et de l'Alphabétisation (MFP/A). L'organigramme de chacun de ces ministères est conçu de sorte à distinguer deux niveaux de gestion : la portion centrale et la déconcentrée.

La portion centrale est constituée au niveau politique du ministre, au niveau administratif d'un secrétaire général et d'un secrétaire général adjoint et au niveau technique des directions générales, des directions centrales, des instituts, des divisions et services. La portion déconcentrée se compose des services techniques dont les directions régionales au niveau des régions et des inspections dans les départements et les communes.

Au niveau déconcentré on a, entre autres, les directions régionales de l'éducation nationale (DREN), des inspections d'éducation de base (pour le formel), des inspections communales d'alphabétisation et d'éducation non formelle (pour le non formel) et des secteurs pédagogiques (SP). Au niveau local, les écoles sont dirigées par des directeurs et les centres d'alphabétisation tenus par des animateurs/alphabétiseurs. A tous les niveaux, des structures éducatives de consultation existent qui contribuent à la gestion de l'éducation. Le MESS/RS présente à peu près la même configuration, avec des directions régionales des enseignements secondaires et supérieures (DRESS) et des inspections d'enseignements secondaires (IES) qui couvrent des collèges d'enseignement général (CEG), des lycées d'enseignement général et des complexes d'enseignement secondaire (CES). Ces établissements sont, selon le niveau considéré, dirigés par des directeurs ou des proviseurs.

### 7.3.5 Politiques et stratégies pour promouvoir l'équité

La mise en œuvre du PDDE a permis un développement rapide de l'offre éducative au Niger. Ce programme comporte trois composantes chacune assortie d'objectifs chiffrés, des stratégies, des actions à mettre en œuvre et des programmations financières : Accès, Qualité et Développement institutionnel. Le programme est actuellement mis en œuvre uniquement au niveau du cycle de base 1 ; l'élaboration du palier supérieur qui concerne le cycle de base 2 et l'enseignement moyen est encore en cours de finalisation.

Au niveau du cycle de base 1, l'observation de l'évolution des effectifs des écoles, des classes, des enseignants et des élèves sur les dix dernières années montre un accroissement rapide du nombre d'élèves, avec presque un triplement des effectifs en 10 ans.

Table 26: *Evolution des classes et des effectifs du CB1 au cours de la dernière décennie*

	Années	Ecoles	Classes	Enseignants	Elèves
1	1999-00	4112	13460	14 249	579 486
2	2000-01	4904	15065	15 668	656589
3	2001-02	5975	17498	18 441	760987
4	2001-03	6770	19496	20 553	857592
5	2003-04	7532	21022	22 429	980033
6	2004-05	8301	23382	24 091	1064056
7	2005-06	8889	26479	28 163	1126075
8	2006-07	9490	28879	31 131	1235065
9	2007-08	10162	31574	34 117	1 389 194
10	2008-09	11 609	36 178	40 021	1 554 270

Sources : MEN/ *Annuaire des Statistiques de l'Éducation de Base*

Le nombre de classes s'est également accru au cours de la même période ; ce qui semble corroborer une augmentation de la capacité d'accueil. Il en est de même quand on observe l'évolution des effectifs des enseignants. Par ailleurs, le nombre des femmes enseignantes a connu un accroissement significatif, passant de 33% à 45 % au cours de cette même décennie. Mais il importe de souligner que l'augmentation des enseignants est due au recrutement massif des « volontaires » puis des « contrac-

tuels » de l'éducation dont la plupart n'ont pas une formation pédagogique solide. L'évolution de ce nouveau type d'enseignants est très rapide. De 17% de l'ensemble en 2000-01, ils sont passés à 79% au cours des deux dernières années scolaires (2007-08 et 2008-09),

Le nombre de classes tel que présenté n'indique pas qu'une bonne partie de ces classes ne sont en fait pas en matériaux définitifs. Dans les centres urbains comme dans les zones rurales, il existe de nombreuses classes sous paillotes ; ce qui n'est pas de nature à créer les conditions d'une éducation de qualité ou continue, en raison des désagréments dus aux intempéries saisonnières (pluie, froid, chaleur, tempête, etc.). Ainsi entre 2000-01 et 2008-09, la proportion des classes en matériaux définitifs (dur et semi-dur) a chuté de 64 à 48% de l'ensemble des classes du pays, en raison de l'accroissement rapide du nombre d'élèves à scolariser.

Du point de vue des infrastructures annexes, dans le cycle de base 1, seules 1902 écoles, soit 16,4% de l'ensemble du pays, disposent d'un point d'eau et 3,1% d'un accès à l'électricité. Les disparités entre zones sont criantes, les urbains étant nettement mieux lotis que les ruraux. Sur le plan de l'équipement des écoles, il faut noter, d'une part l'insuffisance des tables-bancs et d'autre part, la faible disponibilité de matériels scolaires, en particulier les manuels des élèves. Au cours de la dernière décennie, le ratio élèves par table-banc varie de 3 à 3,9, avec une fois de plus de différence entre les zones mais aussi selon que les écoles soient publiques ou privées. Le ratio un élève un livre dans les disciplines fondamentales (lecture, mathématiques et sciences) prévu par le PDDE est loin d'être atteint, tous niveaux d'enseignement confondus. En lecture, les ratios oscillent entre 0,9 et 2,9 selon les années et les niveaux et en mathématiques entre 0,8 et 5,3. Ces deux dernières années, les besoins en livres sont devenus plus sensibles dans les petites classes que dans les grandes, en raison de forts taux d'admission au CI et de déperditions importantes tout au long du cycle.

Dans le cycle de base 2 et de l'enseignement moyen, l'évolution des structures d'accès et celle des effectifs vont de pair, marquant une progression variable selon les cas. L'évolution des établissements et des classes n'est pas uniforme d'un cycle à l'autre ; elle est plus importante dans le CB2 où elle va presque du simple au double en 5 ans. Il en est de même pour les enseignants. Au niveau des élèves, les écarts sont plus importants : on note une régression au niveau de l'enseignement moyen alors dans le CB2, il se dégage une tendance à un doublement des effectifs.

Table 27: *Evolution des classes et des effectifs du CB 2/EM au cours des 5 dernières années*

Années	Etablissements		Classes		Enseignants		Elèves	
	CB2	EM	CB2	EM	CB2	EM	CB2	EM
2004-05	391	124	2 960	786	3 145	389	151 593	9 338
2005-06	460	129	3 552	814	5 337	220	179 721	11 146
2006-07	528	148	3 922	788	5 791	215	184 593	9 317
2007-08	556	171	4 144	823	6 217	234	202 977	8 979
2008-09	596	155	4 656	912	6 700	238	222 500	9 104

Sources : MESS/RS Données du Recensement scolaire 2008-09 (Enseignement secondaire)

Ces données cachent des disparités entre publics et privés d'une part et d'autre part, entre les sexes. Par exemple, le nombre d'élèves du privé a augmenté de 17,7% dans les deux cycles, entre 2007-08 et 2008-09. Les femmes enseignantes représentent au cours des trois dernières années un taux gravitant autour de 21% de l'ensemble dans le CB2 et seulement 11 à 14% dans l'enseignement moyen.

### 7.3.6 Progrès et performances du système du cycle de base 1 (2000-2007)

Au cours de cette décennie de mise en œuvre du PDDE, le système éducatif nigérien a connu, au cycle de base 1, une croissance fulgurante du point de vue des indicateurs d'accès et de la couverture mais par rapport à la qualité des enseignements, les résultats sont nettement en deçà des attentes. Un parcours rapide de ces indicateurs peut édifier sur cette performance ambivalente.

#### En matière d'accès

Pour ce qui est de l'accès et de la couverture, les outils de mesure habituellement utilisés sont l'évolution des nouveaux inscrits, celle des effectifs d'élèves dans le cycle et les taux brut et net de scolarisation. Comme nous l'avons vu, les effectifs des élèves du cycle de base 1 ont presque triplé en l'espace de dix ans et il en est de même pour le taux brut d'admission en première année (TBA) et le taux brut de scolarisation (TBS).

Table 28: Evolution du TBA au cours de la dernière décennie

Années	Ensemble	Garçons	Filles	Urbain	Rural
1999-00	38,2	45,3	30,8	78	30,6
2000-01	40,1	47	33,1	70	34,4
2001-02	49,8	58	41,3	79	44,2
2002-03	51	59,5	42,5	87	44,3
2003-04	55,2	64,5	45,9	89,9	48,6
2004-05	54,6	63	46	92	48,0
2005-06	59	67	51	91	53,0
2006-07	64,7	72,1	57,0	98,0	58,0
2007-08	77,8	84,1	71,4	116,8	69,9
2008-09	90,4	98,4	82,2	115,6	84,9
Acc. annuel	9%	8%	10%	4%	11%

Sources : MEN/ *Annuaire des Statistiques de l'Education de Base*

Toutes catégories et tous milieux confondus, ce taux connaît une évolution constante. Même si les filles et les ruraux sont défavorisés au début de la décennie, ils progressent notablement et risquent, si la tendance générale est maintenue, de rattraper leur retard.

### En matière de qualité

Les indicateurs de la qualité de l'enseignement couvrent généralement l'achèvement du cycle, la survie de l'élève au sein du cycle, le taux de réussite aux examens de fin du cycle, les redoublements, les exclusions et les abandons.

Le taux de survie global au cycle de base 1 est en 2007-08 estimé à 66,7%, (63,4% chez les filles contre 69,3% chez les garçons), avec un coefficient d'efficacité de 40,7%. Comme le note l'Annuaire des statistiques du MEN (2008-2009), « sur 100 élèves au CI seulement 67 parviennent au CM2, y compris après redoublement ». Le coefficient d'efficacité indique que pour produire un diplômé, il faut recruter 2,5 élèves au CI. Sur 1000 élèves inscrits en premier, 348 obtiennent leur diplôme de fin de cycle ; parmi eux 232 l'obtiennent sans aucun redoublement. Les filles survivent moins bien que les garçons.

Le taux d'achèvement intervient dans la capacité du système à maintenir les élèves jusqu'au terme du cycle. Son évolution au cours des dix dernières années montre une nette amélioration, avec néanmoins des disparités entre sexes et milieu. Au cours des deux dernières années, ces disparités sont de l'ordre de 10 à 20%.

Table 29: Evolution du TAP au cours de la dernière décennie

Années	Ensemble	Garçons	Filles	Urbain	Rural
1999-00	22,4	27,4	17,4	37,0	16,0
2000-01	23,7	29,4	18,1	38,0	17,0
2001-02	25,6	31,3	19,8	38,0	20,0
2002-03	24,7	29,6	19,8	40,0	18,0
2003-04	32,2	39,5	24,9	42,0	28,0
2004-05	36,0	44,0	28,0	42,0	33,0
2005-06	40,0	49,0	31,0	49,0	41,0
2006-07	42,7	53,1	33,1	49,2	40,9
2007-08	45,8	56,0	35,8	59,4	40,1
2008-09	48,2	58,3	38,6	62,5	43,5
Acc. annuel	8%	8%	8%	5%	11%

Sources : MEN/ *Annuaire des Statistiques de l'Education de Base 2007-08 et 2008-09*

Dans le cycle de base 1, les taux de redoublement sont dénués de toute pertinence d'autant qu'ils sont fixés de façon officielle, du fait de l'option pour une éducation primaire de masse. Cela justifie du

reste l'appui important des partenaires techniques et financiers qui crée un déséquilibre dans le développement des différents paliers du système.

L'un des taux qui semble être le plus déterminant dans l'appréciation de la qualité de l'enseignement est le taux de réussite aux examens de fin de cycle. Sa pertinence peut être discutée en raison des impondérables qui entourent l'organisation de ces examens, malgré les précautions que prennent chaque année les pouvoirs publics pour asseoir un climat de sérénité. Néanmoins, ce taux demeure une référence incontournable.

Au niveau du cycle de base 1, l'évolution des taux d'admission montre une progression constante, accompagnée d'une réduction de disparités entre les sexes ; globalement, les meilleurs résultats ne sont que légèrement au dessus de la moyenne. Néanmoins, il y a eu des pics de 2002 à 2006. Les résultats des dernières montent pour la première fois un écart de 3 points en faveur des filles. L'échec en fin de cycle de base 1 reste toujours préoccupant, puisqu'il concerne près d'un élève sur deux, et interroge sur l'efficacité du système.

### 7.3.7 Progrès et performances du système du cycle de base 2 (2000-2007)

#### 7.3.7.1 En matière d'accès

Le nombre de nouveaux admis au CB2 a connu une augmentation importante entre 2006-07 et 2008-09, avec un taux de progression de 63,5% : de 55 230 élèves, on est passé à 87 687 en l'espace de 5 ans. Mais le TBS a chuté de 24,17% à 23,9 %. Au niveau de l'enseignement moyen, le TBA en classe de 2<sup>nde</sup> a chuté de 4,3 en 2004-05 à 3,6% en 2008-09. C'est seulement en 2005-06 qu'il a atteint son maximum qui est de 5,5%.

En matière de couverture, le taux brut de scolarisation confirme dans l'ensemble une progression nette mais les disparités constatées plus haut demeurent. Le taux d'accroissement annuel des filles et des ruraux dépassent ceux de l'ensemble traduisant ainsi une tendance à l'équité.

Table 30: Evolution du TBS au cours de la dernière décennie

Années	Ensemble	Garçons	Filles	Urbain	Rural
1999-00	34,1	41,3	26,9	50,9	27,8
2000-01	37,3	45,0	29,6	51,1	32,1
2001-02	41,7	50,1	33,3	51,5	38,1
2002-03	45,4	54,2	36,5	52,7	42,6
2003-04	50,0	59,6	40,4	54,2	48,4
2004-05	52,0	62,0	43,0	57,0	51,0
2005-06	54,0	63,0	44,0	57,0	52,0
2006-07	57,1	66,7	47,4	65,1	54,4
2007-08	62,1	71,2	53,1	73,2	58,4
2008-09	67,8	77,0	58,6	78,0	64,4
Acc. Annuel	7%	6%	8%	4%	9%

Sources : MEN/ Annuaires des Statistiques de l'Education de Base 2007-08 et 2008-09

Dans le CB2, le TBS est quasiment stationnaire après avoir connu une légère progression en 2005-06 (de 14,49 à 16,10) traduisant ainsi un faible niveau de couverture : en 2008-09, il est seulement de 16,6%. L'indice de parité filles/ garçons s'est aussi stabilisé autour de 0,6. Quant au taux net de scolarisation, il est tout simplement 12% en 2008-09. Dans l'enseignement moyen, les indicateurs ne sont guère meilleurs : le TBS est passé de 4,03 à 3,5 de 2004-05 à 2008-09, publics et privés confondus. Les écarts entre filles et garçons vont presque toujours du simple au double.

### 7.3.7.2 En matière de qualité

Table 31: Evolution du TAP au cours de la dernière décennie

Années	Ensemble	Garçons	Filles	G-F
1999-00	33,7	34,1	33	1,1
2000-01	33,6	41	26	15,0
2001-02	47,2	49,3	44,1	5,2
2002-03	53,7	55,6	51,1	4,5
2003-04	60,1	62,1	56,8	5,3
2004-05	65,5	67,1	62,9	4,2
2005-06	42,6	44,6	39,4	5,2
2006-07	44,0	45,3	41,9	3,4
2007-08	46,0	47,0	43,0	4
2008-09	55,3	50,3	53,3	-3
Acc. Annuel moyen (10 ans)	5%	4%	5%	
Acc. Annuel moyen (3 ans)	7%	3%	8%	

Sources : MEN/ Annuaire des Statistiques de l'Education de Base 2007-08 et 2008-09

Dans le cycle de base 2, l'évolution des redoublements au cycle de base 2 et le taux d'admission au BEPC donnent des indications précieuses quant à l'efficacité du sous-système. Ainsi en 2008-09, les redoublants représentent 20% des effectifs du CB2 alors qu'en 2004-05, ils représentaient 18,8% de ces effectifs. En 2005-06, le taux était même de 24%. Le taux d'achèvement du cycle est de 9,3%. Cette faiblesse du système est reproduite presque à l'identique au niveau de l'enseignement moyen où les redoublants représentent 20,1% des effectifs globaux en 2008-09. Quant au taux d'achèvement de ce niveau, il est de 2,56% au cours de la même année. Des disparités sont observées au niveau des régions : le taux le plus élevé étant enregistré à Niamey (9,7%) et le plus faible à Tillabéri (0,61%).

Le tableau suivant peut donner une idée assez précise des rendements dans l'enseignement secondaire, cycle de base 1 et enseignement moyen confondus

Table 32: Taux de rendement interne au secondaire en 2008-09/ 2009-10

Niveau	6 <sup>e</sup>	5 <sup>e</sup>	4 <sup>e</sup>	3 <sup>e</sup>	2 <sup>nde</sup>	1 <sup>ère</sup>	1 <sup>re</sup>
Taux de promotion	39,0	65,5	67,0	48,5	62,9	75,8	40,3
Taux de redoublement	17,9	19,3	16,9	32,3	12,4	14,1	22,5
Taux d'abandon	40,3	15,2	16,0	19,3	24,7	10,1	37,2

Sources des données : MESS/RS/ DSI

Toujours par rapport à la qualité, d'autres indicateurs annexes existent qui concernent les différents ratios et l'état des infrastructures. Ainsi sur les 3796 classes du cycle de base 2, 1451 sont sous-pailote, soit un taux de 38% et 325 sont en mauvais état bien qu'étant en matériaux définitifs. Le nombre de tables est 14 par classe alors qu'il en faut 25 pour être dans les normes. On note également 180 élèves par latrine alors que les normes environnementales prévoient 40. Au niveau de l'enseignement moyen, la situation est bien moins grave : seules 10 des 529 salles de classes répertoriées en mauvais état, soit 2% de l'ensemble, et 0,4% des classes sous-pailote. Le ratio élèves / tables-bancs est 17 alors que la norme est de 23 tables-bancs par classe. Le ratio élèves/ latrine est de 33 pour une norme établie à 40 élèves pour une latrine. 89,9% des établissements ont accès à un point d'eau potable, 72,5% à l'énergie électrique et 58% disposent de laboratoire.

Du point de vue de l'encadrement, dans les deux cycles, les indicateurs sont proches des normes pédagogiques ou des objectifs fixés dans le PDDE.

### 7.3.8 Enjeux principaux, défis et limites

Le Niger fait partie des pays les moins scolarisés au monde mais à la faveur de la mise en œuvre de son programme décennal de développement de l'éducation en 2004 et de l'appui des partenaires techniques et financiers, il a accompli des progrès significatifs au cours des dix dernières années. Le pari de l'accès de tous à l'éducation pourrait être gagné d'ici à 2015 si les tendances se maintiennent



et se renforcent mais pour ce qui est de la qualité de cette éducation, tous les acteurs et partenaires de l'école sont dubitatifs. Même en ce qui concerne l'accès et la couverture, les disparités entre les régions et les sexes doivent être corrigées grâce à des actions ad hoc.

Si l'on considère le système éducatif comme un continuum, on remarque un développement inégal des différents paliers qui le composent. La croissance fulgurante de l'enseignement primaire conduit à une massification de l'éducation qui constitue un goulot d'étranglement pour les paliers dont les capacités d'accueil sont limitées faute d'appui extérieur conséquent.

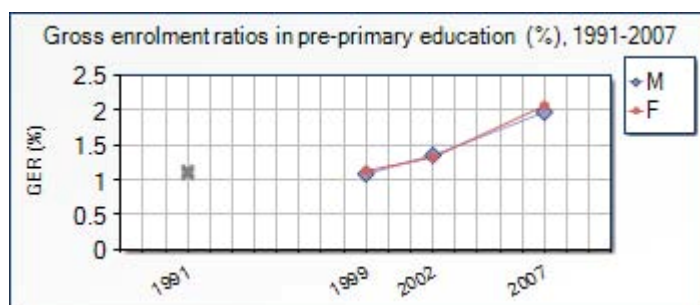
Les perspectives d'amélioration de la qualité de l'éducation reposent aujourd'hui sur la refondation du curriculum de l'éducation de base entreprise dans le cadre du PDDE et dont les principales innovations sont l'entrée par les compétences (ou par les situations) comme paradigme pédagogique et l'utilisation des langues nationales comme médium et matière d'enseignement au cours des premières années de la scolarisation. Des commissions ad hoc sont déjà à pied d'œuvre pour l'élaboration du nouveau curriculum. Mais cela ne dispense pas du renforcement des fondamentaux de la réussite de l'école comme la formation des enseignants, la mobilisation sociale, la bonne gouvernance éducative, l'équipement des écoles, l'approvisionnement conséquent en intrants pédagogique, etc. Une éducation pour tous exige la contribution de tous.

## 7.4 Detailed tables and figures (not included in main text)

**Table 33** Niger: Participation in education

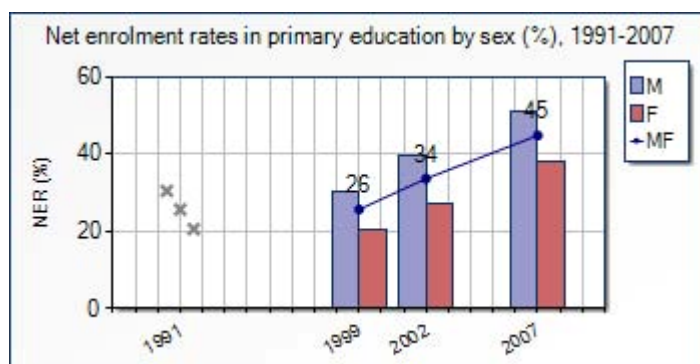
Pre-primary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	1	1	2	16
	M	...	1	1	2	16
	F	...	1	1	2	16

2% of children are enrolled in pre-primary school



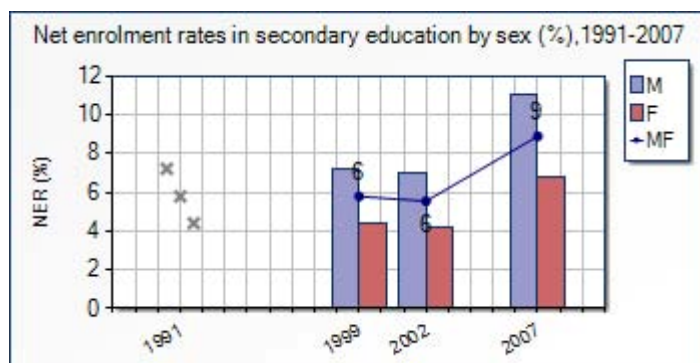
Primary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	30	39	53	98
	M	...	36	46	61	103
	F	...	24	32	45	93
NER(%)	MF	...	26	34	45	74
	M	...	30	40	51	76
	F	...	21	27	38	71

38% of girls and 51% of boys are in primary school



Secondary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	7	7	10	33
	M	...	8	8	13	37
	F	...	5	5	8	29
NER(%)	MF	...	6	6	9	...
	M	...	7	7	11	...
	F	...	4	4	7	...

7% of girls and 11% of boys are in secondary school



**Table 34** Niger: Progression and completion in education

School life expectancy ISCED 1-6 (years)	4.0
Percentage of repeaters, primary (%)	5
Survival rate to grade 5 (%)	75
Gross intake rate to last grade of primary (%)	39
Primary to secondary transition rate (%)	43

39% of children complete a full course of primary

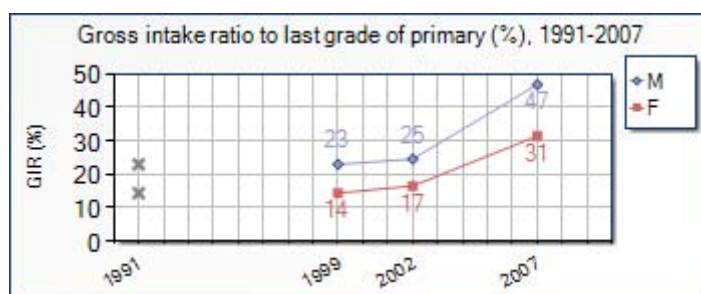


Table 35: Niger: Resources for education

Pupil / teacher ratio (primary)		40
Public expenditure on education :		
as % of GDP	(2006)	3.3
as % of total government expenditure	(2006)	17.6
Distribution of public expenditure per level (%) - 2006 :		
pre-primary		-
primary		64
secondary		25
tertiary		11
unknown		-

17.6% of government spending goes to education

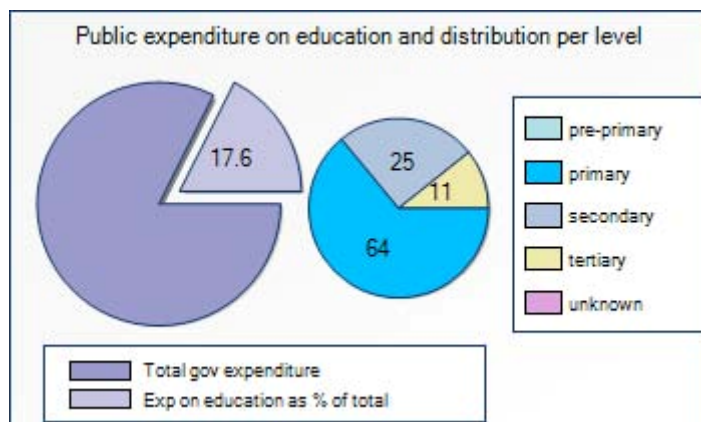
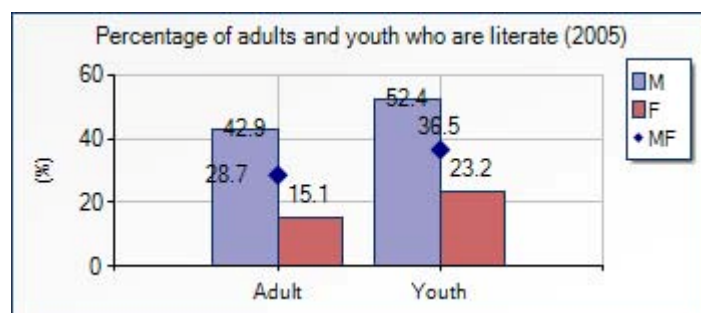


Table 36 Niger: Literacy rates

Literacy rates		1990	2005	2007 Regional average
Adult (15+) %	MF	...	28.7	62.3
	M	...	42.9	71.2
	F	...	15.1	54.0
Youth (15-24) %	MF	...	36.5	72.0
	M	...	52.4	77.1
	F	...	23.2	67.3

28.7% of adults and 36.5% of youth are literate



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## 7.6 Description and short assessment of support

### 7.6.1 Programme 1: Basic education: “SOUTEBA” (Soutien à l’éducation de Base)

Project Authority: MEBA  
 Budget: € 8.7 million  
 End Date: 2009; Status: Completed

The project SOUTEBA was based on the assumption that existing curricula were not adapted to the social realities of Niger. Two categories of pedagogical innovations were proposed: utilization of local languages as mediums of instruction and the integration of primary schools in their socio-economic environment. Two pilot education zones were intended to be covered by the project, those of Tahoua and Dosso. The project was supposed to produce the new didactic material, to train 685 new teachers for the new curricula in the two teacher training colleges of the area, and to retrain 1000 teachers already posted.

The starting date was expected for June 2002, with a committed budget of € 8.7 million. It was supposed to be completed in 2006. Two years later, the project had not yet started, and a new commitment of € 3.477 million was allocated, of which € 1.7 million were disbursed in April 2005.

During the CSP review of 2005, it has been observed that the project had barely started and should be rescheduled. In addition, it was noted that teachers are originating from urban areas and are reluctant to utilize local languages in their class. They seemed to perceive this approach as threatening their authority.

ROM scorings are as follows (date – May 2005 ROM):

	<i>Relevance and quality of design</i>	<i>Efficiency of implementation to date</i>	<i>Effectiveness to date</i>	<i>Impact prospects</i>	<i>Potential sustainability</i>
Scoring	B	C	C	C	B

No further ROM assessment is available in the CRIS database. However, from 2003 onwards, a new process has started after the FTI endorsement. All donors are associated in the support to basic education in the framework of the “Plan Décennal de Développement de l’Education” (PDDE). A yearly evaluation of the implementation of the PDDE is produced and reviewed by the donor community with the government. In the third review of 2003, it is recognized that the introduction of local languages is facing serious obstacles, in particular the non-mastering of these languages by most teachers, the non-utilisation of these languages in official documents, and the perception of French as a tool of social promotion.

Actually, the PDDE has introduced a certain number of management reforms based on a decentralisation approach, and local initiatives do not necessarily reflect the national policy. The decentralisation is characterized by the operation of four different types of schools, namely the traditional schools (the majority), the franco-arabes schools (about 10%), the community schools, and the special schools. Although the 1998 Education law is not replaced by a new law, some aspects of the law are not any longer considered as priorities. It is the case of the introduction of productive and practical activities in the curriculum of primary education. It is replaced by the idea of adaptation to the environment and the participation of local stakeholders.

In 2005, as the EC project had not produced what was expected, the updated PDDE action plan has contracted the University of Quebec in Montreal for elaborating new curricula at the primary level, produce new didactic material and undertake a training programme for teachers. Although it is not explicitly specified in available documents, it seems that the pedagogical reform objectives have changed, in favour of a new approach called “approche par les compétences”, developed during the past 15 years by Belgian and Canadian pedagogical experts. It is based on the idea that the French pedagogical tradition inherited in most former French colonies is excessively academic, and do not link sufficiently school acquisitions with skills life. In other words, it is excessively abstract and theoretical and not enough practical and adjusted to daily life needs.

It should be noted that this programme was aligned with the 1998 education law, but the 2002 PDDE has set up new objectives to the education system, and the EC project became de facto outdated.

Moreover, project implementation was contracted to a consulting firm, which explains the initial delay insofar as it took more than 18 months to identify the contractor.

The conclusions of the evaluation of the project<sup>19</sup> can be summarised as follows:

- Le principe qui anime l'enseignement "bilingue" est prometteur. Sa théorie séduit. Les enfants en effet sont susceptibles de mieux profiter de l'alphabétisation dans leur langue maternelle. Et effectivement, le démarrage du déchiffrement est plus performant au CP en langues nationales qu'en français. Le score moyen de l'apprentissage du déchiffrement en langues nationales, obtenu en 2008 au CP, de 62,7 sur 100, l'emporte nettement sur celui, dérisoire, en langue française de 20,3.
- En 2008, le score moyen au CP de la maîtrise des langues nationales est même un progrès par rapport à celui de l'an passé. De 48,9 sur 100 (62,7 en lecture et 35,1 en production d'écrits) en 2008, il améliore de 3 points celui de 2007 (45,8 sur 100). De plus, le score moyen des CP traditionnels en 2007, de 37,1 pour la maîtrise de la langue et de 32,7 en mathématiques, était inférieur. Cependant, en dehors de l'apprentissage du déchiffrement, les autres résultats du "bilinguisme" sont mitigés en 2008. Au CP, les apprentissages de l'écriture (35,1 sur 100) et des mathématiques (36,7) enseignées au CP en langues nationales restent en échec grave.
- La "passerelle" au CE1 entre l'enseignement en langue nationale et l'enseignement en français est fragile. La communication en langue française à propos de consignes scolaires simples n'est guère possible ; le vocabulaire lié au quotidien de l'école ou de l'environnement proche n'est pas en place. L'évaluation au CE1 montre que l'apprentissage du Français langue étrangère est mal assuré au sous cycle 1. Si bien que les élèves risquent un handicap supplémentaire pour poursuivre leurs études. Il est impératif que ce problème trouve solution.
- Les acquis scolaires du CE2 et du CM2 montrent que le soutien apporté par SOUTEBA, après les espoirs donnés lors de l'évaluation de 2007, est largement gaspillé, dilué dans les dysfonctionnements de l'école nigérienne.
- En matière des conditions pour réussir l'extension du "bilinguisme", prévue dès la rentrée de 2008-2009 par le ministère dans 50 écoles par région, l'étude conclut : « D'abord, les résultats de 2008 engagent à la prudence. L'expérimentation n'aboutit pas vraiment à la plus value esérée. La question de la passerelle vers l'enseignement en français soulève des problèmes à résoudre. De plus, l'appui de SOUTEBA cessera en 2009. Ensuite, le matériel et surtout les manuels nécessaires ne sont pas acquis pour les écoles nouvelles concernées. Encore, la nouvelle formation en ENI passe à deux ans en 2008-2009. Il n'y aura donc pas de sortants de l'ENI formés au bilinguisme pour l'année 2008-2009. » En outre, l'étude met en question si les formations de 45 jours données durant les vacances seront suffisantes pour palier les difficultés. Et elle conclut par dire : « Enfin, la revue de juin 2008 qui réunissait les Partenaires Techniques Financiers (PTF) et les représentants du ministère nigérien a permis de noter que le pilotage du bilinguisme devait être réaffirmé. Il paraît difficile dans ces circonstances de soutenir pour la rentrée 2008-2009 le projet d'extension du bilinguisme. »

#### 7.6.2 Programme 2: School map: Carte scolaire de l'enseignement de base

Project Authority: MEBA Budget: € 1.3 million Contract signed: 9/12/2000 End Date: 1/5/2006; Status: Completed
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L'objectif global du projet est l'élévation du niveau éducatif de l'ensemble de la population nigérienne par l'intermédiaire de la généralisation de la carte scolaire de l'enseignement de base, permettant une meilleure définition de la politique de l'éducation. L'objectif spécifique du projet est d'améliorer la capacité de gestion et de planification du système éducatif par la généralisation de l'usage de la carte scolaire au Niger. Il s'agit en particulier de renforcer les capacités institutionnelles des services centraux et régionaux concernés par la réalisation de la carte scolaire de l'éducation de base et de généraliser la méthodologie d'élaboration de la carte scolaire et son utilisation pour la prise de décision.

Les activités de renforcement de la capacité institutionnelle comprennent (i) la mise en place d'un Système d'Information Carte Scolaire faisant partie intégrante du système d'information du ministère ; (ii) l'équipement et le réhabilitation des bureaux de la division carte scolaire tu MEBA ; (iii) la création et l'équipement des bureaux régionaux de carte scolaire ; (iv) la formation des agents au Niger et à l'étranger.

<sup>19</sup> Ministère de l'Education Nationale, Niger (2008): Rapport d'Evaluation des écoles soutenues par SOUTEBA, Ecoles bilingues et écoles traditionnelles. Mai 2008

Les activités techniques relatives à l'élaboration de la carte scolaire comprennent (i) la collecte et la saisie des données scolaires ; (ii) l'élaboration du diagnostic de carte scolaire ; (iii) l'élaboration de la carte scolaire prospective ; (iv) l'encadrement, la surveillance et le suivi des opérations.

Le projet devait établir la carte scolaire prévisionnelle des écoles de base 1 (écoles primaires), et de base 2 (collèges). Quand le projet fut signé, les deux types d'écoles relevaient du même ministère, et le projet devait être mis en œuvre dans des unités centrale et régionales uniques. La scission du ministère en 2001 a affecté les collèges au ministère de l'enseignement secondaire, et a conduit à doubler les structures d'exécution aux niveaux central et régional, avec des problèmes de locaux pour héberger deux structures en région au lieu d'une seule, l'une dépendant des DREBA (Directions Régionales de l'Enseignement de Base), et l'autre dépendant des DRES (Directions régionales de l'Enseignement Secondaire).

D'autres facteurs ont entravé la bonne marche du projet : l'absence de financement pour la collecte des données en 2003, le blocage de la rentrée scolaire 2004-05 en raison d'une grève des enseignants, et enfin la non disponibilité des données démographiques par âge du recensement de 2001. Par ailleurs, la collaboration entre la division de la carte scolaire du MEBA et l'unité de projet n'a pas fonctionné, les premiers étant dépourvus des moyens mis à la disposition des membres du bureau de projet pas la Commission Européenne. Enfin, la plupart des agents du ministère formés aux techniques d'élaboration de la carte scolaire ont changé d'affectation, et n'ont pas été en mesure de mettre en œuvre les acquis de leur formation au service du renforcement institutionnel de la division de la carte scolaire.

### **7.6.3 Programme 3: Access of girls to secondary education: Projet de lutte contre l'exclusion des filles dans l'enseignement secondaire en vue de leur intégration dans la société nigérienne au collège Mariama à Niamey**

Project Authority: College Mariana Budget: € 458,336 Contract signed: 1999; End Date: 2004; Status: Completed
---

The College Mariana in Niamey was created in 1962 by an association of Christian sisters from Canada. It is a comprehensive secondary establishment, comprising both junior secondary (grades 7 to 10) and senior secondary (grades 11 to 13). At the college level, it enrolls only girls. It is open to boys at the senior secondary level, depending on merit, but girls finishing the college have a priority and constitute the majority of pupils at this level. Its intake is presently equal to 1,671 pupils, of which 880 girls in junior secondary, and about 600 in senior secondary. It is considered as one of the leading institutions in the country, with a passing rate of 98% at the final exam of junior secondary, the BEPC.

In 1999, the Canadian association could no longer support the institution and decided to give it, including the facilities, to the Niamey's diocese. The departure of Canadian teachers has raised a serious problem of funding to the diocese, at a time when the facilities were in poor conditions and needed extensive rehabilitation. The diocese asked to both the French Embassy and the EC to support the institution for a five years programme during which they would pay for both the rehabilitation of the facilities and the replacement of teachers filling the vacant positions left by the Canadian association.

The total financial requirements during this critical period (1999-2004), were estimated at € 940,000, of which 458,336 were supported by the EC (47%), € 368, 233 by the French Embassy (35%) and € 194,233 (18%), by an NGO, Misereor.

Since 2004, Mariana has recovered its financial autonomy, thanks to a permanent support of the Ministry of secondary education which provides 62 teachers. As compensation, Mariana accepts the enrolment of half the intake free of charge. The selection of the free contingent is done by the Ministry.

According to numerous sources, Mariana is undoubtedly the institution which provides the best education opportunities for girls in the country.

### **7.6.4 Programme 4: Access of handicapped children to regular primary schools of the Niamey area - Développer l'offre éducative pour les enfants handicapés au Niger pour une meilleure intégration dans la société**

Project Authorities: MEBA and Handicap International Budget: € 582,000 , spent as of June 2009: € 345,402 Contract signed: 2007 End Date: 2011; Status: ongoing
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The objective of the project is to develop inclusive education for handicapped children of the great Niamey area, which comprises 5 municipalities. There are about 160,000 children aged 3 to 12 in the Niamey area, of which about 4,500 are handicapped, mentally or physically. The executive agency for the Project is an International NGO, Handicap International, which has set up an office in Niger. The NGO has carried out a survey for estimating the school age handicapped population, and from this survey; it has classified the concerned children into six categories, those with arms or legs problems, those with visual, hearing, mental, and language problems, and the others. It has funded about 1,500 medical diagnoses to classify those who have the capacity to be fruitfully included in regular schools and those who have a handicap not compatible with school enrolment. Thanks to this diagnoses, about 415 handicapped children have been identified for free access to public hospitals

The main activity performed by the project is the sensitization of all stakeholders, from education authorities at the ministry level to inspectors, headmasters and parents. In addition it is organizing training sessions for teachers to help them in the inclusion process of handicapped pupils in a regular class.

Before the project, about 60% of the target population was already enrolled in the schools of the Niamey area. The survey has estimated that a maximum of 80% could be included, the 20 remaining percents being too severely affected for inclusive education. After 2 years, the proportion has raised from 60 to 66%, slightly less than the expected objective.

The project has also commissioned an architectural feasibility study for investigating the obstacles to be addressed in order to facilitate access to school buildings by handicapped children.

The next step is to extend the project in rural areas, where the problem of inclusion of handicapped children is more acute, insofar as only 7% are included in regular schools.

#### 7.6.5 General Budget Support - Overview

Project Authority: MEBA and Ministry of Economy and Finance

Budget: 30 million Euros per year, of which about 10 million linked to education indicators.

Budget support is by far the most significant support brought to Niger by the EC. The EC has actively supported Niger in the nineties, when the country was facing the harsh constraints of unsustainable public deficits and could not any longer pay for its basic food imports. Several donors have joined their efforts to implement a structural adjustment program, for which the EC contribution was quite significant. It has been the beginning of a growing budget support component in subsequent EDF interventions.

In 2003, the government has adopted a ten year plan, the PDDE, which has three major components: improving access, improving quality, and improving institutional capacity. EC GBS has been aligned to the PDDE objectives, with indicators used to determine the amounts of variable tranches.

The implementation of PDDE has coincided with the endorsement of the FTI programme. This programme was primarily a programme of expansion of the school supply, insofar as the low GER was mostly the consequence of the absence of schools in a large proportion of villages. The programme was therefore dedicated to the construction of new schools and to the recruitment of new teachers.

GER in primary has rapidly increased during this period of EC GBS support (a twofold increase in 7 years), but the gender gap has only been marginally reduced, and urban/rural areas differences remain significant.

Quality has not improved as expected, nor institutional capacity. The capacity of the Ministry of Education to produce on time the documents requested from donors, including the EC, for allowing the disbursements of GBS tranches and SBS support from other donors is behind the expectations.

Consequently, delays in disbursements have accumulated. If disbursements were delivered in accordance with the expected schedule, Niger should have received for the past 4.5 years (2006, 2007; 2008, 2009, and six months of 2010) € 135 million for GBS, but has effectively received € 55.31 million, namely 41%. Concerning education only, it should have received € 33 million (15 for the fixed tranche and 18 for the variable tranche), but has only received € 11.38 million, namely 34% of commitments.



***Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)***

Country Note: South Africa

June 2010

*Evaluation for the European Commission*







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**Thematic global evaluation of  
European Commission support to the  
education sector in partner countries**

**Country note South Africa  
June 2010**

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***This evaluation was carried out by  
Particip GmbH***



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### List of abbreviations

ABET	Adult Basic Education and Training
AfDB	African Development Bank
ADB	Asian Development Bank
CIDA	Canadian International Development Agency
CSE	Country Strategy Evaluation
CSP	Country Strategy Paper
DCI	Development Cooperation Instrument
DfID	Department for International Development
DoE	Department of Education
DP	Development Partners
EC	European Commission
ECD	Early Childhood Development
EFA/FTI	Education for All Initiative (co-ordinated by UNESCO)/Fast Track Initiative
EMIS	Education Management Information System
EQ	Evaluation Question
ESSP	Education Sector Support Programme
EU	European Union
EUD	European Union Delegation
FET	Further Education and Training
GBS	General Budget Support
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution (GEAR) Programme
GER	Gross Enrolment Rate
GET	General Education and Training
GoSA	Government of South Africa
GPI	Gender Parity Index
HDI	Human Development Index
HE	Higher Education
HRD	Human Resources Development
ICT	Information and Communication Technology
IDA	International Development Association
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MS	Member State
MTEF	Medium Term Expenditure Framework
MTR	Mid Term Review
NEPA	National Education Policy Act
NER	Net Enrolment Ratio
NGO	Non-Governmental Organisation
NSA	Non-State Actor
NSFAS	National Student Financial Aid Scheme

NSSF	Norms and Standards for School Financing
OECD	Organisation for Economic Co-operation & Development
PCR	Primary Completion Rate
PIRLS	Progress in International Reading Literacy Study
PrimEd SPSP	Primary Education Sector Policy Support Programme
PRSP	Poverty Reduction Strategy Paper
PTR	Pupil/teacher Ratio
RDP	Reconstruction and Development Programme
ROM	Results-Oriented Monitoring
RSA	Republic of South Africa
SADTU	Largest Teachers Union in South Africa
SANLI	South African National Literacy Initiative
SAQMEC	Southern and Eastern Africa Consortium for Monitoring Educational Quality
SASA	South African Schools Act
SBS	Sector Budget Support
SCF	Save the Children Fund
SGBs	School Governing Bodies
SIDA	Swedish International Development Cooperation Agency
SISP	School Infrastructure Support Programme
SNE	Special Needs Education
SMTs	School Management Teams
SWAP	Sector-Wide Approach
SYCBP	Salesian Youth Capacity Building Project
TA	Technical Assistance
TIMSS	Trends in International Mathematics and Science Study
TSP-DoE	Technical Support Programme to Department of Education
TVET	Technical and Vocational Education and Training
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
WB	World Bank
ZAF	South African Rand





## 1 Introduction

The purpose of the evaluation is to assess “to what extent the Commission's assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner Governments' priorities and activities as well as with international legal commitments in education.” The evaluation period covers 2000 – 2007.

The field visit to South Africa had the following objectives:

- To collect additional information in order to answer the Evaluation Questions (EQs) and Judgement Criteria (JCs);
- To evaluate the hypothesis formulated at the end of the desk phase;
- To assess if there is a need for further research and interviews to prepare the synthesis report, and in particular the sections on conclusions and recommendations.

The purpose of the note is to summarise the findings from the field that will feed into the synthesis report. This note is *neither* a country evaluation nor a self-standing impact evaluation, and does not intend to pass judgement on the performance of the EU Delegation to South Africa, nor on its South African partners.

South Africa was chosen as a field study country based on its high score on a number of criteria including 1) continued support to the education sector throughout the evaluation period and beyond, 2) relative importance of education in the country portfolio and 3) a mix of aid modalities. Moreover the final country selection was made in dialogue with the Joint Evaluation Unit. More detailed information on the scoring methodology and field country considerations can be found in the desk report (pp. 41-46).

The field visit was undertaken between the 9th and the 17th of May 2010 with technical, organisational and logistical support provided by Morling and Godden Consultants. We would like to thank all those met for sharing their insights, views and experience with us. The list of those met can be found in Annex 6.2. The country field team assumes sole responsibility for the views, opinions and errors expressed in this report.

Besides collecting additional evidence related to answering the EQs, the field visit to South Africa has specifically examined the following aspects:

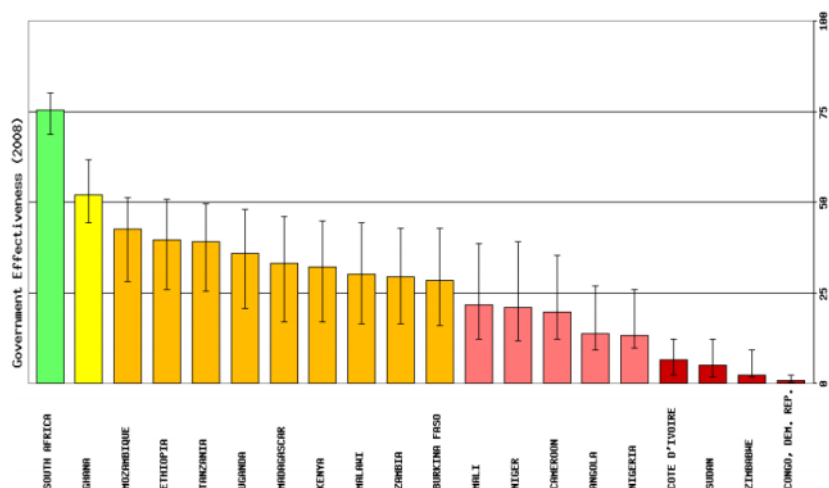
### Research focus – additional insights

The key research focus centres around the following three topics: the sequencing of the EC assistance modalities, the outcomes of EC assistance, and the coherence of the various assistance channels. This translates into three key research questions:

Country	Research focus – additional insights
South Africa	<ol style="list-style-type: none"> <li>1. What have been the main drivers behind the change in modalities, and can added-value be evidenced?</li> <li>2. Has the EC maintained a consistent focus on outcomes especially in terms of access and quality?</li> <li>3. Has the choice of assistance channels been coherent and offered diverse learning opportunities?</li> </ol>

### Working hypotheses

The following working hypotheses have been developed in the desk phase which the field study will attempt to validate, nuance or reject. A key macro characteristic of South Africa is its high level of GDP per capita and high quality of governance (see table 1 below) compared to the other case study countries in this evaluation. This is certainly a key feature of the backdrop against which the evaluation of EC education support to South Africa should be framed.



This is especially relevant in discussing the modalities and sequencing of EC education support. We thus hypothesize that the high quality of governance, in particular governmental effectiveness, has allowed the EC to proceed comparatively quickly from initial discrete projects, such as school infrastructure and rehabilitation, towards sector budget support. This might primarily be due to the growing confidence in the government and its capacity to implement the education plans and priorities. The aid effectiveness agenda further accelerated this process.

The added-value of this shift might include:

- Increased government ownership, as they are now fully determining education planning and spending;
- Increased domestic accountability, as the EC education support is now subject to mainstream national procedures and not from outside this accountability regime;
- Focus on subject matter issues of sector wide importance, as opposed to project procedures and more narrow issues.

Regardless of the aid modality the EC has focused on key education outcomes such as access and quality including learning achievements, but perhaps with varying degree of emphasis. At this stage the evaluation team has the following hypotheses:

- Initial focus on past inequalities has meant an initial neglect of quality aspects;
- EC technical support to the Department of Education has been effective in improving learning opportunity issues for disadvantaged learners;
- School infrastructure support has played a role in improving learning outcomes.

The EC has also used Non-State Actors (NSAs) in its assistance to the education sector, for example in the Salesian Youth Capacity Building Project, which has aimed at improving educational skills among vulnerable youth groups. However the funds have been modest compared to the funding made available to government. The following working hypotheses have been made:

- Funding of NSAs within education has improved the coherence of EU support by providing more front-line information to the EC and by getting more direct feedback from end-beneficiaries;
- The potential to pilot and innovate through NSAs has been compromised by difficulties in complying with the EC's procedural regime;
- Nevertheless, the lessons learnt have informed the EC in its approach to the education sector.

## 2 Data collection tools and methods used

Prior to the field visit the country field team undertook a desk review of available literature, both specific to EC supported interventions, as well as broader documentation regarding other development partners, as well as the overall evolving status of the education sector in South Africa during the evaluation period. With regard to EC funded interventions, four projects were selected for more in-depth analysis, as they offered important insights into the diversity of channels, modalities and focus areas. These were: The Education Sector Support Programme (ESSP, €27 m from 1998 to 2003), the School Infrastructure Support Programme or SISP (€66 m committed but €40 m were finally decommitted in the period from 2003 to 2009), the Technical Support to Department of Education (€17 m from 1997 to 2004) and the Salesian Youth Capacity Building Project (€ 400,000 from 2006 to 2009). Moreover, the country field team has also considered how lessons learnt from these projects have

been incorporated into the recently launched Education Sector Support Programme for primary education (€120 m, 2010 to 2013).

In addition to studying the documentation, the team also interviewed key informants with relevant knowledge on the chosen interventions, as well as informants offering broader insights into the evolution of the education sector during the evaluation period and the role and interactions between government, external development partners and NSAs. Only two focus group meetings were held but otherwise the preferred interview methodology was individual in-depth interviews focused on the relevant EQs and the working hypotheses. A list of people met can be found in annex 6.2. The information deemed of critical importance was subjected to a process of triangulation to ensure validity and internal consistency.

Given the resource envelope (especially time-wise) for the field phase, prioritisation was necessary and the field team thus had no ambition of re-doing evaluations that had already been undertaken. Rather the team relied extensively on these evaluations and attempted to extract more general findings, trends and recurring themes that are of relevance to a broader audience. The dialogue with informants also centred around distilling broader lessons and themes, rather than focussing on the minute details of the selected projects. To reiterate, this country note is thus not a judgement of the performance of individual projects, nor of the overall education portfolio of the EU Delegation. Rather it is an attempt to learn from the South African experience and to encourage wider reflections on how best to structure and focus EU assistance to the education sector.

### **3 The context for supporting education in South Africa**

In 2007, the last year of the 2000 to 2007 evaluation period, South Africa had a population of 47.9 million of which 15 million were children. At the point of the transition to democracy in 1994, the new government was faced with the task of rebuilding the system as well addressing the massive inequalities and backlogs. The immediate challenges included creating a single integrated system, increasing access to the poor and marginalised, decentralising school governance, reforming the curriculum, rationalising higher and further education and adopting pro-poor funding strategies.

The South African Constitution amplified by the National Education Policy Act of 1996, makes education a concurrent competence between national and provincial governments. National government has policy-making responsibility for the entire sector and exclusive responsibility for higher education, whereas provinces have responsibility for the implementation of national policy and the management and administration of the entire school sector. The education system can be broken down into the following bands or sectors: early childhood development (ECD); general education and training (GET) from reception year to grade 12; further education and training (FET), from grade 10 to 12; adult basic education and training (ABET); special needs education (SNE); and higher education (HE). General Education and Training is further divided into three phases consisting of grade R plus 1-3 (the Foundation Phase), grade 4-6 (the Intermediate Phase), and grade 7-9 (the Senior Phase)

Schooling is compulsory for all children from the year in which they turn 7, until the year in which they turn 15, (or the end of grade 9, whichever comes first). The vast majority of children of school-going age now enter school, and the majority of these complete grade 9. Unlike most other African and developing countries, there is hardly any gender disparity in enrolment, with the exception of the senior secondary years where girls outnumber boys. In 2007, there were 26,065 ordinary schools, of which 24,979 were public and 1,086 were independent (private). Of the total of 26,065 ordinary schools, 15,358 were primary, accommodating 6,316,064 learners and staffed by 191,199 educators. An additional 5,670 were secondary schools with 3,831,937 learners and 128,183 educators. There were also 5,037 combined and intermediate schools with 2,253,216 learners and 74,843 educators. The national average learner educator ratio for ordinary schools was 31.5:1 (Education Statistics in South Africa 2007, Department of Education).

In terms of system performance however, a number of challenges can be discerned. Net enrolment rates (NER) drop significantly after grade 3, indicating that many children are repeating and falling behind the age-grade norms. Also school enrolment figures decline significantly after grade 9 or age 15, and the enrolment of boys in particular in the 16 -18 age group indicates substantial drop-out. Following the implementation of semi-automatic promotion, (learners are not allowed to repeat more than once in a three-year phase), repetition rates have declined, but many learners are still taking more than 9 years to complete the 9-year basic education. In 2007, the overall national pass rate in the Senior Certificate (grade 12) examination was 65.2 %, up from 57.9 % in 2000.

South Africa dedicates a relatively large share of its GDP, as well as of overall government spending to education. According to the National Treasury, education spending as a percentage of GDP declined from 5.4 % in 2005/6 to 5.1 % in 2007/8, but is projected to increase to a peak of 5.8 % in 2010/11, before dipping slightly to 5.7 % in 2011/12. While this figure compares favourably with other middle income countries, it is still below the 6% benchmark recommended for growth and develop-

ment by the OECD, and also below the 7 % of GDP spent on education in the last apartheid budget in 1994/5. In the same year educational expenditure amounted to 22.5 % of the Government's budget.<sup>1</sup>

#### **4 Findings on EC support to the education sector**

In this section the field team has attempted to answer the judgement criteria to each of the nine evaluation questions based on an analysis of the EU education portfolio, in particular the four case study projects. Clearly the South African experience does not offer equally comprehensive answers to each question and in some cases the judgement criteria are of limited relevance in this context. In such circumstances, the field mission has invested only limited analytical and data gathering efforts, focussing instead on explaining why the particular evaluation question or judgement criterion is treated only superficially. The field mission has thus prioritised questions and judgement criteria relating to areas where the EC has made, or attempted to make, a significant contribution.

##### **4.1 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

###### **4.1.1 JC11: Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives**

While South Africa has not adopted a conventional PRSP, the policy objectives of the democratic governments since transition in 1994 have been focused centrally on the question of poverty reduction. The strategic and priority programmes of government have been set forth in a series of Programme Documents, starting with the Reconstruction and Development Programme (RDP) in 1994, the Growth, Employment and Redistribution (GEAR) Programme, and related documents setting out governments priority programme. These documents can be regarded as equivalent to a formal PRSP. In the education sector, as in all other sectors, government ministries were required to develop and adopt multi-year strategic plans that were aligned to and gave effect to the overall priorities of Government.

In July 1999, the Minister of Education issued a call to action, launching the Tirisano (Working together) Programme, which set out the strategic priorities for the next five year period. The Tirisano five-year plan covered the period from January 2000 to December 2004, and set out five key programmatic priorities which included HIV and AIDS, school effectiveness and educator professionalism, literacy, Further and Higher Education, and organisational effectiveness of the national and provincial departments of education. The subsequent strategic plan covered the 2004 to 2006 period. By this stage the strategic planning frames had been reduced to a three-year period to coincide with the three year Medium Term Expenditure Framework (MTEF) periods. The priorities for this period included dealing with poverty; skills development which included a focus on mathematics and science and ABET; improvement in the system which included a focus on infrastructure delivery; health and education, as well as institutional capacity development in higher and further education. The EC designed its interventions around these priorities.

There thus existed a high degree of relevance and alignment between these priority programmes of government in the education sector, and the particular projects that were supported by the EC during the period under review. All the aspects of the EC projects, including school infrastructure development, the implementation of the South African Schools Act, ECD, ABET and management capacity building can be linked to one of the priorities set out in the priority programmes. There is consensus amongst all interviewees that EC projects were always formulated on the basis of specific requests from Government. These requests would be discussed in relation to overall plans of government and their own resource envelopes as set out in the MTEF plans, and never arose out of priorities dictated by the EC. While there is thus high alignment of EC's interventions to GoSA's priorities, it is not self-evident that GoSA has been fully capable of aligning *its* implementation strategies and execution in a way that has advanced educational outcomes of the target group, an issue that will be further discussed at the end of the report.

###### **4.1.2 JC12: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives**

The contribution of the EC, as well as the collective contribution of all the other bilateral and multilateral development partners, remained small relative to the quantum of national resources available to

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<sup>1</sup> See Department of Education: White Paper on Education and Training, Cape Town, March 1995 as well as OECD (2008): Review of National Policies for Education, Paris 2008

education throughout the evaluation period. Many donors also appear to have viewed their support to South Africa as transitional, given its status as a middle-income country. As a result the incentives for donor coordination appear to have been rather low during the early parts of the evaluation period, both on the part of government and on the part of the donors. Nonetheless, the EC was able to identify and formulate its projects in response to requests and in cooperation with government. Thus there was a high degree of support to the national education policies and strategies.

While no joint field missions were organised, either with government or with other donors, significant sharing of analytical work did take place, indicating a reasonable level of harmonisation. An example would be the support provided by the EC to the undertaking of the audit of ECD provision, the results of which government and all other stakeholders in the sub-sector utilised in the development and roll out of a new national strategy for ECD. Another example would be the work on the development of Norms and Standards for School Financing (NSSF), supported by the EC through the Education Foundation, which proved to be critical in the elaboration of South Africa's pro-poor school financing policies. In the identification and formulation of the new Education Sector Policy Budget Support Programme, the EC made a very concerted effort to include and involve all other development partners, particularly the Member States (MS) active in the education field. A study on mother-tongue teaching practices that had been financed by Irish Aid for example, was drawn on extensively in the formulation on this new programme. Thus, while the scope has been limited, the EC has aimed at improving donor harmonisation in a transparent manner that has involved other development partners (including MSs) in all phases of programme preparation.

#### **4.1.3 JC13: The Commission has ensured the overall coherence of its education support**

While all efforts were invested to ensure the relevance and coherence of the Commission's education support to government, the same cannot be said of the coherence of the overall support to the sector. Staff in the EU Delegation were of the view that any coherence of their support to the NGO/NSA sector with that to Government would have been entirely coincidental. Much of the support to NGOs originated from Brussels and they were funded out of thematic budget lines, and were not conceptualised in consultation with the EU Delegation. While many of these initiatives seemed worthy in and of themselves, such as the Salesian Youth Capacity Building Project, there certainly was no complementarity with the work of the Delegation. However, the Delegation made all efforts to learn from these NGO projects, obtaining insights into professional issues and gaining perspectives on implementation conditions on the ground. These insights have provided some information and enriched the overall understanding of the sector and were valuable in deepening the nature of the dialogue with partners in Government.

#### **4.1.4 EQ2-access: To what extent has EC support to education contributed to improving access to basic education?**

As indicated in the introductory section above, in marked contrast to most other African countries, access to basic education has not been one of the key challenges confronting education in South Africa. Certainly during the period under review in this evaluation, South Africa was able to guarantee school places to all children wishing to access education. South Africa's more fundamental educational challenges continue to lie in the domains of equity in educational provisioning and in the quality of education. As a result of factors related to concerns of both equity and quality, the country does confront challenges of relatively high drop-out and repetition rates, resulting in some children of compulsory school age being out of school, but this is not due to a lack of school places. As a result, providing access to basic schooling was not regarded as a key priority for either Government or for donors and development partners. Staff in the EU Delegation state that none of their interventions was set out specifically to address access to education, but in the years under review they were targeted to assist the government with addressing the vast backlogs and gaping disparities in educational provisioning.

#### **4.1.5 JC21: All children access and complete a full course of primary schooling - (MDG 2) and (EFA 2): General trends and trends related to desk study countries**

According to the OECD study, "South Africa can be said to be close to achieving universal basic education (96.6 % enrolment for 7-15 year-olds in 2003 with almost all children of school-going age entering school and the majority reaching the end of grade 9. However the Ministerial Committee on Learner Retention, established by the Minister of Education in April 2007, found that there was a high failure rate, repetition and drop-outs in grades 10-12.)<sup>2</sup>

<sup>2</sup> OECD (2008): Review of National Policies for Education, Paris 2008. The study referred to is "Department of Education (2006): Ministerial Committee on Literacy Final Report, Pretoria 2006"

In 2001, the official GER for primary schooling was 117 %, and 86 % for secondary schooling, confirming the high drop out in the later secondary grades. The combined GER was 103 %. By 2007 the GER for primary schooling was 99 %, and that for secondary schooling had improved slightly to 88%. The combined GER was 94%

#### **4.1.6 JC22: Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)**

In 2001 South Africa had a Gender Parity Index (GPI) of 1.00, ranging from 0.95 for primary and 1.10 for secondary schooling, indicating that boys constitute the majority of those dropping out in the higher grades. By 2007, the situation had not changed much, with a GPI at 1.01, ranging from 0.98 for primary and 1.10 for secondary.

#### **4.1.7 JC23: Primary schooling is compulsory and free of costs to all pupils**

Basic education, interpreted as the first nine years of schooling, has been compulsory since the promulgation of the South African Schools Act (SASA) in 1996. The Constitution and the SASA do not, however, declare basic education to be free, but enjoin the government to make provision free of charge progressively as fiscal resources permit. In practice, this meant that schools could levy fees in accordance with the affordability levels of the communities they serviced. Schools servicing very poor communities were only able to levy nominal fees, while those servicing wealthy communities levied significant levels of fees, enabling them to further widen the gap in the input levels and quality of provision. With the introduction of the policy of no-fee schools, the Government have been progressively abolishing school fees for those schools servicing the poorest communities. Currently all schools servicing the poorest 60 % of learners have been declared no-fee schools, with the Government making up the short-fall with preferential financing to these institutions.

The EC did not play any significant role in the promotion of free and compulsory primary schooling, and the developments and commitments in this area are derived from the Government's own pro-poor agenda. According to the staff in the EU Delegation, the question of providing support aimed at improved quality and equity in the provision of primary schooling only arose prominently in the process leading up to the identification and formulation of the SBS for primary schooling.

#### **4.1.8 JC24: Provisions to enhance access to education by disadvantaged groups**

As indicated in the sections above, the priority in the education sector in South Africa has been overcoming the historical disparities and addressing the educational provision for disadvantaged groups. In this context, the most significant marker of disadvantage is that of poverty, with South Africa currently having the worst income inequality in the world, as measured by the Gini coefficient. While there is significant overlap between poverty, rurality and race as markers of poverty, there are no specifically disadvantaged ethnic groups or remote communities. Poverty is concentrated in the rural and township communities of blacks, particularly amongst black Africans. Disadvantage in the South African context is therefore one of devastating disadvantage of the majority, as opposed to any special minority group.

The work of the EC in the education sector was focused on supporting government efforts to address these very inequalities, disparities and backlogs in education service delivery. The key vehicles were the projects which all have the focus on addressing the huge backlog, both in terms of infrastructure, but also in terms of addressing institutional constraints in supporting the Department of Education. The exact modalities by which this was operationalised are described below and in section 6.6.

#### **4.2 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

None of the projects supported by the EC during the evaluation period were focused directly on contributing to the improvement of the transition to secondary schooling. As indicated above, in the period under review, the efforts of the EC were concentrated on assisting the Government of South Africa (GoSA) to address the problems of equity and management capacity in the education sector. Only towards the end of the evaluation period did the question of educational quality as measured in educational throughput and success rates move to the centre of the South African educational agenda. The EC responded to this shift with the identification of the SBS programme for primary education. In supporting the improvement of primary schooling, particularly in the early years, a strong foundation can be laid for the eventual improvement of throughput and transition to secondary schooling. The earlier efforts to improve school infrastructure through the School Infrastructure Support Programme (SISP) and the earlier component in the Eastern Cape as part of the ESSP might have contributed indirectly to improved performance in the schools that did benefit from new and improved infrastructure.

#### 4.2.1 JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary

The evaluation team was not able to get the necessary data to produce the coefficient of educational internal efficiency but proxy measures are reproduced in the following table.

Table 1: *Survival rates, repeaters and transition from primary to secondary education*

Year	2000	2001	2002	2003	2004	2005	2006	2007
Survival rate to last grade of primary.	...	80,1	78,7	77,0	...	...	...	...
% of repeaters in primary. All grades.	8,8	9,4	7,4	5,2	8,0	8,0	8,0	8,0
% of repeaters in secondary. All grades.	17,0	...	13,4	10,9	14,2	...	...	...
Transition: ISCED 1 to 2, (%). Female	...	95,5	96,1	90,9	89,0	92,6	94,1	...
Transition: ISCED 1 to 2, (%). Male	...	92,8	94,4	88,5	86,7	91,5	93,0	...
Transition: ISCED 1 to 2, (%). Total	...	94,2	95,2	89,7	87,9	92,0	93,5	...

*Source: UIS, UNECSO: Measures of Progression and Completion in Primary Education (Database produced in June 2010 on <http://stats.uis.unesco.org/unesco/>)*

As can be seen from the table there are only very marginal improvements in the period for which data is available as well as some (also fairly marginal) set-back: E.g. a slight drop in transition from ISCED 1 (i.e. primary education) to ISCED 2 (i.e. lower secondary), with girls having the largest drop, where boys' transition rates marginally improved, but not enough to counter the overall deterioration. Nevertheless, girls still outperform boys in terms of transition. Repetition rates have fluctuated over the period but are comparatively high and with no discernable improvement since 2003.

All this seems to indicate that South Africa still suffers from high internal inefficiency with no major improvements over the evaluation period.

#### 4.2.2 JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)

South Africa does not have a real problem in the provision of secondary school places or in absorbing the throughput from primary schooling. While some of the school infrastructure might be in a state of disrepair and there may be serious questions about the capacity and commitment of many of the teachers, some form of school provision is generally available for all potential candidates seeking enrolment. While there is a significant residual classroom construction backlog, this relates largely to replacing dilapidated and unacceptable infrastructure with improved facilities, as opposed to the construction of new schools where no provision is currently available.

Both the SISF and the school infrastructure component in the ESSP would have made some contribution to addressing these backlogs, however minimally. The earlier school infrastructure component in the Eastern Cape (under the EC financed ESSP) appears to have been relatively successful, apart from some administrative issues arising from the changes in the list of selected schools. As a result of mid-stream modality changes and complexities of procurement, the larger SISF (also EC financed) was significantly less successful, with € 40 million of the initial € 66 million eventually decommitted. This resulted in only 27 of the targeted 150 schools being completed.

### 4.3 EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?

#### 4.3.1 JC41: Availability of strategies and resources to enhance quality of learning and teaching

Quality of learning and teaching has gradually become an increasingly important issue on the South African educational agenda, partly as a result of the disappointing outcomes that international benchmarking studies have revealed. The most important of these studies included: Trends in International Mathematics and Science Study (TIMSS) in 1995, 1999 and 2003, the Progress in International Reading Literacy Study (PIRLS) in 2006 and the regular benchmarking performed by the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SAQMEC). The poor scores achieved in these international benchmarking studies have been consistent with scores achieved in the internal systemic evaluation assessments and other South African studies. This has catapulted the quality challenges to the top of the education agenda, since any improvements in performance over the period have been very modest. This has to be set against a background of substantial budgetary resources being allocated to the education sector, both in absolute terms and as a share of GDP (5.5% in 2008). Clearly many factors are at play in explaining the dismal performance levels of the bottom 70% of learners, but a substantial infrastructure backlog that has still not been fully addressed, coupled with weak accountability and poor school governance that allows for substantial teacher absenteeism and reduced time on tasks by teachers are part of what has been termed 'the toxic mix'. These factors go some way towards explaining why South African quality levels for more than two thirds of

the population are at a level that has been termed a 'national disaster'.<sup>3</sup> South Africa routinely underperforms relative to much poorer countries such as Kenya, Uganda, Zambia and Mali, not least in mathematics. Once the national data is disaggregated according to the socio-economic status of the schools, an even more worrying pattern emerges. A learning achievement assessment conducted in the Western Cape in 2004 revealed that 83% of students in formerly whites-only schools (still dominated by whites, despite improved demographic diversity) performed at the expected level or better in literacy Grade 6. In former black-only schools (still dominated by blacks) the corresponding figure was 4%, and in mathematics a dismal 0.1%.<sup>4</sup> Western Cape is generally one of the better performing provinces.

It is not that the democratic South Africa has been lacking strategies, visions and sector plans to improve education outcomes. Starting with the South African Schools Act (SASA) of 1995 and the National Education Policy Act of 1996 which created an integrated school system and laid the groundwork for subsequent policy interventions, South Africa has clearly been rolling out a strategy aimed at addressing educational imbalances and disparities in inputs, quality and outcomes. The EC provided support to one aspect of the implementation of SASA by assisting in the development of the Norms and Standards for School Funding. The EC also supported a financial tracking system capable of identifying inefficiencies in the education sector, which was later used to varying degrees in all provinces. It was part of the Education Sector Support Programme (1997-2002, € 28m). This is perhaps the most direct support to *strategies* aimed at improving equity, as well as quality. However, the financial importance of this support was limited. Of the original allocation of ZAR 11 million only ZAR 5 million were disbursed. Nevertheless, this work proved to be critical to subsequent efforts to identify education backlogs and disparities and is arguably an example of a relatively minor intervention contributing significantly to a major positive impact.

More indirect support to strategies for addressing backlogs and disparities can be found in the School Infrastructure Support Programme (SISP, 2003-2009, € 66m), which aimed at supporting the GoSA's objective of providing more equitable access to quality learning for all, through the provision of conducive learning environments (e.g. improve school facilities and classrooms). However, out of a planned total of 150 schools, only 27 schools were eventually provided with improved infrastructure. The causes appear to have been primarily due to procedural and tender complexities, exacerbated by attempted mid-stream change in modality, and coupled with misunderstandings between the EU Delegation and DoE. Of the € 66 million committed initially, a total of € 40 million was subsequently decommitted (i.e. not spent on the intended schools). This is arguably the biggest disappointment in the cooperation between the EC and GoSA around education. Nevertheless, reports suggest that in the 27 schools that *did* benefit from EC support, better learning environments for learners have been delivered, potentially contributing to the quality enhancement strategies of GoSA, but the impact at the national level is obviously negligible.<sup>5</sup>

Finally, the support to Early Childhood Development (ECD) and the piloting of the reception grade (Grade R) can also be viewed as support to GoSA's attempts to improve equity and quality. This support was a (successful) component of the Technical Support Programme to Department of Education (TSP-DoE, 1997-2004, € 17m). This pilot and the associated audit of all ECD facilities (24,000 sites were recorded) proved highly influential in the development of the subsequent strategy on ECD and the roll-out of Grade R. Systemic evaluations of Grade 3 learners suggest that those learners who attended Grade R were performing better than their counterparts who had not. The current Primary Education Sector Policy Support Programme (PrimEd SPSP, 2010-2013, € 122m) can be seen as further expanding support to the previous achievements with ECD and Grade R (among other areas of support).

In summary, the EC has provided support and resources to strategies aimed at improving educational quality. The ECD/Grade R and the support to Norms and Standards for School Funding have been, or are in the process of being, rolled out nationwide. While the identification of the areas of need and the demand came from DoE, EC assistance clearly ensured that such pilots were funded. However, direct classroom impact has at times been undermined by procedural challenges, e.g. under the SISP.

#### 4.3.2 JC42: Quality related efficiency measures

The efficiency of the South African education system is generally low with high repetition and drop-out rates. Between 2000 and 2007 repetition rates in primary education fell from 9 to 8% but they are still higher than Ghana, Mozambique, Tanzania and Niger.<sup>6</sup> Drop-out rates were around 8% in 2001. How-

<sup>3</sup> Boch, G.: The Toxic Mix – What's wrong with South Africa's Schools and how to fix it, Cape Town 2009

<sup>4</sup> Ibid. and Fleisch, B.: Primary Education in Crises, Cape Town, 2008.

<sup>5</sup> See e.g. EC: Final Evaluation of SISP (2009)

<sup>6</sup> UNESCO Institute for Statistics



ever, the EC has done relatively little to directly improve efficiency measures, although capacity development to DoE could be viewed as an indirect and small contribution in this area.

#### **4.3.3 JC43: Qualifications and competencies of teachers and school leaders enhanced**

The quality and competencies vary significantly according to the socio-economic characteristics of the pupil cohort and geographical location. In wealthier and more urban areas, teacher qualifications are generally higher, whereas poorer and rural areas struggle to attract qualified teachers. The same could be said to apply for school leaders. However, the EC has done relatively little to directly address these issues, apart from the infrastructure work that aimed at providing a better physical environment for both learners and teachers, especially rural areas. School Governing Bodies (SGBs) and School Management Teams (SMTs) received training in order to ensure the optimal utilisation and maintenance of the improved infrastructure. This should assist in attracting (or retaining) qualified teachers and school leaders to rural areas, although a plethora of other factors obviously also interfere.

#### **4.3.4 JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities**

The key issue facing the education sector is, unfortunately, not confined to an ethnic minority. On the contrary, the ethnic minorities (especially whites) do considerably better than the ethnic majority. Rather it is a question of equity and addressing the still unacceptable backlog that reduces quality for children in poorer, not least in rural, areas. At an aggregate level, South Africa has made limited progress in ensuring minimum quality education for the poorest (predominantly black) 70% of the population.

There are no incentive schemes for teachers in rural areas, in fact there are disincentives, such as the housing benefits schemes for teachers which are premised on house ownership. In rural areas, tenure systems complicate house ownership which in turn limits the effectiveness of the housing benefits schemes, as few teachers can buy houses in these areas.

While the South African constitution states that all have the right to be addressed in a language of their choice, the scarcity of teachers and teaching materials in several languages have undermined this right substantially and there are also questions surrounding the cost-effectiveness and opportunity cost of enforcing this right in the education sector. The EC has made limited efforts in this area.

Again, the school infrastructure programme is one avenue where the EC has attempted to address quality issues, especially in rural areas, but this obviously only addressed one dimension of quality, others being weak accountability and governance around school and teacher management, especially in poorer and rural schools.

In sum limited efforts have been made by the EC (which in turn reflects the DoE demands on the EC) on quality education, apart from the school infrastructure projects under ESSP and SISP. Meanwhile, quality for the poorest 70% of students is abysmal, with only marginal improvements over the evaluation period, as will be further evidenced under EQ 5.

### **4.4 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

#### **4.4.1 JC51: Literacy and numeracy enhanced**

This judgement criterion is obviously related to quality issues (dealt with in EQ 4) and as such many of the same issues also apply to the areas of literacy and numeracy. The key international measurements such as SACMEQ, TIMSS and PIRLS combined with internal assessments, in particular the systemic evaluations organised annually by the DoE, show limited progress over the evaluation period (see statistics below). This is clearly very disappointing, given the extremely low initial scores of the schools in poorer areas, which constitute the majority of all schools. Literacy levels have been benchmarked internationally by the PIRLS in 2006, with South Africa coming at the bottom of the 40 countries participating, with OECD characterising literacy skills as 'extremely disappointing, with the majority of learners at the age of 12 not having mastered the basic learning skills'.<sup>7</sup> Numeracy scores are even worse, with only half of Grade 6 learners able to master a simple two step addition or subtraction, and only 20% at the level required for Grade 6 mathematics.<sup>8</sup> The racial divide is perhaps most evident in mathematics, with extremely poor results in formerly blacks-only schools, due to a legacy of complete neglect of mathematics in these schools. TIMSS scores for 1995, 1997 and 2003 show a consistent low level of mathematics achievements with no significant improvement over time.

<sup>7</sup> OECD (2008): South Africa – Review of National Policies for Education, Paris 2008.

<sup>8</sup> The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) report on South Africa 2006

EC has attempted to address these issues mostly indirectly by e.g. supporting the ECD pilot and the ECD audit (under TSP-DoE). Ever since this pilot and audit, education authorities have focussed on rolling out Grade R nationwide, with the EC now providing support under sector budget support to education.

The most direct attempt to increase literacy rates has been the support to Adult Basic Education and Training (ABET) under the TSP-DoE, which was focussed on supporting the South African National Literacy Initiative (SANLI). However, SANLI was poorly anchored institutionally and relied heavily on donor funding and volunteers, both of which undermined sustainability and ownership of the initiative. This combined with high turnover of DOE staff involved in ABET generally, and SANLI in particular, was detrimental to successful implementation and long-term sustainability of the SANLI component of the project.<sup>9</sup>

Obviously the other projects (infrastructure, capacity development etc.) should all also contribute indirectly to improved literacy and numeracy, but at aggregate level this is arguably not detectable, and the dismal performance of South Africa in almost all literacy and numeracy benchmarks calls for critical examination of all ingredients affecting learning achievements.

#### **4.4.2 JC52: Improved core learning achievements**

Literacy and numeracy levels and their evolution as described in JC 5.1 are arguably some of the best indicators for core learning achievements. As regards pass rates for Grade 12 (giving access to university) 49% of candidates passed in 1998, increasing to 55% in 2003 and 65% in 2007, dropping again to 63% in 2008. Thus the pass rate has improved over the period, but disaggregated figures again reveal extreme disparities between learners from poor and better-resourced backgrounds, which partially still follow the racial divide. In mathematics, fewer than 3% of candidates achieved a pass good enough to give them access to university courses such as engineering and accounting.<sup>10</sup>

The EC has done relatively little in this field to promote pass rates directly. Apart from the interventions outlined under JC 5.1, the support National Student Financial Aid Scheme (NSFAS, supported with ZAR 59 million under ESSP) may have acted as an incentive for poorer Grade 12 learners to make an extra effort, given the availability of funding to assist in higher education.<sup>11</sup>

### **4.5 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

#### **4.5.1 JC61: Sound pro-poor sector policy framework in place**

It seems evident that if solving the educational challenges only required the formulation of sound, well-argued, pro-poor and funded strategies and policies, then South Africa would today have a world class educational system. GoSA has produced many high-quality policy documents, medium term expenditure frameworks, strategy papers and three years strategic plans which are ambitious, focussed on equity and generally aiming at improving educational outcomes, using modern and progressive pedagogical methodologies. It is thus not for want of well prepared policies and strategies that South Africa's education system suffers. Indeed, international research has argued that educational policies may in some respects be too ambitious in terms of the demands placed on teachers and learners.<sup>12</sup> Also, in terms of funding, the education sector has benefitted from substantial real increases resulting in around a 50% higher budget in 2005 than in 1994 (in real terms). Over the course of the evaluation period, the share of education has fluctuated between 5% and 7% of GDP, and according to the MTEF, education expenditure is projected to continue to increase. South Africa thus spends more than most middle-income countries on education, yet produces worse educational outcomes than almost all of these countries. Part of the 'toxic mix' relating to these poor educational outcomes can thus be linked to poor implementation, rather than to policy funding failures.

Given the high quality of the policy and budget framework, the EC has not interfered in these processes and hence not contributed much, with the exception of early support for the development of Norms and Standards for School Funding, and to ECD/grade R in line with the ECD audit, which helped inform policy-making.

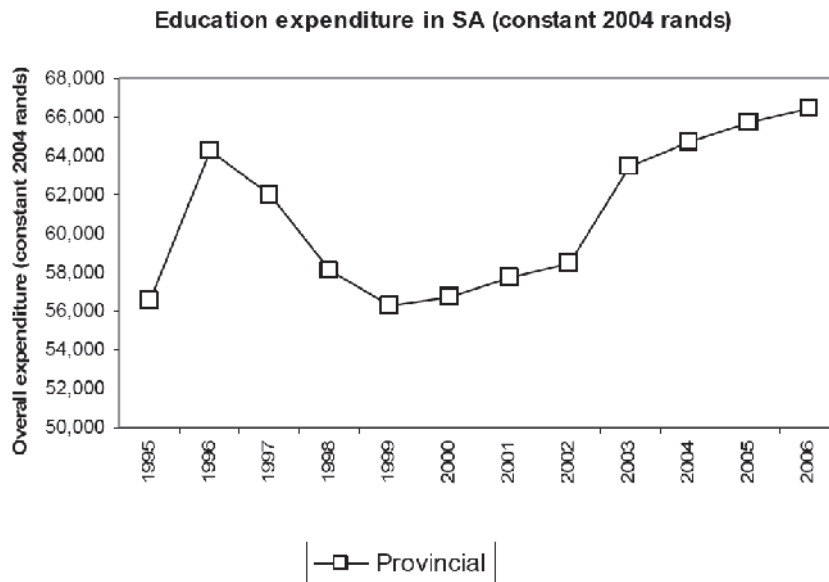
<sup>9</sup> EC: Final Evaluation of TSP-DoE. 2004. It should be noted that prior to SANLI, the ABET component did undertake a relatively successful if limited pilot called the Rivoningo Project. However this pilot paled in comparison with the nationwide ambitions and intended reach of SANLI.

<sup>10</sup> Bloch, Graeme (2009): The Toxic Mix.

<sup>11</sup> Overall the early EC support has been evaluated positively in the final evaluation of ESSP (2003).

<sup>12</sup> See e.g. OECD (2008): South Africa – Review of National Policies for Education,

Figure 1: Education expenditure in South Africa (constant 2004 ZAR)



Source: OECD 2008.

#### 4.5.2 JC62: Resource allocations in line with education sector requirements

As argued above, the aggregate resources have grown substantially in real terms and are above levels in countries at comparable levels of development. The mechanism of multi-year strategic planning linked to the education MTEF appears to work as an effective mechanism for resource planning and allocation. South Africa's educational challenges are thus not solely about increasing allocations, but rather about using it more effectively.

EC support is obviously relatively modest in terms of volume. The recent (and largest ever) EC education sector budget support programme is only equivalent to 0.3% of the education budget. However, relative to the size of budgets for improving the quality of basic education, the potential impact can of course be much greater than this figure would suggest. In addition, the Norms and Standards for School Funding that the EC supported, also assisted in improving resource allocations between schools and thus reducing inefficiencies and inequalities. Overall though, this area has been the province of national government, with only limited attempts on the part of the EC to influence outcomes.

#### 4.5.3 JC63: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform

The education sector has benefitted from the introduction (in 1995) of a MTEF, which has improved financial planning and budgeting, as well as enhanced predictability and accountability. In addition, there have been a plethora of public sector reforms and public finance management reforms that have impacted on the education sector. These have included reforms on public financial management, procurement, human resource management, decentralisation to educational districts as sub-units of provincial departments. Generally these reform measures have ensured a high degree of fiscal integrity and robustness, with comparatively low levels of corruption in both the education and the wider public sector.

However, the EC has played a marginal to non-existing role in most of these initiatives, which have been mainly driven by domestic actors.

#### 4.5.4 JC64: Increased capacity for addressing education reform and management issues

Again there have been a plethora of education reforms (SASA, the National Education Policy Act, the White Papers on Inclusive Education, ECD, Language in Education Policy, Curriculum 2005, the New National Curriculum Statement, etc). The DoE and other departments have demonstrated an impressive capacity for producing such reforms and initiatives. While the rate of new reforms and initiatives may appear excessive, it is important to view this in the context of the need to fundamentally reorient and transform educational policy and priorities in a new democratic South Africa.

The EC has played some role in informing and assisting policy makers, most notably in its support to ECD and the ECD audit, which provided management information on the status of ECD facilities. The SISF also included a component on the training of SGBs and SMTs in the management and maintenance of school infrastructure, and the training manuals produced for this purpose were found to be

useful and were replicated extensively. This also constituted a relatively minor intervention but nevertheless provided useful benefits, albeit at a high unit cost.<sup>13</sup>

#### **4.6 EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

##### **4.6.1 JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level**

The relatively high levels of government effectiveness are especially evident in terms of procurement and financial accountability at national level, where a robust transparency and compliance regime has contributed to combating corruption, especially in comparison to most other developing nations. However, there are crucial accountability weaknesses that undermine the quality and equity outcomes that both the EC and GoSA have ambitions to reach. At school level there are often serious issues of teachers spending limited time on tasks, with studies finding that of the 27.5 hours per week of allocated contact time with learners, many teachers spend as little as half of that time on teaching. Teacher absenteeism, lack of teaching activities (e.g. present but inactive teachers) and teachers having non-teaching obligations (e.g. union activity) are some of the challenges.<sup>14</sup> Again a similar pattern emerges with poorer more rural schools suffering more from limited teacher 'time on task', primarily due to a broken accountability chain, in which those responsible for enforcing discipline (e.g. principals, district officials and district directors) failing to do so. This appears to relate either to collusion or to a lack of confidence in support from the political levels, given the political power of the unions. The role of the largest teacher's union (SADTU) can be particularly problematic, and examples of it abusing its political power to circumvent and undermine lines of accountability are legendary. Clearly this aspect of broken accountability is a key ingredient in the 'toxic mix' undermining educational outcomes for the poorer sections of society. While the issue is increasingly taking centre stage in the public debate, there are still challenges for the political leadership at both national and provincial level in addressing the issue head on. It is obviously less challenging to discuss curriculum development, teacher training and new initiatives, and this may explain why teacher accountability issues have been put on the backburner for so long.

The EC has also focused on these issues to a limited extent previously and it is arguably only with the recently launched sector budget support programme that the EC has found an appropriate entry point in which it can dialogue around more systemic issues undermining learning achievements in South Africa. Previously, much of the dialogue centred around procedural and project specific matters.

##### **4.6.2 JC72: Strengthened role and involvement of non state actors, civil society and local government in education sector management processes**

NSAs have historically been involved in the education sector and the EC supported these prior to the democratic transition. However after 1994, the focus obviously shifted towards supporting the new democratic government in addressing the enormous disparities and backlogs. Other NSAs include the corporate sector which has invested several billion Rand into the education sector, often as part of their corporate social investment programmes. While benefitting the targeted individual schools, some of these initiatives have cherry-picked already well-functioning schools, avoiding the underlining problem of the majority of schools marked by various degrees of dysfunctionality.<sup>15</sup> Provincial government constitutes a key pillar in implementing the nationally defined education policy. Principal implementation responsibility lies with the nine Provincial Departments of Education, and lower down with their respective education districts.

During the evaluation period, the EC has focussed intensively on government and its core role of providing educational service to the learners. NGOs/NSAs have been used in this support to government, but primarily as financial and project management conduits, and as service providers (e.g. in TSP for DoE). This came about because South African budget regulations made direct financial support to individual ministries outside the budget difficult. Consequently most of this support was not conventional NGO support, but rather a mechanism through which to channel support to government. The evaluation team has consequently evaluated this support as aimed at government, not the non-state sector. EC support to provincial governments has taken place, as was the case in the Eastern Cape (ESSP and SISP), KwaZulu Natal (SISP) and Limpopo (SISP). The TSP-DoE, in addition to providing support to the DoE, also supported all provinces with capacity development. Outside the EC-RSA budget,

<sup>13</sup> See EC: SISP Final Evaluation, 2009.

<sup>14</sup> Chisholm et al (2005): Educator Workload in South Africa, DoE 2005.

<sup>15</sup> Bloch, Graeme (2009): The Toxic Mix.

South African NGOs have also benefitted from support from global thematic budget lines. The largest of these projects has been the Salesian Youth Capacity Building project (2006-2009, €400,000). This aimed at providing disadvantaged youth with a range of educational skills and training opportunities, and capacitating them to become empowered and independent. Without dismissing the impact on individual learners' life prospects (which was considerable), due to the identification and implementation modalities of thematic global budget lines, the project did not play any strategic role in the wider support of EC support to the education sector in South Africa. The same can be said of the other NGO projects funded under these budget lines.

With the benefits of hindsight, one could argue that more emphasis on NGOs and other NSAs in areas of teacher and school accountability and governance could have been extended as the evidence of governance failures and weak accountability at the school level gradually became clear.

Finally, the EC has worked with SGBs and SMTs in the relatively narrow area of facility management, but this has not directly addressed the main issues around accountability (nor was it intended to).

#### **4.6.3 JC73: Strengthened staff competencies related to accountability issues**

Educational accountability appears strongest at the higher levels of the sector, with declining levels going down to individual schools, principals and teachers. Here again there is significant variation according to socio-economic status (too often coinciding with historical racial classifications). The issues of weak accountability at local level go beyond technocratic issues of staff competencies which could easily be addressed through improved bookkeeping and other training courses. They appear intertwined with the more complex aspects of politically powerful groups being able to circumvent and undermine official accountability regimes with impunity. These complex challenges will require more than additional educational inputs and declarations of intent to address.

The EC has provided inputs in the form of training and TA which has often been useful, especially at higher levels of government, although accountability improvements were often not the main objective. However the main governance failures seem squarely located at lower levels of government and the EC have not provided much support to date. Individual projects and their idiosyncrasies have absorbed too much attention, but it should also be recognised that the issues of accountability have only emerged as central concerns relatively late in the evaluation period.

#### **4.6.4 JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries**

EC and GoSA have faced major challenges in ensuring predictability and, to a lesser extent accountability, in the delivery and management of education assistance. Substantial delays, at times intensive discussions on procedures and rules, and large-scale decommitment of funds, have all conspired to undermine not only predictability and mutual accountability, but also the relationship between the EC Delegation and the DoE. Clearly the complexities of the procedural rules of the EC, often poorly understood by some EU Delegation staff, coupled with relative inexperience in managing these on the part of South African officials, have contributed to the unfortunate situations where funds were delayed and at times decommitted. As a testimony to the willingness to look forward by both partners, the recently launched sector budget support programme has seen a substantially improved level of cooperation, and a clear willingness to learn from past challenges. This is evidenced by the strong focus on using only the GoSA procurement procedures and rules.

### **4.7 EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

#### **4.7.1 JC81: Donor co-ordination mechanisms are in place or being set up with the EC providing value added**

The EC has consistently reflected upon its role and added-value in the Country Strategy Papers, the latest of which, (2007-2013), was based on joint analytical work involving MS, EC and GoSA, and resulted in a joint strategy.<sup>16</sup> In 2007, development partners (DP) in the education sector established the donor-led Education and Training Development Partners' Forum, with active participation on the part of the EC. However, the forum has faced challenges in conducting activities and convening meetings. Some development partners have argued that such a forum should be led, or at least co-chaired by the DoE. The DoE on its part seems reluctant to invest in an additional layer of consultation which

<sup>16</sup> Member states indicated that they would take the CSP into account in their bilateral programming of development cooperation and the ECD and GoSA developed a Multi-annual Indicative Programme (MIP) on the basis of the CSP

would only add to transaction costs, as it appears to prefer maintaining bilateral relations with all of the development partners active in the sector (e.g. EC, the Netherlands, UNICEF and USAID, Irish Aid).

In general, while the EC has attempted to improve coordination, not least with MS, the results have not been impressive. The incentives for donor coordination on the part of both government and the donors are considerably weaker than in more aid-dependent countries. From the government's perspective, the collective contribution of development aid to the overall budget is modest, and this has blunted the incentive to engage in donor coordination activities. Similar arguments can be found on the side of donors. In addition, many development partners also have other interests in South Africa (trade, security, regional focus), which may reduce the relative importance of engaging in donor coordination. Finally, many donors have viewed assistance (including education support) as being transitional in character, lacking long-term prospects, and thus leading to a reduced incentive for donor coordination. Among the EU stakeholders, it is currently only the EC that is committed to a long-term and substantial engagement in primary education. Partly for that reason, no other donor has joined the EC sector budget support programme.

#### **4.7.2 JC82: Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector**

The EC has consistently examined areas of complementarity and added-value in its education sector programming, and while this is often reflected in the project documents, there are few examples of strong complementarity. This partly reflects the high degree to which EC projects have been demand driven. EC projects have traditionally been identified by DoE, and it has had a preference for bilateral engagement with donors focussing primarily on complementarities to its own programmes and its funding gaps. This seems to be a sensible strategy, given the modest size of the collective donor funding in the sector. Moreover, the somewhat dysfunctional development partners' forum for education and training has obviously not been able to contribute substantially to enhancing complementarities between donors. It should be born in mind that complementarity with DoE is probably of overriding concern under these circumstances.

#### **4.7.3 JC83: Level of synergy between EC-supported trust funds and banks and EC support at country level**

There has been not been EC support to trust funds (EFA/FTI or AfDB/WB) in the evaluation period nor is any expected.

#### **4.8 EQ9-modalities: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

##### **4.8.1 JC91: Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)**

Both the 2003 and 2007 country strategy papers (CSPs) discuss various implementation modalities and channels with a progressive emphasis on sector budget support. Thus while the 2003 strategy mentions that there are 'encouraging results that have justified a move to budget support in selected sub-sectors' the 2007 CSP states: 'Ways of delivering aid will continue to be varied, including projects, programmes and sector-wide approaches with budget support. EU partners (particularly the European Commission), increasingly favour the latter approach with greater ownership and lower transaction costs'. As a result of this shift, close to 90% of all EU development assistance is now delivered through sector budget support.<sup>17</sup>

However, the education sector has seen some changes in the preferred modalities. Support in the initial period (ESSP 1998-2003) actually utilised a hybrid form of sector budget support, in which funds were transferred to the treasury account in two tranches, and the DoE then implemented the projects using its regulations, but according to agreed workplans for the specific projects (i.e. infrastructure, NSFAS, SASA/NSSF). In terms of delivery and efficiency, this approach proved comparatively efficient and effective, with close to 100% disbursement and with almost all targets reached. This is in sharp contrast to the follow-up programmes of SISP and TSP-DoE. However, the school infrastructure component in the Eastern Cape raised concerns due to the deviation from the agreed list of schools targeted for construction and rehabilitation.<sup>18</sup> These deviations were probably a response to changing

<sup>17</sup> EC: Mid-term evaluation of EU-SA CSP 2007-2013, November 2009.

<sup>18</sup> Former DoE/PED staff claim that EC Delegation was informed of changes made to the original plan but that the concerned project officer failed to pass on that information.

priorities and needs in the province, and the subsequent audits by Deloitte & Touche found no evidence of mis-management or fraud in the programme. Regardless, it would appear that the EU Delegation's faith in education sector budget support was undermined by this experience. With the TSP-DoE, the EC consequently opted for the project approach as did it in other situations. The SISF, in turn, opted for an even more complex hybrid of converting the intervention from a project approach to budget support during implementation. The outcomes of this have been described elsewhere. It was only in 2008 that the EC began the preparation of the first truly sector budget support intervention in education.

It would seem that this is a somewhat belated development, with the EC providing budget support considerably earlier in other sectors such as water and justice. EUD has argued that the policy framework was still under development until very recently, and that the move towards budget support only gained momentum following the Paris Declaration on aid effectiveness. With the benefits of hindsight, the evaluation team would argue that the policy framework was robust enough at an earlier stage, also when compared to other African countries that have received budget support at an earlier stage. Earlier movement to budget support would probably have avoided the decommitments and the overly procedural focus of the sector dialogue that appears to have dominated EC-DoE relations in the past decade.

#### **4.8.2 JC92: Contribution of EC GBS and SBS to policy based resource allocations and pro-poor objectives in the education sector**

EC has not provided general or sector budget support in the current definition of the concepts during the evaluation period. ESSP used a hybrid form of sector budget support to fund individual projects, and did not aim at having policy dialogue as a key focus. The current sector budget support programmes implementation lies outside the evaluation period.

#### **4.8.3 JC93: Increased efficiency of EC aid delivery**

It is noteworthy that the ESSP came close to 100% disbursement, whereas the interventions using project approaches often had lower disbursement ratios, but with limited discernable trends otherwise. Indicators are that the shift to sector budget support will improve efficiency, which is obviously also needed, given the decidedly mixed performance previously.

#### **4.8.4 JC94: EC's contribution to the FTI provides added value to EC support at country level**

The EC has not provided support to FTI as South Africa is not a beneficiary hereof, due to its high enrolment and income.

#### **4.8.5 JC95: EC support to development banks provides added value to EC support to education at country level**

The EC has not provided support through any of the main development banks.

## **5 Conclusions**

The conclusions are structured in three parts:

- Specific conclusions rated to the additional research questions and hypotheses made prior to the field work (see section 1). We here aim to confirm, disprove or amend these hypotheses;
- Wider conclusions based on the evaluation questions. Here we will draw some wider conclusions on extending beyond the answers provided in section 4, and;
- Indicate some of the issues and trends that may warrant more analysis in the synthesis report.

### **5.1 Conclusions on the hypotheses and additional research questions**

The first research question pertains to aid modalities and added value thereof:

1. *What have been the main drivers behind the change in modalities and can added-value be evidenced?*

As discussed under EQ 9 the main drivers in the change are multiple and include; 1) Mixed experience with the project modality in terms of effectiveness, efficiency, impact and entry points into strategic sector dialogue. Moreover, the delays and occasional decommitment of funds strained relations between the EC and the GoSA, which clearly also nudged the EC into reconsidering its aid modalities; 2) The international move towards reducing transaction costs as formulated in the Rome Declaration on Harmonisation (2003) and, more importantly, the Paris Declaration on Aid Effectiveness (2005), both of which the EC has committed itself to; and 3) The pressure from GoSA, particularly National

Treasury, to provide assistance in a more accountable way that is fully reflected in the national budget.<sup>19</sup>

With regard to added-value of the project modality, this is limited and probably relates mainly to their role in filling gaps in DoE's budget and human resources. The potential added-value of the sector budget support centre around alignment, transaction cost reductions and a more appropriate entry point to sector dialogue.

The second research question focussed on content of EC support:

2. *Has the EC maintained a consistent focus on outcomes especially in terms of access and quality?*

The EC's focus over the evaluation period has largely mirrored that of DoE/GoSA, which in turn has been driven by concerns of equity in order to redress past imbalances. Quality issues only began to assume centre stage later in the period. While this mirroring of government priorities has produced strong ownership and relevance in relation to the government's education strategies, there have also been shortcomings that have undermined efforts to improve quality. First and foremost, because the Government's main strategies towards addressing quality shortcomings have been largely technocratic (e.g. curriculum development, training and HR strategies), core systemic issues of accountability and governance at school level and beyond have been sidestepped. Thus, neither government nor the EC has focused sufficiently on the core elements that undermine the provision of quality education to the poor, although recent moves (outside the evaluation period) are more encouraging.

3. *Has the choice of assistance channels been coherent and offered diverse learning opportunities?*

Before 1994, all assistance to the education sector was channelled through NGOs associated with the democratic movements, but afterwards emphasis correctly shifted towards assisting the new democratic government. However, it would appear that NGOs have played a very marginal role in subsequent EC education support, with those funded by global thematic budget lines having limited strategic fit to the other activities in the education sector. Learning opportunities from these NGO projects have been incidental. The EC could have used NGOs more strategically to complement its main government focus, for example in experimenting with different ways of promoting accountability at school level. The thematic budget lines are probably not appropriate instruments for this, which could point to the option of including such support in the CSP/NIP.

In addition to the research questions, the country evaluation team had the following hypotheses:

- Initial focus on past inequalities has meant an initial neglect of quality aspects.

Again the EC's priorities and focus has largely followed that of government. While quality issues have consistently been mentioned in all major education policies and plans, it is only later in the evaluation period that attention has begun to centre around the root causes of poor quality. While identification is obviously a necessary first step, it will also take substantial political courage to *address* the causes.

- EC technical support to DoE has been effective in improving learning opportunity issues for disadvantaged learners.

Over the period there have only been marginal improvements in learning opportunities for disadvantaged learners and the DoE has only had an indirect role in any improvement, as implementation responsibility rests with provincial departments. Available statistics indicate that poorer children continue to be disproportionately at risk of poor quality education.

- School infrastructure support has played a role in improving learning outcomes.

Both the ESSP and the SISP did improve the physical facilities for learners and educators which *ceteris paribus* should improve learning outcomes. Unfortunately, learning outcomes are only weakly linked to infrastructural quality, with other issues arguably being more important (e.g. teachers being present and teaching).

- The NSA fund within education has improved coherence of EU support by having provided more front-line information to the EC and by getting more direct feedback from end-beneficiaries.

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<sup>19</sup> It is interesting to note that the treasury views sector budget support as suboptimal and argues convincingly for general budget support, allowing the elected and accountable parliament to set budget priorities.



Generally, EC supported NGOs have not improved coherence and learning opportunities have been incidental rather than by design. The modalities of selection of NGOs benefiting from funding negate coherence at the national level, although it may have contributed to some other outcomes at a global level. The EC could arguably have used NGOs in the education sector under the CSP/NIP.

- The potential to pilot and innovation through NSAs has been compromised by difficulties in complying with the procedural EC regime.

The EC supported NGOs/NSAs have primarily been funded by the global thematic budget lines and it is hard to find evidence that they were used strategically to innovate and pilot. Thus, their potential in this respect was marginal to non-existent from the onset. Clearly those NGOs with no prior experience of working with the EC (e.g. Salesian Society) had challenges in complying with procedures, but these were largely overcome.

- Nevertheless the lessons learnt have informed the EC in its approach to the education sector.

As the NGOs were never intended to be used for extracting more strategic lessons learnt, they obviously did not deliver much in these areas. Our hypothesis that there was a clear strategic use of NGOs/NSAs to inform the wider education sector intervention was not correct, largely because the NGOs were funded under the thematic budget lines.

## **5.2 Main answers and conclusions from EQs**

Below are the answers to each of the nine evaluation questions that form the core of this evaluation.

### **5.2.1 Answer to question EQ1 on Relevance**

*To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?*

The EC has ensured strong relevance of its support, consistently throughout the evaluation period. All projects supported originated from government and its education strategies. However, the degree to which it was harmonised with other donors varied but was generally not, with only the 2007-2013 Country Strategy Paper being more harmonised. Moreover, it has proven challenging to provide coherence with the NGO/NSA portfolio which was determined essentially in EC headquarters, which severely undermined the EUD's ability to ensure coherence and consequently also relevance in its strategic response. However, NSA support has been fairly marginal and hence not fragmented assistance in any considerable way.

Finally, while the response of the EC has been relevant and aligned to *government* objectives, it is not necessarily the same as being optimally relevant in terms of improving education outcomes, as the disappointing performance statistics during the evaluation period testify. Thus improving relevance vis-à-vis government policies and objectives may not in itself improve effectiveness, especially in situations where government is unable or unwilling to address systemic issues.

### **5.2.2 Answer to EQ2-on access**

*To what extent has EC support to education contributed to improving access to basic education?*

Access has not been a major educational challenge in the evaluation period, and the EC has correctly not made any substantial efforts in this area. Basic education has been compulsory since 1996 and it has progressively been made free to poorer learners. Disadvantaged groups benefit from this policy but unfortunately the majority of learners can be said to belong to these groups. Ethnic minorities generally out-perform the ethnic majority. Again the EC has invested comparatively few resources in this area, although some of its interventions have had a strong rural focus, which tend to be where the poor are located. In sum this question is not of high relevance in the South African context.

### **5.2.3 Answer on EQ3-transition to secondary**

*To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?*

None of the projects supported by the EC during the evaluation period were focused directly on contributing to the improvement of the transition to secondary schooling. As indicated above, in the period under review, the efforts of the EC were concentrated on assisting the GoSA to address the problems of equity and management capacity in the education sector. Only towards the end of the evaluation period did the question of educational quality as measured in educational throughput and success rates move to the centre of the South African educational agenda. The EC responded to this shift with the identification of the SBS programme for primary education. In supporting the improvement of pri-

mary schooling, particularly in the early years, a strong foundation can be laid for the eventual improvement of throughput and transition to secondary schooling.

#### **5.2.4 Answer to EQ4 on quality**

*To what extent has EC support to education contributed to improving the quality of education?*

Initial focus of both the EC and GoSA was on addressing equity and the backlog in terms of upgrading facilities and ensuring a unified education system that had previously been divided along racial lines. In the first ten years of the democratic dispensation, the major efforts were focused on integrating the disparate parts of the system, developing new policies and legislation covering all aspects of the system, and on the implementation of these policy and legislative frameworks. Only in the period since 2005, partly as results from own and international surveys became available, did the quality issues assume centre-stage. The measures taken by the GoSA, as well as the support measures provided by the EC, have not as yet demonstrated overwhelming success in addressing the severe quality deficiencies that threaten to exclude up to 70% of the population from meaningful and productive participation in the modern economy. While the EC has supported some interventions, in particular the implementation of the SASA (NSSF), ECD, school infrastructure and capacity development, and while individual success are noteworthy (in particular ECD), the overall impact has been marginal. If procedural issues and complexities had taken less prominence in several of the EC supported interventions, more effectiveness and impact could have been obtained. However, the current move to sector budget support is an obvious example of the capacity of the EC (and its domestic education partners) to learn from the experiences gained during the evaluation period, and to use those lessons to inform the design of future interventions.

#### **5.2.5 Answer to EQ5 on basic education skills**

*To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?*

Basic education skills of around 70% of the population in South Africa are inadequate as judged against other countries with similar or lower income level, but also judged against the demand that a modern economy puts on literacy and numeracy. Unfortunately only limited progress has been made over the evaluation period and South Africa continues to trail most other countries on most indicators pertaining to basic education skills. Again it would seem justified to term the current situation as 'a national disaster' that has continued largely unabated. It should be noted that improving literacy and numeracy have gradually become critical issues in educational discourse and it is increasingly recognised as now being a top priority.

The most direct EC support to literacy is arguably the ABET/SANLI support which proved ineffective partly for domestic reasons linked to the poor ownership and resourcing of SANLI, although procurement challenges also played a part. Indirect support to basic education skills are arguably found in almost all projects, but especially the support to ECD/grade R stands out as being both relevant, effective and impacting on educational outcomes. The results of this intervention were also mainstreamed into government policy and crucially, government budgets, thus ensuring sustainability. With the benefits of hindsight, the EC could have raised the issue of appalling performance levels of learners in literacy and numeracy earlier in its interactions with the DoE/GoSA. Equally, the EC could have focussed more attention on the underlying systemic causes of poor quality and performance, which include poor accountability and low levels of professionalism amongst educators, and poor governance at service delivery level, especially poorer peri-urban and rural areas.

#### **5.2.6 Answer to EQ6 on service delivery and resourcing**

*To what extent has EC support to education helped in improving education system service delivery and resourcing?*

The resourcing by the EC to the education sector has by necessity been limited given the substantial volume of funds allocated from domestic resources, reflecting the general fact that aid plays only a very limited role in the economy of South Africa (as opposed to many other African countries). More importantly, EC support has assisted in ensuring more appropriate and equitable distribution of education resources through its support to NSSF and through training in the relatively confined area of infrastructure management. Furthermore, the ECD pilot and audit also played a limited but strategic role in improving the quality of the information available to policy makers, and assisted in increasing the focus on this aspect of education. The EC has played no major role in the more fundamental education reforms, nor in the wider public sector reforms impacting on the education sector. This is primarily a reflection of the strong domestic ownership of the political processes and associated policy reforms.

### 5.2.7 Answer to EQ7 on accountability and transparency

*To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?*

Over the evaluation period, the focus on accountability and transparency has been relatively limited and centred around comparatively narrow issues of EC specific procurement, facility management of school infrastructure and capacity development at various levels, often only marginally related to transparency and accountability. Clearly there are major accountability and transparency challenges at service delivery level, and with the benefits of hindsight the EC could (and arguably should) have raised these issues in its sector dialogue with GoSA. However, the focus of the sector dialogue appears to have been absorbed by substantial procedural, technical and interpersonal challenges in the implementing of discreet projects. This can be viewed as a missed opportunity on the part of the EC to engage in more strategically focussed dialogue with its South African education partners, but it is of course positive to see that the current aid modality seems to facilitate such dialogue in a better way.

A more general concern is the degree to which an outside donor such as the EC can and should intervene in what is obviously linked to more fundamental aspects of the political power distribution within the education sector, involving labour unions and political parties. The evaluation team would argue that the EC has not breached the limits of what would be legitimate and acceptable engagement. The team would also acknowledge that the solutions to these challenges will need to be identified and implemented by domestic stakeholders. Regardless, it is difficult to think of any other factor that is more detrimental to the educational interests of the rural and urban poor and to the long-term cause of equity and poverty reduction in the present day South African society than the irresponsible dereliction of time on task on the part of many teachers servicing those communities.

### 5.2.8 Answer to EQ8 on the 3 Cs

*To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?*

The EU Delegation has attempted to improve coordination, complementarity and synergies with Member States (and in line with the Paris Declaration from 2005). The most significant achievement is the Joint Country Strategy Paper (CSP) for the period 2007-2013, which all MS active in South Africa have subscribed to. However, with weak incentives on the side of both donors and government, progress has been limited in terms of internal donor coordination in the education sector. Given that most EC projects have been strongly demand-driven by DoE, it has been primarily domestic partners taking ownership in ensuring complementarity in project identification processes. Thus with strong government ownership, the ramifications of limited donor coordination have been manageable. With a dwindling number of active partners in the education sector, the need for a substantial engagement in co-ordination is probably limited. The ambition of reviving the development partners' forum to only a modest level of activity thus appears commensurate with the demand.

### 5.2.9 Answer to EQ9 on choice of modalities

*To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?*

The main approach used in the review period has been the project modality. The evaluation team found many individual elements and components that have improved the information basis upon which policy makers can take informed decisions (e.g. ECD audit) and also improved policy based resource allocations (e.g. SASA/NSSF). In addition, school infrastructure has contributed to improved quality and equity, even if only marginally when compared with the backlog and challenges still facing South Africa's education sector. However, the project modality consumed disproportionately large resources in non-core areas such as procurement, procedures and discussions about project technicalities (riders, derogations, lot-splitting etc.). The shift towards sector budget support should arguably have been made at an earlier stage, given not only the robustness of GoSA fiscal systems, but also because of the urgent need to intensify the sector dialogue on systemic issues around accountability and governance at school level. The sector budget support modality is better placed to facilitate such dialogue than past projects have been. Going forward, this would seem to constitute a key area of dialogue between EUD and its South African education partners.

## 5.3 Issues, trends and challenges to be subjected to further analysis in the synthesis report

The South African experience seems to lend credence to the view that 'governance trumps all', to paraphrase a famous development economist. In this specific context, the overall governance quality, especially at the national level is high, as is general financial governance. However, in poorer areas,

school governance quality is severely compromised and the key accountability chains that are supposed to hold educators accountable have been broken. Both the EC and, more importantly GoSA, have not been able to fully resolve these challenges, and additional inputs, whether in the form of classrooms, toilets, new curricula, increased teacher salaries or more talkshops, will probably only have a marginal effect, not fundamentally improving the disastrous educational outcomes.

Evidently the upgrading of EC support to SBS offers entry points to *discuss* such issues and this is a significant achievement that should inform the EC elsewhere. But the question still remains what a donor like the EC could and should *do*? Teacher unions play a crucial role, as do provincial politicians and their national leaders. Should the EC engage more actively with such stakeholders? Should it try to deliberately bypass them and seek to create new accountability chains outside their reach? In other countries with poor school governance, efforts have been made to engage NSAs on a large scale as education service providers (e.g. Bangladesh), with encouraging outcomes. What are the preconditions and pitfalls when engaging in alternative service provision, including private provision? How far can the EC engage in a political debate about appropriate (and thus also inappropriate) roles of unions, political parties and the use of the state apparatus without compromising its political neutrality? Should it risk more of its political goodwill? It would be highly relevant to learn from other experiences regarding these issues.

The South African example does not provide straight-forward answers, but marginal tinkering at the edge of core systemic issues is likely to produce only marginal improvements, which is the most certain route to increased disparities, poverty and exclusion of the majority of the population.

## 6 Annexes

### 6.1 Schedule of activities

<i>Date</i>	<i>Location</i>	<i>Task/subject/activity</i>	<i>Specific issues</i>
09 May 2010	Johannesburg	Collect PFC from airport and transfer to hotel	
09 May 2010	Tshwane	Initial briefing meeting	Programme & logistics
10 May 2010	EU Delegation	Briefing meeting with delegation staff	Documents & meetings
10 May 2010	DBE	Interview with M-L Samuels	ECD project
11 May 2010	Irish Aid	Meeting with Irish Aid colleagues	Donor coordination
11 May 2010	EU Delegation	Detailed discussion with Programme Officer	EC projects
12 May 2010	DBE	Meeting with M. Dintsi (previous SISP PM)	SISP
12 May 2010	DBSA	General discussion on education in SA	System performance
13 May 2010	UNICEF	Meeting on UNICEF development projects	Donor coordination
13 May 2010	DBE	Discussion on ABET programmes	Challenges
13 May 2010	DHET	Discussion on EC/DOE cooperation	Data requirements
14 May 2010	DHET	Discussion on donor alignment	Forum
14 May 2010	National Treasury	Discussion on development aid modalities	Policy dialogue
14 May 2010	DHET	Discussion on ESSP and TS to DOE	Lessons learned
17 May 2010	JET	Discussion of role of CSOs/school governance	SADTU & governance
17 May 2010	EUD	Discussion on Country Note	Lessons learned, engagement with GoSA

## 6.2 List of people interviewed

<i>Last name</i>	<i>First name</i>	<i>Organisation</i>	<i>Function</i>	<i>Date</i>
Albino	Nadi	UNICEF	Chief of Education	13 May 2010
Bloch	Graeme	Development Bank of Southern Africa	Education Specialist	12 May 2010
Dintsi	Mthobeli	Dept. Of Basic Education	Project Manager	12 May 2010
Gabashane	Isabel	EU Delegation	Project Manager	10 May 2010
Gabashane	Isabel	EU Delegation	Project Manager	17 May 2010
Jacobs	Vernon	Dept. of Basic Education	Director in DDG's Office	13 May 2010
Khosa	Godwin	Joint Education Trust	CEO	17 May 2010
Kirwan	Frank	Embassy of Ireland	Development Attache	11 May 2010
Kramer	Berene	EU Delegation	Programme Officer	10 May 2010
Kramer	Berene	EU Delegation	Programme Officer	11 May 2010
Maaka-Tlokana	Gloria	Dept. of Higher Education & Training	Director: Development Support	14 May 2010
Machobane	Rose	Irish Aid	Education Advisor	11 May 2010
Macquela	Gareth	Dept. of Higher Education & Training	Director: Global Partnerships	14 May 2010
Moatshe	Boitumelo	Development Bank of Southern Africa	Project Manager	12 May 2010
Patel	Firoz	Dept. of Higher Education & Training	Deputy DG	13 May 2010
Samuels	Mari-Louise	Dept. of Basic Education	Acting Chief Director	10 May 2010
Simonnet	Patrick	EU Delegation	Counsellor	10 May 2010
Simonnet	Patrick	EU Delegation	Counsellor	17 May 2010
Toli	Robin	National Treasury	Chief Director & Deputy NAO	14 May 2010

### 6.3 Country profile education<sup>20</sup>

#### 6.3.1 Background: History of the education system

Starting in 1994, the government has worked to substantially transform all elements of the South African education system. After decades of fragmentation in the form of racially duplicated institutions during the Apartheid era, there now exists one single national system including nine provincial sub-systems. Constant and persistent efforts are being made to make education structurally accessible to all who were previously denied, or had limited access to it, and thus to realize the ideal of a full nine years of obligatory schooling. Marginalised and vulnerable groups have received particular attention in the form of targeted inclusive education programmes and pro-poor funding policies. National policy on learners with special needs emphasizes the mainstreaming of learners with mild-learning disabilities into ordinary schools; and school fee exemptions. Rather recently, the first “no fee” schools have helped to provide indigent learners with increased accessibility to schooling.

Furthermore, education financing has been purposefully redirected to take greater account of considerations relating to equity, redress, accessibility and affordability. School governance has been increasingly decentralized, with greater autonomy devolved onto school governing bodies, including the right to charge fees). Teacher qualifications have been improved. A new curriculum high on knowledge and skills and based on the values of the Constitution has been introduced and streamlined and procedures set in place to monitor educational quality. The higher education system has been reformed and rationalized, and a new further education and training system is being established. In the space of just 14 years, a far more equitable, efficient and better quality system of education has been created; nevertheless, the inequalities of the Apartheid’s system have not yet been fully eradicated.

#### 6.3.2 Education policy and laws

The Constitution of 1996 requires the education system to be transformed and democratised in accordance with the values of human dignity, equality, human rights and freedom, non-racism and non-sexism, and guarantees the right to basic education for all, including adult basic education. The Constitution clearly determines that the national, provincial and local spheres of government, “distinctive, interdependent and interrelated”, should function together co-operatively; and, since South Africa has no tradition of municipal responsibility for education, it provides that the national sphere has exclusive legislative responsibility for higher education and shares concurrent responsibility with the provincial spheres for all other levels of education. The Preamble to the “South African Schools Act”, which became law in November 1996, explains its rationale as follows:

*“...this country requires a new national system for schools which will redress past injustices in educational provision, provide an education of progressively high quality for all learners and in so doing lay a strong foundation for the development of all our people’s talents and capabilities, advance the democratic transformation of society, combat racism and sexism and all other forms of unfair discrimination and intolerance, contribute to the eradication of poverty and the economic well-being of society, protect and advance our diverse cultures and languages, uphold the rights of all learners, parents and educators, and promote their acceptance of responsibility for the organisation, governance and funding of schools in partnership with the State; ...”<sup>21</sup>*

Since then, the Minister of Education, working with the provinces, sets the political agenda and determines the national norms and standards for education planning, provision, governance, monitoring and evaluation. In turn, the nine provincial departments of education are responsible for implementing education policy and programmes aligned with the national goals. They independently make funding decisions and exercise executive responsibility for all general education and training (GET) – from the reception year (grade 0) to the Foundation Phase of GET (grades 1 to 3), the Intermediate Phase (grades 4-6) and the Senior Phase (grades 7-9), as well as for further education and training (FET) from grades 10-12 and for formal adult basic education and training (ABET).

The “South African Schools Act” of 1996 aims to provide for a uniform system in terms of the organisation, governance and funding of all schools. It strives to ensure that all learners have are ensured the right of access to quality education without discrimination, and it makes schooling compulsory for all children from the age of 7 to 15 (or the end of grade 9, whichever comes first). The Act furthermore regulates the provision of public schools and education places by provinces, the governance of

<sup>20</sup> This country profile is primarily based on a set of authoritative sources, particularly including the following: OECD, Reviews of National Policies for Education: South Africa, 2008; UNDP, South Africa: Millennium Development Goals Country Report, 2005; UNDP, South Africa: Millennium Development Goals Mid-Term Country Report, September 2007; Department of Education, Trends in Education Macro-Indicators: South Africa, 2009.

<sup>21</sup> Republic of South Africa (1996): “South African Schools Act 1996”, No. 84 of 1996, Government Gazette, No. 1867, 15 November, Pretoria

schools (in particular the establishment and operation of school governing bodies), the funding of schools (including state responsibilities, school budgets, fees and the framework for funding rules or norms), as well as the establishment and funding of private schools.

In 2006, the “Further Education and Training Colleges Act” superseded the “Further Education and Training Act” of 1998. Its objective is to regulate further education and training, which is clearly defined as “all learning and training programmes leading to qualifications at levels 2 to 4 of the National Qualifications Framework or such [other] levels determined by SAQA ..., which levels are above general education but below higher education.”<sup>22</sup> Further education and training, therefore, encompasses the senior secondary component of schooling (grades 10-12) as well as further education and training colleges. The three final years of secondary school are not compulsory, but the government is constitutionally obliged to make further education and training increasingly available and accessible. Learners can acquire a FET qualification by completing grade 12 in the schooling system, by attaining equivalent certification from one of 50 public FET colleges (rationalised down from a total number of 152 in 2002), or through opportunities offered by private colleges.

In addition, the “Adult Basic Education and Training Act”, no.52 of 2000, foresees the establishment of public and private adult learning centres, funding, governance and quality assurance mechanisms.

Early childhood development falls under the White Paper of 2001, which aims to achieve the full participation of five-year-olds in grade R education by 2010, as well as improve quality, curricula and educator development. This White Paper on inclusive education describes the government’s intent to implement inclusive education at all levels in the system by 2020, aiming to facilitate the inclusion of vulnerable learners into the system and reducing existing barriers to learning.

Higher Education remains the exclusive responsibility of the national Department of Education. The Higher Education Act of 1997 sets out a single, nationally co-ordinated system of higher education, overseen and quality assured by the statutory Council on Higher Education (CHE). The National Student Financial Aid Scheme Act of 1999 provides for the granting of loans and bursaries to eligible students at public higher education institutions, as well as the administration of such loans and bursaries.

The South African Qualifications Authority (SAQA) Act of 1995 provides for the establishment of the National Qualifications Framework (NQF), which forms the scaffolding for a national learning system, integrating education and training at all levels. Accountable to the Minister of Education in association with the Minister of Labour, SAQA oversees the setting of standards and quality assurance, registers qualifications on the NQF and records learner achievements.

Quality assurance and certification for all non-higher education, i.e. for the general and further education and training bands of the National Qualifications Framework in terms of the General and Further Education and Training Quality Assurance Act of 2001, is undertaken by the statutory body, Umalusi.

Public school educators which account for 95% of all South African educators, are employed by provincial education departments. However, their terms and conditions of employment are governed under the national Employment of Educators Act, 1998. National collective bargaining is undertaken in the Education Labour Relations Council between departments of education and educators’ unions in terms of the Labour Relations Act of 1995. The registration and professional development of educators and the setting, maintenance and protection of ethical and professional standards is the responsibility of the South African Council for Educators (SACE) under its own act of 2000.

In 2002, the revised National Curriculum Statement (NCS)<sup>23</sup> was adopted, with the goal of developing the full potential of all learners as citizens of a democratic South Africa. It seeks to create a lifelong learner who is confident and independent, literate, numerate and multi-skilled. The NCS has been introduced gradually through various phases, throughout the grades. This process culminated in the phasing-in of the new curriculum in grade 12 in 2008. By now, the National Protocol on Assessment, which regulates the recording and reporting of learner achievement for the whole range of grades R to 12 has been finalised and gazetted.

The area of skills development is addressed through legislation in terms of the Skills Development Act of 1998, and falls under the onus of the national Ministry of Labour, which administers a statutory National Skills Authority and 24 statutory Sector Education and Training Authorities (SETAs) covering all sectors of the economy. The ministers of education and labour share the responsibility for an overarching Human Resource Development Strategy for the country. Such a Strategy was first published in 2001 and in 2008, a new version was drafted.

<sup>22</sup> Republic of South Africa (2006): “Further Education and Training Colleges Act 2006”, No. 16 of 2006, Government Gazette, No. 29469, 11 December, Pretoria.

<sup>23</sup> Department of Education (2002): “Policy: Revised National Curriculum Statement Grades R-9 (Schools): Overview”, in Government Gazette, Vol. 443, No. 23406, May.



### 6.3.3 Financing of education

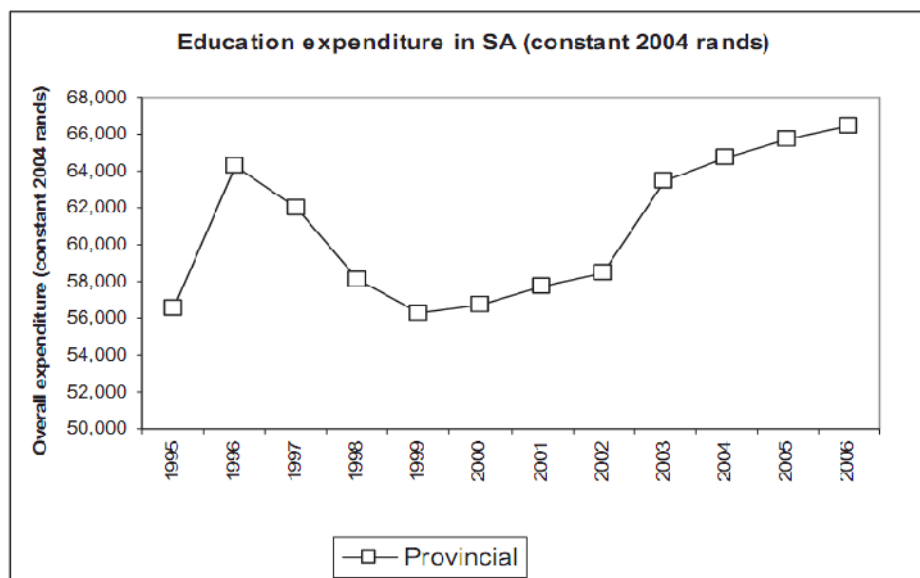
In the 2006-2007 financial year, South African education departments spent nearly ZAR 93 billion on education (= approx. € 10 billion). This figure does not include private spending on schooling and education (in the form of fees and other private inputs), nor the spending on education by other government departments (i.e. the spending by health departments on nursing colleges and agriculture departments on agricultural colleges).

The Education Departments' spending in 2006-2007 comprised 5.3% of the Gross Domestic Product (GDP), and about 18% of consolidated government expenditure. Both of these proportions have been declining over the last ten years (from as high as 7% in terms of % of total GDP in 1996). As rapid escalation of education expenditure (mostly resulting from escalating personnel costs) in the mid-1990s was gradually brought under control, the economy showed relatively healthy growth while certain other expenditure areas (especially social grants) escalated rapidly. Although education expenditure as a proportion of total government expenditure has diminished, the South African economic "pie" has grown fast enough to result in an education "slice" in 2005 that is some 49% larger in real monetary terms than it was in 1994.<sup>24</sup>

When comparing South Africa to other comparable countries, education spending as a proportion of the GDP seems high at face value, even if it still is below a frequently quoted UNESCO benchmark of 6%. It has also been argued that this high proportion is due mostly to the relatively high level of salaries and that spending on other inputs seem to be below some international standards.<sup>25</sup> - A further reduction in the ratio might therefore have negative consequences.

While education spending has been continually growing in real terms compared to the early 1990s, the relative trend in education spending is remains a concern. Both provincial education (mostly school level) and national education (mostly higher education institutions) will be growing at more than 5% per year in real terms according to Medium Term Expenditure Framework (MTEF) budgets, continuing the trend of strong real growth in recent years. Figure 2, which relates to provincial education expenditure, illustrates the recent trajectory: education expenditure peaking around 1996 and thereafter declining, but recovering to pre-1996 real levels fairly quickly and maintaining real growth in the late 1990s and after 2000.

Figure 2: Education expenditure in South Africa (constant 2004 ZAR)



Source: Department of Education (2007), *Education/Treasury Sector Overview*, 18 April, Pretoria.

Education expenditure takes place at both the provincial, as well as at the national level. Individual provinces fund education from their equitable share allocations from the national fiscus, conditional grants from the national department and (minimal) own revenue. In 2006/07, provincial spending including conditional grant spending, all of which goes primarily to public school education, comprised 86.5% of education expenditure. The remaining expenditure (13.5%) came from the national department, the majority of which comprises subsidies to higher education. Although it is apparent that pro-

<sup>24</sup> Department of Education (2006): 2005 Education Investment Review: Key trends and Policy Implications, 10 October, Department of Education, Pretoria.

<sup>25</sup> Ibid.

vincial education spending will remain dominated by spending on primary and secondary public ordinary schools, a number of further trends can be identified:

- For example, real spending has escalated very quickly in recent years (above 5% per year) and will probably continue to do so over the medium term in spite of education spending becoming smaller as a proportion of total GDP and consolidated government expenditure;
- Personnel expenditure has declined from over 90% of total education expenditure in the 1990s, to below 80% in 2006/07. This permitted expenditure on non-personnel items (such as learner support materials, stationery, maintenance and utilities) and on physical infrastructure (such as new school buildings) to increase very rapidly in recent years.<sup>26</sup> This has been a major achievement in terms of achieving a better balance between the different educational inputs required;
- Due to modest growth and even some declines in learner number, these trends in real expenditure have allowed for real increases in per learner expenditure in the school system;
- There has been a significant improvement in funding equity, both between provinces and schools as increased real funding interacted with pro-poor funding norms as framed in the South African Schools Act. Concentration ratios<sup>27</sup> have equalised very rapidly and, according to one measure, public spending per African learner had increased by 75% between 1991 and 2005.<sup>28</sup> Certain critics have questioned the impact of this funding shift, arguing that the impact has been less marked (or absent) in terms of real educational opportunities and educational adequacy.

In 2006/07, the average expenditure per learner in public schools was estimated at about ZAR 5,500. Provincial education expenditure is classified into eight budget programmes, namely:

1. administration;
2. public ordinary school education;
3. independent school subsidies;
4. public special school education;
5. further education and training;
6. adult basic education and training;
7. early childhood development;

and auxiliary and associated services. A breakdown of total provincial education expenditure across programmes and provinces is provided in Figure 3. This indicates levels and potential trade-offs. For purposes of improving equity, quality or efficiency, a relatively small transfer of funds out of public ordinary schools could substantially increase expenditure in any one of the other programmes; and efficiency gains in administration (the 2nd largest programme, amounting to approximately 7% of overall provincial education expenditure) could also translate into substantial monetary gains for other programmes.<sup>29</sup>

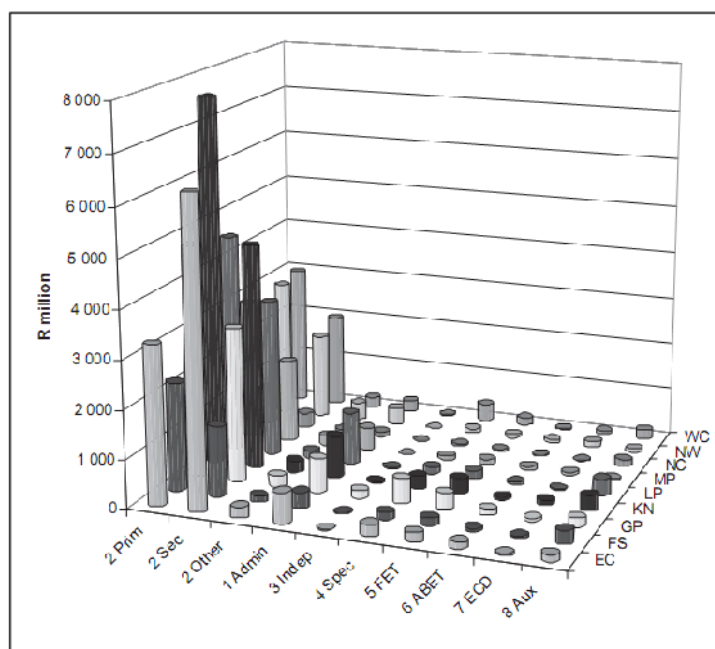
<sup>26</sup> See also: Wildeman R. A. (2005): A Review of National and Provincial Education Budgets 2005, Occasional Papers, 13 June, Budget Information Service, IDASA; Motala, S., et al. (2007), Educational Access in South Africa, CREATE, Centre for International Education, University of Sussex, Brighton.

<sup>27</sup> Gustafsson, M. and F. Patel (2006): "Undoing the Apartheid Legacy: Pro-poor Spending Shifts in the South African Public School System, Perspectives in Education, Vol. 24, No. 2, pp. 65-77.

<sup>28</sup> Gustafsson, M. (2007): The Financial Implications of Meeting Government Targets. Presentation to a Human Science Research Council meeting, February.

<sup>29</sup> Department of Education (2006): 2005 Education Investment Review: Key trends and Policy Implications, 10 October, Department of Education, Pretoria.

Figure 3: Total provincial education expenditure across programmes and provinces in 2005



Source: Department of Education (2007), *Education/Treasury Sector Overview*, 18 April, Pretoria.

Table 2 provides a basic overview of the components of the education system in South Africa in 2005. In 2005, the education system (excluding private higher education and private further education and training, as well as ECD at independent centres) accommodated nearly 14 million learners of which the bulk (12.2 million or 88%) were in the school system. With 362,670 educators in the public school system, the system is a very large employer. While the independent school sector has grown in recent years, it is fairly concentrated in a couple of urban centres and accommodates only 2.6% of the number of school learners and 3.8% of the number of schools.<sup>30</sup>

Table 2: Learner and educator numbers in schools and other educational institutions in South Africa, 2005

		Learners	Teachers	Institutions	Learner: teacher ratio
<b>Public schools</b>	Primary	7 588 987	224 439	18 857	33.8
	Secondary	3 769 255	120 377	5 668	31.3
	Combined	385 018	12 857	674	29.9
	Intermediate	159 056	4 997	371	31.8
	<b>Total</b>	<b>11 902 316</b>	<b>362 670</b>	<b>25 570</b>	<b>32.8</b>
<b>Independent schools</b>	Primary	92 337	4 518	403	20.4
	Secondary	59 450	3 570	183	16.7
	Combined	163 662	11 375	436	14.4
	<b>Total</b>	<b>315 449</b>	<b>19 463</b>	<b>1 022</b>	<b>16.2</b>
<b>Total public and independent schools</b>		<b>12 217 765</b>	<b>382 133</b>	<b>26 592</b>	<b>32.0</b>
<b>Other</b>	Adult education	269 140	17 181	2 278	15.7
	Special education	87 865	7 394	404	11.9
	Further education colleges	377 584	6 407	50	58.9
	Early childhood education	246 911	9 000	4 815	27.4
	Public higher education	737 472	15 315	23	48.2
	<b>Total other</b>	<b>1 718 972</b>	<b>55 297</b>	<b>7 570</b>	<b>31.1</b>
<b>Grand total</b>		<b>13 936 737</b>	<b>437 430</b>	<b>34 162</b>	<b>31.9</b>

OECD (2008): *Reviews of National Policies for Education: South Africa*.

<sup>30</sup> The second largest component is public higher education, with about 737,000 learners. This is about double the number of learners at FET Colleges (376,000). The relative number of FET students reduces further if there is a focus on full-time equivalent learners, which is also the case for ABET. The absence of a typical institutional pyramid in terms of learning institutions (with schools at the base, a much smaller FET college or vocational system and then a higher education system that is smaller than the FET sector) has been identified as inappropriate in South Africa.

### 6.3.4 Governance of education

The 1996 Constitution of the Republic of South Africa is, without doubt, as modern, progressive and generous a foundation document as one could wish to find. It sets out an inspired vision of “the new South Africa” as it emerges from the Apartheid era. Together, the Constitution and the South African Schools Act of 1996 lay down the fundamental principles underlying South Africa’s education policy framework and the structure of the education system. In sharp contrast to the destructive policies of Apartheid, the influence of the UN Universal Declaration of Human Rights, as well as the Convention on the Rights of the Child – signed by South Africa in 1995 – is clear.

#### Powers and duties

The devolution of powers is framed in the Constitution, which enjoins the three levels of government to observe the principle of “co-operative governance”<sup>31</sup> Under this principle, the national and provincial governments have “concurrent legislative competence”; although each level has specific powers, there is no hierarchy among them, and “co-operative governance” in the education sector is exercised via a ministerial council comprising the national minister as well as all nine provincial ministers on an equal basis.

Exclusive functions of the national level are, for example, defence, justice and security, higher education and the collection of national taxes (e.g. for education). School education, health, social welfare, housing and agriculture are concurrent functions of both the national and provincial governments. Thus, the national level is responsible for formulating national policy for “...the planning, provision, staffing, co-ordination, management, governance, programmes, monitoring, evaluation and well-being of the education policy...”<sup>32</sup> However, in determining national policy for education, the minister “shall take into account the competence of the provincial legislatures.”<sup>33</sup>

Provincial governments are responsible for the implementation of nationally determined policy, as well as formulating and adopting provincial legislation, regulations, norms, and standards.

The municipalities run local affairs subject to national and provincial legislation. However, the latter may not compromise or impede a municipality’s right to exercise its powers or perform its functions. In line with the principle of co-operative government, national and provincial government must support and strengthen the municipalities’ capacity to manage their own affairs. Additionally, any legislation passed at national or provincial levels must be published before being introduced, to allow local stakeholders the opportunity to make representations.

There are a total of 284 municipalities in South Africa, which are divided into three categories. (1) Metropolitan municipalities – also known as “unicities” – have exclusive municipal executive and legislative authority in their areas. There are six of these: Cape Town, Durban, East Rand, Johannesburg, Pretoria and Port Elizabeth. They have a choice of two types of executive systems: the mayoral executive system, or the collective executive committee. (2 and 3) District and local councils are interdependent, and involve a division of powers. There are a total of 52 districts in South Africa, with boundaries drawn in such a way that every district is fully contained within a province. A district council has municipal executive and legislative authority over a large area. Its primary responsibility is district-wide planning and capacity-building. Within a district council’s area are individual local councils, which share their municipal authority with the district council under which they fall.

There is no tradition of municipal responsibility for education in South Africa. According to the Constitution, the national level has exclusive legislative responsibility for tertiary education, and shares concurrent responsibility with the provinces for all other levels of education. Generally speaking, therefore, districts and local authorities’ main function can be characterised as being one of service delivery. However, there is considerable concern about the ability of many poorer municipalities to deliver the services for which they are responsible, especially in terms of improving and maintaining local infrastructure such as roads, sanitation and water supply, but also including the adequate provision of education infrastructure.

This difficulty in terms of providing services is largely due to their low revenue base and poor capacity to collect taxes, but also to problems of corruption, financial mismanagement and lack of qualified municipal staff. Many local authorities are seriously in debt, and it has been claimed that, if grants and subsidies were to be subtracted from local revenues, most of them would not survive.<sup>34</sup> Furthermore,

<sup>31</sup> Republic of South Africa (1996): The Constitution of the Republic of South Africa 1996, No. 108 of 1996, National Gazette, No 17678, 18 December, Pretoria. Article 41:1.

<sup>32</sup> Republic of South Africa (1996): South African Schools Act 1996”, No. 84 of 1996, Government Gazette, No. 1867, 15 November, Pretoria. Article 3:4.

<sup>33</sup> Ibid. Article 3:2.

<sup>34</sup> See for example: Schoeman, Niek J. (2005): Rethinking Fiscal Decentralisation in South Africa. Paper presented at the Essa Conference, Durban, 7-9 September, [www.essa.org.za/download/2005Conference/Morekwa2.pdf](http://www.essa.org.za/download/2005Conference/Morekwa2.pdf).

local fiscal objectives are not always aligned with those of the provincial and national governments. The South African Government initiated a process of reviewing the system of provincial and local government.

In a report from 2007, the National Treasury points out that “Policy making, budgeting, implementation and accountability for concurrent functions test the robustness of South Africa’s intergovernmental system from time to time. Despite the strong evidence confirming the soundness of the concurrent legislative competence system, concurrent functions do occasionally present particular challenges.”<sup>35</sup> For example, sometimes there can be a misalignment between policy objectives and resource allocation.

A further challenge relates to accountability for non-delivery. For example, the national level has only very limited powers to hold provincial or municipal authorities accountable for poor or non-implementation of national policies. The most suitable mechanism for resolving such challenges is the Council of Education Ministers, where the national minister and all provincial ministers of education and their senior staff meet on a six-weekly basis, discussing policy issues and receiving/sharing reports.

District offices have the responsibility for managing the financial and material resources of Section 20 schools, i.e. those schools that are not self-managed under Section 21. of ministerial committees on specific policy issues. In addition, the director-general of the DoE chairs regular meetings of the Heads of education departments Committee, and organises bilateral meetings with each of the heads of the provincial departments.

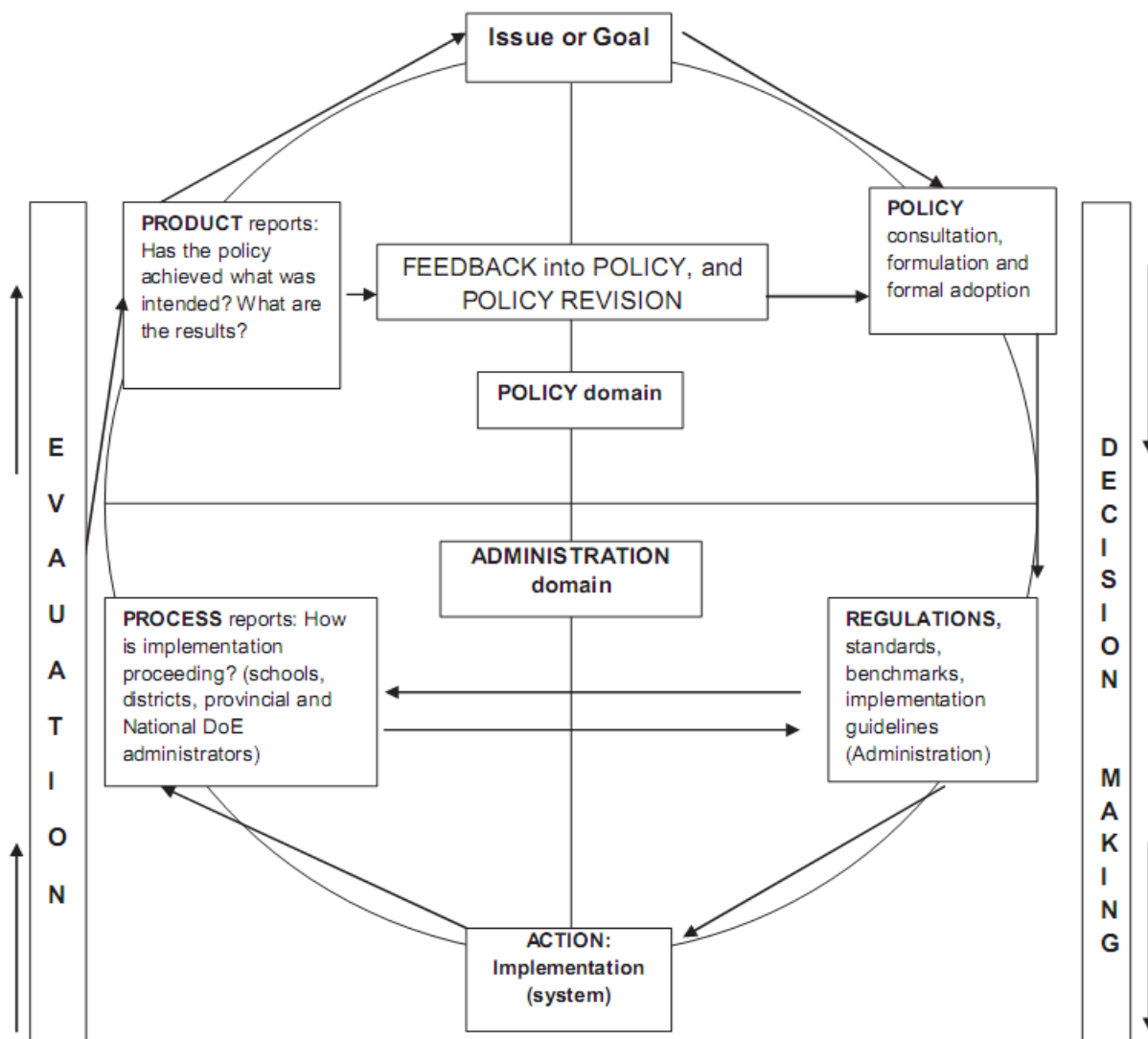
Overall, the situation in South Africa is one of concurrent powers in education, meaning that formulating and implementing policy are the responsibility of different parliaments, governments, ministers and departments. International experience shows that separating policy and implementation, without ensuring a regular and focused feedback “loop” from those who implement policy to those who formulate it, almost inevitably leads to a divergence between what was intended by policy and what is delivered in practice. The “new public management” approach, currently dominant in the scientific literature about public services and management, recommends the devolution of certain powers, especially implementation, to local or provincial authorities and/or to “agencies”. Agencies are specialised in certain matters and tasks, are closer to the field, have greater autonomy and flexibility than traditional public services, and are essentially accountable for outputs/outcomes. The OECD review of South Africa’s National Education Policies, 2008 stresses that it is important to move from controlling input and process to controlling performance, with constructive monitoring and constant co-operation between the ministers and the departments (who are in charge of formulating policy), and the authorities or agencies (in charge of implementation). This approach is currently followed by almost all OECD countries, especially in those with an Anglo-Saxon tradition or connection: Australia, Canada, the Flemish Community in Belgium, New Zealand, the United Kingdom, Japan, Korea, The Netherlands, the Scandinavian countries, and others.<sup>36</sup>

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<sup>35</sup> National Treasury (2007): Provincial Budgets and Expenditure Review 2003/04 to 2009/10, National Treasury, Pretoria, [www.treasury.gov.za/publications/igfr/2007/prov/default.aspx](http://www.treasury.gov.za/publications/igfr/2007/prov/default.aspx).

<sup>36</sup> See for example: OECD (2005): Modernising Government: The Way Forward, OECD, Paris.

Figure 4: The policy cycle



OECD (2008): *Reviews of National Policies for Education: South Africa*.

### School governing bodies (SGBs)

The OECD Review also states that one of the key approaches to the restructuring of the education system and of promoting social change in South Africa is school-level decentralisation. For the democratic movement, broad-based participation in schools was essential. The 1996 South African Schools Act devolved significant powers to school governing bodies (SGBs). Governing bodies are composed of the school principal and elected representatives of parents, teachers, non-teaching staff and (in secondary schools) students, and they may also co-opt non-voting members. Parents have a majority stake, in order to ensure that previously marginalised constituencies have a greater voice.

School governing bodies are required to develop and adopt a constitution and mission statement for their school; to determine the admissions policy of the school, subject to certain restrictions; to administer and control the school's property, buildings and grounds, including the right to rent them out for fundraising purposes; to recommend to the Department of Education the appointment of teaching and non-teaching staff; and to develop a budget for the school (which could include school fees), for approval at a meeting of the parents. Once approved, school fees become compulsory and all parents, unless specifically granted exemption, are obliged to pay them.

Furthermore, under Section 21 of the 1996 Schools Act, SGBs can apply to their provincial department of education, to be given additional functions, such as the right to maintain and improve the schools' property, buildings and grounds; to determine extra-curricular activities; to choose the subjects options offered at the schools (within the parameters of provincial curriculum policy); and to purchase textbooks and other materials and equipment. Initially, such powers were given mainly to former white schools whose governing bodies usually included skilled professionals and managers; however,

it is the aim of government to eventually grant additional powers to all SGBs. And over time the number of “Section 21 schools” has grown to include many formerly disadvantaged schools.<sup>37</sup>

Although it is right in principle to increase the autonomy of schools, especially in South Africa where local municipalities have no direct responsibility for education, it is also clear that many poorly-equipped SGBs struggle to fulfil their basic functions. Based on the OECD Review, this is mostly due to a lack of skills and to enormous infrastructure backlogs that many schools still have to struggle with. In contrast, SGBs in ex-white schools function much better; they are in a position to install governors with good communication and financial skills in, for example, preparing and managing school budgets.

While in 2008 nearly all schools had SGBs set up in accordance with legal requirements, many still have difficulty in sustaining active participation by SGB members. According to a review undertaken by the DoE in 2004, a variety of factors come into play, including poor levels of literacy, lack of time, lack of transport, lack of understanding of their role, and “...having to deal with the difficult-to-articulate psychological issues of asserting themselves in relation to others with much more education and knowledge of governance than themselves.” In rural and farm schools, these difficulties are amplified. As the review put it, “...there appears to be a deep sense of despondency and hopelessness among those faced with the daunting task of governing schools in these circumstances...”<sup>38</sup>

Inevitably, issues related to financial management take up a large proportion of an SGB’s resources in terms of time, in particular because SGBs have the authority to set and collect school fees. Much less attention is paid to matters of learning and teaching, although codes of discipline and language policies have been adopted in many schools. There have been instances where a School Governing Board has misused its power to set and enforce (high) school fees in order to restrict admissions, or to exclude learners whose parents are unable to pay fees on time. As reported in the 2008 OECD review, SGBs apparently do not always publicise the parents’ right to apply for a discount or an exemption in paying school fees, or fail to provide assistance to parents who find it difficult to engage in complex application and appeal procedures. Moreover, many parents are unaware of the automatic school fee exemptions that exist for certain learners, such as orphans or those receiving a Child Support Grant. The review expressed the opinion that SGBs could certainly do more to publicise and actively promote parents’ and learners’ rights, under the law and the Convention on the Rights of the Child.

### 6.3.5 Progress and achievements in basic education (2000-2007) – e.g. related to MDG2, Target 3

The country has made noteworthy progress since 1994 towards ensuring access to education for the almost all children aged 7 to 15 years (compulsory school-going age in South Africa). Improvements have also been made in primary enrolment by promoting the enrolment of age-appropriate learners.

#### Access to education

In SA, Primary Schooling is understood as encompassing seven years of education provided in schools from Grades 1 to 7. The appropriate age for primary education is understood as seven to thirteen. However, related legislation permits six-year olds to enrol in Grade 1.

Given that seven to thirteen year-olds are enrolled in grades beyond grade seven, it is more applicable in the South African context to measure access to primary schooling by using the Age Specific Enrolment Ratio (ASER).

In the primary education context, ASER provides a measure of seven to thirteen year olds that are enrolled in education institutions. According to the GHS conducted by Stats SA, over 98% of seven to thirteen year old children attended education institutions in 2006. This figure reflects an increase of approximately 1% since 2002.

Table 3: Attendance at education institutions of 7 to 13 year olds, 2002 to 2006

	2002	2003	2004	2005	2006
Male	96.41	96.92	97.93	98.06	97.92
Female	97.05	97.87	98.53	98.37	98.42
Total	96.72	97.36	98.21	98.21	98.16
GPI	1.01	1.01	1.01	1.00	1.01

Source: General Household Survey, Statistics SA (2006).

#### Proportion of pupils starting Grade 1 who reach Grade 7

The proportion of pupils starting Grade 1 who reach Grade 7 translates into an indicator termed “survival rate to grade 7”.

<sup>37</sup> OECD (2008): Reviews of National Policies for Education: South Africa, 2008.

<sup>38</sup> Department of Education (2004): Review on School Governance: Report of the Ministerial Committee, Department of Education, Pretoria.

In this instance, completion rate is utilised as a proxy for survival rate, since a cohort analysis of Grade 1 learners that have reached Grade 7 is not possible given the data currently at disposal. According to the GHS undertaken by Stats SA, 98% of all 18 year old children had completed Grade 7 and above in 2006. This reflects an increase of close to two percentage points since 2004:

Table 4: *Completion of primary education and above*

	2004	2005	2006
18 year olds	96.34	95.89	98.01

Source: Department of Education Data

### Literacy rate of 15 to 24 year olds

Youth literacy can be measured in different ways. The data encountered in the literature review that resulted in this country profile, encountered measures of youth literacy in three ways: (a) self-declared literacy, (b) functional literacy, which is a measure of 15 to 24 year olds that have attained Grade 7, and (c) illiteracy, which is a measure of 15 to 24 year olds that have never attended an education institution.

Self-declared literacy rates obtained from the GHS undertaken by Stats SA suggest that youth literacy remained above 96% from 2002 to 2006 (Table 5). There were very slight fluctuations leading to an overall decline of one percentage point between 2002 and 2006.

Table 5: *Self-declared Youth Literacy Rate by Gender, 2002 to 2006*

	2002	2003	2004	2005	2006
Male	97.44	98	96.89	97.05	96.03
Female	98.32	98.5	98.02	98.14	97.20
Total	97.88	98.25	97.45	97.59	96.60
GPI	1.01	1.01	1.01	1.01	1.01

Source: General Household Survey, Statistics South Africa

Between 2002 and 2006, a very small percentage of youth aged 15 to 24 years that have never attended an education institution was recorded (Table 6). The overall percentage of such youth has been fluctuating mostly around 1.3% over the reporting period.

Table 6: *Youth that have never attended an educational institution, 2002 to 2006*

	2002	2003	2004	2005	2006
Male	1.44	1.34	1.58	1.62	1.45
Female	1.12	1.00	1.01	0.95	1.15
Total	1.28	1.17	1.30	1.29	1.30
GPI	0.78	0.75	0.64	0.59	0.79

Source: General Household Survey, Statistics South Africa

### Initiatives to accelerate improve quality of and access to education

The South African government has undertaken a number of measures to improve access to primary education. These include:

- A major drive to improve access of five-year old children to Grade R.
- The adoption of a policy on no-fee schools, which makes it possible for over 40% of learners (5m) in 14 000 schools to attend without paying fees.
- The provision of free transport to learners who live far away from schools. At this point in time, more than 200,000 learners in the country benefit from this service. Budgets of provincial education departments indicate an upward trend in allocations for the provision of learner transport. Government is in the process of developing a policy on Learner Transport, which aims to promote equity in the provisioning of learner transport across all provinces.
- The adoption of the Primary School Nutrition Programme, which has been in place for a number of years, provides one meal a day to primary school learners. In addition to promoting the health status of learners, the Nutrition Programme also promotes school attendance by learners. In 2006, approximately 6m learners (approximately 50%) benefited from the school nutrition programme.
- The Department's investigation into systems for monitoring learner attendance and initiatives to strengthen these.
- A major effort, both in terms of funds as well as planning, to improve school infrastructure. This initiative aims to reduce massive infrastructural inequities inherited from the apartheid system



- The adoption of the Quality Education Development and Upliftment Programme (QEDSUP), which aims to improve education quality through the provision of resources, improved infrastructure and teacher development in the poorest quintiles of schools.
- The strengthening of teacher accountability through the establishment of a national inspectorate, which is in process.
- The establishment of a programme directed at girls, the Girls Education Movement (GEM), which aims to enhance the experience of girls in schools and ensure sustained access and retention of girls in schools.
- With regards to literacy, Government has initiated a major, national campaign and programme to eradicate illiteracy in the country by 2015.

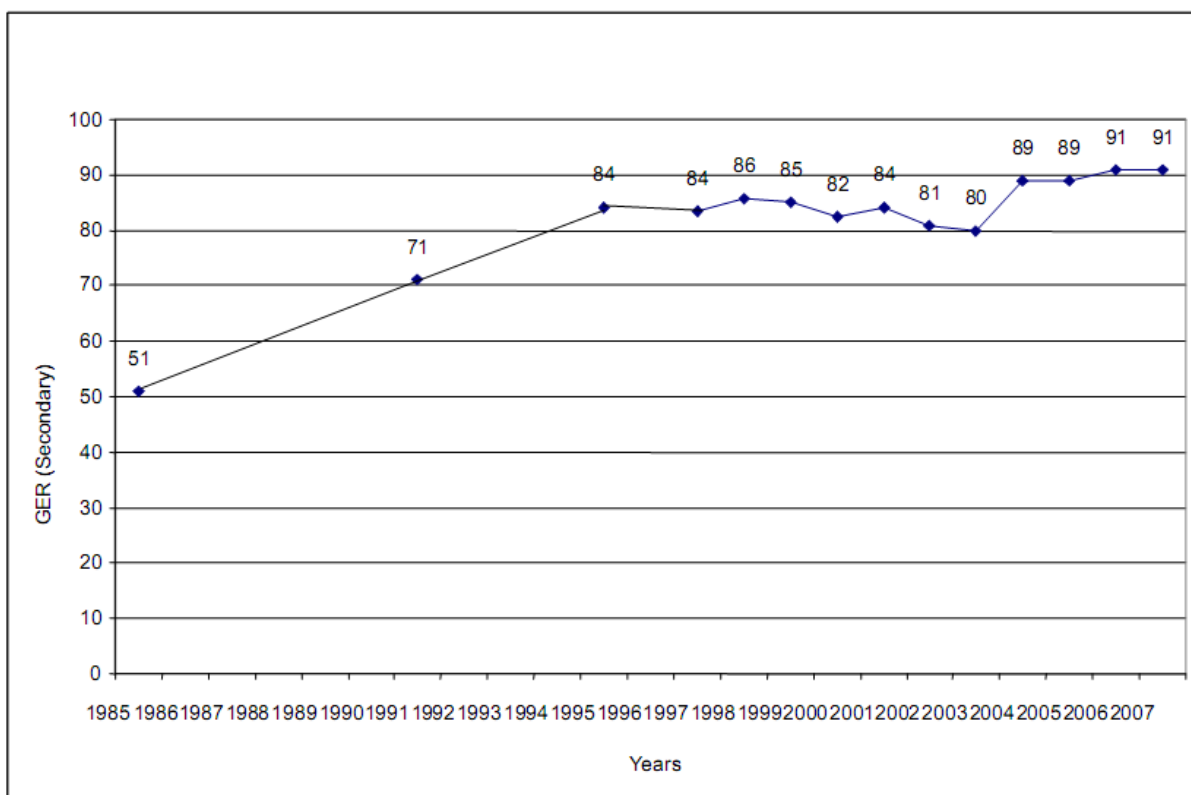
### 6.3.6 Progress in secondary education (2000-2007)

Both in public and private institutions of South Africa, overall participation in secondary education increased significantly over a 22-year-period: from 51% in 1985 to 91% in 2007 (Figure 5). A notable increase in the participation rate had been recorded between 1985 and 1995 in particular, after which it progressed relatively slowly from 81% in 1995 to 91% in 2007.

Generally, education systems develop in accordance with logistical or “S-shaped” growth patterns. At first, growth is difficult while a specific type or level of education is in development, with the result that it is difficult to train sufficient teachers and provide the necessary infrastructure for it. Growth then accelerates.

Eventually, growth slows down again, as the last, hard-to-reach learners are slowly brought into the system. This data (in Figure 5) represents enrolment in ordinary secondary schools only, and ignores the enrolment of learners who are finishing a Grade 12-equivalent education in Further Education and Training (FET) colleges – a possibility that expanded significantly during the late 1990s and the early 2000s.

Figure 5: Gross Enrolment Rate at secondary school level between 1985 and 2007



Department of Education, Trends in Education Macro-Indicators: South Africa, 2009

If one includes students who are finishing a Grade 12 equivalent education in FET colleges, the GER for secondary education increases substantially. As Table 7 reveals, while the secondary school GER amounted to 89% in 2005, if one includes enrolment into FET colleges, the GER increases to 94%.

Table 7: Gross Enrolment Rate for secondary-level education, in relation to FET colleges' enrolment: 1997 to 2005<sup>39</sup>

	1997	1998	1999	2000	2001	2002	2003	2004	2005
Secondary GER (excluding FET enrolment)	84	86	85	82	84	81	80	89	89
Secondary GER, including FET enrolment	N/A	89	N/A	87	N/A	91	92	94	94

Department of Education, Trends in Education Macro-Indicators: South Africa, 2009

South Africa ranked fourth in learner participation in secondary school education amongst the 12 selected comparator countries in 2003/04 (Table 8). Furthermore, South Africa's secondary school GER is very high when compared to the GERs of other African countries, which range from 36% in Lesotho to 75% in Botswana (see Table 8).

Table 8: Gross enrolment rate in secondary schools in selected countries

Country	GER
Argentina	86
Botswana	75
Brazil	102
Gabon	50
Jamaica	88
Lesotho	36
Namibia	58
Panama	70
Russian Federation	93
South Africa	89
Turkey	79
Uruguay	108
Venezuela	72

Department of Education, Trends in Education Macro-Indicators: South Africa, 2009

### 6.3.7 Progress relating to gender disparity in education – e.g. related to MDG3, Target 4

The target for MDG goal three is the elimination of gender disparity in primary and secondary education by 2005, and in all levels of education no later than 2015.

Progress made towards the attainment of this goal is tracked through indicators ranging from the ratio of girls to boys in primary, secondary, and tertiary education, to the ratio of literate females to males among the 15 to 24 year olds. According to UNESCO, gender parity is achieved if the indicator index lies between 0.97 and 1.03.

#### Ratio of girls to boys in primary, secondary and tertiary education

Table 9 below points to the ratio of girls to boys enrolled at the primary, secondary and tertiary levels of education.

Table 9: Ratios of girls to boys (GPI) based on enrolment, 1999 to 2006

	1999	2000	2001	2002	2003	2004	2005	2006
Primary	0.97	0.96	0.96	0.96	0.95	0.95	0.95	0.95
Secondary	1.15	1.13	1.12	1.10	1.09	1.10	1.08	1.08
Tertiary			1.17	1.17	1.24	1.18	1.70	1.22

Department of Education, Trends in Education Macro-Indicators: South Africa, 2009

At primary school level, the GPI has remained consistently close to 1 from 1999 to 2006. This suggests that more boys than girls are enrolled at this level of the education system.

At secondary school level however, the picture is inverse. More girls than boys are enrolled at secondary level. Throughout the years 1999 to 2006, the GPI is continually leaning in favour of girls. The GPI has remained consistently greater from 2001 to 2006, reaching a peak of 1.7 in 2005.

#### Ratio of literate females to males among 15 to 24 year olds

As illustrated by the figures in Table 4 and Table 5 above, gender parity for self-declared literacy as well as for functional literacy for 15 to 24 year olds was achieved throughout the period 2002 to

<sup>39</sup> Ibid.

2006. However, the situation appears to be somewhat different for illiteracy (that is, youth that have never attended an education institution). Table 6 indicates that the GPI for illiteracy in the 15 to 24 year old age group has been less than 1 throughout the period 2002 to 2006. This means that more females than males have not attended an education institution in the 15 to 24 year old population.

### **Government measures to promote gender equity**

Over the years, the government has introduced a number of innovative programmes that aim to improve women's vocational options, with special attention given to accelerating their participation in science and technology. The 2001 National Census revealed that for the population of twenty years and older, there were twice as many women than men in the social sciences, while there were ten times as many men than women in the engineering and the natural sciences.

In response to this Census result, the Girls Education Movement (GEM) was initiated to encourage girls to study science and technology. A 'techno-girl programme' was initiated with national and provincial departments of education, providing career guidance and life skills support to girls, particularly in mathematics and technology. The Boys Education Movement (BEM) was also introduced in schools to complement the GEM, as a vehicle to empower both girls and boys in curriculum and socially related skills. The GEM was started in 2002 in Limpopo, KwaZulu-Natal and Eastern Cape provinces, and then launched on national scale in 2003.

The Department of Education has also developed Guidelines for the Prevention of Sexual Violence and Harassment in Public Schools. These are intended to support schools and school communities in responding to cases of sexual harassment and sexual violence against learners. The guidelines suggest methods of identifying, intervening and reporting such cases.

Furthermore, the Department of Education continues to train peer educators as mentors and counselors to support fellow learners to mitigate the impact of psycho-social factors on gender-based violence, learner pregnancy and sexual harassment. This is done through programmes such as the GEM and BEM clubs, and through those programmes offered in the Life Orientation Learning Programme in the National Curriculum.

The South African Schools Act prohibits discrimination against learners on the basis of pregnancy. Through the formal curriculum, an effort is made to educate learners about the prevention of pregnancy and sexually transmitted diseases and about positive lifestyle choices. Peer education prevention and support programmes have also been developed by the Department of Education. The policy document, Measures for the Prevention and Management of Learner Pregnancy, provides support to educators to manage pregnancy in schools and to contribute to the reduction of girls dropping out of schools.

### **6.3.8 Major challenges/constraints (e.g. quality, teachers, curricula, attainment)**

**Efficiency:** When assessing progress toward the achievement of basic primary education for all, it is crucial to highlight that high enrolments are only the first step in attaining this goal. Measuring the internal efficiency and quality of outputs of the system is becoming increasingly important. The extent to which learners are advancing effectively through the system and exiting with appropriate learning achievements is thus also important.

**Governance:** Poor education governance is a major issue impacting negatively on learning outcomes with a decidedly anti-poor bias. Perhaps the most illustrative indicator is the high level of teacher absenteeism. On average teachers spend less than 50% of their allocated time to teach, with poorer schools suffering disproportionately. Often local political elites collude with union leaders resulting in teachers being able to neglect their basic duties with impunity. School managers attempting to restore discipline and enforce better work ethics are routinely harassed and threatened with limited protection from public authorities. Predictably, the better resourced parents flee from these schools and send the children to better governed ones, which most often are fee based schools, thus reinforcing the marginalisation of the majority of South Africa's learners.

**Repetition and dropout rates:** South Africa continues to require better measurement of the extent of repeaters and dropouts in the country to inform future policy.

**Out-of-school children:** According to the South African Schools Act of 1996, school attendance is compulsory for all children from ages 7 – 15 years (Grades 1 – 9). The earlier section of this goal referred to children aged 7 – 13 years, as an appropriate age for primary school attendance. Here we broaden the scope to examine school attendance of those aged 7 – 15 years. However, education beyond primary school is becoming essential in a modern economy, thus it is important to also take into account 13-15 year olds.

Although school attendance has been significantly improving, the number of eligible children aged 7 – 15 years that were not attending school was estimated to be 582 000 or 6,5% of a total of 9 million children in this age group counted in Census 2001. (There were also approximately 49 000 or 0,5% of

children attending an educational institution, such as a pre-school organisation, that was not at school).

The reasons for non-attendance of school are multiple, and include issues related to affordability, age (too old to start school), far distances to the nearest school and illness.<sup>40</sup>

**Child Labour:** Among others, child labour may be one of the factors contributing to school non-attendance that need further attention. The Survey of Activities of Young People in South Africa (SAYP), conducted by Stats SA, revealed that, when factoring out the activity of fetching fuel and water, 3% or 0.4 million of 13.4 million children aged 5 –17 years in 1999 worked for 12 or more hours per week. While this is a relatively small proportion of the total population of those aged 5 – 17 years, engagement in work activities may have an impact on the attendance and completion of primary school. For example, SAYP revealed that among non-school attendees, 6% of boys and 1% of girls aged between 5 and 17 years did not attend because of the work they do during school hours.

**Equity:** Prior to 1994, education was highly inequitable in respect of provision of funding allocations by race.<sup>41</sup> However, over the last decade the democratic government has been increasing and improving the targeting of education funding allocations.<sup>42</sup> Education remains the country's largest single budgetary item. Some progress has been made with regard to addressing historical inequities. For example, between 1996 and 2000, schools became less overcrowded, with the average number of learners to a classroom decreasing from 43 to 38. Access to key physical infrastructure such as water, sanitation and electricity also improved over the period. However, South Africa continues to have a differentiated public schooling system with poor learning conditions in schools in previously disadvantaged parts of the country. This is particularly the case with regard to infrastructure and resources.

**Quality of education:** While increasing proportions of children enter the school system, attention is shifting away from actual attendance, towards the quality of learning at schools. A number of assessment studies in recent years have shown that the educational achievements of learners in South African schools in unacceptably poor. The Department of Education's systemic evaluations, conducted in Grade 3 (in 2001) and Grade 6 (in 2004) show very low levels of literacy and numeracy among learners. Scores for the Grade 3 learners averaged 68% for listening comprehension but only 39% for reading comprehension and writing, 30% for numeracy, and 54% for life skills (DoE 2003). The achievement rates of learners in the Grade 6 evaluation were even poorer. Learners averaged 38% for language (the language of learning and teaching), 27% for mathematics and 41% for natural sciences.<sup>43</sup>

Four international studies confirm the poor performance of South African learners. All show South African learners having exceptionally low levels of basic literacy and numeracy skills compared to learners in the other countries that participated. Moreover, the years between 2005-2008 have shown no improvement in the pass rate in the senior certificate examinations for secondary school leavers (although there has been an increase in the total number of learners passing).

In light of this situation the improvement of educational quality in schools – especially schools serving the poor- has become one of the highest priorities of the Department of Education. A number of measures have been developed to address the issue, and especially to target the foundational skills of early literacy and numeracy. The most important of these are:

- The Quality Improvement, Development Support and Upliftment Programme (QIDS UP) which provides support for the provision of resources to support learning and teaching, improved learner competencies in literacy and numeracy, improved management and leadership of schools, improved support for learning by district offices, and strengthened monitoring and evaluation of learning outcomes. It is targeted at 3.500 low-performing primary schools serving 1.2 million learners in poor areas;
- The Foundations for Learning Campaign which, the Minister of Education said at its launch, 'is a call to schools and communities to focus on reading, writing and calculating'. The campaign sets out the government's expectations for teaching and learning in the years from Grade R

<sup>40</sup> Statistics South Africa (2004): General Household Survey 2003, Statistical Release P0318, Statistics South Africa, Pretoria.

<sup>41</sup> The evaluation team would like to point out that race is considered a 'social construct' rather than a biological one. Since the end of apartheid there has been a growing sense of nationhood in the race-conscious country of South Africa, with most of all these different people seeing themselves as primarily South African - not as members of a specific racial or ethnic group. However, given the legacy its very polarized history South Africa continue to employ the term race (e.g. in its Black Economic Empowerment scheme) to refer to the extreme suppression of the majority of the population. Hence the evaluation team also refer to race in this context. .

<sup>42</sup> Department of Education (2002): Policy: Revised National Curriculum Statement Grades R-9 (Schools): Overview. In Government Gazette, Vol. 443, No. 23406, May.

<sup>43</sup> Department of Education (DoE) (2005): Grade 6 Systemic Evaluation Report. Pretoria: Department of Education.

(the pre-Grade 1 reception year) to Grade 6. It indicates and provides the resources needed for effective teaching and gives guidance to teachers, principals and district education officials on how to promote the literacy and numeracy skills. It also spells out the testing required to check that learners are reaching the required standards from year to year;

- The National Reading Strategy which is intended to promote reading across the curriculum, and to encourage reading for enjoyment. It focuses on support to schools, increasing access to books, providing support to teachers through provision of resources and techniques for inculcating a love for reading, scheduling time for reading within the school timetable, and developing reading skills in learners;
- The Dinaledi Schools project, which was established in 2002, is a strategy to promote mathematics, science and technology education. Originally there were 100 designated Dinaledi schools and this has since been steadily increased to the current number of 500 designated schools, mainly in rural and township areas, which are being groomed as centres of excellence in mathematics and science.<sup>44</sup>

In addition to the above, the Education Ministry is planning to establish a schools inspectorate<sup>45</sup> – the national Education Evaluation Development Unit – to oversee the measurement and improvement of teacher performance. It has also announced plans to place greater emphasis on the provision of sufficient, high-quality textbooks in all schools, as well as to introduce better remuneration of and training for school principals and to deploy more trained district support and school support personnel.<sup>46</sup>

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<sup>44</sup> Department of Education (DoE) (2007) Annual Report, 2006/2007. Pretoria: Department of Education.

<sup>45</sup> While the government plans to bring back the apartheid-era's hated schools inspectors, in future they will be called "assessors" and required to support teachers as well as monitor them.

<sup>46</sup> Ibid.

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## 6.5 List of the projects and programmes specifically considered

Country	Programmes	Contract signature	Status*	Title decision	Title contract	Sub- sector	Subsector	Contracted amount	Remain- der*	Aid modal- ity	Aid channel
SOUTH AFRICA	Schools In- frastructure Support Pro- gramme	2004	Ongoing and closed	Schools Infrastructure Support Programme		11120	Education facilities and training	16.045.778	1.443.364	SSP	Governments
SOUTH AFRICA		30.08.2004	En cours	Schools Infrastructure Support Programme	Schools Infrastructure Support Programme AWP1	11120	Education facilities and training	11.163.024	925.397	SSP	Governments
SOUTH AFRICA		29.09.2005	En cours	Schools Infrastructure Support Programme	Programme Support Unit (PSU) to the Schools Infrastructure Support Programme (SISP)	11120	Education facilities and training	3.825.440	376.071	SSP	Private companies / development agen- cies
SOUTH AFRICA		30.11.2004	En cours	Schools Infrastructure Support Programme	Technical Assistance to the South African Schools Infrastructure Support Programme (SISP 03/05)	11120	Education facilities and training	1.010.214	141.896	SSP	Private companies / development agen- cies
SOUTH AFRICA		09.06.2006	Clôturé	Schools Infrastructure Support Programme	Mid-term Review of the SISP in South Africa	11120	Education facilities and training	47.100	-	SSP	Private companies / development agen- cies
SOUTH AFRICA	Education sector sup- port	2003	Closed	1998/01 EU - EDUCATION SECTORAL SUPPORT PROGRAMME (ESSP)		11100	Education, level unspeci- fied	227.358	0	Project	Private companies / development agen- cies
SOUTH AFRICA		11.07.2003	Clôturé	1998/01 EU - EDUCATION SECTORAL SUPPORT PROGRAMME (ESSP)	FINAL EVALUATION OF EDUCATION SECTOR SUPPORT PROGRAMME 1998/001	11100	Education, level unspeci- fied	54.671	-	Project	Private companies / development agen- cies
SOUTH AFRICA		06.01.2003	Clôturé	#N/A	Deloitte & Touche : Audit of Edu- cation Support Programme 98/01	11100	Education, level unspeci- fied	125.000	-	Project	Private companies / development agen- cies
SOUTH AFRICA		07.10.2003	Clôturé	1998/14 - RECOGNITION OF PRIOR LEARNING	Final Evaluation of the Recognition of Prior Learning Project	11100	Education, level unspeci- fied	47.687	-	Project	Private companies / development agen- cies
SOUTH AFRICA	TA Depart- ment of Edu- cation	2004	closed	1996/04 - TECHNICAL SUPPORT TO THE SOUTH AFRICAN DEPARTMENT OF EDUCATION		11110	Education policy and administrative management	866.205	0	Project	Private companies / development agen- cies
SOUTH AFRICA		02.04.2004	Clôturé	1996/04 - TECHNICAL SUPPORT TO THE SOUTH AFRICAN DEPARTMENT OF EDUCATION	Supply of early childhood devel- opment kits	11110	Education policy and administrative management	796.205	-	Project	Private companies / development agen- cies
SOUTH AFRICA		17.08.2004	Clôturé	1996/04 - TECHNICAL SUPPORT TO THE SOUTH AFRICAN DEPARTMENT OF EDUCATION	Final Project Evaluation of the Technical Support to the Dept of Education	11110	Education policy and administrative management	70.000	-	Project	Private companies / development agen- cies

## 6.6 Description of major interventions

Prior to the democratic transition in 1994, EC support to education was exclusively focussed on NSAs, most of which were associated with the democratic movement. However after 1994 support obviously shifted focus towards supporting the new government's plans to use education as one way of addressing past imbalances. Hence most support since 1994 has been to government, although NSAs have been used as e.g. trust holders of funds, as procedural issues made direct support to GoSA challenging. Below are some of the main interventions that were implemented partly or wholly in the evaluation period.

### 6.6.1 Programme 1: The School Infrastructure Support Programme

School Infrastructure Support Programme  
 Budget: 66 m Euro, later 40 m were de-committed  
 Financing Agreement : EC : December 2003, and by GoSA in March 2004  
 Duration: March 2004 to February 2009  
 Status: Completed

The EC funded Schools Infrastructure Support Programme (SISP) implemented by the Department of Education was established in 2003. It contributed towards the reduction in the backlog in school infrastructure in specific school districts in the Eastern Cape, KwaZulu Natal and Limpopo Provinces. The Financing Agreement (FA)<sup>47</sup> committed € 66 million to extend, renovate and refurbish facilities at 150 schools, with additional facilities to cater for the needs of the community and vulnerable learners. The SISP was also tasked with building considerable capacity to enable schools and their management structures to maintain the facilities. In addition the SISP was required to develop infrastructural management systems at National and Provincial levels. The programme faced a series of challenges in the start up phase, with the result that in December 2006 €40million was decommitted from the programme. By the end of the programme in February 2009, the SISP had improved 27 schools through the construction of new facilities, renovation of existing facilities, provision of furniture and other moveable assets, through social facilitation to build community ownership, and through training for staff and SGB in maintenance. The programme has also provided advisory support with respect to capacity building and systems development to the National Department of Education, and Provincial Departments of Education in (Limpopo, KwaZulu Natal, Eastern Cape).

The programme was evaluated in 2009 and while the programme was deemed relevant (as are most programmes), efficiency, effectiveness and impact has been severely compromised by the de-commitment of € 40 million. Instead of benefiting 100,000 learners, the SISP improved facilities at 27 schools and impacted positively on the lives of about 18,000 learners. The SISP has had little impact on the service delivery by the National and the three targeted Provincial Departments of Education.

Equally importantly, the failure to spend the majority of the allocated funds on badly needed schools also soured relations between the EU Delegation and the Department of Education. However, both parties appear to have learnt the important lessons from the SISP, in particular relating to the need to have clearly implementation modalities from the start, as opposed to SISP which had the (overly ambitious) plan to change these from project to sector budget modalities, during implementation. Consequently the successor programme, the Primary Education Sector Policy Support Programme, clearly use a budget support modality, to the mutual satisfaction of EU and DoE.

### 6.6.2 Programme 2: Technical Support to Department of Education

Technical Support to Department of Education  
 Budget: 17 m Euro  
 Financing Agreement: Signed in 1997  
 Duration: 1997 to March 2004  
 Status: Completed

The project comprised three components: building the capacity of departments of education to access and manage donor grants, support for the delivery of programmes in the adult basic education and training (ABET) sector, and support for the piloting of a reception year programme (R-grade) in the early childhood development (ECD) sector. Until April 1999 the Project was managed by the Joint

<sup>47</sup> Financing Agreement for 'The School Infrastructure Support Programme' project number SA/73200-03-05, plus rider concluded September 2006



Education Trust (JET), and from June 1999 to June 2001 by a Programme Management Unit (PMU) headed by an international Technical Assistant (TA). In what we refer to as the extension phase (2001 to 2004), the Directorate: Development Support (DDS) in the Department of Education was responsible for overall project coordination and monitoring, and for implementation of the capacity building component. The DDS also provided support to the DOE directorates that were responsible for implementation of the ABET and ECD components.

The project was evaluated in 2004 and again it was judged as being relevant although with some design issues especially around adult literacy. Only 45% of allocated funds were eventually disbursed with especially the later stages of adult literacy failing, which combined with poor project management undermined impact. However the ECD support was arguably one of the most successful EC supported interventions in South Africa, with the pilot and subsequent audit of all ECD facilities being instrumental in rolling out grade R nationwide.

However, it would appear that the project suffered from insufficient attention to the changing political and economic context in which it was implemented. In particular, the emergence of laws, regulations and strict procedures governing procurement by South African government departments was not foreseen. This was a factor in the largely unsuccessful attempts in the extension phase to marry two sets (EC + GoSA) of bureaucratic requirements for the approval of key project documents such as tender dossiers.

### 6.6.3 Programme 3: Education Sector Support Programme

<p>Name: Education Sector Support Programme          Budget: 28 m Euro,          Financing Agreement: Signed in 1998          Duration: 1998 to 2002          Status: Completed</p>
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Despite its name this project is not to be confused with the Primary Education Sector Policy Support programme which was launched in 2009. The ESSP had three distinct components: 1) education capacity building, 2) financial support to tertiary education and 3) education infrastructure. The support took the form of resources to fund additional priority elements of the public education budget that the Government and the provinces would otherwise have to forego, due to overall budgetary restrictions. The programme intervention assisted the Department of Education (DoE) in capacity building (support for the implementation of the SA Schools Act - Finance and Governance), financial support to tertiary education (bursaries administered through TEFSA - Tertiary Education Fund of SA) and the upgrading of identified primary and secondary educational facilities in the Eastern Cape. These support initiatives were proposed because of their priority in the education sector. They are given special emphasis in the various existing education policy documents and the Reconstruction and Development (RDP) White Paper.

The duration of the ESSP was scheduled to be 15 months from January 1998; the Financing Agreement was signed on 26 May 1998. This meant that implementation could only be scheduled to be 15 months after 26 May 1998. An extension to the implementation period was granted until 31 December 2000; and extended again by a further 22 months to 31 December 2002. A specific monitoring and reporting system based on detailed work plans was foreseen in the Financing Agreement. The EU contribution to the ESSP was grant financing and was initially to the amount of €23,000,000. An increase of ceiling of €4,600,000 was granted after the midterm review to finance the rehabilitation of 94 schools damaged by tornadoes. The implementing agency of the ESSP was the National Department of Education in collaboration with the Department of State Expenditure and the relevant Provincial Departments of Education.

The programme was both evaluated and audited in 2003 which highlighted the following issues:

- Project preparation was defective in a number of ways, particularly in terms of the mix of diverse projects under one programme, the unrealistic nature of the time frames specified in the Financial Agreement, and certain elements of inflexibility in the project design. This is also a recurrent theme in most other projects.
- The programme intervention was highly relevant to the policy challenges in South African education. General efficiency in systems and procedures was acceptable, with important exceptions. Communication and approval procedures were slow, and communication and reporting protocols were in some instances not followed. Efficiency in the school building component was poor, with significant deviations from agreements.
- In terms of the various purposes of the three discrete interventions that constituted the ESSP, the programme was on the whole effective.

- The impact of the support provided to NSFAS is very positively assessed. It is more difficult to assess the impact of the support for the implementation of SASA because project monitoring was weak at the district and school levels. However, the national Norms and Standards for School Funding (NSSF) were implemented, with greater or lesser degrees of success, in all provinces. As key data on school-related outcomes were not obtained in the course of the school building intervention, the impact of this component of the ESSP is assessed indirectly, based on local and international literature which shows that learning outcomes are positively affected by the condition of school buildings. It may be reasonably assumed that the intervention in the Eastern Cape is no exception in this regard.
- Financial management and monitoring of the ESSP proved to be an additional burden on government capacity. Overall efficiency in financial management and monitoring was compromised by the breakdown of the key oversight structure. Nevertheless, the close administrative and financial monitoring by the DOE of the SASA intervention, and financial management of the support for NSFAS, were exemplary.
- The freezing of ESSP funds as a result of deviations from the agreements in the Eastern Cape school building programme affected the programme as a whole. The audit (Deloitte and Touche) of the ESSP found no serious financial irregularities.
- The NSFAS was a highly sustainable and replicable programme. The intervention in support of the implementation of SASA was sustainable and replicable as evidenced even today (2010).

In sum the ESSP had both very successful elements (NSFAS and the NSSF) that were piloted / scaled up allowed by EC funding and there programmes are still in 2010 used. However it also had serious challenges arising from e.g. the school building programme, which was financed as a form of sector budget support to Eastern Cape. Due to changed priorities in the selection of schools, the EC chose to freeze payments and the experience may have made EC reluctant to promote the sector budget support. Hence the next time EC provided support to school building (under SISF) the modality was a hybrid between project and budget support, but unfortunately again with damaging consequence in terms of implementation efficiency and effectiveness.

***Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)***

Country Note: Tunisia

December 2010

*Evaluation for the European Commission*







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Framework contract for  
**Multi-country thematic and regional/country-level  
strategy evaluation studies and synthesis in the area  
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**LOT 2:  
Multi-country evaluation studies on social/human  
development issues of EC external co-operation**

**Ref.: EuropeAid/122888/C/SER/Multi  
Contract n° EVA 2007/social LOT2**

**Thematic global evaluation of  
European Commission support to the  
education sector in partner countries  
(including basic and secondary education)**

**Country note Tunisia  
December 2010**

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***This evaluation was carried out by  
Particip GmbH***



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### List of acronyms

ACP	Africa, Caribbean and Pacific countries
ADB	Asian Development Bank
AED (ADE)	Academy for Educational Development
BEPP	Bureau d'Etudes de Planification et de Prospective du Ministère de l'Education en Tunisie
BS	Budget Support
CAS	Cellules d'Action Sociale
CBA	Competency- Based Approach
CBMT	Maîtrise budgétaire à moyen terme
CDMT	Cadre de dépenses à moyen terme – Medium-Term Expenditure Framework
CENAFFE	Centre National de Formation des Formateurs de l'Education
CIOSU	Conseiller en information et orientation scolaire et universitaire
CNIPPRE	Centre National d'Innovation Pédagogique et des Recherches en Education
CREFOC	Centres régionaux de formation continue
CSP	Country Strategy Paper
DAF	Direction des Affaires Financières
DRE	Direction Régionale de l'Education
DREF/RDET	Regional Directorate of Education and training (Direction Régionale de l'Education et de la Formation)
EC	European Commission
EFA	Education for All Initiative
EMIS	Education Management Information System



ENP	European Neighbourhood Policy
EPE	Ecoles à priorité éducative
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
ICT/TIC	Information and Communication Technology/ technologies de l'information et de la communication
JC	Judgment Criteria
JORT	Official Journal of Tunisian Republic
MANFORM	Mise à niveau de la formation professionnelle
MDCI	Ministère du Développement et de la Coopération Internationale)
MDG	Millennium Development Goals
ME	Ministry of Education
MEDA	Mediterranean Basin and Middle-East group of nations (EC financing instrument serving the Mediterranean region)
MEF	Ministère de l'Education et de la Formation
MTEF	Medium-Term Expenditure Framework
NER	Net Enrolment Ratio
NIP	National Indicative Programme
OECD (OCDE)	Organisation for Economic Co-operation & Development
OTEF	Association tunisienne de l'éducation et de la famille
PAQSET	Programme d'amélioration de la qualité du système éducatif tunisien
PCR	Primary Completion Rate
PEP	Politique d'Education Prioritaire
PISA	Programme for International Student Assessment
PRSP	Poverty Reduction Strategy Paper
PTR	Pupil/Teacher Ratio
ROM	Results Oriented Monitoring
SBS	Sector Budget Support
SPSP	Sector Policy Support Programme
SSP	Support to Sector programmes
TA	Technical Assistance
TIMSS	Trends in International Mathematics and Science Study
TL	Team Leader
ToR	Terms of Reference
TR	Transition Rate
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
WB	World Bank
ZEP	Zones d'éducation prioritaires



## 1 Introduction

The purpose of the “Thematic global evaluation of European Commission (EC) support to the education sector in partner countries (Including basic and secondary education)” is to assess “to what extent the Commission assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner Governments' priorities and activities as well as with international legal commitments in education” (see Terms of Reference (ToR)).

The field visit to Tunisia had the following objectives:

- To collect additional information in order to answer the Evaluation Questions (EQs) and Judgment Criteria (JCs);
- To evaluate the eventual hypothesis formulated at the end of the desk phase;
- To assess if there is a need for further research and interviews to prepare the synthesis report, and in particular the sections on conclusions and recommendations.

The purpose of the note is to summarise the findings from the field visit in order to feed into the synthesis report. This note should by no means be considered as a country evaluation or a self-standing impact evaluation.

Among the reasons for selecting Tunisia as one of the countries for field studies were:

- The share of commitments per region amounts to 11% for the ENP, MEDA and ENP-Tacis groups of countries<sup>1</sup>. This implies that at least one of the six countries to be visited should represent these groups.
- Tunisia has been supported during the whole period, for both primary and secondary education, through sector budget support. As secondary education is somewhat under-represented in the worldwide EC portfolio, Tunisia represents a good opportunity in that regard.
- It is a French-speaking country.

The field visit was undertaken between May 19 and 27, 2010.

### 1.1 Research questions and working hypothesis

As well as collecting additional evidence related to answering the EQs, the field visit to Tunisia specifically looked into the following aspects:

- Appropriateness of Sector Budget Support (SBS) as aid modality; how compliance to indicators affected release to the education budget / specific budget items.
- Relevance and usefulness of shifting from basic to secondary education, and link with support to Technical and Vocational Education and Training (TVET).

It should be noted that issues related to quality of education, especially related to curricula and pedagogical reforms, are also important features of EC support. Moreover, within the group of countries that have a similar level of economic development, Tunisia is among those with the best quantitative education indicators, from primary to higher education, as well as in terms of gender parity. The Millennium Development Goals (MDGs) in education had been achieved before the Dakar declaration. EC support was therefore not oriented towards any quantitative objectives, but basically towards two qualitative ones: higher level of pupils' cognitive achievement, and better links between education strands/curricula and the requirements of the labour market.

Based on the above, the following working hypotheses have been made for the field visit to Tunisia.

#### 1.1.1 Higher pupils' cognitive achievement

Tunisia participated in the Third International Mathematics and Science Survey (TIMSS) in 1999, and the country's educational outcomes as described in the results of the survey were perceived as disappointing by the Tunisian authorities. Hence, a new national strategy was designed to improve pupils' cognitive achievements. This strategy follows a “competency-based approach”, as well as introducing

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<sup>1</sup> ENP = European Neighbourhood Policy; MEDA = Mediterranean Basin and Middle-East group of nations; Tacis = Technical Assistance to the Commonwealth of Independent States – (EU support programme to Eastern European and Central Asian group of nations / region)

some changes in the relative importance given to certain disciplines, such as mathematics and sciences. The EC has supported this reform, which was intended to produce new programmes for each grade, new didactic material, and a solid agenda of teacher in-service training in order to disseminate the new approach.

The implementation of the competency-based approach has faced serious obstacles, as the capacity and willingness of Tunisian teachers to adopt the reform were lower than expected, and the level of implementation of the reform is still relatively weak.

*Working hypothesis:*

EC support was instrumental in enhancing government reforms aimed at improving quality-related outcomes of primary education, especially related to the introduction of a competency-based approach. Although the EC support was able to introduce most required inputs for achieving the reform, the impact in terms of higher cognitive achievement of pupils is questionable.

### **1.1.2 Better preparation of pupils for the requirements of the labour market**

Tunisian authorities have long been preoccupied by unemployment ratios of school leavers, and the support provided by the EC to secondary education was aimed at improving this employability. This policy had two components: the first one was dedicated to the improvement of employability of students leaving secondary education without enrolling in higher education. For these students, it was thought that secondary streams should be diversified in order to be closer to the requirements of the job market. The second one was intended to improve the links between the requirements to enroll in different tracks of higher education, and to better tailor the curricula of secondary education to higher education requirements. As a consequence, new strands needed to be created, in addition to a competency-based approach developed to improve the acquisition of skills useful both for a career and in the daily life of school leavers.

It is clear that the increased rates of unemployment among graduates cannot be attributed solely to the organisation of the education system. There are many other factors, such as the capacity of the Tunisian economy to absorb a rapidly-growing number of graduates, as well as cultural features of the Tunisian society concerning what are seen desirable jobs.

*Working hypothesis:*

Support to general education aimed at an improvement of employability opportunities of graduates has not reduced the rates of unemployment of school leavers, because general education is expected to prepare access to higher education. Part of the unemployment problem is linked to the TVET system, which is still underdeveloped in Tunisia, and the capacity of the Tunisian economy to create the appropriate number of jobs fitting the needs of the new generations is still insufficient, whatever the quality of the education system.

## **2 Data collection**

The mission prepared the field visit by identifying the main stakeholders to be interviewed for the purpose of providing answers to the hypotheses listed above. The persons to be included comprised:

- Staff of the EU Delegation having been involved in the monitoring of the support to education
- Representatives of teachers' unions for both primary and secondary education
- Other donors
- Staff of the Ministry of Finance involved in the management of budgetary support
- Staff of the Ministry of Education (ME) involved in the implementation of the reforms supported by the EC
- Representatives of civil society – namely, parents' associations and associations active in trying to combat gender discrimination.

One week before the arrival of the mission, the EU Delegation (EUD) in Tunis sent a letter to the "Ministère du Développement et de la Coopération Internationale" (MDCI), in charge of issuing clearance letters authorising the consultants to contact and interview Tunisian civil servants who have been involved in the implementation of the reforms supported by the EC. Unfortunately, the head of the unit in charge of issuing the letter was on mission abroad, and returned to the office the day after the arrival of the team leader (TL). After several attempts by the EUD to obtain a positive answer to the request,

the MDCI decided not to issue the letter of authorisation – officially, because the request was made too late.

In fact, it was possible to conduct interviews at the Ministry of Finance, where the MDCI clearance was not requested. With regard to the Ministry of Education (MoE), the mission was able to conduct highly informative interviews with the now-retired former head of the BEPP (Bureau des Etudes de la Planification et de la Programmation), which has been the key EC partner during the whole implementation period (2000-2008).

### 3 Findings on EC support to the education sector

#### 3.1 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs<sup>2</sup>, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?

##### 3.1.1 JC11: Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives

Since 1996, Tunisia has committed itself to an extensive process of liberalisation of the economy, aimed at a better integration of the country in the world market. It has signed an agreement with the EU, an “Association Agreement”, and was the first country to do so in the region south of the Mediterranean Sea. In order to succeed in this strategy, it was agreed that an upgrade process was required – namely, a greater competitiveness of the economy, particularly in the secondary sector, a lower inflation rate, a larger diversification of the economy, and a number of structural reforms.

One of the key elements for enhancing the competitiveness of the Tunisian economy was the improvement of the human capital of the active population. This was dependent upon the quality of the education system. In 1999, Tunisia participated to an international survey, TIMSS, in which the scores of Tunisian pupils were perceived as disappointing. Although education supply in the country was considered satisfactory from a quantitative point of view, the outcomes in terms of pupils’ cognitive achievement were perceived as being very low.

The main strategy for improving the quality of education has been a new pedagogical approach, the Competency-Based Approach (CBA), which was supported on a pilot basis by the United Nations International Children’s Emergency Fund (UNICEF) from 1994. In 2000, Tunisian authorities decided to generalise this approach to all primary schools.

The EC has responded positively to the government policy by providing a sector budget support of € 40 million to basic education. This support has been aimed at the implementation of seven components:

1. Generalisation of the CBA in the nine grades of basic education, covering the three main domains of study – Arabic, French and Mathematics;
2. A more “professional” approach to in-service training of education staff (headmasters, supervisors, teachers, and administrative staff);
3. The implementation of the “Politique d’Education Prioritaire” (PEP), whose objective is to provide some additional resources to disadvantaged schools;
4. The strengthening of the decentralisation process, aimed at giving more responsibility to local stakeholders;
5. The elaboration of a new policy in the field of educational research;
6. The improvement of school life in the framework of increased equity (for example, school canteens in rural areas, where distance to home is a handicap);
7. Make school attendance as free as possible for low income families.

The second SBS was the continuation of the first one, aimed at improving secondary education (grades 10-12). It amounted to € 30 million. The support was targeted at improving performances of secondary education with a view to closing the gap between Tunisian education standards and the best international standards. In addition, the second grant supported the diversification of strands of education after grade 9, in order to improve both the capacity of students to find a job if they leave the

<sup>2</sup> Poverty Reduction Strategy Papers

school system, or to be better prepared to enter higher education if they want to continue. The more specific objectives were:

- Improve initial and in-service training of teachers
- Introduce new streams from the 11th grade (second year of senior secondary), in order to go from four existing streams to a total of nine.
- Improve school life
- Increase the autonomy and responsibility of local stakeholders through decentralisation
- Generalise access of students to Information and Communication Technology (ICT)

In order to introduce appropriate incentives to the MoE for implementing the specific objective of the reform, the support is divided into two parts, a fixed tranche and a variable tranche, whose amount is determined by the achievement of 10 indicators.

Both SBSs were completely in line with the government policy and took into consideration both the “Loi d’Orientation de l’Education et de l’Enseignement Scolaire” of July 2002, as well as the presidential programme “L’Ecole de Demain” for the period 2002-2007.

It was also in line with the five-year development plan (2002-2006), which had six strategic objectives:

- Introduce new pedagogical practices in which the pupil is at the “centre” (child-centred approach);
- Introduce new information and communication technologies at all levels of the education sector;
- Increase the “professionalisation” of teachers and administrative staff;
- Improve the working conditions and the management of schools;
- Improve the level of equity within the education system, in particular address social, regional and rural/urban inequalities;
- Improve the governance of the education system by introducing more decentralisation, and more research on education.

The EC programme has defined seven components directly related to the six objectives listed in the 10<sup>th</sup> Development Plan. The outcomes of the seven components were monitored by 38 indicators, which have subsequently been evaluated. It is clear that EC support has been consistently harmonised with the Tunisian national education policy.

During the period 2000-2005, the most active partners in education support were the World Bank (WB), the EC and UNICEF. The WB support, PAQSET (Programme d’amélioration de la qualité du système éducatif tunisien), was a sector programme with several components, such as pedagogical and curricula reforms, construction and maintenance of school buildings, development of ITC, in-service teacher training, evaluation of pupils, teachers and schools, education research, and management of the education system. The project was in line with the government policy.

UNICEF is active in supporting pre-school education and is preoccupied by the dropouts who are leaving the school system before the age of 16. Their number is still significant, although not very well documented. UNICEF estimates that there are 80,000 children below 16 not enrolled in school. No other significant donor is currently active in this field. Overall, it appears that joint (government and other development partners) field missions and shared analytical work related to various education support did not take place. This could be due to the perception that the country is mature enough to develop its pre-school strategy on its own, and no longer needs development partners’ active support in this respect.

However, it seems that this policy has overestimated the capacity of general secondary education to prepare school leavers for the job market, and underrated the merits of TVET for such a role. The government has recently recognised the necessity of developing more actively the TVET sector and has launched an ambitious development plan for the period 2010-2016, during which the percentage of a cohort oriented towards TVET would go from the present low level of 5% to 50% by 2014.

### **3.1.2 JC12: Degree to which EC education support is harmonised and transparent in supporting national education policies**

EC support to the education sector is aimed at improving both the quality and the relevance of the sector in order to improve the employability of graduates. As far as primary and secondary education

is concerned, it is perceived that there is a quality problem which constitutes an obstacle for the integration of students to higher education or to the job market. Vocational education is underdeveloped, with only 5% of a cohort enrolling in the sub-sector, which has a poor reputation and attracts only pupils who have failed to meet the requirements for entering general secondary education.

The EC is addressing the needs of the whole sector, including vocational training and higher education, which are not included in the present evaluation, with a common objective of improving the employability of graduates. However, instead of developing a specific TVET system, the government has decided to diversify secondary education by creating new tracks within secondary schools providing traditional academic tracks leading to higher education. This diversification aimed at preparing a certain proportion of secondary school leavers to enter directly the job market and not to enrol at the university, has not created a clear distinction between general secondary on one side, and a fully developed TVET system on the other. During the period under investigation, the EC support has followed the government policy of diversifying secondary education. Subsequently, the government has decided to develop a solid TVET system, which is expected to enrol about half the school population by the year 2015, which makes the previous policy partly obsolete. In the meantime, the EC has constantly supported vocational training as well as higher education for improving students' employability.

### **3.2 EQ2-access: To what extent has EC support to education contributed to improving access to basic education?**

#### **3.2.1 JC21: All children access and complete a full course of primary schooling - (MDG 2) and (EFA 2): Trends**

Net Enrolment Ratio (NER) in primary education was already very high in Tunisia before the "Education for All" (EFA) Dakar Declaration in 2000. For the six years of primary education, the NER was 96.7% in 1997-1998. It reached 97.3% in 2001-2002, and has been stable since. In fact, the access to the first grade of primary is close to 100% (99.2%), but there are still some dropouts during the course of primary education. The dropout rate was 1.9% in 2000-2001, and had declined to 1.3% in 2008-2009.

The Primary Completion Rate (PCR) has also significantly improved during the period. It was equal to 84.8% at the beginning of the period, and reached 90.3% in 2008-2009. It is on an increasing trend of about 1% improvement per year, which means that, by 2015, the rate could be close to 97%.

#### **3.2.2 JC22: Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG 3) and (EFA 5)**

The ratios of girls to boys in both primary and secondary education have reached the parity objective at the beginning of the new millennium. The parity index has the required value of 1 concerning the NER for primary, but it is above 1 for the PCR (1.04), and also above 1 for the NER covering both primary and lower secondary (1.01). As girls perform better in the course of lower secondary, they are significantly more represented than boys in upper secondary. The completion rate for lower secondary is equal to 46.5% for boys and 61.6% for girls – a parity index of 1.32, which can be regarded as exceptionally high. The EC has not specifically targeted girls in its support, but has contributed to the increase of the Transition Rates (TR) to lower secondary and upper secondary by supporting the government policy of reducing repetition and dropout rates in primary education.

#### **3.2.3 JC23: Primary schooling is compulsory and free of costs to all pupils**

According to the Tunisian law, education is free of charge for children aged 6 to 16. Textbooks are bought by parents, but prices textbooks are reasonably low, and the majority of families are able to afford their purchase. For the few families unable to afford the cost of textbooks, there are support mechanisms organised by parents' associations, providing textbooks free to needy families.

In rural areas where the distance to school is too long to enable children to go back home for lunch, there are canteens supported by the government, free of charge for parents.

The EC has actively supported the EPE policy (Ecoles à priorité éducative), which distributes additional resources to disadvantaged schools, in particular the free canteens mentioned above.

However, it must be noted that pre-school is still predominantly operated by private institutions. In 2000, the President of Tunisia supported a plan for extending access to pre-school in which it was assumed that the state would accommodate 30% of pre-school children in public schools, while private institutions would accommodate the remaining 70%. Presently, the state has achieved its share of the

plan (actually slightly more than its share, accommodating 40% of the total needs), but the private sector still lags behind in reaching the objectives. One of the difficulties in achieving universal access to pre-school is the low number of pre-school age children in some rural areas. About 1,100 rural schools have less than eight children of pre-school age, which is too few to justify opening a pre-school facility.

The EC has not supported this component as it is the major field of intervention of UNICEF. The principle of complementarity of donor interventions has been applied.

### **3.2.4 JC24: Provisions to enhance access to education by disadvantaged groups**

As in many developed countries, Tunisia has moved from a situation in which children with a physical handicap were accommodated in specialised institutions to a policy called an inclusive approach, meaning that such children are enrolled in regular schools. Under the EC support to basic education, a plan for making school facilities appropriate for children who have a handicap (for example, who use a wheelchair) has been developed. Every year, 50 schools are rehabilitated in order to make them accessible to handicapped children, at a cost of 1.2 million dinars (€ 635,000).

In addition, specific efforts have been carried out for schools serving the needs of deprived areas that did not have access to electricity, safe drinking water, and heating systems in winter. The EC has supported a programme of equipment, by having set up a conditionality that has subsequently been considered satisfactory. School conditions in remote rural areas have therefore significantly improved.

### **3.3 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

Transition to lower and upper secondary levels is no longer limited due to lack of facilities, as was the case in the 1990s. The supply of places at both levels is sufficient to accommodate all candidates. The only reason for not enrolling in these two levels is linked to insufficient cognitive prerequisites. There are examinations at the end of primary school and at the end of lower secondary. The scores obtained in these examinations determine the orientation of the pupil. A pupil below a certain score at the end of primary is oriented to an "école des métiers" – a technical/vocational school in which the pupil receives some training. It is the same procedure for enrolling in upper secondary education. According to most stakeholders interviewed, it appears that education authorities are encouraging adjudicators to be flexible, and not to eliminate pupils who perform slightly below the required norms.

#### **3.3.1 JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary**

Transition rate from primary to lower secondary is about 87%, a high level by international standards, and one of the highest among countries that have the same level of development as Tunisia. The 13% of pupils who do not have access to the seventh grade are either enrolled in professional schools, or drop out. The number of dropouts is not well documented, but according to a study sponsored by UNICEF<sup>3</sup>, there are an estimated 80,000 children aged from 13 to 16 not in school, although Tunisian law makes school attendance compulsory up to the age of 16. The current policy of the government is to develop a technical/vocational strand for reducing the proportion of students enrolled in general secondary education, and provide training opportunities better adapted to the requirements of the labour market. It is anticipated that, between 2010 and 2016, a considerable investment will be designated to the development of this strand. This policy is expected to reduce significantly the proportion of pupils dropping out after the sixth grade.

The TR to senior secondary is, also quite high, with about 50% of each generation having access to the 10<sup>th</sup> grade. There are enough places to accommodate all eligible students, on the basis of a final exam that measures the prerequisites for being able to follow the second cycle curriculum. It must be noted here that the pass rate of girls is significantly higher than that of boys (parity index of 1.34). Representatives of parents' associations interviewed during the mission indicated that the incentives for a girl to succeed are higher, because it is the only way to avoid the alternative – namely, staying home with little access to any outside social life.

The EC support has had a specific outcome in schools located in deprived/rural areas, where the level of resources used to be of a lower quality than in urban areas. The quality of education used to be poorer, with less diversification, and some specific difficulties, such as distance to school which required canteens for lunch. Each year, a certain number of new canteens are built, and EC support contributes to these investments.

<sup>3</sup> Unicef (2008) : L'abandon scolaire est-il une fatalité? Tunis



### **3.3.2 JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)**

The interviews held during the mission indicate that the number of places in lower secondary, as well as senior secondary, has always been sufficient for enrolling all candidates. This is due to the demographic trends of Tunisia, where the size of new cohorts tend to be smaller than in the past. Tunisia is well advanced in the demographic transition, and birth rates have greatly declined. Class size has consequently been reduced, and school conditions are better. In addition, for regional equity reasons, the creation of new establishments in deprived regions was accelerated by the government. The EC support has actively promoted geographical equity by having an indicator on the reduction of regional inequalities. The EC support has actively promoted geographical equity by implementing the curricula diversification process in more than 85% of the regional schools.

### **3.4 EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

#### **3.4.1 JC41: Availability of strategies and resources to enhance quality of learning and teaching**

The main strategy for improving the quality of learning and teaching is the CBA. Tunisia called on Belgian expertise to support the development of the approach, which required new curricula, new didactic material, and an extensive programme for retraining teachers, headmasters, supervisors and pedagogical advisers.

The reform has been implemented grade by grade (each year, a new grade is included in the scheme) since 2001, but when the six grades of primary education had been completed, the reform was not extended to grades 7 to 9. Teachers' unions claim that the decision was the result of their strong opposition to the reform, while school authorities claim that the implementation of the reform is more complex when there are 10 different teachers for a given class, each teaching a specific discipline. In this context, it should be noted that one of the basic principles of the CBA is to develop trans-disciplinary competencies, which require active co-operation between teachers and team working.

The CBA was one of seven components supported by the EC in its primary education SBS. The six other components were:

- teacher and education administrative staff training,
- development of education priority zones,
- decentralisation,
- research on education,
- improvement of school conditions and school life,
- introduction of new information and communication technologies on a large scale.

In addition, pupil/teacher ratios (PTR) have been significantly reduced at all levels, mostly because the number of school age children is declining, while the number of schools, classrooms and teachers was more or less stable. In primary education, the number of pupils per class has declined from 22.7 in 2000-2001 to 18.2 in 2008-2009.

Regarding the individual components of EC support, the following can be summarised:

- Training of staff of the Ministry of Education:

The introduction of CBA has generated huge in-service training needs for teachers. One of the conditionalities included in the EC support was related to the minimum number of 10 days to be provided for each teacher. About 10,000 teachers each year were involved, with a total of 100,000 person/days. The condition has been considered satisfactory by the evaluation of the basic education support<sup>4</sup>. The training had taken place in renovated regional institutions called the Centres régionaux de formation continue (CREFOC - Regional Centre for Training of Staff of the Ministry of Education and Training. The renovation included a new internal organisation (condition satisfied), an improved professionalisation of training capacity (condition satisfied), a new decree concerning the operation of CREFOC (condition satisfied with a new decree of December 9, 2003), the retraining of trainers in CREFOC, which was organised in a newly-

<sup>4</sup> Commission européenne (2005) : Evaluation finale du programme d'appui à la réforme de l'éducation de base Basnet

created institution called the Centre National de Formation des Formateurs de l'Education (CENAFFE), created by a decree dated September 10, 2001).

- The training had been implemented as planned, but its impact is mixed. An evaluation was carried out recently on the implementation of the CBA in Tunisian schools<sup>5</sup>. It has revealed a disappointing level of appropriation by teachers (see section 3.4.3).
- Development of education priority zones (Zones d'éducation prioritaires, ZEP): These are defined as areas where pupils' performances are lower than the national average because there is a concentration of families of a low socio-economic status. The EC has supported the development of such areas by including some conditionalities linked to their operation, in particular a specific in-service training programme for teachers assigned to these areas (condition partially satisfied); by creating incentives for reducing the turnover of teachers in these areas, in particular with specific bonuses and advantages for teachers assigned in ZEPs (condition initially considered to be not satisfied and postponed, but subsequently satisfied); specific rehabilitation and upgrading efforts in terms of facilities for ZEP schools (condition satisfied); specific efforts for assigning adequately qualified teachers in ZEP schools (condition satisfied); better coordination of local stakeholders in reducing school failure, and the promotion of exchanges between non-ZEP schools and ZEP schools. The programme is considered as successful because the gap between ZEP schools and non-ZEP schools has been significantly reduced in terms of pupils' cognitive achievement.
- Decentralisation: The objective of the decentralisation process was the transfer of increased responsibilities to education stakeholders at the local level through the Directions Régionales de l'Education (DRE). The first component was the elaboration of regional education development plans. In fact, the DREs have mostly performed the role of monitoring and follow-up of the national policy elaborated at the MoE, in that they had no effective budgetary autonomy. Two components have been successfully developed: the regionalisation of in-service training institutions (CREFOCs), and the elaboration, at the school level, of the so-called "projets d'établissement", a form of five-year development plans. The "projets d'établissement" are established in a participative manner, including the DRE, school authorities, parents associations, municipal authorities. The decentralisation process was encouraged by the EC through four conditions, of which three have been considered as satisfied, and one partially satisfied (regional plans have been delayed, the capacity of the DRE being relatively underdeveloped in terms of appropriate staffing).
- Research on education: The Ministry of Education has set up a unit in charge of education research, the CNIPRE (Centre National d'Innovation Pédagogique et de Recherches en Education) through the decree N° 2001-2143 of November 18, 2001. This decree was a condition of the EC support. Unfortunately, the mission was not able to meet the CNIPRE authorities. According to the EC evaluation document, research activities expected from the CNIPRE have only partially been satisfied. Tunisian capacity in this respect is still limited, as universities have not developed their own capacities, and the training of education research specialists is not sufficient. However, it is important to mention that the CNIPRE has successfully managed the participation of Tunisia in major international surveys dedicated to the measurement of pupils' competencies – in particular, TIMSS and the Programme for International Student Assessment (PISA).
- Improvement of school conditions and school life: Before 2000, many schools in rural areas had no access to electricity or safe water, and some had no operational heating system in winter. An upgrading programme had been set up within the framework of EC support to primary education, and the EC evaluation considers that, in this respect, the progress is substantial and the condition has been assessed as satisfied.
- Introduction of new information and communication technologies on a large scale: This is a key feature of the education reform in Tunisia. The official economic development policy of the country is strongly dedicated to the development of the ITC sector, which constitutes today a major source of job opportunities for graduates. In 2008, all junior and upper secondary schools were equipped with computers and had access to internet, and 70% of primary schools were similarly equipped. A website for training programmes has been launched by the MoE, e-learning is available for Tunisian students living abroad, and e-learning is also available for self-preparation for national exams.

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<sup>5</sup> Mohamed Ben Fatma, Louise Lafontaine (2009): Etude sur les réformes curriculaires par l'approche par compétences en Afrique : le cas de la Tunisie, 99 p

### 3.4.2 JC42: Quality-related efficiency measures

Repetition has declined during the period under evaluation. This decline does not necessarily mean that pupils' competencies have improved, as a new repetition policy was established with the aim of reducing it automatically: repetition is allowed only once every two years. In primary education, the repetition rate has declined from 9.6% in 2000-2001 to 6.5% in 2008-2009. It has not significantly changed in secondary education, because the two-year system could not be implemented.

While the dropout rate has declined to a low level in primary (1.3%), it remains quite high in both secondary cycles, at around 10%-12% in lower secondary (grades 7 to 9), and around 11%-12% in senior secondary, without showing a declining trend during the period 2000-2009.

Although the majority of components supposed to be supported by the EC have been completed, they have not led to significant improvements with respect to dropout rates and repetition rates. The policy dialogue has led to the conclusion that the best avenue for improving efficiency is the development of a solid TVET system.

### 3.4.3 JC43: Qualifications and competencies of teachers and school leaders enhanced

The introduction of CBA in the basic education sector has entailed an extensive retraining programme for teachers, supervisors, school principals and other administrative staff. With regard to teachers, retraining programmes are not compulsory, as a medical certificate can excuse a potential participant. However, the majority of them have undertaken some sort of retraining (on average, lasting 10 days), but according to the opinion of their union representatives, it was insufficient to master properly the new approach. In addition, the majority of union members are opposed to the reform – some because they believe that the theory behind the approach is wrong, and some because the implementation of the CBA principles is inadequate. It seems clear that the majority of teachers are strongly dissatisfied with the new approach. They claim that it is imposing on them a surplus of work without additional remuneration, while it has a negative effect on pupils in terms of time spent studying, hence there will be a decline in pupils' competencies.

A recent evaluation of the CBA in Tunisia<sup>6</sup> has shown that, in most investigated classes, the CBA is partly applied, and most observed teaching sequences are still based on the target-oriented approach ("approche par objectifs"), which was introduced in Tunisia with the 1991 reform. The CBA reform has probably overestimated the capacity of teachers to change their pedagogical practices every 10 years.

The evaluation team has found no evidence that the EC has expressed concern about the pertinence of the CBA approach, whose philosophy seems to be shared by the EC.<sup>7</sup>

### 3.4.4 JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities

Concerning pupils in difficult circumstances, the most visible intervention during the period under evaluation was aimed at rural schools, where the majority of pupils come from a low socio-economic background. About 700 schools had been identified as requiring additional means to compensate for their specific difficulties. They have been upgraded in terms of amenities, including access to electricity and safe drinking water, and the provision of canteens. The vast majority of schools are currently properly equipped. According to Tunisian stakeholders, the EC support has been decisive for achieving these programmes.

<sup>6</sup> Mohamed Ben Fatma, Louise Lafontaine (2009) Etude sur les réformes curriculaires par l'approche par compétences en Afrique : le cas de la Tunisie, 99 p

<sup>7</sup> In this context it should be noted that a significant proportion of experts recruited by the EC to identify, implement and evaluate education projects are active believers of the CBA, which has been developed in Belgium and Quebec. It has been introduced in several African countries in the past decade, with questioning results for the moment. One can have two views on that: positive outcomes from this approach are not immediate, because it requires time to train teachers and change pedagogical practices, but positive outcomes will come later. The alternative view may also be that the approach will never produce the expected outcomes. What is clear is that in a context where teachers are insufficiently trained, the implementation of CBA is raising serious transition problems. It is impossible to say how long the transition might last, and what should be the duration of training for teachers to master CBA. In the case of Tunisia, the CBA was introduced by a small group of Tunisian experts trained in Belgium and Canada, with little interaction with teachers, headmasters, parents associations, and even school inspectors.

### 3.5 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?

Tunisia is an active participant in international surveys measuring pupils' cognitive achievement, in particular TIMSS and PISA (Programme International pour le Suivi des Acquisitions, an OECD project). The first participation in TIMSS in 1999 led to the conclusion that pupils' performances were too low, and required a strategy for improving the scores – hence the strategy supported by the EC SBS to primary education. In addition, it was observed that one of the reasons for the low performances of Tunisian pupils in mathematics and sciences was related to the lower share (about half the international norms) of the curricula dedicated to these disciplines in comparison to the rest of the world.

The TIMSS survey of 2007 measured pupils' competencies at the end of grade 4 in 43 countries, and at the end of grade 8 in 56 countries<sup>8</sup>. For the fourth grade, the tests were aimed at measuring proficiency in numeracy, geometric shapes and measures, in data display, mathematics (knowledge, application and reasoning), life sciences, physical sciences, earth sciences and proficiency in science knowledge, application and reasoning – namely, 12 dimensions of sciences and mathematics. For the eighth grade, there were some slight differences, with the addition of chemistry, algebra, and biology.

At the end of the fourth grade, Tunisian pupils performed poorly – about two standard deviations below the average of the 43 countries surveyed. Tunisia thus ranks among the lowest achievers, with only Qatar, Kuwait and El Salvador having lower performances.

However, the picture is quite different at the end of grade 8. Here, Tunisian pupils recorded an average score that is only one standard deviation below the average, and Tunisia is ahead of 13 countries in the study group. It must be mentioned that the countries that fared worse than Tunisia (by comparison with those in the grade 4 results), all belong to the low-performing group. As a consequence, the competition is somewhat easier. It is also worth noting that the majority of these lower-performing countries are Islamic (Bahrain, Egypt, Indonesia, Iran, Jordan, Palestinian National Authority, Qatar, Syrian Arab Republic, and Saudi Arabia).

Among Islamic countries, Tunisia is ranked second, after Lebanon. It is also interesting to note that Tunisia is ahead of Morocco at grade 8, but is behind at grade four. In all international surveys, higher scores are observed in developed countries, as opposed to intermediate level ones, and higher scores in intermediate level countries as opposed to low income ones. This correlation explains why Tunisian scores are lower when it is compared with developed countries, and better when Tunisia is compared with less developed countries. The comparison with Arab states indicates that although Tunisia is not, by far, one of the richest from an income point of view, it is one of the best in terms of education scores.

However, the 2007 TIMSS survey does not help to explain fully why the performances are so low at grade 4, and relatively good at grade 8. In 2007, all pupils of grade 4 had been exposed to the CBA reform, while grade 8 pupils had started their schooling in 1999, before the reform. If this interpretation is correct, the opinion of teachers who claim that pupils' performances are lower after the introduction of CBA could hold some truth.

The second international survey in which Tunisia was included is PISA 2006, managed by the Organisation for Economic Co-operation and Development (OECD), and initially developed for OECD members – that is, 30 developed countries. It has progressively included a significant number of emerging countries (about 27), but not yet included low income countries, with the exception of Kyrgyzstan. For Tunisia, the competition in the group is quite severe. PISA is intended to test grade 8 pupils in three domains: reading, mathematics and sciences. That means that Tunisian pupils tested in PISA in 2006 had not been exposed to the CBA reform, which was introduced later. In mathematics, Tunisia ranks 54<sup>th</sup> out of 57 (above Brazil, Qatar and Kyrgyzstan); in sciences, it also ranks 54/57 (ahead of Azerbaijan, Qatar, and Kyrgyzstan); and in reading, it ranks 53/57 (ahead of Indonesia, Qatar, Azerbaijan and Kyrgyzstan). Jordan is the only other Arab country to have participated in the survey, and ranks 48/57 in reading, 52/57 in mathematics, and 45/57 in sciences

To conclude, there is little data on which to assess the impact of the reform supported by the EC on pupils' performances. Data based on surveys testing Tunisian pupils before the reform indicate that Tunisia is more or less at a performance level in keeping with its level of socio-economic development – unlike most other Arab countries, which tend to be below their expected ranking. However, the poor results of grade 4 pupils in TIMSS 2007 may indicate a decline in Tunisia's position after the introduction of the reform. That may be a temporary output, as the early days of a reform cannot be expected to reach full impact; a thorough analysis in that regard might be helpful.

<sup>8</sup> Olson, Martin, Mullis, 2009, TIMSS 2007 Technical Report, IEA, International Study Center, Boston College

### 3.6 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?

#### 3.6.1 JC61: Sound pro-poor sector policy framework in place

It must be noticed that Tunisia has been quite successful in terms of eradicating poverty. The proportion of households below the poverty line has declined remarkably, from 40% in 1960 to 22% in 1975, 8% in 1990, and 4% in 2000.

Tunisia is strongly committed to serving the education needs of the poor. In the Loi d'Orientation de l'Education et de l'Enseignement Scolaire n°80 of July 23, 2002, it is stipulated that "l'Etat garantit le droit à l'enseignement gratuit dans les établissements publics à tous ceux qui sont en âge d'être scolarisés et l'égalité des chances dans la jouissance de ce droit à tous les élèves...". To ensure this right, the state gives all possible support to the poor. There are so-called "Cellules d'Action Sociale" (CASs), which include the headmaster, a medical doctor and a social worker, especially in ZEPs, which are in charge of dealing with vulnerable children. The basic education support of the EC had included a condition stipulating that a yearly report describing the activities of CAS should be available, which has been considered as having been satisfied. A total of 1,744 CASs were active in 2002.

#### 3.6.2 JC62: Resource allocations in line with education sector requirements

Tunisia is allocating a large proportion of its Gross Domestic Product (GDP) and its public budget to the public funding of education. This share has amounted to more than 7% since 2003, significantly more than the share of developed countries (5.5% on average) and of developing ones (4.5%). The same pattern prevails for the share of total public expenditure, where the share for education has increased from 17.4% in 2000 to 22.4% in 2007 – far above the 13% share observed in OECD countries.

Table 1: Public funding of education in Tunisia

	2000	2001	2002	2003	2004	2005	2006	2007
% Share of GDP	6.8	6.8	6.4	7.5	7,5	7.2	7.1	7.2
% Share of public budget	17.4	18.2	16.5	21.1	21,3	20.8	21.5	22.4

Source: UNESCO

Such a strong public commitment shows the strategic importance of the sector, and EC support is considered as essential by public education authorities.

It should be noted that an MTEF (Medium Term Expenditure Framework, CDMT = cadre des dépenses à moyen terme) complementing education sector policy was developed in 2006, thanks to Technical Assistance (TA) funded by the EC. It covered the period 2006-2009. This MTEF was the first one developed in Tunisia, with a solid EC support, and has been the forerunner of other MTEFs that have been formulated in the framework of a more general reform of public finance management. An updating took place in December 2008, for the period 2009-2012. This also illustrates the fact that public funding of education in Tunisia is managed quite efficiently, at least at the central level. Budgetary provisions correspond to the education policy that is implemented, and the quality of execution is remarkable, with execution rates of between 98% and 100%. From this point of view, the rationale for sector budget support selected by the EC as the unique modality is completely justified.

With regard to the often problematical issue of deployment of teachers to places with shortages of qualified teachers, the Tunisian situation is addressed by various incentives for teachers assigned to rural areas. They are encouraged to stay in the same school by incentives such as access to cheaper apartments (subsidised rents), and they can accumulate bonuses for their career when they stay at least four years in the same position (six years for headmasters).

#### 3.6.3 JC63: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform

Tunisia has a long tradition of centralisation. This applies to education, which was managed from the centre up to the 2000s. Decentralisation has been promoted during the EC support for basic and secondary education, but in a first phase, it was more a "déconcentration" process (the regional directorates (directions régionales) apply the national policy without significant decision-making initiatives). However, they have progressively been able to develop their own regional plans, and at the school level, the "Projets d'établissement" have flourished. Quite recently, a new step has been taken by the government to upgrade the status of Regional Directorates. It is still too early to evaluate the impact of this reform, but one can reasonably assume that it will enhance the role and responsibilities of stake-

holders at the local level. This reform cannot be directly attributed to EC support for basic and secondary education, but a claim could be made that the seeds had been sown by the EC.

As far as the public finance management reforms are concerned, as indicated above, the linkage between the formulation of the first MTEF in the education sector and the broader public finance management reforms cannot be underestimated, also because PFM reforms represent an important part of EC co-operation with Tunisia.

### **3.6.4 JC64: Increased capacity for addressing education reform and management issues**

The implementation of the education reform has led to the development of new tools for the follow-up of pupils in the system. Two categories of instruments have been developed, both under the authority of the CNIPRE – the participation, as mentioned earlier, of Tunisia in the two major surveys on the measurement of pupils' cognitive achievement, and the national observatory made up of a regional data base, known as Eduserv. This base provides regular information on pupil promotions, repetitions and dropouts, as well as information on the monitoring of CBA. Unfortunately, CBA outcomes cannot be compared to other approaches, as it is the sole official method in the country. EC support has enhanced the willingness of the Tunisian authorities to develop an EMIS (Education Management Information System) at the regional level, although the operational process is not yet fully mastered, being still at an early stage of development. The information system is presently well developed for quantitative indicators, such as GER and NER at both the regional and national levels, repetition rates, drop-out rates, gender parity index, and transition rates. However, the qualitative aspects which constitute the core of the reform are still underdeveloped. Quality indicators require specific competencies which are hardly available in Tunisia. The university does not produce the required competencies and the standards of Tunisian research in the field of education are below those which could be expected in a country like Tunisia, given the level of development of its educational system.

## **3.7 EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

### **3.7.1 JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level**

Tunisia has a sound public finance control system. It has an operational Cour des Comptes, an operational Inspection des Finances, and an efficient Direction des Affaires Financières (DAF), within the MoE. Budget execution is highly efficient (about 100%). EC support did not include elements of putting such systems in place or improving them, as they were already in place.

A forecast of the education budget, at both the central and the regional levels, is available on time, as well as the publication of the education budget execution. The EC has played an incentive role in this respect, because of the pressure it has exercised for the achievement of disbursement conditions.

In this context, it should be mentioned that teacher absenteeism is low in Tunisia, as teachers are afraid of possible sanctions.

### **3.7.2 JC72: Strengthened role and involvement of non-state actors, civil society and local government in education sector management processes, and JC73: Strengthened staff competencies related to accountability issues**

There are two categories of associations representing civil society in Tunisia: those that have some kind of official recognition, which tend to have a positive attitude towards the government and tend to support its policy, and those that are more inclined to oppose government policies. The national parents' association (Association tunisienne de l'éducation et de la famille, OTEF) belongs to the first category, while the others met by the evaluation mission belong to the second category (Teachers unions).

As revealed during the interviews, OTEF is supportive of most government initiatives related to education, although it has little influence on the design of these policies. In Tunisia, most decisions related to education are elaborated at the government level, with a marginal influence from civil society. All associations interviewed by the mission were unaware of the support provided by the EC to the education sector. Concerning in particular the introduction of CBA, the view of teachers unions, which belong to the opposition category, is negative. The reform is rejected, and the unions claim to have successfully opposed the extension of CBA to grades 7 to 9 (lower secondary education). OTEF says that the members of the association are divided on this issue, and therefore it has decided not to support a

specific view on the reform. It claims to be neutral, in order to avoid a possible split within the association. On the other hand, teachers unions claim that a large majority of parents are against the reform, because they observe a decline of quality in the system. But OTEF does not express publicly this opinion, as it is a sensitive issue that could divide their members.

The decentralisation process is under way, but still at an early stage. It was supported by the second SBS, and 24 regional education offices have been set up, with limited staff and limited capacity. For the time being, it would be more appropriate to speak of “deconcentration” rather than decentralisation, although it is claimed that the newly created regional units will have more power than previous Regional Directorates. Staff competencies at the regional level are uneven from one region to the other, and the new units are still mostly staffed with former officers.

The regional offices have not yet demonstrated their capacity to develop regional education plans that display a real potential to identify specific problems and solutions related to their region. They are mostly representatives of central government, and tend to apply the national policy. There is an ongoing new decentralisation approach based on “Commissariats régionaux à l'éducation”, which are supposed to have more management autonomy. However, for the time being, the Tunisian education system is still highly centralised.

### **3.7.3 JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries**

With regard to aid disbursement according to agreed schedules, the only problem that has occurred is linked to that of the second tranche of the secondary education support. It was reduced by about € 2 million due to the incomplete achievement of three of the 10 indicators: However, it has to be mentioned that the bulk of SBS was disbursed on time and therefore promoted predictability.

- The indicator concerning the increase of the number of strands to be created, from four to nine, has not been achieved. In fact, only six strands exist, and three strands that were supposed to be created have been cancelled by the Ministry of Education. The first one cancelled concerns ITC, for which two new strands were expected: “informatique industrielle” and “informatique et multimedia”. There is only one ITC strand. The second one is linked to economy and business, with two new anticipated strands, “Commerce et Affaires”, and “Economie et gestion”, which have been merged into a single strand. And finally, the existing “littéraire” strand was expected to be split into two – “Sciences humaines et sociales” and “Langues”. This split did not take place. The EC has therefore considered that this indicator – that is, the increase in the number of stands – was not achieved. Therefore, the related tranche was withheld and then cancelled.
- Two other indicators have been considered as partially achieved: geographical equity in the supply of secondary establishments, and the professionalisation of heads of secondary schools. The reasons for this lie in the fact that some regions were underdeveloped and have not been able to completely close the gap on most advanced regions. With regard to the professionalisation of new heads of establishments, it took more time than anticipated to publish the details of requirements for having the new type of directors. The document is now available, and is used in the recruitment procedures of new directors. However, at the time of evaluation of the indicator, very few new directors had been recruited in accordance with the new rules.

The interpretation of the first indicator can be disputed. The initial idea of diversifying general secondary education to improve the adaptation to the labour market is not common worldwide. Most countries have developed instead a TVET system to fulfill this role, leaving to general education the task of preparing students to enroll in higher education. It is precisely what Tunisia has decided to do during the next phase, after 2010, thus making the initial indicator outdated.

## **3.8 EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

### **3.8.1 JC81: Donor co-ordination mechanisms are in place or being set up with the EC providing value added**

For the basic education support, which was decided before the Paris Declaration on donors' harmonisation, the EC programme document referred to WB and African Development Bank projects having the same purposes as that of the EC. For secondary education, this was less the case, as the EC was the only donor. Member States were not active in the sector.

Since the Paris Declaration of 2005, most other active donors have ceased their interventions in the education sector, with the notable exception of UNICEF, which is still committed to supporting pre-school children and young adolescents who have dropped out, but with little financial means. UNICEF is concerned with the low commitment level of most donors on these issues, but has not yet been able to convince the donor community to consider basic and secondary education as a priority. Apparently, the new priorities of the Tunisian government and remaining active donors – namely, the World Bank and the EC – are with TVET and higher education, and with the rather challenging issue of graduates' unemployment.

In spite of these new orientations, a yearly review of donors concerning the support to education still takes place. However, it appears that this annual review does not raise much interest from other donors regarding basic and secondary education, with the exception of UNICEF on the issues of pre-school and dropouts. It seems that the last active donors, as well as the government, share the view that it is now the responsibility of Tunisia to pursue future national developments in basic education as well as general secondary, and donor support should concentrate on TVET and higher education.

### **3.8.2 JC82: Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector**

Given the fact that only a few donors are active in the basic and general secondary education sector, risks of overlaps are limited. The EC is preparing a new BS programme for the Education Sector (2011-2014) called "PEFESE" which includes Secondary Education, TVET, Higher Education and the employment sector for an amount of € 65 million; it has thus shifted its emphasis. As a consequence, donor support towards primary and general secondary education has come to an end. The government considers that the system is mature enough for being developed from its own forces, and does not need any longer external support.

### **3.9 EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular General Budget Support (GBS) / SBS / Support to Sector Programmes / projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

The aid modality utilised by the EC is SBS, and it has been the only one. It has revealed to be satisfactory for both the government and the EC. Insofar as disbursements were determined by the obligation, on the Tunisian side, to comply with a certain number of indicators or conditionalities, it is recognised that this approach has been effective for achieving the majority of the proposed actions. However, these actions have not had the expected outcomes. On the equity side, one can certainly argue that pupils from deprived areas have seen their schooling conditions improved. But on the performance side, the CBA reform, which was the core of the EC support, has not led to the expected results. The long term outcomes are still open, insofar as the apparent decline of pupils' performances may be temporary, and will improve over time, when the principles brought by the reform will be fully applied by teachers. However, the persistent opposition of teacher unions to the reform may also lead to further delays in positive outcomes.

Regarding issues related to efficiency, measured by indicators such as "Education MTEF (Medium-Term Expenditure Framework) or the like operational", "Disbursement and expenditure rates by aid modality and channel", and "Adequate compliance levels by beneficiaries of GBS and SBS with regard to policy triggers and indicators", all have already been dealt with in previous sections. Overall, expenditure rates are 100% except for the second tranche of the secondary education SBS, indicating adequate compliance by Tunisia with the triggers and indicators.

The first support to primary education was entirely disbursed, and the support to secondary education was disbursed to a level of 93%. The 7% shortfall is due to the incomplete execution of three of the 10 indicators. Two of the three have faced delays of execution. The third one is more complex and is related to the number of new strands to be developed for improving the employability of graduates. The policy of the government has changed during the course of the programme. Instead of diversifying general secondary education, as agreed in the convention, a comprehensive TVET policy has been developed, as it is the case in most similar countries, making the diversification strand partially obsolete.

The overall efficiency in aid delivery has been satisfactory. The majority of interventions planned in the project documents have been achieved and disbursements have been done on time.



## 4 Conclusions

### 4.1 Main conclusions from EQs

#### 4.1.1 General conclusions

The Tunisian case does not fit exactly with the objectives of several EQs – in particular, all EQs related to access or to gender parity – as the country has achieved most MDGs, and even more at the secondary level. Similarly, the EQ related to donors' co-ordination is not very relevant, given the withdrawal of most donors except the EC. Finally, the comparison of different aid modalities cannot be discussed here, given the fact that a single modality has been used, and has proved to work quite satisfactorily.

EC assistance to the Tunisian education sector was aimed, basically, at supporting two objectives in line with the Tunisian policy in the sector: the improvement of quality (meaning a higher level of pupils' performances), and the improvement of students' employability, given the rise of graduate unemployment in the country.

With regard to quality, it is doubtful that the objective has been achieved. Most stakeholders (teachers, parents, and even school authorities) are convinced that the level of cognitive achievement of pupils in basic and secondary education is on the decline. This opinion is confirmed by international evaluation surveys in which Tunisia has participated during recent years.

According to an employment tracer study<sup>9</sup>, the Tunisian situation concerning the employability of graduates remains quite worrying, the study indicating that 29% of graduates are still unemployed three and a half years after their graduation. Of course, the situation could have been worse without the EC support to education, but such an unemployment level remains nevertheless a reason of concern for Tunisian authorities. The causes of unemployment are not necessarily to be found in the organisation and the operation of the education sector. The Tunisian economy does not create enough job opportunities to accommodate the growing number of graduates leaving the education system. Many graduates, in particular the best qualified, are finding job opportunities abroad, in other Arab countries or in Europe. If there are bottlenecks in the economic development of Tunisia, they are unlikely to be traced to the capacity of the education system to provide enough qualified labour. Other causes are of greater importance and should be addressed more actively.

On the whole, the field visit confirmed the hypothesis that emerged from the desk survey: that the impact of EC support to education has been relatively disappointing in terms of the expectation of an improvement of quality of education at both the basic and the secondary level. In addition, graduates are still facing serious difficulties to find jobs. Further investigations are needed in order to determine the respective responsibilities of the education sector and that of the Tunisian economy capacity to create jobs to explain the level of unemployment of graduates.

#### 4.1.2 Specific conclusions

##### 4.1.2.1 Conclusion 1: Relevance

**EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?**

Tunisia has developed a long tradition of active public policy in favour of education. At the time of the 2000 Dakar Conference dedicated to the "education for all" objectives, Tunisia was already above the indicators set by the international community. However, in 1999, the participation of Tunisia in the TIMSS international survey – comparing Tunisian pupils' performances to those of about 35 other countries – revealed a low ranking of the country in this respect. Hence, a new policy was developed with the aim of improving the quality of the education system through the introduction of a new pedagogical approach, the CBA, already trialled on a pilot basis since 1995 with the support of UNICEF. In addition, Tunisia was preoccupied by the increasing unemployment trend of the young generations arriving on the labour market, and has developed a strategy for improving the adaptation of the education system, especially at the secondary level, to the requirements of the labour market. Both strategies have been backed by two successive EC supports to the education system, completely aligned

<sup>9</sup> République Tunisienne (2009): Dynamique de l'emploi et adéquation de la formation parmi les diplômés universitaires. Ministère de l'emploi et de l'insertion professionnelle des jeunes et Banque Mondiale.

with the government's policies and, on the whole, coherent with other co-operation policies of the EC – in particular, TVET and higher education.

#### 4.1.2.2 Conclusion 2: Access

##### **EQ2-access: To what extent has EC support to education contributed to improving access to basic education?**

The main objectives of access to basic education were achieved in Tunisia before the Dakar conference. The basic education support of the EC was mostly oriented towards quality improvements. However, some specific components of the support were dedicated to vulnerable children whose access and retention rates have improved during the course of the support – namely children living in remote rural areas, pupils from low socio-economic background, and children with physical handicaps.

#### 4.1.2.3 Conclusion 3: Secondary education

##### **EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?**

There is a sufficient number of places to accommodate all children entering junior and senior secondary education. There are actually more places than the number of children to accommodate, as a result of a rapid demographic transition to smaller families since 2000. As a consequence, class sizes are on the decline. The only way to increase the TR to secondary education is to increase the level of cognitive performances of pupils finishing primary education, which did not occur. The new TVET policy set up by the government is likely to address this issue.

The EC support has not had an impact on the transition rate to secondary because the bottleneck at this stage is not a problem of supply of places, but is a problem of minimum requirements concerning the level of competencies of pupils finishing primary education. This level has not improved.

#### 4.1.2.4 Conclusion 4: Quality

##### **EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?**

The two EC support programmes were entirely dedicated to the introduction of measures aimed at the improvement of quality. They are: (i) generalisation of the CBA in the nine grades of basic education, covering the three main domains of study, Arabic, French, and Mathematics; (ii) a more “professional” approach to in-service training of education staff (headmasters, supervisors, teachers, and administrative staff); (iii) the implementation of the “Politique d'Education Prioritaire” (PEP), whose objective is to provide some additional resources to disadvantaged schools; (iv) the strengthening of the decentralisation process, aimed at giving more responsibility to local stakeholders; (v) the elaboration of a new policy in the field of educational research; (vi) the improvement of school life in the framework of an increased equity (for instance, providing canteens in schools in rural areas, where distance from home is a problem); and (vii) appropriate measures to make school attendance as free as possible for low-income families. All these components have been effectively implemented during the period under investigation, with the exception of the introduction of CBA in grades 7, 8 and 9. It should be noted that the decentralisation process is not yet complete, and that education research has to be further developed.

Overall, EC support has improved the access and the retention of pupils from low socio-economic backgrounds, from remote rural areas, and for children with a physical handicap. And it has improved the conditions in schools that were lagging behind the mainstream. However, it has not yet led to higher pupils' cognitive performances.

With regard to the objective of improved employability of school leavers, which is not covered by an explicit EQ in the present evaluation, it remains a serious concern for Tunisian authorities, as the diversification policy introduced in general secondary education has not been sufficient to prevent the unemployment rates of graduates increasing further. In 2009, the government introduced a strategy for developing a full TVET system, and has designed a new plan for the period 2010-2016.

#### 4.1.2.5 Conclusion 5: Skills

##### **EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?**

The majority of teachers and parents believe that the level of cognitive skills of pupils has deteriorated during the period under investigation. This opinion is corroborated by the scores of Tunisian pupils in the last TIMSS survey (2007), which shows that grade 4 pupils, who have been exposed to the reform, have average scores two standard deviations below those of all other participating countries, while grade 8 pupils, who have not been exposed to the reform, obtain average scores only one standard deviation below the average of other participating countries – as was the case eight years earlier, with the first TIMSS survey in which Tunisia participated. At present, the reform supported by the EC through the two SBS has not yet demonstrated its capacity to improve pupils' skills in literacy and numeracy.

#### 4.1.2.6 Conclusion 6: Delivery

##### **EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?**

EC support has been an effective tool for improving some aspects of the education system service delivery, in particular in deprived areas, for pupils belonging to the poor segments of the population, and for children with physical handicaps. It has helped the system to start a decentralisation policy, and has reinforced the in-service training system for teachers. EC budget support has been greatly appreciated by Tunisian authorities, who have a tradition of strong public commitment to education, with one of the highest shares of GDP dedicated to the sector.

#### 4.1.2.7 Conclusion 7: Transparency

##### **EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?**

Tunisia is considered to have a sound internal budget control system, with an operational "Cour des Comptes", a solid "Inspection des Finances", and a competent "Direction des Affaires Financières". Mismanagement of public finance is not an issue, and this level of transparency and accountability had already been achieved before EC sector budget support.

The weak aspect of the Tunisian education policy is the low level of participation of civil society, as well as the low involvement of certain stakeholders, such as teachers and parents. The national policy is mostly decided at the government level, in a top-down manner. The EC is actively involved in a policy dialogue with the government for promoting the role of the civil society, with mixed success.

#### 4.1.2.8 Conclusion 8

##### **EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?**

EU Member States and other donors are not actively involved in education support, with the exception of the World Bank, which has played the leading role. EC support has low visibility outside government circles, with the majority of school stakeholders outside the government, such teachers unions, parents' associations and civil society in general, unaware of EC support to the Tunisian education system.

#### 4.1.2.9 Conclusion 9: Aid modalities

##### **EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?**

Sector budget support has been the sole aid modality utilised by the EC during the period of investigation. It has been an effective approach, which has been rated as satisfactory by the people interviewed by the evaluation team.

## 4.2 Analysis of working hypotheses

In the light of the above conclusions, the following can be summarised for the initial working hypotheses:

For WORKING HYPOTHESIS 1: Higher pupils' cognitive achievement

Although EC support was efficiently concentrated on the implementation of the education reform aimed at improving quality, there is not yet a convincing demonstration that the reform has led to improved performances of Tunisian pupils. Two opposite conclusions can be drawn: (1) the reform has not worked as expected because teachers' reluctance to apply it has not led to a full implementation, but will be progressively more efficient after a longer period of transition; (2) the first option is based on the assumption that teachers will progressively adhere to the reform and apply it effectively. This is not warranted, and the government could adopt a more pragmatic attitude concerning pedagogical practices applied in Tunisian schools. In many countries, many pedagogical practices used to coexist, and the government does not try to impose a unique one. In countries where the CBA has been introduced in the past decade, a growing scepticism is emerging concerning its outcomes, and one can expect that a greater pedagogical pluralism will be tolerated.

For WORKING HYPOTHESIS 2: Better preparation of pupils for the requirements of the labour market

Increased employability of graduates, as a result of the secondary education reform supported by the EC (aimed at improving the links of secondary education with both the requirements of the labour market and those of the higher education system), has not materialised. The reform aims have not been achieved because Tunisian authorities decided on a new policy for improving employability – namely, the development of a full TVET subsector, which will be the next step in the development of the education system in Tunisia.

## 5 Annexes

### 5.1 Schedule of activities

<i>Date</i>	<i>Location</i>	<i>Task/subject/activity</i>
May 12-14	Dijon	Field visit preparation
May 17-18	Dijon	Field visit preparation
May 19	Dijon-Paris-Tunis	Travel to Tunis
May 20 to 27	Tunis	Interview with stakeholders listed in 5.2
May 27-28	Tunis-Paris-Dijon	Return to Dijon
June 15-18	Dijon	Report writing
June 21-24	Dijon	Report writing

### 5.2 List of people interviewed

<i>Last name (nom de famille)</i>	<i>First name (prénom)</i>	<i>Organisation (département)</i>	<i>Function (fonction)</i>	<i>Date</i>
Millecam	Françoise	EUD in Tunisia	Head of Cooperation	20052010
Massimo	Mina	EUD in Tunisia	First Secretary	20052010
Lyamouri	Abdelaziz	EUD in Tunisia	Charged with the social programmes	20052010
Tahri	Sami	Labour Union for secondary education	General Secretary	2152010
Sellami	Najib,	Labour Union for secondary education	Member of the National Desk	2152010
M'barek	Ahmed	Labour Union for secondary education	Member of the National Desk	2152010
Hdhili	Abderrahmane	Labour Union for secondary education	Member of the National Desk	2152010
Hlaïem	Mohamed	Labour Union for secondary education	Vice first secretary	2252010
Ezzi	Ahmed	Labour Union for primary education	Vice first secretary	2252010
Fornara	Maria Louisa	UNICEF	Reprehensive of the UNICEF in Tunisia	2452010
Bouzecri	Samir	UNICEF	Social Policy Specialist	2452010
Gonzales	Georges	UNICEF	Vice Representative of Unicef in Tunisia	2452010
Mezri	Jamel	Ministry of Finance	Chief Executive Officer in charge of the preparation of the budget of the Ministry of Finance	2452010
Ktari	Mohsen	MoE	Ex Director of Office of studies, planning and prospects in the Ministry of Finance	2552010
Mekki	Salem	Tunisian Association of Education and Family	President	2552010
Belhaj Zekri	Radhia	Tunisian Association of Women for Research and Development	President	2652010

### 5.3 Country profile education

### 5.4 Education country profile for Tunisia

#### 5.4.1 Background: The education system

For decades, the growth of education has been at the centre of Tunisia's development strategy, be it at the level of basic education, secondary education, vocational training or higher education.

Among the numerous assets of the Tunisian educational system, three are worth noticing. Firstly, the "universal coverage" goal, which has been attained at the primary level, is being achieved for the whole period of basic education. This is due to the measures taken to ensure free schooling and the strict application of the 6 to 16 year old compulsory education rule (JC23). Parallel to this, different other measures have been taken to push the schooling of students to the maximum age possible.

Secondly, the implementation of absolute equality on gender issues. Recently, the number of girls has exceeded that of boys at the secondary and university levels (For example; 78.7% of girls are in secondary education as opposed to 73.5 % of boys in 2006/2007). (JC22)

Thirdly, the training of highly qualified personnel in all fields: this has helped attain self-sufficiency in human resources and has halted reliance on foreign aid workers towards the end of the 70's. Better still; many Tunisians are currently working as aid workers in various countries.

#### The reform of 1989

An important reform in the education system was launched in 1989 and introduced the basic school. Extended to nine grades, basic education sets forth compulsory and free schooling up to the age of 16; (JC23). The reform also targeted reduction of school failure. Moreover, the educational authorities have undertaken several measures to improve teachers' qualifications and managed to raise the percentage of qualified teachers above 80%. (JC43)

Other operations of great impact have been conducted, especially the introduction of data management and the system of information and communication technology (ICT) in educational institutions, in addition to methods of evaluation of basic school teachers.

This reform has helped reduce dropout rates. For instance, in the school year 1996/1997, only 48,000 students left the school from the first grade through the sixth grade, compared to 97,000 in the school year 1989/1990. Promotion rates have also improved in basic education and between basic cycles and the secondary level. Promotion rates to grade 7 moved from 36.8% in 1986/87 to 68% in 1998/99 (JC31 – JC32 –JC41).

#### The reform of 2002

The ongoing reform in education launched in 2002 implements a "Tomorrow's Schools Project". It essentially aims at modernising the education system, increasing its sufficiency and improving its performance and creativity – (JC41). Furthermore, it tends to fulfil the need for qualified human resources for different economic and social branches.

The concept of "tomorrow's school" is based on the principle of free, equitable and compulsory basic education (JC23) and offers the educational institution a new profile advanced by the nationals; "a school for all with opportunities for everyone".

Being a core component in the follow-up system, indicators on the education system particularly aim at measuring progress and identifying encountered difficulties so that the reform focuses on aspects which require change (JC52). So, the education system opts for a group of indicators, which are coherent with the following directions of the reform:

Placing the student at the centre of the education process by – (JC41):

- improving curricula and teaching strategies,
- promoting arts and cultural activities,
- reviewing the school timetable in basic education,
- introducing optional learning in the 2nd cycle on basic education and secondary education – and setting up a system of continuous evaluation.

Focusing on the educational institution as the basic unit of the education system by - (JC41):

- implementing school improvement projects,
- improving school life in primary and secondary schools,
- and supporting expertise in teaching.

Ensuring equity between schools and equality between regions by:

- programming educational priority schools,
- introducing preschool education and,
- integrating children with special needs (disabled students) (JC24).

Mastering ICT through:

- establishing an educational network,
- supplying education institutes and schools with computers,
- setting up a comprehensive distance educational and training system,
- developing virtual units and educational software,
- and establishing an education data system.

Modernising the education system and developing its capacity to match evolution in demands within society (JC32).

#### 5.4.1.1 Recent evolution of the educational system

The following table presents the evolution of the flow of pupils from 1997/1998 to 2006/2007.

Table 2 Percentage of children in full-time education

Percentage of children in full-time education	1997/1998			2001/2002			2006/2007		
	boys	girls	total	boys	girls	total	boys	Girls	total
Net enrolment rate (6 year olds)	99.0	98.9	99.0	99.0	99.0	99.0	99.0	99.0	99.0
Net enrolment rate (6-11 year olds)	97.0	96.4	96.7	97.0	97.4	97.3	97.3	97.4	97.3
Net enrolment rate (6-16 year olds)	88.4	86.5	87.5	90.1	90.1	90.1	90.0	91.1	90.1
Net enrolment rate (12-18 year olds)	69.7	67.4	68.6	72.5	74.9	73.7	73.5	78.7	76.1

Source: MEF

It can thus be observed that the schooling rate of 6 year olds has been almost general (99%) for several years, without discrimination between girls and boys.

Also, the net enrolment rate of the 6-16 year old children is 87.5% for the school year 1998/99, 90.1% for the year 2001/02 and 91.1% (91.1% for girls, 90.0% for boys) for the school year 2006/2007. For the same period, an even net progress could be observed on the percentage of children in full-time education of the 12 to 18 year olds. This is illustrated by 68.6% in 1998/99, 73.75% in 2001/02, 76.1% in 2006/2007 (78.7% of girls were in secondary education as opposed to 73.5 % of boys) (This relates to JC21 and to JC22).

Furthermore, during this period, the number of teachers for the 1st cycle of basic education slightly declined; but their qualifications appreciably increased, passing from 50.5% of teachers qualified in 1998/99 to 67.2% in 2003/04, thus reflecting the efforts of in-service training, quite particularly within the framework of the implementation of the APC during these years, both at the level of the Regional Centres of In-Service Training (CREFOC) and actions led by the educational inspectors. (JC43)

The slight decline in school pressure due to the continuous decrease in the rates of demographic growth, which means that at present, the number of pupils in basic education has decreased by 50,000 pupils at every start of the school year, has had concrete effects on the average of pupils by class. This average was 30.3 pupils by class in 1998/99 and is at present 25.6 pupils per class. (Statistiques de l'éducation et de la formation – MEF – Année scolaire 2003/2004).

### 5.4.2 Education policy and laws

The third big reform of the educational system was mainly supported by the orientation law n°200280 of July 23rd, 2002, relative to education and school education (Official Journal of the Tunisian Republic (JORT) on July 30th, 2002). The orientations and the choices were mentioned higher up in the law (paragraph on the reform of 2002). Several ministerial decisions were taken and all converge on the qualitative improvement of the reform of education. These decisions are specified in the texts of laws and decrees as follows:

- Decree n°20083171 of October 3rd, 2008, carrying modification of the decree 981779 of September 14th concerning the organisation of the MoE:
  - the “head office of the common services” is replaced by the “General Secretary”;
  - under the authority of the Minister, the General Secretary is in charge of supporting Ministry activities as well as the follow-up of these. Further he assures the liaison between different body’s in the Ministry and the regional offices in charge of education and training (Article .25);
  - the structures connected with the General Secretary: the safety office; international cooperation office management, the car management office; the computing office; the planning and programming office; the coordination between the regional administrations of the education and training office; the common services head office (Article 25);
  - the desk office of international cooperation has the following tasks in particular: i) to coordinate the activities of the department and the institutions which are funded by it with the ministry services concerned with international cooperation; ii) to organise the relations with regional and international organisations at the level of education and training, as well as the actions of cooperation with foreign countries and assure the follow-up; iii) to strengthen the cooperation in education and in training with countries from the Maghreb; iv) to assure the follow-up of the main cooperation fields; v) attend to relations with regional and international organisations in education and training, as well as the actions of cooperation with foreign countries and assure follow-up; vi) to strengthen cooperation in education and training with countries from the Maghreb (Article 25(iv));
  - this desk office is managed by a director of the Central Administration;
  - the Office of Studies of Planning and Future Planning to the Ministry of Education in Tunisia’s (BEPP) mission is to proceed with the collection of the information and the statistics relative to the activities of the MEF, as well as the planning of the policy of the Ministry on education and training issues;
  - the mission of the office of coordination of the DREF (Regional Directorate of Education and Training) monitors the coordination between regional offices on the one hand and between regional offices and the Central Administration on the other hand (Article 25); the DREF monitors “full employment of average human beings and the facilities given to the DREF and in the rationalisation and the harmonisation of their methods of work ”.
- Decree n°20042437 of October 19th, 2004, concerning the organisation of school life (JORT December 26th, 2004).
- Decree n°2007 463 of March 6th, 2007, fixing the organisation and the attributions of the regional offices for education and training (JORT of March 13th, 2007).
- Decree n°2007 on 1257 of May 21st, 2007, concerning the classification of the educational establishments of the preparatory cycle and of secondary education and setting the job descriptions and functions. Following this decree, a note on “the modalities of recruitment of the directors of the educational establishments” was distributed. It specifies that the directors of middle schools (colleges) and the headmasters of high schools have to have skills in accordance with current modernisation: “capacities of an administrative, financial, educational and organisational nature”.
- Decree n°2007 on 2149 of August 21st, 2007 paving the way for the creation of a unity of management by objectives for the realisation of the educational projects financed by



international donors and within the framework of bilateral cooperation or with the regional groupings and setting its organisational and operational procedures.

### 5.4.3 Financing of education

The budget of the MEF represents a large proportion of the budget of the State. In 2008, the share of the draft budget of the MoE (Ministry of Education) in the budget of the State (excluding debts) was 22.3%, having slightly decreased compared to 2007. The budget of the MEF is mainly made up to 92.5% of expenditure of title I (which is to 96% made up of staff remuneration) and to 5.7% of the expenditure of title II (expenditure on development).

The investments in the sector have slightly decreased; which can be explained in particular by a fall in expenditure on development in relation to allocated external resources, and probably of the investments in basic education, because of the stagnation of manpower.

The evolution of the allocated funds and those spent over the past years confirms that overall, the execution of the expenditure is very close to the credits provided for in the financing law. Over the period 2005/2006, the rate of execution of the expenditure of the budget of the MEF is nearly 100%, which represents a serious control of the implementation of the budget in particular for operating expenses (JC62 – JC71).

Table 3: Evolution of the committed funds and actual expenditure to the MEF (training) (2005-2007 in million dinars)

		<b>Allocated funds</b>	<b>Complementary funds</b>	<b>Total</b>	<b>Spent funds</b>	<b>Rate of execution</b>
2005	<b>Title I</b>	<b>1, 759,868</b>	<b>67,879</b>	<b>1, 827,747</b>	<b>1, 827,575</b>	<b>100.0%</b>
	Public payments	1, 687,523	67, 700	1,755.223	1, 755,189	100.0%
	Services own funds	53.454	70	53.524	53.401	99.8%
	Public interventions	1.891	109	19,000	18,985	99.9%
	<b>Title II:credits of payment, opened credits*</b>	<b>144,705</b>		<b>144,705</b>	<b>144,016</b>	<b>99.5%</b>
	<b>Total</b>	<b>1,904.573</b>	<b>67,879</b>	<b>1, 972,451</b>	<b>1, 971,591</b>	<b>100.0%</b>
2006*	<b>Title I</b>	<b>1, 962,144</b>	<b>7,538</b>	<b>1, 969,682</b>	<b>1, 968,624</b>	<b>99.9%</b>
	Public payments	1, 887,541	5,038	1,892.579	1, 892,514	100.0%
	Services own funds	55.139	2.500	57.639	56.672	98.3%
	Public interventions	19,464		19,464	19,438	99.9%
	<b>Title II :credits of payment, opened credits*</b>	<b>156,608</b>		<b>156,608</b>	<b>156,461</b>	<b>99.9%</b>
	<b>Total</b>	<b>2,118.752</b>	<b>7,538</b>	<b>2, 126,290</b>	<b>2, 125,084</b>	<b>99.9%</b>
2007**	<b>Title I</b>	<b>2, 147,914</b>	<b>237</b>	<b>2, 148,151</b>	<b>1, 726,770</b>	<b>80.4%</b>
	Public payments	2, 059,363		2, 059,363	1, 655,856	<b>80.4%</b>
	Services own funds	62.405		62.405	52.132	<b>83.5%</b>
	Public interventions	26,146	237,0	26,383	18,782	<b>71.2%</b>
	<b>Title II :credits of payment, opened credits*</b>	<b>142,097</b>				
<b>Total</b>		<b>2, 290,011</b>				

\* Tunisia has adopted the French terminology, which distinguishes the total costs of investments which have been adopted by the government (autorisations de programme), whatever the number of years necessary to complete the investments, and the requirements for the given year (crédits de payment or crédits ouverts) for this specific year)

Source: Ministry of Finance

### The MTEF (= CDMT - Medium-Term Expenditure Framework)

The initial MTEF version of the secondary education sector (2005 - 2009) was updated in March, 2007. The MTEF was updated in the light of the results calculated by the execution of the budget 2005, of the budget voted for 2006 and the budget estimates for the year 2007. This version was validated on March 24th, 2007, during the meeting of the inter-Ministerial committee for the validation of the MTEF, which groups together representatives of the Ministry for Development and International

Cooperation (MDCI), the Delegation of the European Union (EUD) and MEF and consultants in charge of support for the MEF for the MTEF. (JC71)

Table 4: MTEF 2006-2009

Million dinars	2006	2007	2008	2009	2006-2009
Total sector-based resources	707,900	794,359	872,065	944,981	
Total sector-based jobs	730,227	84,238	915,706	987,863	
Operational expenses	668,822	780,499	848,811	919,002	
Investment expenditure	61,405	63,739	66,895	68,861	
Gap of financing	22,327	49,879	43,641	42,882	<b>158,729</b>
Hypotheses of coverage (made up of EC budget support)	22,327	35,000	14,000	15,673	<b>64,673</b>
Gap of financing	0,00	14,879	29,641	27,209	<b>71,729</b>

Source: CDMT (version March, 2007), BEPP, MEF.

#### 5.4.4 Governance of education

The present paragraph illustrates three dimensions of governance in relation to education; institutional capacities, decentralisation through regional directorates, and participatory management at school level.

##### 5.4.4.1 Institutional capacities

At the central level, a new organisational chart was drawn up, resulting from the effective implementation of the reform. However, for a certain number of functions and positions, it is still not operational. In particular, since the incumbent retired (almost 3 years ago), there is still no holder for the Head of Secondary Education.

It should be noted that since November 2008, the new position of General Secretary was created and his holder was installed. Besides, at the beginning of December, a new holder of the post of Secretary of State of vocational training was nominated and appointed.

As mentioned previously, institutional capacities of follow-up and piloting of the reform in the secondary education sector are effective at the level of the BEPP (statistical data have been produced and are periodically updated).

##### 5.4.4.2 Decentralisation and the implementation of Regional Directorates of Education

Decentralisation is met in the MEF policy of providing the DREF / RDET with an autonomy in managing and monitoring pedagogic projects, as well as in elaborating their own educational projects in line with their own reality and indicators; monitoring and assessing their own projects; and assisting regions in becoming active educational poles. The decree N°4632007, dated March 6th, 2007, concerns the organisation and prerogatives of these decentralised bodies in which the following aspects should be highlighted:

- Broad prerogatives of the Regional Director, who is responsible for the supervision of school results, teaching outcomes, as well as for teacher training.
- The implementation of the "Pedagogical Council" of regional directorates in order to follow up on educational programmes, mainly regional projects, teacher training programmes and train-the-trainer programmes.
- Regional project monitoring as well as monitoring of outcomes of school and staff.
- Decree N° 1218 dated 24th April, 2006, allows for the creation of consultative pedagogical councils for education and vocational training at the level of the district. These councils examine and coordinate the orientations of the district.

In reality, the DREF/RDET work as decentralised entities. The DREF's mission until now has not been to highlight regional differences but rather, to be the authority of the central level at the local level; as far as the central organs do not only request a change of mentality but further still, the requirement of learning new skills in administrative subjects.

There is also, for each Regional Directorate, a CREFOC essentially mandated with the in-service training of MEF staff. They systematically organise summer training courses and other numerous actions which meet local needs. It is possible to consider that in this area, the process of decentralisation is the most advanced.

#### **5.4.4.3 Participatory management at school level (JC41)**

##### **The Institution Project**

According to the official line, the responsible and participative management of institutions is assured by all the concerned actors: parents, pupils, teachers, etc. Every primary school and every secondary school is supposed to prepare an "institution project" based on a diagnosis of the existing situation, from the point of view of quantitative and qualitative drop-out rates, redoubling rates, failure rates, qualifications of teachers, results of the pupils, school infrastructure, the socio-cultural environment, the housing environment, the rate of illiteracy, etc. The objective of which is to remedy the identified problems, by adopting a participatory approach between the various actors. To be precise it is, "an action plan allowing for the creation of cohesion between all the participants and to put their efforts in synergy for the improvement of the performance of the school" (Educational Guidance Law N ° 200280, Article 32). From now on for the next seven years, the MEF has set up and will set up a strategy to transfer the institution project on all the educational institutions.

At the local level, the institution projects are being systematically elaborated by all the institutions. They are essentially of an educational character and aim at the remediation of the observed weaknesses, in particular in mathematics, French and in written and spoken Arabic. They are prepared by the manager in association with his teaching personnel, thus by the Pedagogical Council, while they should be prepared by the Board of Education in a participatory way by associating the parents and civil society organisations.

##### **The Pedagogical Council**

In its Article 33, the law describes the responsibilities entrusted to the Pedagogical Councils which must be established within schools: primary schools, middle schools (colleges), and secondary schools namely to assist in the treatment of the issues relative to the organisation of education, towards continuous evaluation, towards school timetables, towards the modalities of support and supervision of the pupils.

#### **5.4.5 Policies and strategies to promote equity**

The MoE is supposed to uphold and support the policy of equity through various actions, concerning more than one section of the educational system. This applied policy is verified in the contents of the following sections.

##### **5.4.5.1 Equity according to the gender of the pupils**

The table presented in the section on the recent evolution of the educational system and entitled "Percentage of children in full-time education" shows that throughout the various age sections of children in full-time education (6 year olds, 6-11 year olds, 6-16 year olds and 12-18 year olds), there are no significant differences between girls and boys.

The rates of abandonment and failure are also lower for girls who also have a better pass rate in examinations. Significant differences still exist between girls and boys in the choice of the subjects to follow-up their studies in: it is estimated that about 75% of girls choose literary subjects; and only 20 % of girls chose technical subjects.

##### **5.4.5.2 Territorial equity**

The new subject specialisations set up in the 2<sup>nd</sup> year of secondary education were established at the level of the governorate.

The modernisation of secondary education covers the whole of the territory of Tunisia; no regions have been left out and the process of regionalisation has been carried out with a concern for equity. At the start of the school year 2006-2007, at least 396 high schools offered 4 specialised subjects: 472 offered "French", 488 offered "sciences", 422 "computer technology", and 396 "economics and services"; which adds up to 81.1%; while the indicator of development planned was 80%.

Secondary education has been changed to having six specialised subjects in 3rd and 4th years.

At the beginning of the school year 2006-2007, 449 secondary schools had an arts department, 447 a mathematics and experimental sciences department, 376, a department on computer sciences; 183, a department on "technical sciences", and 380 a department on "economics and management". On this aspect, geographical distribution still needs to be deepened. According to the BEPP, the statistics for the school year 2007-2008 should still show an improvement in territorial equity which, was already superior to what was planned for the period 2006-2007 : 81.1% instead of 80 % (Report 2004-2008).

#### **5.4.6 Progress and achievements in basic education (2000-2007) – Primary and pre-primary Education**

Basic education consists of nine years of schooling. It aims to teach the pupils to develop their potential and to guarantee them, as far as possible, a minimum level of knowledge which is able to protect them from regression to illiteracy and which allows them either to pursue their schooling in the following cycle, or to integrate into the vocational training system, or to integrate into society. Basic education is divided into two different cycles: six years of primary school (as well as a preschool educational year for 5 year olds) and three years of foundation courses in middle school (college). At the conclusion of these nine years, the pupils take the national examination of the end of their basic education studies from which a pass allows them to obtain the diploma for the end of schooling for basic education.

However, because of efforts by the government, the number of pupils who have to retake the last year of primary school has gone down: 26% of pupils had to retake their last year of primary school in 1991-1992 while this number fell to 18% in 1999-2000 and to only 6% in 2006-2007.

##### **5.4.6.1 The first cycle of the basic education (primary education)**

At the level of this first cycle, the number of registered pupils has been in constant decline for a decade. In spite of this decline, the Ministry pursues its efforts by new creations and extensions besides **the improvement of the pupil/teacher ratio** and the improvement of the educational **school conditions**. Most of the indicators relative to this cycle have sharply improved. So, the number of pupils by class is at present 22.2 pupils on average and the number of pupil per teacher is 17.1 (JC41). The improvement of these indicators benefited every level of this cycle and all the regions.

The dropout rate from primary education is 6 %; it nevertheless decreased in half with regard to the year 2000. The literacy rate in primary and secondary education is higher than 1 (JC51), which shows that more girls than boys are entering these two levels. The GPI in the private sector slowly progressed from 0.7% in 2000 to 0.9% in 2003 and 1.4% in 2007. The GPI for entrants to secondary education has reached 1.13.

Private primary schooling has gained ground in comparison to public schools, in particular thanks to its strong pass rate. Contrary to the public sector, private schools dispense French and English courses from the first year. The children are introduced to computing, to dance and to a variety of sports and cultural activities, thus contributing to their self-fulfilment and to the realisation of their potential.

##### **5.4.6.2 Middle schools (colleges)**

At the beginning of the 2006/2007 school year pioneer middle schools were set up to offer an earlier framework for bright pupils which allows them to pursue their schooling in scientific, literary and artistic subjects, with support from competent and tested teachers. In 2010, the number of experimental middle schools (colleges) amounts to twelve among which three are in the city of Tunis and its suburbs.

##### **5.4.6.3 Preschools**

As regards the preparatory year, the Ministry pursues efforts to mainstream preschool education for 5 year old children because of its positive impact on the return on the pupil throughout its school career. It is sensible to cover 30% of children in preschool as opposed to 70% to be catered for by the private sector, non-state actors and organisations; but actually, the coverage rate for the MoE is 40 % at present. The rate of registered children in the first grade of primary education having previously followed preschool learning progressed to reach at present 72.2%.

Some statistical indicators relative to basic education are listed below.

Table 5: Evolution of the percentages of pupils in the first cycle of basic education (Primary school)

Primary education	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Promotion rates (%)	88.50	89.30	91.10	90.00	92.50	91.20	90.00	91.60	92.20
Repetition rates (%)	9.60	8.90	7.10	8.30	5.90	7.10	8.30	6.80	6.50
Drop-out rates (%)	1.90	1.80	1.80	1.70	1.70	1.80	1.70	1.60	1.30

Source: Ministry of Education, Tunisia, October 2008

Table 6: Primary Completion Rate

	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Girls (%)	87.80	88.70	89.80	90.20	91.20	91.80
Boys (%)	81.80	83.20	85.30	86.00	86.90	88.30
General average (%)	84.80	86.00	87.50	88.30	89.20	90.30

Source: Ministry of Education, Tunisia, October 2008

## 5.4.7 Progress in secondary education (2000-2007)

### 5.4.7.1 Description of the current system of secondary education

Secondary education is open to all pupils who successfully completed basic education. It is made up of four years of study which are henceforth organised (following the reform in 2005) according to several subjects and two levels of orientation. The first stream is situated at the end of the first year which constitutes a common core syllabus. A first orientation is proposed at this level according to four families of subjects: French, economics and services and computer science. From the third year, these four subjects are organised according to nine fields of specialisation (second stream of orientation): industry, IT computing and multimedia, technical sciences, experimental sciences, mathematics, business and business, economics and management, human and social sciences and languages. A specialised subject in sports was also created, accessible after basic education. Another specialisation in the arts, will be offered at the start of the coming school year. Since 2008, the nine subjects of the high school diploma (baccalaureate) were returned to six: French, mathematics, mathematics techniques, sciences, economics and management, and IT. For the subjects of the high school diploma, sport is still an experimental subject. All the subjects together lead to the high school diploma and provide access to higher education.

Besides high schools distributed throughout the whole country, the Ministry also manages high school pilots (12 at present) reserved for the most gifted pupils. The number of pupils schooled in the school year 2004-2005 amounted to 508,790 (among whom 56.7% were girls) to whom are added approximately 16,000 pupils schooled in private institutions. Other private schools cater essentially for the pupils having known to have repeatedly failed in the public sector.

Six essential data characterise the current situation in secondary education:

- An increasing enrolment capacity: a peak of 615,000 pupils in 2007/08 should be reached due to the effects of the population growth and the improvement of the school efficiency;
- Some subjects leading to the high school diploma have been more attractive than others since 2004: such is the case of the subject area "economics and management" (21.8%) and the technology subject (13.9%);
- rates of success in the "baccalaureate" increased to 68.1% in 2004;
- costs of schooling are increased: up to 812.6 dinars per pupil in 2005 against 444.2 dinars in 1990;
- improvement of school conditions in backward institutions;
- contrasting results across the country: presence of marked disparities between the "inside" (the West of the country) and the coastal zones (the East of the country).

Some current data and projects about secondary education:

- candidates presented to the examinations of the high school diploma (baccalaureate) in conformance with the school year 2008-2009 was 139,147;
- rate of success for the high school diploma in the state sector = 62.20%;
- general rate of success for the high school diploma (state and private = 55.50 %)
- projects:
  - use of the interactive board in the schools pilot in 2010 for teaching physics, chemistry, geography and computing;
  - acquisition of 850 language laboratories in schools, middle schools, colleges and secondary education;
  - reorganisation of school time to allow the pupils to practice cultural and sports activities;
  - orientation of the pupils at the level of 50 % towards general subjects and 50 % towards technology subjects and IT; by 2016.

#### 5.4.7.2 Policy and specialised subject-based strategy

The policy of the specialised subjects in secondary education in Tunisia was recorded in the 10th Development Plan 2002-2006 as being designed to resolve a set of problems; recently diversified profiles by the pupils, the structure of secondary education becoming obsolete (unsuitable subjects) and an inconsistency with higher education, the requirements of future employment of young people and the state economy having opened to the global market. The strategy of development of secondary education is also dictated, by diverse imperatives bound to keeping secondary education in the place it occupies, namely between basic education and higher education. It is the will of the country to link the requirements and the functioning of this sector to the recognised quality standards at the international level. On the other hand, this strategy is included in the vast programme of reform entitled "Tomorrow's School" which defines the orientations of the school system for the period 2002-2007, this period corresponding to the timeframe of the 10th Development Plan and confirmed in the 11<sup>th</sup> Development Plan.

Some statistical indicators related to secondary education are reiterated below.

Table 7: *Evolution of the percentages of pupils in the second cycle of basic education (college)*

College	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Promotion rates (%)	70.80	76.10	74.50	72.50	70.40	70.00	71.20	71.40	73.20
Repetition rates (%)	19.50	15.10	15.80	17.20	18.70	18.60	18.30	17.00	16.6
Dropout rates (%)	9.70	8.90	9.70	10.30	10.90	11.40	10.50	11.40	10.20

Source: Ministry of Education, Tunisia, October 2008

Table 8: *Evolution of the percentages of pupils in the secondary education*

Secondary Education	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Promotion rates (%)	74.60	76.30	76.30	72.8	69.30	74.80	72.80	73.00	72.40
Repetition rates (%)	16.20	14.50	13.80	16.20	18.00	14.10	15.80	15.20	16.00
Dropout rates (%)	9.20	9.20	9.90	11.00	12.70	11.10	11.30	11.70	11.60

Source: Ministry of Education, Tunisia, October 2008

#### 5.4.8 Conclusion

It is true that the Tunisian educational system registered important actions and advances on the road towards modernisation, and towards the achievement of international indicators. The programmes implemented by state funding and by external funding (EC, WB, African Development Bank, etc.) have

aligned with the framework Development Plans for Tunisia in order to catch up with developed countries. However, several challenges can be found and rates are still to be achieved.

There is a need for the intensification of the circulation of information between the different institutions and the structures of the educational system on the one hand, and on the other hand, between the different actors in the sector.

- Intensification of the autonomy granted to schools: more freedom in the management of their projects in line with their possibilities and limits and the specifics of their socio-economic environment;
- Effective participation of external partners such as parents associations, associations of the civil society and economic enterprises in the management of schools;
- Intensification of the professionalism of educational staff. It is true that continuous training courses are programmed every year; but an efficient and effective follow-up mechanism to assist evaluation and to allow for a check on the transfer of experience and the impacts in the exercise of each in their workplace is needed;
- Improvement of the efforts concerning the educational innovation and research on educational sciences. On this matter, the creation of a Faculty of Educational Science seems to be necessary for the training of the various types of support staff in the education system, who will need high quality basic, secondary as well as higher education.

### 5.5 List of the projects and programmes specifically considered

Country	Programmes	Contract signature	Status*	Title decision	Title contract	Sub- sector	Subsector	Contracted amount	Remain- der*	Aid modal- ity	Aid channel
TUNISIA	Programme d'appui à la réforme de l'éducation de base	2001-2004	Closed	Programme d'appui à la réforme de l'éducation de base		11200	Basic educa- tion	39.794.475	0	SBS	Governments
TUNISIA		12.01.2001	Clôturé	Programme d'appui à la réforme de l'éducation de base	appui budgétaire - programme d'appui à la réforme de l'éducation de base	11200	Basic educa- tion	39.580.000	-	SBS	Governments
TUNISIA		15.02.2002	Clôturé	Programme d'appui à la réforme de l'éducation de base	Services - Assistance technique pour le programme d'appui à la réforme de l'éducation de base en Tunisie	11200	Basic educa- tion	166.905	-	SBS	Private companies / development agen- cies
TUNISIA		08.11.2004	Clôturé	Programme d'appui à la réforme de l'éducation de base	Evaluation finale du programme à la réforme de l'éducation de base	11200	Basic educa- tion	47.570	-	SBS	Private companies / development agen- cies
TUNISIA	Programme d'appui à la réforme de l'Enseignement secondaire en Tunisie	2006	Ongoing	Programme d'appui à la réforme de l'Enseignement secondaire en Tunisie		11320	Secondary education	29.889.624	11.971.315	SBS	Governments
TUNISIA		02.05.2006	En cours	Programme d'appui à la réforme de l'Enseignement secondaire en Tunisie	Appui sectoriel pour la modernisation de l'enseignement secondaire	11320	secondary education	29.400.000	11.900.000	SBS	Governments
TUNISIA		16.01.2007	En cours	Programme d'appui à la réforme de l'Enseignement secondaire en Tunisie	Assistance technique de suivi du programme de modernisation de l'Enseignement Secondaire en Tunisie	11320	secondary education	164.980	7.432	SBS	Private companies / development agen- cies
TUNISIA		17.01.2007	En cours	Programme d'appui à la réforme de l'Enseignement secondaire en Tunisie	Assistance technique pour le développement du cadre des dépenses à moyen terme dans le secteur de l'enseignement secondaire en Tunisie	11320	secondary education	159.708	63.883	SBS	Private companies / development agen- cies
TUNISIA		09.06.2004	Clôturé	Allocation globale 2004 - Délégation Tunisie	Mission d'identification et de formulation de l'appui sectoriel ""Modernisation de l'éducation secondaire en Tunisie	11320	secondary education	164.936	-	Project	Private companies / development agen- cies

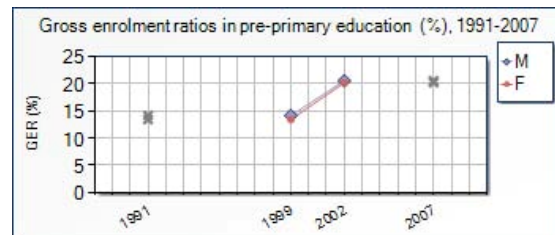


## 5.6 Detailed tables and figures

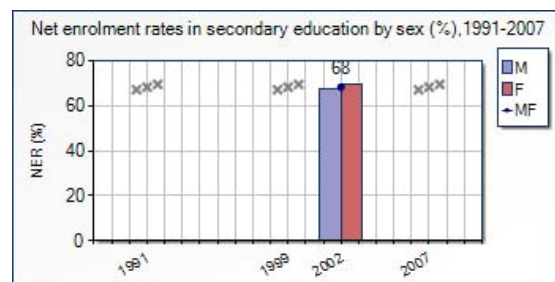
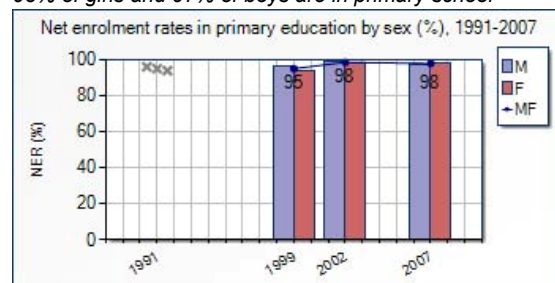
### 5.6.1 Progress on major education-related indicators

Table 9: Tunisia: Participation in education

Pre-primary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	14	20	...	18
	M	...	14	21	...	19
	F	...	13	20	...	17
Primary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	116	113	108	95
	M	...	119	115	109	100
	F	...	113	111	106	91
NER(%)	MF	...	95	98	98	84
	M	...	96	99	97	86
	F	...	94	98	98	81
Secondary		1991	1999	2002	2007	2007 Regional average
GER(%)	MF	...	74	79	90	68
	M	...	73	78	...	...
	F	...	74	81	...	...
NER(%)	MF	...	...	68	...	...
	M	...	...	67	...	...
	F	...	...	69	...	...



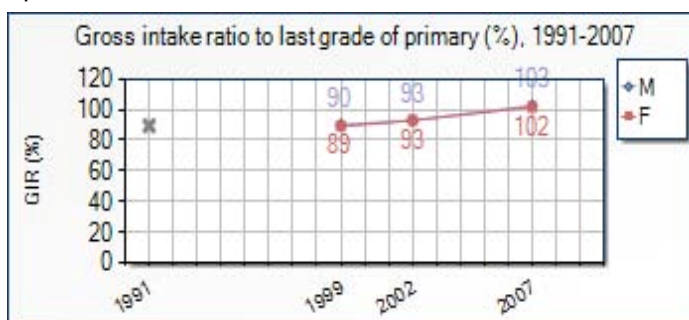
98% of girls and 97% of boys are in primary school



With a school life expectancy of 14.3 years, Tunisia is on the way to join the group of developed countries. Similarly, the transition rate to secondary education is exceptionally high, and compares favorably with educational systems of most developed countries.

Table 10: Tunisia: Progression and completion in education

School life expectancy ISCED 1-6 (years)	14.3
Percentage of repeaters, primary (%)	7
Survival rate to grade 5 (%) (2006)	96
Gross intake rate to last grade of primary (%)	102
Primary to secondary transition rate (%) (2005)	88

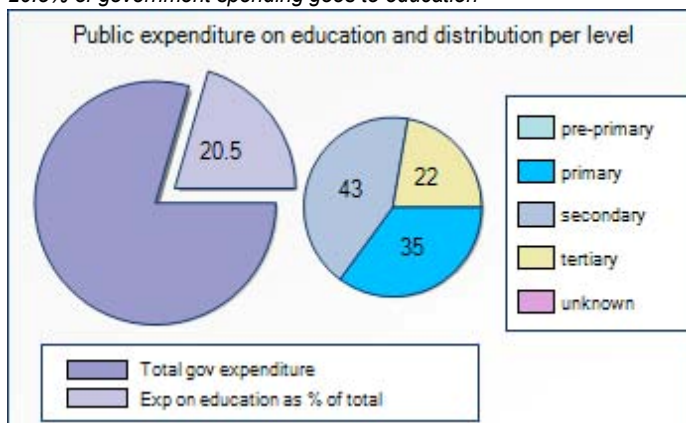


These remarkable achievements are the outcome of a public funding policy extremely active, insofar as it represents 7.1% of the GDP, 2 more points than the world average, three points higher than the developing world. The share of the public budget is 20.5 %, while it is reaching 13% in OECD countries. Similarly, the distribution among levels (primary, secondary, and tertiary) is closer to the pattern of a rich country than to that of a middle income one. Due to this considerable commitment of public authorities for funding education, the PTR of 18 in primary education is perfectly in tune with best world practices.

**Table 11: Tunisia: Resources for education**

Pupil / teacher ratio (primary)		18
Public expenditure on education :		
as % of GDP	(2006)	7.1
as % of total government expenditure	(2006)	20.5
Distribution of public expenditure per level (%) -	2005 :	
pre-primary		-
primary		35
secondary		43
tertiary		22
unknown		-

20.5% of government spending goes to education

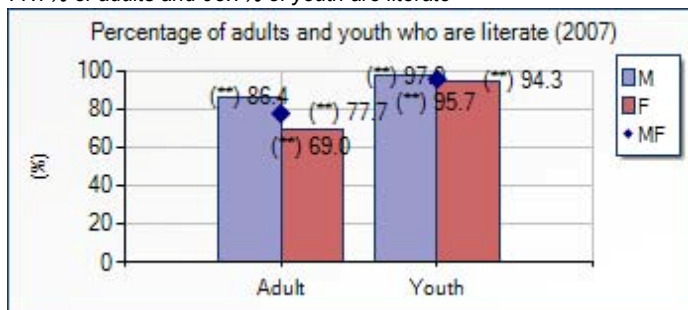


This educational development has been obtained in a relatively short period, the equivalent of a generation, as it can be seen in the following table related to literacy rates of adults. A significant proportion of parents of currently enrolled children are illiterate, almost 40% of women above 15 have not attended school.

**Table 12: Tunisia: Literacy rates**

Literacy rates		1990	2007	2007 Regional average
Adult (15+) %	MF	...	77.7	71.1
	M	...	86.4	80.3
	F	...	69.0	61.5
Youth (15-24) %	MF	...	95.7	86.3
	M	...	97.0	90.6
	F	...	94.3	82.1

77.7% of adults and 95.7% of youth are literate



## 5.6.2 Trends in EC support

During the period 2000-2007, the EC has provided a significant support to education in Tunisia, covering all sub-sectors of the system. It started in the late nineties with a support dedicated to vocational education of € 45 million called MANFORM (Mise à niveau de la formation professionnelle). In 2002 the EC provided a support to basic education for an amount of € 40 million; then a support to higher education in 2003 for € 48 million, followed in 2005 by a support to secondary education (€ 30 million).

Finally, in 2005, the EC agreed to support a second project for vocational education of € 30 million, called MANFORM II. Actually MANFORM II is a continuation of MANFORM I, which has experienced a series of delays, and has generated three extension agreements. Signed in 1997, the first disbursement took place in 2000. It was initially expected to last five years, and it last a total of nine years, up to October 2006. Actually, two support programmes are within the scope of this evaluation, the € 40 million for basic education and the € 30 million for secondary, namely 70 million out of a total support of € 212 million for education. The education sector represents 39% of EC support to Tunisia, entirely in the form of SBS.

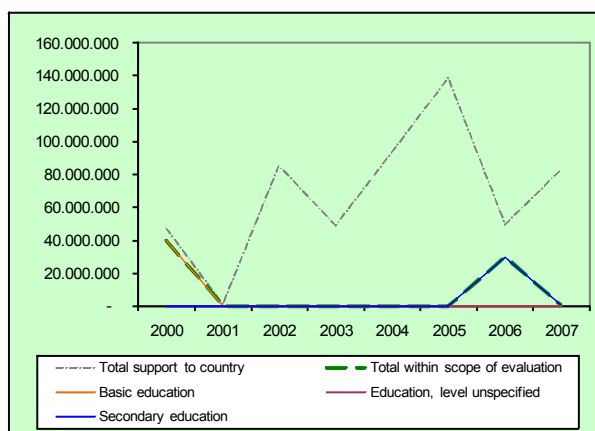
The following tables and figures summarise EC support to basic and secondary education to the country for the period 2000-2007.

Table 13: Tunisia: Development of EC support to education subsectors, 2000-2007 (contracted amounts in €)

Year	Total support to country	Subsector						
		Basic education	Education, level unspecified	Secondary education	Total within scope of evaluation	TVET	Higher education	Total education
2000	47.012.749	39.746.905	-	-	39.746.905	-	-	39.746.905
2001	1.269.808	-	-	-	-	-	-	-
2002	85.400.520	-	-	-	-	123.157	-	123.157
2003	48.719.246	-	-	-	-	247.306	127.900	375.205
2004	93.036.239	47.570	-	164.936	212.506	-	45.800.000	46.012.506
2005	138.518.496	-	-	-	-	15.300.167	594.716	15.894.884
2006	49.326.380	-	-	29.400.000	29.400.000	2.903.346	282.705	32.586.051
2007	83.151.099	-	-	324.688	324.688	29.413.312	-	29.738.000
<b>Total</b>	<b>546.434.537</b>	39.794.475	-	29.889.624	69.684.099	47.987.289	46.805.321	164.476.708

Source: Inventory data

Figure 1: Tunisia: Development of EC support to education subsectors in relation to total support to the country, 2000-2007 (contracted amounts in €)



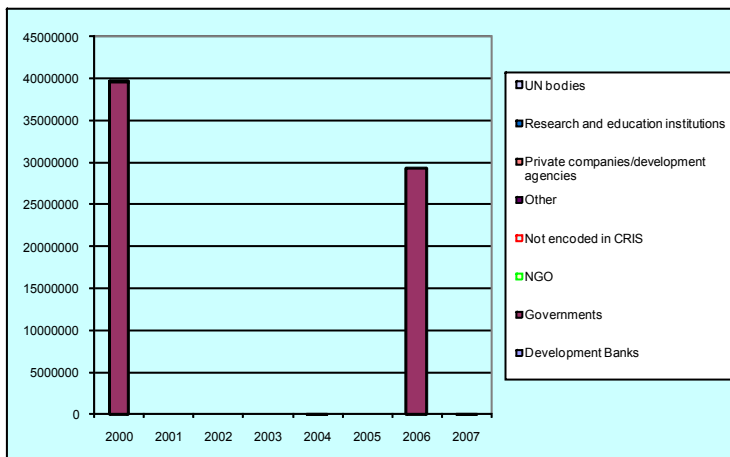
Source: Inventory data

Table 14: Tunisia: Development of EC support to education subsectors per aid modality, 2000-2007 (contracted amounts in €)

Year	Modality (for support with scope of evaluation)				
	SBS	Support to sector programmes	Projects	Total	GBS related to education
2000	39.746.905	-	-	39.746.905	-
2001	-	-	-	-	-
2002	-	-	-	-	-
2003	-	-	-	-	-
2004	47.570	-	164.936	212.506	-
2005	-	-	-	-	-
2006	29.400.000	-	-	29.400.000	-
2007	324.688	-	-	324.688	-
<b>Total</b>	69.519.163	-	164.936	69.684.099	-

Source: Inventory data

Figure 2: Tunisia: EC support to education subsectors: Development of the use of different aid channels, 2000-2007 (contracted amounts in €)



Source: Inventory data

## 5.7 Description of major interventions

### 5.7.1.1 Programme 1: Support to Basic Education (39,580,000 Euro)

Project Authority: Ministry of Education  
 Budget: 39,580,000 Euro  
 Contract signed: 2001  
 End Date: 2005  
 Status: Completed

**Objectives: Improve the quality of primary education and reduce inequalities for access and retention**

**Approach:** Generalization of the competency based approach

In 2002, the Government has adopted a new reform for basic education aimed at reducing or eliminating some of its weaknesses identified through several previous evaluations. In 1999, Tunisia had participated to the **TIMSS** and the **results have been disappointing**, insofar as Tunisia ranked 29<sup>th</sup> over 38 countries in mathematics, and 34<sup>th</sup> over 38 in sciences. Two conclusions emerged: Tunisian curricula are not close enough of international standards, and pedagogical practices are too traditional: frontal pedagogy, not individualized approaches for taking care of pupils' specific needs, absence of trans-disciplinary activities.

Part of the problem is linked to the fact that Tunisian pupils spent 30% of the school week for learning Arabic and 30% for French, the two compulsory languages, while in most European countries, pupils spent 30% of the teaching hours for the language of instruction and not 60%. As a consequence, Tunisian pupils have only 13.5% of teaching hours dedicated to mathematics as opposed to 20% on average in Europe, and 7.5% to sciences against 20% in Europe. For both fields included in the TIMSS evaluation, they learn twice less hours, 20% instead of 40%, and that may explain a large share of the gap.

The reform has addressed the issues of contents and pedagogical practices, by adapting international standards to Tunisia, by introducing the so-called competency based approach, and by deciding that the pupil should be at the center of the teaching process. This approach is supposed to be more pertinent than the inherited French approach based on academic knowledge. The "approche par les compétences" is intended to prepare children to master properly the skills which are useful for the daily life in a modern society. The reform has three components: define the new curricula, prepare and publish the new didactic material, and retrain the teachers for the new pedagogy. At the secondary level, the reform has more or less the same objective but in addition, it wants to improve the employability of pupils when they enter the job market, to give more importance to vocational training as opposed to general education, and to improve the capacity of secondary school leavers to adjust to university requirements.

It has, however, not changed significantly the major bias due to the bilingualism, insofar as both languages remain compulsory. However, the number of hours dedicated to French has been reduced at the primary level and increased at the upper basic level. The number of weekly hours dedicated to mathematics has increased from 4 to 5, and that of natural sciences from 2 to 2.5. There is also a focus on the utilization of ITC, but this aspect has a slow pace of development insofar as in 2005, there was one computer for 35 pupils, or 0.7 computer per class.

EC support to basic education is aimed at improving the quality of this level, insofar as in 2000 Tunisia has already achieved the objective of **Education for All, as well as gender parity**. The problem is a problem of **retention in the system**. About 8% of primary pupils do not complete primary education, due to a drop out ratio of about 2% per year, mostly in rural areas. At the upper basic level (junior high schools, grades 7 to 9) the gross enrolment ratio was equal to 70.8% on 2000, and was expected to reach 81.4% in 2005 and 83.2% in 2010. The issue of capacity of the system to accommodate all children is not any longer a problem in Tunisia, insofar as the number of births has declined in the nineties, and the number of children to enrol is lower every year. Not only gender parity is achieved at the primary level, but girls' **participation at the subsequent levels is higher than that of boys**, with 66% of girls having access to secondary education (64% for boys), and 25% having access to higher education versus 21% for boys. In this respect, Tunisia has a gender composition close to that of many European countries, where girls have a higher level of cognitive performances.

The EC programme has supported the reform implementation by providing **TA specialized in CBAs, for preparing new curricula, new didactic material, and starting the retraining of education personnel, from supervisors to pedagogical counselors, from headmasters to teachers**. The reform

started in 2002 with grade one in primary, and each subsequent year, the next grade was included in the scheme. From 2004, the reform has been introduced at the upper basic level (grade 7), and in 2008, the last grade of primary was included.

As said above, this support is not related to MDGs objectives, insofar as Tunisia has already completed the objective of EFA, for both boys and girls. Its main objective is to improve the quality of basic education, from grades one to nine, through the introduction of improved curricula and modern pedagogical practices putting the child at the center. The impact of the reform on pupils' performances has not been evaluated, and could not have been insofar as the introduction has been gradual, and the first cohort involved in the new scheme is still in upper basic education.

#### 5.7.1.2 Programme 2: "Programme de Modernisation de l'enseignement secondaire"

Project Authority: Ministry of Education  
 Budget: 30 million Euro  
 Contract signed: 2005  
 End Date: 2009  
 Status: Completed

#### **Objectives: improve quality of secondary education and employability of graduates**

As basic education, secondary education was reformed under the Law of 2002 called "loi d'orientation de l'éducation et de l'enseignement scolaire". As for basic education, the law is supposed to put the student at the center. An action plan for the period 2002-2007 has been adopted, whose main objective was to improve both the linkages between secondary education and TVET and higher education on one hand, and to improve the employability of graduates on the second hand. The EC SBS is aimed at supporting the implementation of the reform as expected in the law through four components, as stated above, for an amount of € 30 million. The support was provided between 2006 and 2008, and it had four components: (i) improve pedagogical methods and tools, and open new tracks better related to other levels (TVET and higher education), as well as with the labor market requirements; (ii) Introduce information and communication technologies on a large scale; (iii) improve the professional competencies of teachers; (iv) improve the management of the sector and promote more interregional equity through decentralization. The objectives, according to the ROM report were as follows:

- "(1) d'améliorer la formation initiale et continue des enseignants;
- (2) de mettre en oeuvre les nouvelles filières proposées dès la deuxième année de l'enseignement secondaire ;
- (3) d'améliorer la qualité de la vie scolaire ;
- (4) de soutenir la consolidation des démarches visant à responsabiliser les acteurs du système au niveau dé centralisé ;
- (5) de généraliser l'initiation aux technologies de l'information et de la communication (ICT/TIC).

Le soutien de la Commission européenne est pré vu sous la forme d'un appui budgétaire à la politique sectorielle (29,4 millions d'euros), accompagné d'une composante d'assistance technique (€ 600.000) pour le recrutement d'un pool d'expertise technique sur deux composantes:

- (1) identification des leviers pour une transformation de la professionnalisation des professeurs de l'enseignement secondaire et
- (2) développement des procédures de maîtrise budgétaire à moyen terme (CBMT) et d'une professionnalisation de cadres. L'appui budgétaire est effectué en 3 tranches.

Les 2 dernières tranches comportent une part variable en fonction de la conformité des résultats obtenus aux indicateurs prévus par le programme."

An evaluation has taken place in 2008, with mixed results, in particular in the domain of TA mobilization. A specialist in teachers' professionalization was supposed to work, but the component was not implemented.

ROM scorings are as follows (date – 10/12/08):

	<i>Relevance and quality of design</i>	<i>Efficiency of implementation to date</i>	<i>Effectiveness to date</i>	<i>Impact prospects</i>	<i>Potential sustainability</i>
Scoring	B	C	B	C	B