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ASIAN DEVELOPMENT BANK

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30 September 2002

TECHNICAL ASSISTANCE PERFORMANCE AUDIT REPORT

The following Technical Assistance Performance Audit Report prepared by
the Operations Evaluation Department is attached for information:

Selected Technical Assistance in the Education Sector in
Three Central Asian Republics

ASIAN DEVELOPMENT BANK

**TPA:KAZ 2002-09
TPA:KGZ 2002-09
TPA:UZB 2002-09**

**TECHNICAL ASSISTANCE
PERFORMANCE AUDIT REPORT**

ON

SELECTED TECHNICAL ASSISTANCE

IN THE

EDUCATION SECTOR

IN THREE

CENTRAL ASIAN REPUBLICS

September 2002

CURRENCY EQUIVALENTS

	Currency Unit		At Approval	At Evaluation
TA 2308-KAZ	tenge (T)1.00	=	\$0.0181	\$0.006535
TA 2872-KAZ	\$1.00	=	T55.2	T153.00
TA 2290-KGZ	Som1.00	=	\$0.0943	\$0.021186
TA 2879-KGZ	\$1.00	=	Som10.6	Som47.20
TA 2947-UZB	SUM1.00	=	\$0.013	\$0.000769
TA 2948-UZB	\$1.00	=	SUM77.5	SUM1,300

ABBREVIATIONS

ADB	–	Asian Development Bank
CAR	–	Central Asian republic
EA	–	executing agency
EMIS	–	education management information system
OEM	–	Operations Evaluation Mission
PIU	–	project implementation unit
TA	–	technical assistance
TCR	–	technical assistance completion report
TOR	–	terms of reference
TPAR	–	technical assistance performance audit report

NOTES

- (i) The fiscal year (FY) of the governments of Kazakhstan, Kyrgyz Republic, and Uzbekistan ends on 31 December.
- (ii) In this report, "\$" refers to US dollars.

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BASIC DATA

TA 2308-KAZ: Education and Training Sector Study

Cost (\$'000)¹	Estimated	Actual
Foreign Exchange	798.0	746.8
Local Currency	97.0	100.2
Total	895.0	847.0

Number of Person-Months (Consultants) 27.0 36.5

Executing Agency: Ministry of Education and Culture

Milestones	Date
Board Approval	7 Mar 1995
Signing of Technical Assistance (TA) Agreement	8 Apr 1995
Fielding of Consultants	18 Sep 1995
TA Completion: Expected	30 Oct 1996
Actual	31 Dec 1998
Completion Report Circulation	14 Dec 1998

Type of Mission	Number	Date
Fact-Finding	1	15–29 Oct 1994
Inception	1	2–6 Oct 1995
Review	2	16–18 Mar 1996/6–18 May 1996
Operations Evaluation ²	1	5–13 Apr 2002

TA 2872-KAZ: Strengthening Educational Administration and Management at the Central and Local Levels

Cost (\$'000)¹	Estimated	Actual
Foreign Exchange	525.0	503.2
Local Currency	75.0	65.0
Total	600.0	568.2

Number of Person-Months (Consultants) 52.0 48.3

Executing Agency: Ministry of Education and Culture

Milestones	Date
Board Approval	24 Sep 1997
Signing of TA Agreement	8 Jan 1998
Fielding of Consultants	2 Feb 1998
TA Completion: Expected	31 Jul 1999
Actual	22 Dec 1998

Type of Mission	Number	Date
Fact-Finding	1	10–28 Feb 1997
Inception	1	2–6 Feb 1998
Review	1	30 Nov–9 Dec 1998
Operations Evaluation ²	1	5–13 Apr 2002

TA 2290-KGZ: Education and Training Master Plan

Cost (\$'000)¹	Estimated	Actual
Foreign Exchange	790.0	648.6
Local Currency	110.0	98.0
Total	900.0	746.6

Number of Person-Months (Consultants) 28 31.5

Executing Agencies: Ministry of Education
State Committee for Training

Milestones	Date
Board Approval	19 Dec 1994
Signing of TA Agreement	2 Feb 1995
Fielding of Consultants	14 Aug 1995
TA Completion: Expected	31 Dec 1995
Actual	25 Oct 1996
Completion Report Circulation	23 Dec 1996

Type of Mission	Number	Date
Fact-Finding	1	20 Aug–3 Sep 1994
Review	3	15–19 Apr 1996/ 27 Jun–3 Jul 1996
		19 Sep–10 Oct 1996
Operations Evaluation ²	1	14–22 Apr 2002

TA 2879-KGZ: Strengthening of Education Planning and Administration

Cost (\$'000)¹	Estimated	Actual
Foreign Exchange	800.0	542.0
Local Currency	130.0	84.8
Total	930.0	626.8 (account not closed)

Number of Person-Months (Consultants) 24 28

Executing Agency: Ministry of Education and Culture

Milestones	Date
Board Approval	29 Sep 1997
Signing of TA Agreement	5 Jan 1998
Fielding of Consultants	4 Sep 1998
TA Completion: Expected	31 Jan 2000
Actual	30 May 2000

Type of Mission	Number	Date
Fact-Finding	1	29 Nov–16 Dec 1996
Inception	1	28 Sep–18 Oct 1998
Review	1	1–8 Mar 1999
Operations Evaluation ²	1	14–22 Apr 2002

EXECUTIVE SUMMARY

For decades before independence, the Central Asian republics (CARs) enjoyed nearly universal access to education at all levels with a relatively high standard. The breakup of the Soviet Union in 1991 and the sudden termination of aid caused a severe economic crisis that resulted in deterioration in the quality of education and social services. Between 1994 and 1995, Kazakhstan, Kyrgyz Republic, and Uzbekistan became members of the Asian Development Bank (ADB). Since then ADB has been the leading external agency providing broad support to improve the quality of education and strengthen national capacities for sector reform management. As of April 2002, 17 technical assistance (TA) grants totaling \$9.62 million had been provided to the three CARs for this purpose.

The six TAs selected for the evaluation—five completed and one ongoing—were all financed by ADB from the Japan Special Fund. Three of them were standalone, and three attached to ADB loans. The TAs shared similar objectives: (i) to rationalize policies, strategies, and programs; (ii) to strengthen the institutional capabilities of concerned agencies, particularly in planning and implementing the rationalization of education institutions and the development of appropriate management information systems; (iii) to improve education administration management and finance; and (iv) to address priority needs in improving the relevance and responsiveness of the education sector in the medium and long term. Their scope included (i) a review of the current system of education financing and management; (ii) design of a system for collecting and analyzing the necessary data; (iii) identification of potential areas of inefficient resource utilization; (iv) formulation of strategies and action programs to address identified issues, gaps, and constraints; and (v) strengthening of capacity to formulate policies and strategies, and to implement comprehensive analysis, planning, and management. Two TAs involved project formulation to meet the recipient country's priority needs in education and training. All the TAs were highly relevant and timely and their terms of reference were consistent with the needs of recipient agencies. Executing agencies actively interacted with TA consultants during implementation. The TA reports were generally of high technical standard, provided a review of major issues and recommendations for the development of the sector, and served as key input to governments for the preparation of sector policies and state papers on education.

The **Education and Training Sector Study** TA (2308-KAZ) produced a comprehensive sector study on education organization and management, education financing, basic education, higher education, and technical and vocational training, and provided external training for three government officials. The study has been in demand because it was the only comprehensive sector review undertaken in Kazakhstan since independence. The TA is rated **successful**.

The **Strengthening Educational Administration and Management at the Central and Local Levels** TA (2872-KAZ) was likewise successful in planning and establishing the rationalization process, developing curriculum reforms, strengthening textbook development capabilities, and training of teachers. Some aspects of the rationalization of schools were not given sufficient attention and resulted in the temporary closure of village schools with small numbers of students. This caused many children in sparsely populated areas to drop out of school or face the hardship of traveling longer distances in harsh weather. Consequently, village schools were reopened. Training activities included seminars and a study visit for seven senior government officials to expose them to education strategies, student assessments, and internal efficiency practiced in other countries. Many ideas and concepts acquired in seminars and study visits were adapted and incorporated in education policies. The TA is rated **successful**.

The **Education and Training Master Plan** TA (2290-KGZ) produced a blueprint of policy reforms for the development of the education and training sector as well as a package of

investments supporting the policy component to address immediate and medium-term issues and problems facing the sector at various levels. Both the master plan and project documents adequately addressed sector issues. The master plan was useful for the Government in preparing the National Education Strategy, the Law on Education, and the Education Action Plan up to 2010. The TA is rated **successful**.

The **Strengthening of Education Planning and Administration** TA (2879-KGZ) suffered from several constraints: (i) uncooperative attitude of some members of the consulting team (who were later replaced); (ii) frequent changes of senior counterpart staff; and (iii) inadequate teamwork among consultants and project implementation unit staff during the first phase of implementation. Successful outputs were the 16 international and in-country training activities, the training modules and guidebooks in school management, and the study on delineation of responsibilities among ministries and levels of government. Tasks that were not completed to the satisfaction of the executing agency were the development of a communication network within the education sector, policy issues on alternative forms of education provision, and financial management. The TA is rated **partly successful**.

The **Monitoring Implementation of Education Reform** TA (2947-UZB), which is still ongoing, has so far successfully developed a functional education reform monitoring system that provides relevant and timely reports to policy makers; a database containing updated information on key indicators; a series of seminars to examine the status of reforms; and a core of trained persons familiar with education reform strategies and capable of effective reform monitoring. Ongoing activities are concentrated on the integrity of data, validation, and presentation of results, and strategies for coordination of external assistance. The Ministry of Finance has confirmed the continued relevance of the TA. The TA is tentatively assessed as **highly successful**.

The **Capacity Building in Education Finance** TA (2948-UZB) succeeded in identifying strategies for improving the cost effectiveness and efficiency of the education system. It carried out a review of public spending on education, assessed the financial sustainability of the National Program for Personnel Training, recommended funding strategies, and contributed to strengthening the financial management and policy analysis skills of key personnel. The capacity building included the introduction of economic concepts used in modern educational planning, training of a core of national experts in methodologies and techniques for data processing and analysis, and provision of international exposure to senior officials in educational reform processes. For achieving beyond its objectives and fostering policy dialogue between ADB and the Government, the TA is rated **highly successful**.

The main message from this evaluation is that the six TAs have been instrumental in improving the relevance, quality, and efficiency of the education sector and in rationalizing its organization and structure. They have contributed to the development of strategies for sustaining the reform process through cost effectiveness, mobilization of new sources of finance, and a comprehensive education management information system. It is recommended that (i) ADB actively continue its support to the education sector in the CARs through policy dialogue aimed at finding solutions for emerging needs, such as policies in post-literacy, nonformal adult, and lifelong learning that respond to changing needs and aspirations of the people; (ii) ADB support training in the analysis and presentation of information when helping develop education management information systems; and (iii) ADB publish the best TA outputs pertaining to the preparation of strategic plans and policies, rationalization of education, curriculum development, school inspection, information systems, and strategies for cost sharing.

I. BACKGROUND

A. Introduction

1. The Central Asian republics (CARs) have a common rich history that records events from the nomadic tribes of the bronze age through the gaining of independence. For decades before independence in 1991, the CARs had a centrally planned economy as part of the former Soviet Union and enjoyed nearly universal access to education at all levels with a relatively high standard, particularly in mathematics and sciences. Teachers had appropriate qualifications, student-teacher ratios were low, and physical facilities were maintained in good condition with little disparity between rural and urban schools.

2. The breakup of the Soviet Union in 1991 and the sudden decline in trade and budget flows caused a severe economic crisis resulting in shrinking gross domestic product and triple-digit inflation. Between 1991 and 1994, austerity measures adopted by various governments resulted in major cuts in expenditures in education and social services, leading to deterioration of quality and delivery of such services. Economic contraction was compounded by a decline in the real wages of teachers and delayed payment of their salaries. There were also pressures to adapt to the changing social and economic needs during the transition to a market-based economy and to respond to the new demands posed by the emerging private sector. The many weaknesses of centrally planned education were highlighted as new employment opportunities opened up, mainly in the services and trade sectors. Between 1994 and 1995, three CARs—Kazakhstan, Kyrgyz Republic, and Uzbekistan—became members of the Asian Development Bank (ADB).¹

3. The governments of these three CARs are determined to regain past high standards in human development and bring the level of education on to par with more developed countries. Steps were taken to undertake a comprehensive review of the education sector, prepare broad outlines for restructuring the system, improve its quality and efficiency, and rationalize its organization and structure. The rationalization plans represent bold steps toward reforms in the system. Consequently, the attainment of quality planning and management capabilities within administrative agencies in the sector becomes imperative. Compared to Kazakhstan, with its improved fiscal position, and the Kyrgyz Republic, which is experiencing difficulty with its fiscal condition, Uzbekistan has allocated more resources to the sector. Adequate resource allocation is crucial to achieve the goal of accessible high-quality education. Selected education indicators in Appendix 1 show the following trends: (i) public expenditure on education as percentage of gross domestic product for 2000 was highest in Uzbekistan (8.4%), followed by Kazakhstan (4.0%), and the Kyrgyz Republic (3.1%); compared to 1999, this represented an increase in Uzbekistan and Kazakhstan, and a decrease in the Kyrgyz Republic; (ii) the number of preschools declined in all three CARs; (iii) the number of schools for basic education in Uzbekistan decreased in 1997 to increase to the previous level thereafter; in Kazakhstan it decreased in 1996 and 1997 to slightly grow thereafter; and in the Kyrgyz Republic it has been increasing since 1994; (iv) attendance to grades 1 to 4 substantially increased in Uzbekistan and stagnated in Kazakhstan and the Kyrgyz Republic, while attendance to grades 5 to 11 increased in all three CARs; (v) vocational and training schools grew in number and attendance in Uzbekistan, and declined in Kazakhstan and the Kyrgyz Republic; and (vi) the number of universities increased in all three CARs. The main reasons for these trends are the changing economic conditions of the CARs, new priorities of the governments, the changing pattern of

¹ Since then, three other CARs have become ADB members: Tajikistan (1998), Azerbaijan (1999), and Turkmenistan (2000).

employment and marketability of skills, and the increasing presence of the private sector in higher education.

4. ADB's country operational strategies for the three CARs followed closely the developmental needs of each country by focusing the technical assistance (TA) activities and loans on strengthening the management reforms at the central and local levels, and on human resource development through education and training. As of April 2002, ADB had provided a total of \$9.62 million for 17 TAs to these three CARs in support of the education sector. The six TAs selected for the technical assistance performance audit report (TPAR) were financed by ADB on a grant basis from the Japan Special Fund, funded by the Government of Japan. During the same period, a total of nine education projects were approved: three in each participating CAR, with a total loan amount of \$219.7 million.

5. The choice of countries for the TPAR was influenced by the leading role ADB has played there since the mid-1990s in strengthening the education sector (Appendix 2). To present a balanced picture, the first two advisory TAs in this sector in each CAR were evaluated. Five had already been completed and one was ongoing. In Kazakhstan they were the only advisory TAs, while there were others in the Kyrgyz Republic and Uzbekistan with different and more specific objectives, such as skills and entrepreneurship development, and senior secondary education. Three of the selected TAs were stand alone TAs,² with TA completion reports (TCRs) available, while the other three³ were attached to loans and therefore required no separate TCRs. The TPAR is based on the findings of the Operations Evaluation Mission (OEM) fielded in April 2002. The draft TPAR was sent to the executing agencies (EAs) and concerned ADB staff for review. All comments received were considered in finalizing the TPAR.

B. Rationale, Objectives, and Scope of the Technical Assistance

6. The six TAs under review broadly shared similar objectives: (i) to rationalize policies, strategies, and programs; (ii) to strengthen institutional capabilities of concerned agencies, particularly in planning and implementing the rationalization of education institutions and the development of appropriate management information systems; (iii) to improve education administration management and finance; and (iv) to address priority needs in improving the relevance and responsiveness of the education sector in the medium and long term. The objectives of TAs 2308-KAZ and 2290-KGZ were to assist the governments in rationalizing their policies, strategies, and programs for education and training in the medium and long term and in addressing priority needs in the education sector. TA 2308-KAZ also provided the basis for TA 2872-KAZ and prepared the Basic Education Project (footnote 3). Formulation of an education and training master plan and of the Education Sector Development Program/Project (footnote 3) was added to TA 2290-KGZ. The objectives of TAs 2872-KAZ and 2879-KGZ were to support government initiatives to reform the education sector by improving the administration and management of education at all levels and to promote development of the sector. This included rationalization of education institutions, strengthening of policy formulation, decentralization of

² TA 2308-KAZ: *Education and Training Sector Study*, for \$895,000, approved on 7 March 1995; TA 2290-KGZ: *Education and Training Master Plan*, for \$500,000, approved on 17 January 1995; and TA 2948-UZB: *Capacity Building in Education Finance*, for \$500,000, approved on 17 December 1997.

³ TA 2872-KAZ: *Strengthening Education Administration and Management at the Central and Local Levels*, for \$600,000, attached to Loans 1541/1542(SF)-KAZ: *Basic Education Project*, for \$35 million, approved on 24 September 1997; TA 2879-KGZ: *Strengthening of Education Planning and Administration*, for \$930,000, attached to Loan 1554-KGZ(SF): *Education Sector Development Program*, for \$19 million, and Loan 1555-KGZ(SF): *Education Sector Development Project*, for \$13.7 million, approved on 29 September 1997; and TA 2947-UZB: *Monitoring and Implementation of Education Reform*, for \$900,000, attached to Loans 1594/1595(SF)-UZB: *Basic Education Textbook Development*, for \$20 million, approved on 17 December 1997.

education management, development of an education management information system (EMIS), curriculum reforms, and textbook development. TA 2947-UZB aimed at enhancing the capacity of the Government to monitor the implementation of the education reform (designated as the National Program for Personnel Training). The TA covered four interrelated aspects of a monitoring system: (i) organizational and institutional changes, (ii) information system development, (iii) staff development, and (iv) support in the areas of aid coordination. TA 2948-UZB was intended to review the current system of education financial management, identify areas of inefficient resource utilization, develop strategies for ensuring sustainability of education financing, and prepare plans to implement agreed strategies.

7. The scope of the TAs included (i) review of the current system of education management and financing; (ii) design of a system for collecting and analyzing the necessary data; (iii) identification of potential areas of inefficient resources utilization; (iv) formulation of strategies and action programs to address identified issues, gaps, and constraints; and (v) strengthening of capacity to formulate policies and strategies, and implement comprehensive analysis, planning, and management. Table 1 shows the main output activities included in each TA.

Table 1: Matrix of Output Activities

Activity	2308- KAZ	2872- KAZ	2290- KGZ	2879- KGZ	2947- UZB	2948- UZB
Review of Education Sector	X	X	X			
Participatory Formulation of TA ^a	X	X	X	X	X	X
Strategic Plans, Policies, and Master Plan	X	X	X	X		
Studies, Reports, and Guidelines		X		X	X	
Financial Management						X
Training, Workshops, and Seminars	X	X		X	X	X
Education Management Information System	X	X		X	X	X
Project Preparation	X		X			

TA = technical assistance.

^a Largely confined to senior officials and operational staff of recipient agencies.

8. None of the evaluated TAs had a logical framework. Incorporation of a logical framework for TAs became mandatory in March 1998, after the date of approval of all the TAs evaluated in this TPAR.

C. Technical Assistance Completion Reports

9. For three of the six TAs, one in each country, self-evaluation through TCRs had been carried out. The TCRs indicated that the TAs substantially achieved their intended outputs by supporting the governments' reform agendas and by carrying out the first comprehensive studies on education and training, and on financing of education since the CARs gained independence. The reports produced by the TAs were of high technical standard, provided policy frameworks, and identified action programs to address immediate and medium-term issues. They served as key input to the governments for the review of education sector policies, preparation of state papers, pursuit of funding from other sources, and facilitation of dialogue

among stakeholders. The TCRs highlighted the importance of comprehensive sector analysis and of allowing some flexibility to adapt priorities and focus. Critical issues to the success of TAs were the engagement of translators/interpreters and the allowance for time and resources for translation and review of the reports. In their respective TCRs, TAs 2308-KAZ, 2290-KGZ, and 2948-UZB all received ratings of generally successful.⁴

10. The OEM's assessment is based on (i) evidence of implementation of TAs' recommendations as of April 2002; (ii) the review of consultants' reports and ADB project files; (iii) responses to questionnaires distributed in advance to government officials (supplementary appendix); (iv) interviews and focus group discussions with beneficiaries, government officials, former/current members of the steering committees, former/current staff of the project implementation units (PIUs), and consultants; and (v) observations during field visits.⁵

II. ASSESSMENT OF IMPLEMENTATION PERFORMANCE

11. The main objective of the evaluation was to review and assess (i) the relevance and efficiency of the selected TAs in terms of objectives and scope of activities; (ii) their efficacy in terms of consultants' performance and quality of outputs; (iii) the sustainability of the output; and (iv) the impact on institutional capacity and policy development. The evaluation also covered key educational indicators in each country, analysis of current trends, and where appropriate, identification of remedial actions to improve the quality and management of education.

A Design of the Technical Assistance

12. All six TAs were found to be appropriate in the political, administrative, and social context of the CARs; relevant in the context of sector priorities and perceived needs; and consistent with the recipients' national development priorities and ADB's country operational strategies. They were all part of planned steps in a long-term strategy for reform of education and strengthening of education capacity. TA 2308-KAZ and TA 2290-KGZ, the first education TAs in the two CARs, were designed to provide solid foundations on which future sector development could take place. Both TAs reviewed the structure and organization of the education and training sector, developed strategic plans and programs, identified policy actions, and formulated projects to address priority needs in the medium and long term. To enhance beneficiaries' focus and ownership, participatory formulation of policies and action programs with governments and concerned parties was incorporated in the design.

13. TAs 2872-KAZ, 2290-KGZ, and 2879-KGZ established the necessary institutional and policy framework to support government initiatives to rationalize and reform their respective education systems. TA objectives were highly relevant to ADB operation and to the immediate and short-term priorities of the education sector in both CARs. These TAs planned the rationalization process and helped develop curriculum reforms as well as strengthen textbook development capabilities and the training of teachers. However, in Kazakhstan, insufficient attention was paid to the consequences of rationalizing schools in rural areas. Village schools with small numbers of pupils were closed down or merged to cut operational costs. This caused many children in sparsely populated areas to drop out of school or face the hardship of traveling

⁴ Following the then prevailing three-category rating system (generally successful, partly successful, and unsuccessful).

⁵ The OEM visited the executing agencies, related institutions, and project sites, and conducted in-depth focus group discussions where questionnaires were administered and collected. The OEM also traced recipients of the capacity-building component of the TAs in their working environment and assessed the impact of the training, workshops, and manuals.

longer distances in harsh weather. In time, education authorities in Kazakhstan realized that excessive rationalization contradicted the objective of enhancing the equity and accessibility of education to disadvantaged youth; consequently, they reopened village schools.

14. Unlike in Kazakhstan and the Kyrgyz Republic, where ADB's assistance started with reviews of education and the training environment and moved on to strategy formulation, ADB's assistance to Uzbekistan benefited from available data and information on the education sector. The assistance aimed at strengthening the capacity of the Government in policy making and optimizing the utilization of public resources. Uzbekistan had on its own developed a national education model, which played a pivotal role in achieving economic transition and fostering national unity. The Soviet model of education, which emphasized a high number of compulsory subjects in general education and highly specialized program in technical and higher education, was found inconsistent with the need for greater flexibility demanded by a modern market economy. To guide the long-term education reform, a number of presidential decrees on education were issued and are being implemented. TAs 2947-UZB and 2948-UZB built upon the current education development plan and identified areas of intervention where ADB's assistance could have the best impact. The objectives of the TAs were to introduce new methods and approaches to monitoring the status of education reform and to improving local skills in the financial management and cost effectiveness of education.

15. The TA objectives were presented in clear statements and were generally understood by all stakeholders as to how they could be achieved. The objectives and perceived relevance of the TAs were shared by governments and accorded reasonable support for facilities and counterpart staff. The terms of reference (TOR) of the consultants were generally clear, although not immune from misinterpretation (para. 43). Their respective objectives were appropriate, comprehensive, and adequate to the timeframe provided. In reviewing the contribution of stakeholders to the design of the TAs, the OEM found that recipient agencies relied largely on ADB input for the formulation of TAs, and TA formulation was not preceded by detailed preparation. This was due to beneficiaries' lack of exposure to a market economy at the time of TA preparation, and their unfamiliarity with ADB's procedures. Participation of stakeholders in the discussion of scope of activities, role of counterpart staff, TOR of consultants, and implementation schedule was largely confined to senior officials and operational staff of recipient agencies. Moreover, the frequent turnover of officials in recipient agencies and PIU staff created feelings of overdependence on consultants. To achieve the best output, participation should also include representatives of school principals, teachers, parents, and academicians.

16. In the OEM's view, all six TAs were provided with sufficient resources in terms of person-months of consultants, skill mix for consulting services, counterpart facilities, and office equipment. However, no component for dissemination was included in the design. The OEM observed that, with the exception of TA 2947-UZB, the demands and use of postevaluation and performance evaluation were not taken into account during TA preparation. TA designs did not incorporate information on accountability for the (i) impact of activities on the target groups and the broader development context (intermediate targets, indicators, rating system); and (ii) sustainability of benefits in a dynamic and strategic way (access to feedback, evaluation as support of decision making).

B. Engagement of Consultants

17. International consultants were selected in accordance with ADB's *Guidelines on the Use of Consultants*. ADB staff, in consultation with the governments, identified and invited eligible international firms with adequate sectoral and geographic experience to submit proposals.

These firms were encouraged to associate themselves with national firms for the provision of domestic consultants. The TOR of consultants provided a breakdown of person-months required for international and domestic consultants. The proposed mix of international/domestic consultants was appropriate in the light of the need for recipient agencies to be exposed to the practices of other countries. The time taken to field consultants from the signing of the first TA agreements in each country varied from a minimum of 163 days to a maximum of 271 days. By contrast, the recruitment process for consulting firms for the second TA in each country took only 15%–17% of the time previously taken. This was made possible by ADB dispatching invitation documents soon after the approval of respective TAs and better coordination with the EAs.

B. Organization and Management

18. In Kazakhstan, the Ministry of Education and Culture⁶ was the EA for TAs 2308-KAZ and 2872-KAZ. Policy directions were provided by a steering committee. In the Kyrgyz Republic, the Ministry of Education and the State Committee for Training were the EAs for TA 2290-KGZ. Task forces were established in the Ministry of Education and in the State Committee for Training to assist consultants in carrying out day-to-day implementation of the TA, while policy directions were provided by a steering committee. The EA for TA 2879-KGZ was the Ministry of Education, Science, and Culture.⁷ In Uzbekistan, the EA for TA 2948-UZB was the Ministry of Finance,⁸ a steering group coordinated the work of international and domestic consultants. The EA for the ongoing TA 2947-UZB is the Social Sector Department of the Cabinet of Ministers, and the overall coordination and guidance for the reform process is provided by an Education Reform Implementation Monitoring Committee.

19. The overall organization and management of the implementation of TAs 2308-KAZ, 2872-KAZ, 2290-KGZ, 2947-UZB, and 2948-UZB were considered satisfactory. There was appropriate coordination between the EAs and government agencies/departments for the oversight of TA implementation. A senior project manager appointed by the EA concerned exerted operational responsibility for planning and coordinating TA activities within each EA. In Kazakhstan and the Kyrgyz Republic, the EAs had effective authority and a direct role in implementing the TAs and in planning new projects. All EAs had a direct influence in the budget process. The leadership style of senior management of the EAs was seen striving toward a participatory approach. A gradual progress was noted in the access to quality information, feedback mechanism, interest, and commitment of EAs.

20. The organization and management of the second TA in the Kyrgyz Republic, TA 2879-KGZ, suffered during the initial stages from problems related to its external and internal environment. Overlapping of functions, ambiguities in responsibilities, and lack of cooperation between the Ministry of Education, Science, and Culture, and Ministry of Finance,⁹ particularly on the planning and administration of education, led to strained relationships between them and to frequent changes of key persons responsible for the TA. The coherence of the team of

⁶ The Ministry of Education and Culture was known until March 1997 as the Ministry of Education. In October 1997, it was renamed the Ministry of Education, Culture, and Health, and in October 1999, the Ministry of Education and Science.

⁷ The Ministry was renamed Ministry of Education and Culture in 2001.

⁸ During contract negotiations, at the request of the Government, the Ministry of Finance assumed responsibility for implementing the TA instead of the Education and Labor Department of the Cabinet of Ministers.

⁹ TA 2879-KGZ was attached to Loans 1554/1555-KGZ(SF) (footnote 3), with the Ministry of Finance as the EA for Loan 1554, and the Ministry of Education, Science, and Culture as the EA for Loan 1555.

consultants had also been negatively affected by behavioral attitudes and lack of specific technical expertise that necessitated their replacement.

21. Project offices were established in all cases, and qualified professional and support staff were provided. Project offices coordinated collaboration with concerned ministries and government agencies. Except for TA 2879-KGZ, the approaches and methods adopted by the respective consulting firms for implementing the TOR were considered efficient. Work programs were based on arrangements and schedule of activities agreed upon during contract negotiations and refined during the inception mission. The consultative approaches adopted by the consultants were evidenced by numerous in-house seminars and national workshops organized. Consultants planned, organized, and implemented the provisions of the respective TAs toward achievements of desired outputs in close collaboration with government officials at all levels and helped domestic experts understand how education planning and financing, school curriculum, textbook development, and the EMIS were organized and developed in other countries.

22. Recipient agencies and steering committees went through a steep learning process regarding awareness of their duties and responsibilities. They were increasingly involved in the implementation of the TAs, collaborated with consultants, and demonstrated full ownership of programs. After an initial period of adjustments, communication with consultants/government agencies and working relations with international institutions became smoother. With one notable exception (TA 2879-KGZ), the interviews, focus group discussions, and field observation indicated that consultants were highly motivated and performed professionally and effectively. There is a need for greater collaboration between the ministries of education and respective ministries of finance. Besides having Ministry of Finance officials represented in steering committees, education authorities could benefit by sharing EMIS financial data on budget preparation and utilization, and analysis of cost effectiveness for services provided. In all the three CARs, the OEM found that finance officials are willing to consider factual justifications for providing higher levels of financing to education.

D. Implementation Schedule and Financing Arrangements

23. TA 2872-KAZ was completed 7 months ahead of schedule. The other completed TAs had time overruns of 2 months (TA 2948-UZB), 4 months (TA 2879-KGZ), 10 months (TA 2290-KGZ), and 26 months (TA 2308-KAZ). The time overruns were caused by delays in the provision of adequate office accommodation at the start (which delayed the fielding of consultants), and by carrying out additional activities requested by governments and approved by ADB. The financing arrangements followed the provisions of TA agreements. The actual utilization of TA budgets varied between 98% (TA 2948-UZB) and 83% (TA 2290-KGZ). Based on interviews with former PIU counterpart staff, EAs provided sufficient working accommodation for them and for consultants, and paid for utilities and the salaries of support staff. The processes of identification and designation of principal counterpart staff were done on time. There were three changes of principal counterparts in four TAs, with qualified replacements appointed without delay. All TAs reviewed did factor in resources for translating documents to and from English but except for TA 2879-KGZ, these resources were not sufficient to cover the expenses incurred. The interviews and group discussions indicated that the services of qualified translators and interpreters were crucial in the CARs because of the limited capacity in English. Delays and misunderstandings may occur due to poorly comprehended interpreted statements or translated documents. Experience in the field showed that identifying and recruiting translators, interpreters, or research assistants with a good command of English on an ad hoc

basis, and allowing sufficient time for in-depth review by national counterparts, could overcome the problem.

E. Supervision

24. ADB fielded two types of operational missions—inception and review—for the TAs. Missions were timed with critical events such as participation in national seminars, review of sector studies/plans, or completion of a phase work. Project officers closely supervised the work of consultants and maintained continuous dialogues with concerned EAs. From the recipient countries' perspective, and in the view of former members of consulting teams the OEM was able to interview, the level of supervision exercised by ADB and the interaction with senior staff were considered adequate in assessing the progress and direction of TAs. The OEM noted that integration and collaboration with ADB resident missions to provide a more constant level of support and supervision to the EAs and TA consultants improved considerably during the past 2 years. National officers in the resident missions have gained experience from interaction with ADB staff and consultants, and are now well prepared to assist in processing and implementing future ADB operations.

III. EVALUATION OF OUTPUTS AND IMPACT

25. The OEM prepared six sets of questionnaires (one for each TA), which were translated into Russian and distributed to government officials, representatives of EAs, PIU staff, TA consultants, former members of steering committees, and direct beneficiaries. Brief versions were distributed to ADB staff involved in supervising the TAs. The questionnaires aimed at obtaining qualitative information on the degree to which TA objectives and outputs were met and how resources were used. Sixty copies of questionnaires were distributed and 55 were completed and returned. Respondents were asked to rate each question on a scale of 1 to 4, with 4 being the highest numeric score and 1 the lowest. The abridged version of the questionnaires is available as a supplementary appendix. Table 2 summarizes the score results for each TA.

Table 2: Summary of Questionnaire Responses

Item	Average Score					
	2308-KAZ	2872-KAZ	2290-KGZ	2879-KGZ	2947-UZB	2948-UZB
Objectives	2.56	2.63	3.33	2.00	3.30	3.00
Design and Implementation	2.80	2.61	3.61	2.94	3.88	3.17
Scope of Activities and Outputs	2.99	3.02	3.67	2.31	3.64	2.80
Impact	2.60	2.56	2.90	2.12	3.50	3.25
Overall Average	2.74	2.70	3.38	2.34	3.58	3.03

A. Adequacy and Quality of Reports

26. The TA outputs related to review of education and training sector, development of strategic plans and policies, and preparation of master plans for education and financial management are described in a variety of printed documents. The quality of content and

presentation of final reports varies considerably among TAs and among the volumes of the same final report. The best reports in terms of quality of research, substance of analysis, and appropriateness of recommendations were those of TA 2308-KAZ and TA 2948-UZB. The former provided a comprehensive review of major issues and recommendations for the development of the sector, and systematically collated and analyzed a wide range of data on education, training, labor market, and employment. It served as key input to the Government's review of education sector policies including a State Paper on Education. To assist further in policy formulation, a paper summarizing the social and economic background of the education sector and key aspects of a reform strategy was prepared.

27. The report of TA 2948-UZB was technically sound, and the recommendations and conclusions were relevant and appropriate. The report analyzed recurrent expenditure in education and capital funding needs, identified actions to be taken to meet challenges, and provided recommendations for mobilizing additional resources, freeing resources through cost-effective measures and modernizing sector management. It highlighted critical reform issues and facilitated the dialogue between ADB and the Government, and among government agencies. It stressed the need to assess the feasibility of reform measures and develop monitoring mechanisms. One of the recommendations for providing additional resources was the introduction of the textbook rental scheme. It proposed a very affordable user fee for rental of textbooks and made it possible for each pupil to have a copy of the textbooks needed in school.¹⁰ This solution was implemented, and highly appreciated by beneficiaries. The interviews and focus group discussions highlighted the significant contribution of the TA report to capacity building related to education financing.

28. The report of TA 2290-KGZ contained the Master Plan for Education with a policy framework for the development of the education and training sector as well as action programs to address immediate and medium-term issues facing the sector. The documents were comprehensive, of high quality, and met the objectives of the TA. The master plan was used by the Government for the preparation of the National Education Strategy (the Bilim Program), the Law on Education, and the education action plan up to 2010.

29. The report for TA 2872-KAZ discussed the plan for education reform and rationalization in its four components: planning, organization, and rationalization; EMIS; curriculum and textbook development; and textbook provision. The report suffered from lack of editorial control, poor translation, and accountability for consistency of quality, except for the part related to textbook development, which was well written, comprehensive, and superbly presented. The recommendations for textbook development were useful and most of them were implemented by the Government. Deficiencies in EMIS and curriculum development were rectified during the preparation of Loans 1541/1542(SF)-KAZ (footnote 3).

B. Training/Transfer of Technology

30. Other outputs included (i) international study visits, (ii) development of training modules for training workshops to be conducted by master trainers, (iii) in-country training workshops and seminars, and (iv) preparation of education project to address priority needs. The international study visits provided under TAs 2308-KAZ and 2872-KAZ were to familiarize senior government officials with education strategies adopted in other countries and the use of new approaches on

¹⁰ In the past, children who could not afford to buy their own textbooks had to borrow from the school library. However, these books were not allowed to be taken home. On average, five pupils shared one textbook.

monitoring, evaluation, and inspection of schools. Interviews, focus group discussions, and field observations indicated that upon return to the home country, participants and consultants were able to adapt and incorporate many useful concepts and ideas observed abroad into TA plans, education policies, and in the implementation of rationalization of education.

31. TA 2879-KGZ provided 16 national and international training activities (workshops, seminars, development of training modules) to strengthen the management capability at the central and local levels. In-country training on monitoring and evaluation, inspection of schools, budgeting and financing, and cost-recovery approaches were included under TA 2879-KGZ. Under TA 2948-UZB, 200 persons (instead of 50 as originally planned)¹¹ were locally trained in techniques for analyzing financial management and improving system efficiency. On a smaller scale, two training activities were provided under TA 2947-UZB, and one training activity was reported for TAs 2308-KAZ and 2948-UZB. Other services provided included a series of national seminars on the features of decentralized education under TAs 2879-KGZ and 2947-UZB. Furthermore, TAs 2308-KAZ and 2290-KGZ assisted the respective EAs and ADB in the preparation of projects to address priority needs in education and training. The in-country training and workshops provided by TAs 2290-KGZ, 2879-KGZ, 2947-UZB, and 2948-UZB were particularly effective in developing a cadre of 588 experts.

32. The beneficiaries commented positively on the general benefits achieved from the training activities in terms of acquisition of knowledge, skills, and self-confidence. However, in search of better employment prospects, particularly in Kazakhstan and Uzbekistan, some did not continue working in their respective ministries and moved to the private sector.

C. Institution Building

33. The TAs enhanced the capability of recipient agencies through policy development, human resources development, administration and management, access to information, financial sustainability, and service delivery.

34. **Policy Development.** The education master plans developed under TAs 2308-KAZ and 2290-KGZ provided the first analytical work for the newly independent countries and identified issues, gaps, and constraints for all types and levels of education. The TAs also developed, through national consultative workshops, prioritized and sequenced strategies and programs and identified appropriate policy action for their implementation. TA 2872-KAZ successfully carried out the review of basic education institutions, organization and staff, and government proposals for rationalization, and identified constraints on efficiency; treatment of the social consequences of rationalization was rather superficial. The TA formulated plans and policies to enhance the efficient use of teaching staff and staff development programs and optimize the efficiency of education institutions, and developed mitigation policies to some excesses of rationalization. Legislators used the outputs of the TAs to draft education policies and action plans, which have mostly been implemented. However, in Kazakhstan, as a consequence of rationalizing schools in rural areas, village schools with small number of pupils were closed down or merged for cutting operational costs, which had a negative impact on the students in remote areas (para. 13). Realizing that the decision had contradicted the objective of enhancing the equity and accessibility of education for disadvantaged youth, the Government reopened these schools. The ideal situation for schools with small numbers of students would be to develop a multi-grade teaching system where students in different grades sit in one classroom

¹¹ The need to train a higher number of persons was to offset the movement of trained staff to other government departments and the private sector; the Government funded the salaries of trainees.

and are taught by one teacher. In the absence of such a practice, the viability of small rural schools is likely to suffer.

35. **Human Resources Development.** Five of the six TAs contributed to human resources development in different measures. TA 2879-KGZ developed training modules on education planning; prepared guidebooks and manuals for cadres in school management; conducted intensive management training on new approaches on monitoring, evaluation, and inspection of schools; held workshops on strategic planning for major stakeholders; and offered seminars on school management, decentralization, and centralization. The material prepared is in great demand by teachers and administrators; however, the Ministry of Education has no funds available for reprinting the works.

36. **Administration and Management.** TAs 2308-KAZ and 2290-KGZ were credited with pioneering the introduction of participatory formulation of strategies and action programs among government agencies, private sector institutions, and beneficiary groups to address identified issues, gaps, and constraints. The guidelines and methodologies supported the conversion of a top-down management style into a participatory process for the formulation of policies affecting stakeholders. TA 2879-KGZ contributed to institution building by conducting a comprehensive study of distribution of responsibilities among ministries and levels of government, drafting definitions of functions for national and local governments within the education sector and among ministries, and preparing job descriptions and career development plans for the Ministry of Education, Science, and Culture.

37. **Access to Information.** A functional education reform monitoring system complete with indicators, concrete means of collecting and analyzing data, a core of personnel trained in monitoring, and capacity to provide relevant and timely advice to decision makers was among the main outputs achieved as of April 2002 by the ongoing TA 2947-UZB. The monitoring system was fully owned by the Government, although still dependent upon TA inputs. Substantial progress had been made in addressing the sustainability issue through adequate staff inputs provided to monitor the implementation of education reform and through improved capacity to manage the information system. Reliability and consistency of data had been improving as the concept of transparency of data was being accepted. The Government expressed satisfaction with the quality information and analysis of data on the education sector and indicated its intention to replicate the monitoring system in other sectors. TA 2872-KAZ effectively strengthened EMIS in the Ministry of Education and Culture and in the districts. Progress was made in linking the Ministry of Education and Culture, district offices, and all schools in a national area network used for data transmission as well as for interactive teaching. While visiting the Republican Center for Education Informatics in Almaty, Kazakhstan, the OEM was given a demonstration of the Center's development of EMIS measurable indicators, collection and analysis of data, and production of software for interactive e-teaching. Several e-textbooks for grade 11, aimed primarily at schools in remote areas, have been produced and more are under preparation. In April 2002, all 8,128 schools in the country, 55% of them located in rural areas, were equipped with computers in the classrooms.¹² Data from schools are transferred to oblasts that have satellite links to the Ministry of Education and Culture.

38. Finance officials in Kazakhstan and Uzbekistan stated that the recently established EMIS provided them with a much needed justification for approval of additional resources to the education sector. In FY2000, Kazakhstan allocated 4.0% of its gross domestic product to

¹² Computer classroom equipment was procured and installed in 1,880 schools and 35 institutes under the *Basic Education Project* (footnote 3).

education and Uzbekistan, 8.4%. The development of a communication network within the education sector under TA 2879-KGZ was not carried out on instruction of the then vice-minister of education, allegedly to avoid duplication with similar activities carried out by the Ministry of Finance on the collection of EMIS data and distribution of funds for the education system.

39. **Financial Sustainability.** TA 2948-UZB made a very positive impact on sustaining the education reform through improvement in fiscal policy and financial management. TA outputs included an assessment of training needs in the areas of education financing, identification of factors limiting the efficiency of general secondary education, analysis of the impact of school size on cost per school student and of improving ratio of students per teacher, development of strategies for enhancing cost sharing such as the affordable textbook rental scheme that enables every student to have a copy of the textbooks needed, training of 200 persons at various levels in techniques for analyzing financial management and improving system efficiency, and preparation of detailed action plans and recommendations for implementing agreed upon strategies. The success of the TA was largely due to the participatory approach used in working with counterpart staff and a core group of national experts by introducing them to economic concepts used in modern educational planning, focused policy-research studies, and open discussions, as well as to the flexibility in refining the TA scope based on suggestions submitted by the EAs during implementation, which is also experienced by TA 2947-UZB.

40. **Service Delivery.** The benefit of institution building on service delivery was most pronounced with TA 2879-KGZ where guidelines on modern approaches to school inspection and assessment were developed, rational redistribution of responsibilities among educational administrators was implemented, and new manuals on curriculum development for schools were published. Significant improvements in service delivery were also noted in TAs 2872-KAZ and 2947-UZB where the computation of the costs of training students at various levels, made possible by analysis of EMIS data, justified the allocation of increased funding for the education sector. Better services were derived from an increase in knowledge and skills of participants and study visits conducted under TAs 2308-KAZ, 2872-KAZ, 2947-UZB, and 2948-UZB.

41. To sum up the impact of TAs on institution building, the OEM compared the effects on persons served (beneficiaries), institutions, and agencies before and after the implementation of the TAs. Since independence in 1991, Kazakhstan, Kyrgyz Republic, and Uzbekistan experienced a common economic and fiscal crisis that led to severe cutbacks in education finance with resulting low salaries for teachers, staff attrition, many schools in a state of disrepair or closed, and lack of instructional material and textbooks. The outcomes of the TAs led the process by which individuals, groups, and institutions increased their abilities to improve their competence and problem-solving capabilities, define and achieve objectives, and understand and deal with their development needs in a broad context and in a sustainable manner.

D. Performance of Consultants

42. The performance of TA consultants in executing their responsibilities and in cooperating with recipient agencies was considered highly satisfactory for TA 2947-UZB; generally satisfactory for TAs 2308-KAZ, 2872-KAZ, 2290-KGZ, and 2948-UZB; and partly satisfactory for TA 2879-KGZ. Almost all problems experienced with the performance of consultants were resolved amicably. These problems included making consultants realize what were the needs of the Government and beneficiaries (TA 2872-KAZ); settlement of minor rivalries between two offices (TA 2308-KAZ); and the application of remedial measures to rectify inadequate coverage

of some aspects of the TOR (TA 2290-KGZ). Specific recommendations of consultants were generally accepted; recommendations of a general nature had more difficulty being accepted.

43. Problems of a more serious nature affected the implementation of TA 2879-KGZ. It started with the misinterpretation of the TOR and the consultants' reluctance to report to the Ministry of Education and Culture, which gradually evolved into an uncooperative attitude toward the Ministry. Interviews by OEM with former PIU staff tended to confirm that the consultants who were dismissed had attitude problems. A high-level government official claimed some consultants' outputs were superficial and irrelevant to the needs of the country and the consultants were slow in implementing the TOR for rationalization and administration of education. Efforts by ADB to mediate the dispute did not meet with success. At the same time, there was high turnover of ministry officials with direct responsibility over the TA. To solve this problem, ADB requested the international firm to replace four out of the eight members of the initial team of consultants. With the arrival of a new team, matters improved. The TOR on defining functions for education between national and local governments, improving management capacity, and training cadres in school management were completed satisfactorily. Due to time constraints, the portion of the TOR on decentralization and reorganization of financing for education remained incomplete. This caused delays in implementation, which also delayed the release of the second tranche of a program loan.¹³

44. The ongoing TA 2947-UZB has successfully implemented, ahead of time, the first two phases of the TOR on information and training needs assessment, piloting of the monitoring system, and staff development. The Ministry of Finance confirmed the relevance and importance of this TA and praised the expertise, motivation, innovative approaches of the TA team, and their cooperation with government officials. Consultants are now reporting on problems and proposed solutions, with an "Early Warning System" whenever the trends exhibited by indicators of impact deviate from expected values. New approaches to monitoring developed from the analysis and adaptation of concepts observed by participants of study visits outside the country have been introduced. Weaknesses of the TA include high turnover of trained staff moving to other government departments and inadequate provision of support staff and physical facilities for the PIU.

E. Other Aspects

45. With different degrees of success, the attention of senior decision makers has been engaged to provide a high level of support in incorporating evaluation findings in the decision-making process. Without exception, TA outputs have been of real benefit to EAs in assisting the governments in rationalizing their policies, strategies, and programs for education and training in the medium and long term, and in addressing priority needs for the sector. The introduction of EMIS in the five TAs has been reasonably successful in establishing efficient ways of transmitting data within and between agencies, facilitating dissemination of findings, supporting policy decisions, and introducing greater transparency. However, management commitment to EMIS has not always been followed by appropriate budget support. Moreover, with the exception of TA 2947-UZB, the EAs have been unable to present their findings to decision makers in a meaningful and concise manner. During the OEM's interviews and focus group discussions, governments expressed the need for ADB's continued support in the CARs through policy dialogues aimed at finding solutions for emerging needs, such as policies in post-literacy, nonformal adult, and lifelong learning that respond to the changing needs and aspirations of the people of the CARs.

¹³ Loan 1554-KGZ(SF): *Education Sector Development Program*, for \$19 million, approved on 29 September 1997.

IV. OVERALL ASSESSMENT

46. **Relevance.** The TAs' goals, purposes, and outputs were consistent with the governments' education sector development strategies and ADB's strategic objectives, both at the time of approval and at evaluation. The TAs' objectives were highly relevant to ADB's operation and to the priorities of the governments. They followed closely the developmental needs of each country by focusing TA activities on strengthening the management of reform programs at the central and local levels and fostering human resource development through education and training. ADB is currently the major external agency providing broad support to education in the three CARs with a strategy aimed at improving the quality of education and strengthening national capacities for sector reform management.

47. **Efficacy.** Three TAs (TAs 2308-KAZ, 2872-KAZ, and 2290-KGZ) achieved their immediate objectives, hence, were efficacious. Two TAs (TAs 2947-UZB and 2948-UZB) are considered highly efficacious, as they exceeded their objectives, while TA 2879-KGZ was less efficacious.

48. **Efficiency.** There were differences in the achievements of TA objectives in relation to the use of inputs and processes. High efficiency in the organization and management of EAs, effectiveness of project implementation, efficiency in recruitment of consultants, and timely and adequate availability of counterpart funding were observed in TAs 2947-UZB, 2948-UZB, and 2290-KGZ. Organization and management were efficient for TAs 2308-KAZ and 2872-KAZ, and less efficient for TA 2879-KGZ.

49. **Sustainability.** The governments are committed to the outcomes of the TAs in developing the education sector. Recommendations of the TAs served as key inputs for the sector policies and state papers in the CARs. Legislators used the TA outputs to draft education policies and action plans, which have mostly been implemented. In Uzbekistan, monitoring of education reforms has been institutionalized with a presidential decree. Overall, the outcomes of the TAs are most likely sustainable. However, sustainability of intervention, although high in the national priorities, was unfavorably affected by current constraints on financial and human resources in the Kyrgyz Republic.

50. **Institutional Development and Other Impacts.** The TAs have contributed substantially to capacity building in the education sector, particularly in human resource development and policy dialogue. In Uzbekistan, EMIS has been substantially developed and implemented. The impact of TA 2290-KGZ in rationalizing education and training policies and strategies was moderate.

51. The overall rating of the TAs is presented in Table 3.

V. CONCLUSIONS

A Key Issues

52. To maintain the reform momentum, three issues that are of particular relevance to ADB's assistance are highlighted in the next few paragraphs.

Table 3: Summary Evaluation

TA No.	Name	Rating ^a
2308-KAZ	Education and Training Sector Study	Successful
2872-KAZ	Strengthening Educational Administration and Management at the Central and Local Levels	Successful
2290-KGZ	Education and Training Master Plan	Successful
2879-KGZ	Strengthening of Education Planning and Administration	Partly successful
2948-UZB	Capacity Building in Educational Finance	Highly successful
2947-UZB	Monitoring Implementation of Education Reform	Highly successful ^b

TA = technical assistance.

^a Based on the current four-category rating system (highly successful, successful, partly successful, and unsuccessful).

^b This is a tentative assessment, as TA 2947-UZB is ongoing and is expected to be completed by June 2003.

53. Improving the Relevance of Education. The extent to which knowledge, attitudes, and skills imparted by the education and training system are mastered by learners and contribute to a country's economic development is largely dependent on the available teaching materials. There is a need for quality improvement, especially for revision of curricula and textbook content. The low quality and insufficient relevance of the majority of textbooks is a remnant of outdated curricula, noninteractive teaching methods, and poor quality instructional materials. Emphasis must be given to problem-solving ability and creativity, and to the acquisition of broad-based skills that leads to employability and flexibility. Equal efforts should be directed toward the training of curriculum specialists and textbook writers; the majority of them have never been exposed to student-centered approaches to teaching, or possess international experience in curriculum reforms.

54. Development of Strategies for Streamlining the Budget Process and Cost Sharing. Despite tight budgetary conditions, the education sector received 3.1% (Kyrgyz Republic), 4.0% (Kazakhstan), and 8.4% (Uzbekistan) of gross domestic product in 2000. This represented a considerable level of support for education, indicative of the importance given to the sector. The two challenges to be addressed to enhance the viability of education reform are mobilization of new sources of finance for education and implementation of cost-effective measures in the utilization of public resources without discriminating against vulnerable groups. Cost-saving measures could be achieved by restructuring regional budgets, reviewing norms for class size, staffing levels, and teaching loads, and reducing boarding facilities. Diversifying the sources of financing may include public-private partnerships, replacing the system of free textbook provision with rental schemes, and encouraging schools to raise and manage extra-budgetary funds.

55. Strengthening Local Skills in the Analysis and Management of Education Information. The TAs have been an important vehicle of policy dialogue and established a solid basis for future EMIS development in the three CARs. Only in Uzbekistan the EMIS was observed to be sufficiently developed to process and analyze raw data into meaningful reports that appeal to administrators and policy makers. Transforming the present input-oriented EMIS of Kazakhstan and the Kyrgyz Republic into effective use of input and outcomes remains to be accomplished. Training of EMIS staff in data analysis, policy monitoring skills, and producing relevant and timely reports to policy makers is, therefore, a priority.

B. Lessons Learned

56. **Services of Translators and Interpreters.** In countries with limited capacity in the English language, problems can occur because of poorly comprehended, or interpreted statements, or translated documents that may cause misunderstandings and delays. These problems can be overcome by (i) identifying translators, interpreters, and/or research assistants with good command of the English language to be recruited on an ad hoc basis; and (ii) allowing sufficient time for the translation of reports and in-depth review by national counterparts (paras. 9 and 23).

57. **Guidance to Consultants and EAs.** Inception missions should familiarize consultants with the goals and objectives of the TAs, establish the critical achievement factors, and emphasize the importance of being sensitive to the needs of the country. Consultants must establish cordial relationships with respective EA officials. Both ADB and the Government should provide clear guidance to EAs during TA implementation to prevent unfavorable situations (para. 43).

58. **TA Design.** The design of TAs should allow some flexibility to adapt priorities and focus of TOR of consultants and TA outputs to better respond to the needs of recipient agencies. The EAs in the CARs knew what they wanted, but had little experience in the technical and administrative aspects of TAs and relied much on ADB for the design of TA. The experience gained from the six TAs indicated that successful TAs were those in which suggestions for refinement in scope submitted by EAs were considered and approved by ADB during implementation (para. 39).

59. **Linkages with Other Ministries.** While the business of education pertains to the ministry responsible for education, it is also the concern of other ministries and institutions. Thus, stronger or explicit links should be developed between the education ministry and other line ministries, notably the finance ministry for budgeting and financing of education (this contributed to the success of TA 2948-UZB) and the Cabinet of Ministers for monitoring the implementation of education reform (this contributed to the success of TA 2947-UZB). Experts from other ministries should be involved in TA working groups (paras. 19 and 22).

60. **Policy Dialogue.** As the CARs' economic transition progresses, new needs emerge that affect sector policies and programs. ADB should continue to conduct policy dialogue with governments and stakeholders on the formulation of education policies that respond to changing needs and aspirations of the people of the CARs, and provide further TA inputs to policy support (para. 45).

61. **Training in Analysis of Information.** The EAs implemented EMIS and collected information and data on selected indicators. However, with one exception, they were unable to present their findings to decision makers in a meaningful and concise manner. Future ADB support to strengthen the evaluation capacity of developing member countries should provide training in data management such as analysis of data, statistical tests, cost effectiveness analysis, and presentation of findings (para. 45).

C. Follow-Up Actions and Recommendations

1. For Governments

62. **Cadre and Budget for EMIS.** Each government, by August 2003, should create a technical cadre with responsibility for EMIS, thereby moving away from the current practice of assigning members of the general administrative cadre to these functions. Adequate human and financial resources should be provided for implementing EMIS as it gains wider adoption.

2. For ADB

63. **Dissemination of Sector Information among the CARs.** The six TAs have collectively produced a vast amount of information, in Russian and English languages, of great significance to the education sector. Documents on strategic plans and policies, rationalization of education, curriculum development, school inspection, EMIS, financial management, and strategies for cost sharing would be of great interest and useful reference to education authorities in the CARs. ADB should facilitate the exchange of sector information through publishing the best TA outputs in compact disc format by August 2003.

SELECTED EDUCATION INDICATORS FOR THE CENTRAL ASIAN REPUBLICS

Item	Country	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Total Population (in million)	Uzbekistan						23.2	24.4	24.8		
	Kazakhstan						15.6	14.9	14.9		
	Kyrgyz Republic						4.6	4.9	4.9		
Public Expenditure on Education as % of GDP	Uzbekistan									8.1	8.4
	Kazakhstan									3.7	4.0
	Kyrgyz Republic									4.1	3.1
Number of Preschools	Uzbekistan				9,273	8,913	8,464	7,546	6,911	6,742	6,704
	Kazakhstan				6,551	5,058	3,283	1,533	1,338	1,102	1,089
	Kyrgyz Republic				639	456	449				
Number of Basic Education Schools	Uzbekistan				9,327	9,478	9,675	9,019	9,617	9,631	9,639
	Kazakhstan	8,575	8,654	8,751	8,728	8,732	8,618	8,238	8,284	8,290	8,309
	Kyrgyz Republic	1,796	1,825	1,896	1,864	1,886	1,915	1,940	1,967	1,985	1,983
Number of Students in Primary Schools, Grades 1 to 4 (in thousands)	Uzbekistan				1,906	2,456	2,498	2,529	2,570	2,602	2,598
	Kazakhstan						1,273	1,247	1,221	1,187	1,236
	Kyrgyz Republic	360	367	379	386	472	476	472	471	466	469
Number of Students in Secondary Schools, Grades 5 to 11, excluding Special and Vocational and Training Schools (in thousands)	Uzbekistan				3,025	2,616	2,725	2,895	3,052	3,163	3,399
	Kazakhstan					1,797	1,832	1,860	1,894	1,931	2,012
	Kyrgyz Republic	583	572	555	559	499	530	568	608	634	658
Number of Vocational and Training Schools	Uzbekistan				211	291	411	444	448	379	315
	Kazakhstan				415	404	339	307	319	285	282
	Kyrgyz Republic				42	41	42	38	30	29	30
Enrollment in Vocational and Training Schools (in thousands)	Uzbekistan							452	456	500	463
	Kazakhstan				160	154	133	111	92	87	86
	Kyrgyz Republic			111	115	113	113	110	110	98	98
Number of Universities	Uzbekistan				55	58	58	60	60	61	61
	Kazakhstan	61	63	89	101	112	111	133	144	163	170
	Kyrgyz Republic	12	13	18	22	32	39	43	41	39	45

GDP = gross domestic product.

Sources: Population: World Bank Statistics. 2001.

School Indicators: National Statistics Offices of Kazakhstan, Republic of Kyrgyz, and Uzbekistan.

Vocational and Training: European Training Foundation. 2001. *National Observatory Stocktaking Report*.

INTERNATIONAL SUPPORT FOR THE EDUCATION SECTOR IN THE CENTRAL ASIAN REPUBLICS

A. Kazakhstan

1. External aid agencies have provided considerable funds for Kazakhstan's education development. According to the report *Kazakhstan: Cooperation for Development*, Kazakhstan received as external aid \$36.6 million in grants and \$27.5 million in loans in 1998–1999. The major sources of assistance were the following:

- (i) **The Asian Development Bank (ADB).** Since 1994, ADB has supported the Ministry of Education and Science with technical assistance and loans, namely:
 - a. TA 2215-KAZ: *Educational Rehabilitation and Management Improvement Project*, for \$100,000, approved on 1 December 1994;
 - b. TA 2308-KAZ: *Education and Training Sector Study*, for \$895,000, approved on 7 March 1995;
 - c. TA 2872-KAZ: *Strengthening Educational Administration and Management at the Central and Local Levels*, for \$600,000, approved on 24 September 1997;
 - d. Loan 1420-KAZ(SF): *Education Rehabilitation and Management Improvement Project*, for \$20 million, approved on 11 January 1996; and
 - e. Loans 1541/1542-KAZ: *Basic Education Project*, for \$45 million, approved on 24 September 1997.
- (ii) **The European Union.** Within the framework of its Technical Assistance to the Commonwealth of Independent States, Tempus, and Bistro programs, the European Union invested equivalent to \$17.2 million in the reform of public administration, social services, and education between 1991 and 1997. Grants were given to the Kazakh Institute of Management and Economic Research (\$8,247,200); the Kazakh State Academy of Management (\$3,029,000); the Diplomatic Academy (\$1,300,000); and the Ministry of Education to support education reform (\$780,000).
- (iii) **The Soros Kazakhstan Foundation.** Between 1995 and 2000, the Foundation funded various education programs for the total amount of \$8 million.
- (iv) Other sources of assistance include, but are not limited to (a) United States Agency for International Development training programs "Support of initiatives" for nongovernment organizations implemented by Counterpart Consortium; (b) United Nations Educational, Scientific and Cultural Organization; (c) United Nations Children's Fund; (d) German Academic Exchange Service; (e) American Council for Collaboration in English Language Study; (f) International Research and Exchanges Board; (g) British Council; (h) Eurasia Foundation; and (i) German Agency for Technical Cooperation (GTZ).

B. The Kyrgyz Republic

2. The major sources of aid to the Kyrgyz Republic have been ADB, GTZ, the European Union, and the Japan International Cooperation Agency. ADB support took the form of the following: (i) Loan 1555-KGZ(SF): *Education Sector Development Project*, for \$13.7 million,

approved on 29 September 1997; (ii) Loan 1645-KGZ(SF): *Social Services Delivery and Finance Project*, for \$10 million, approved on 27 November 1998; (iii) TA 2879-KGZ: *Strengthening of Education Planning and Administration*, for \$930,000, approved on 29 September 1997; and (iv) TA 2290-KGZ: *Education and Training Master Plan*, for \$900,000, approved on 17 January 1995. The German agency supported a reorientation in vocational education with \$6.631 million. The European Union (within the framework of its Technical Assistance to the Commonwealth of Independent States) used the Tempus program and \$1.3 million to help reform the higher education system. Japan provided training for Kyrgyz specialists in Japan with \$1.29 million, and provided volunteers to teach Japanese language and culture in the Kyrgyz Republic (\$306,000).

C. Uzbekistan

3. According to the Report and Recommendation of the President for the Senior Secondary Education Project,¹ the major sources of assistance were as follows:

(i) ADB

- a. Loan 1594-UZB: *Basic Education Textbook Development Project*, for \$20 million, approved on 17 December 1997;
- b. Loan 1737-UZB: *Senior Secondary Education Project*, for \$57 million, approved on 8 February 2000;
- c. TA 2947-UZB: *Monitoring the Implementation of Education Reform*, for \$900,000, approved on 17 December 1997; and
- d. TA 2948-UZB: *Capacity Building in Education Finance*, for \$500,000, approved on 17 December 1997.

(ii) European Union. Assistance from the European Union has been directed toward human resource development as well as the education sector, examples of which include:

- a. Assistance to the Ministries of Higher and Public Education in the Restructuring of Education System, for \$1,660,000;
- b. Assistance to Reform of Vocational Education, for \$950,000;
- c. Strengthening of Management Training in Fergana, for \$1,740,000;
- d. Strengthening of Management Training in Samarkand, for \$1,740,000;
- e. Energy Management Training, for \$332,000;
- f. Urbalife Project, for \$343,000;
- g. Restructuring of Teaching Methodology for History Course in Higher Education, for \$332,000;
- h. Accountancy Training, for \$1,006,000; and
- i. Training and Education of Farmers, for \$1,369,000.

(iii) Germany. Funding from Germany has included:

- a. Assistance in Primary Professional Education, for \$1,071,000;
- b. Support to Development of Vocational Education and Training, for \$7,000,000;
- c. Vocational Training Assistance (through GTZ), for \$1,415,000; and

¹ Loan 1737-UZB: *Senior Secondary Education Project*, for \$57 million, approved on 8 February 2000.

- d. Sustainable Qualification Development (through the Kreditanstalt für Wiederaufbau), for \$1,029,000.
- (iv) **United States.** Assistance from the United States has targeted business education and development and democratic reform/civic education (\$911,000), as well as human resource development.
- (v) **France.** A grant for \$325,000 was received from the French Institute for Central Asian Studies.
- (vi) **Japan.** Assistance through the Japan International Cooperation Agency has included development grants to the education center (for \$22,330,000) and economic and language education (\$3,432,000).
- (vii) **Joint Development Associates International.** Aid from this source has benefited the Jizzak Information Systems and Business Development Center (\$64,000) and education and technical support services (\$475,000).
- (viii) Other sources of aid related to human resource development include the World Bank (which sponsored a health project for \$30 million); the European Bank for Reconstruction and Development (which funded training for the Regional Banking Training Center for \$790,000); and World Concern (which provided humanitarian assistance in the amount of \$1 million).