

ASIAN DEVELOPMENT BANK

TAR:BAN 36618

TECHNICAL ASSISTANCE

TO THE

PEOPLE'S REPUBLIC OF BANGLADESH

FOR

THE STRENGTHENING

PRIMARY EDUCATION DEVELOPMENT PROGRAM

December 2002

CURRENCY EQUIVALENTS

(as of 15 November 2002)

Currency Unit	–	taka (Tk)
Tk1.00	=	\$0.01727
\$1.00	=	Tk57.90

ABBREVIATIONS

ADB	–	Asian Development Bank
CIU	–	component implementation unit
DPE	–	Directorate of Primary Education
EFA	–	education for all
EMIS	–	education management information system
PEDP	–	Primary Education Development Program
PMED	–	Primary and Mass Education Division
PPTA	–	project preparatory technical assistance
TA	–	technical assistance
TAAC	–	technical assistance advisory committee

NOTE

In this report, "\$" refers to US dollars.

<p>This report was prepared by a team consisting of J. Sarvi (Team Leader), and J. Mahmood.</p>

I. INTRODUCTION

1. The Asian Development Bank (ADB) has included in its Country Strategy and Program for 2003 a loan for primary education in Bangladesh. The proposed ADB loan, together with support from other development partners, will assist the Government in meeting its long-term goal of providing universal, quality primary education. At the Government's request, ADB is currently assisting the Primary and Mass Education Division (PMED) to prepare the next 5-year Primary Education Development Program (PEDP II). A joint planning process for PEDP II is under way. ADB is providing project preparatory technical assistance (PPTA)¹ for planning the PEDP II and for preparing the ADB loan. Department for International Development, Norwegian Agency for International Cooperation, United Nations Children's Fund, European Union, and the World Bank are providing additional technical assistance for the joint process, coordinated by the ADB PPTA. The development partners have been working with the Government and ADB to arrive at a jointly designed and agreed upon PEDP II for primary education for 2003-2008, consisting of a policy framework, strategies, program, and an investment plan, including subsector performance indicators, priorities for investments, and capacity building. The Government has requested ADB to continue providing TA after the PPTA period, to strengthen the Government's capacity to undertake the necessary operational planning for and begin implementing PEDP II on schedule. Fact-finding was undertaken in October 2002, and understanding was reached with PMED on the objectives, scope, outputs, and outline terms of reference for the consultants. The TA received concept clearance from the Management on 8 November 2002. The TA has not appeared in ADBBO. Upon approval, approval to waive ADBBO listing will also be requested.

II. ISSUES

2. In the last decade ADB assistance to primary education in Bangladesh, complemented by support from other multilateral and bilateral agencies, has focused increasingly on improving access. As a result, the enrollment rates have improved steadily. In 2000, the gross enrollment and net enrollment rates for primary education were 97% and 81%, respectively. However, the poor quality of primary education is a major constraint to economic growth and to improving social indicators. Therefore, under the umbrella of the current 5-year primary education development program (PEDP I), external assistance from ADB² and other sources has increasingly emphasized improving quality and efficiency in addition to access, especially in the areas of curriculum, textbooks, teacher training and supervision, student assessment, and management and planning.

3. With support from external assistance, some progress has been made in monitoring system and classroom performance, and decentralizing the education management information system (EMIS). In addition, much progress has been made in staff training at all levels—teachers, administrators, and planners. However, other factors undermine the impact of this training effort: absence of performance-based remuneration schemes, inefficient organizational and communication systems, and inadequate staff deployment and appraisal mechanisms. Sectorwide policy issues—organizational structures and institutional capacity, legislative and regulatory frameworks, decentralization, governance, and subsector performance monitoring—

¹ ADB. 2001. *Technical Assistance to Bangladesh for the Primary Education Sector Improvement Project*. Manila. The amount includes \$800,000 of ADB financing.

² ADB 1997. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Bangladesh for the Second Primary Education Sector Project*. Manila.

also need to be further addressed to make a real impact on the quality of education in primary schools. An ADB-supported study of classroom behavior reveals that most teachers still use teaching methods inappropriate for the age group and curriculum. Further, the external assistance to improve quality and efficiency has been somewhat fragmented. There is a need to address the improvement of quality through a more holistic subsector program and to improve the impact of aid support through better coordination of external assistance to the subsector than has been the case under the current 5-year PEDP I.

4. Compared with PEDP I, the jointly prepared PEDP II for 2003-2008 has been designed as a holistic, coordinated, and integrated subsector program. PEDP II will focus on improving the quality of primary education: its aim is to strengthen organizational and institutional development necessary to support coordination, subsector planning, management, and monitoring, to support and ensure efficient improvement of quality at the classroom level. PEDP II includes a set of core indicators and a common framework for support from the Government and its development partners.

5. While at the systemic level PEDP II will focus on formal primary education where the vast majority of the children are enrolled, it will also promote the Government's education for all (EFA) and poverty reduction agenda. Most interventions of PEDP II will apply equally to all primary schools, all teachers and all children, in Government schools and nongovernment organization (NGO) schools. This approach will help the Government harmonize the development and improvement of quality in the various subsystems and promote better primary education across the country.

6. The PEDP II plan is a subsector macroplan that is large scale in terms of beneficiaries, participants, and funding. It is a holistic plan with proposed interventions affecting all sections of the primary education subsector at all levels of the system. It has brought together a wide range of general and specific interests, especially those of the Government, development partners, and other stakeholders. Maintaining coordination and integration at operational level under the umbrella of the new holistic subsector macroplan is a challenge and requires continuation of a joint planning process involving the Government and aid agencies. Other operational elements must now be added to the planning and preparation stages to ensure the effective implementation of PEDP II, and to help the Government achieve a smooth transition from the current PEDP I to PEDP II. To strengthen the capacity to undertake operational planning for and start implementing PEDP II, the Government has requested ADB to continue assistance in coordinating the joint process up to the start of PEDP II, scheduled on 1 July 2003. ADB will be able to meet this request partially by extending the current PPTA up to February 2003 and utilizing the contingencies in the PPTA budget for the extension.³ The PPTA will complete the task of fine-tuning the PEDP II subsector macroplan and preparing the ADB loan for PEDP II. However, after the PPTA there will be a need to support PMED and Directorate of Primary Education (DPE) particularly in coordinating the transition from PEDP I to PEDP II, and in operational planning and preparation of operational procedures, implementing guidelines and manuals well in advance to avoid delay in starting PEDP II. To meet the Government's request fully and provide support up to the start of PEDP II, it is necessary to provide advisory TA for the period from March 2003 to June 2003. Several development partners are keen to provide additional TA for the transition period, particularly domestic consultants as necessary, to work with the Government and the ADB TA.

³ ADB approved the extension of the PPTA period on 13 November 2002.

III. THE TECHNICAL ASSISTANCE

A. Purpose and Output

7. The TA aims to help the Government develop its capacity in operational planning and implementing PEDP II. The TA will cover the following areas:

- (i) Education planning and policy, with focus on strengthening the linkages between the PEDP II policy framework and the operational plans being planned for the PEDP II interventions. Attention will be given to strengthening the synergy between the interventions, and their focus on improving the quality of primary education, poverty reduction, and disadvantaged groups. Where necessary, assistance will be provided for strengthening the linkages between PEDP II and the Government's EFA planning process.
- (ii) Program coordination and management, with focus on moving from the fragmented project management structures in place under the current 5-year program to a coordinated and integrated subsector program coordination unit structure for PEDP II; developing operational guidelines for coordinating and managing PEDP II, and for disseminating information to other levels of the system; determining mechanisms for aid agency and systemic coordination; preparing a procurement manual and other operation manuals necessary to efficiently implement PEDP II.
- (iii) Organizational and institutional capacity analysis, with focus on procedures and interventions needed for improving organizational and institutional structure and capacity to support the improvement of the quality of primary education; based on the recommendations of the analysis, develop an organizational/institutional reform agenda—short-term and longer-term—along with an action plan to ensure that the best possible organizational structures and procedures are in place for ensuring coordinated improvement of the quality of primary education under PEDP II.
- (iv) Development of EMIS, and monitoring and evaluation; completing a school audit and other baseline surveys; finalizing indicators; strengthening monitoring and evaluation of the quality of primary education, poverty reduction impact, and the benefits of PEDP II implementation to disadvantaged groups.

B. Methodology and Key Activities

8. The advisory TA will begin in March 2003 immediately after ADB's PPTA ends. It is important to have no gap between the PPTA and the advisory TA period. The TA will involve PMED, DPE, and the consultants provided by the development partners for the transition period. The TA will advise and assist PMED and DPE in planning and coordinating and facilitating workshops involving key Government and program personnel, to build capacity and share information relating to operational planning, and to ensure smooth transition from the current fragmented project approach to the coordinated and integrated subsector program approach of PEDP II. The scope and activities involved are described in the TA framework in Appendix 1, and in the terms of reference for the TA in Appendix 2.

C. Cost and Financing

9. The total cost of the TA is estimated at \$310,000 equivalent, consisting of \$212,000 in foreign exchange cost, and \$98,000 equivalent in local currency cost. The TA will be financed on a grant basis by ADB's TA funding program. The Government will contribute the balance of \$60,000 equivalent by providing counterpart staff, office accommodation, and facilities for meetings and workshops. The cost estimates and financing plan are in Appendix 3.

D. Implementation Arrangements

10. PMED will be the Executing Agency for the TA. The TA will be implemented over 4 months, from March to June 2003. PMED will coordinate, steer, and monitor the TA on the behalf of the Government. A technical assistance advisory committee (TAAC) will be formed for the TA and chaired by the Joint Secretary (Development) of PMED. Members of the TAAC will include, the director general of DPE; directors of planning, finance, and monitoring of DPE; and a representative of the Economic Relations Division of the Ministry of Finance.

11. The TA will require two individual international consultants, for 6 person-months in total, with expertise in Bangladesh, particularly in education policy, planning, and management (2.5), and in improving the quality of primary education (3.5). In addition, the TA will have a domestic consultant with extensive experience in planning and developing policy in primary education (4 person-months). International consultants with international experience are necessary to advise on and support the operational planning process and the shift from fragmented project management structures to a coordinated and integrated subsector management structure, of which the PMED does not yet have in-depth experience. The consultants will be selected and engaged in accordance with ADB's *Guidelines on the Use of Consultants*, and other arrangements satisfactory to ADB for engaging domestic consultants. Consultants will prepare reports for the Government and ADB according to the following schedule: an inception report 2 weeks after mobilization of the TA, progress reports for each month of the TA period, and a final report by the end of the TA.

IV. THE PRESIDENT'S DECISION

12. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$250,000 on a grant basis to the Government of Bangladesh for the Strengthening Primary Education Development Program, and hereby reports this action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
Overall Goal Economic growth and poverty reduction through improved quality of primary education	Sustained economic growth Poverty reduced	Government statistics and reports, reports of external aid agencies	Organizational and human capacity, and other necessary resources available for improvement of primary education
Purpose Adequate capacity within the Government for the efficient and effective operational planning and implementation of the Primary Education Development Program (PEDP) II.	Transition processes efficiently undertaken, and PEDP II start-up effectively operationalized by the start of PEDP II period, 1 July 2003	Technical assistance (TA) consultants' progress reports, technical assistance advisory committee (TAAC) meetings	Continued commitment of the Government, development partners, and other stakeholders to improving quality of primary education through implementation of PEDP II
Outputs: Education planning and policy, with focus on strengthening the linkages between the PEDP II policy framework and the operational plans being planned for the PEDP II interventions Program coordination and management, with focus on transition from the fragmented project management structures in place under the current 5-year program to a coordinated and integrated subsector Program Coordination Unit structure of the PEDP II Organizational and institutional capacity analysis Development of education management information system, and monitoring and evaluation	By 1 July 2003, operational plans of interventions prepared. Linkages between Government education for all process and PEDP II strengthened Studies completed and supplementary plans, procedures, guidelines, and operational plans prepared for PEDP II program coordination, management, institutional and organizational development, financial procedures, procurement, monitoring, evaluation, reporting PEDP II management structure, Program Coordination Unit, established	TA consultants reports, study reports, TAAC meetings	Development partners provide, as agreed, additional TA to work with the Asian Development Bank TA and the Government during the transition period. The fragmented project management structures of the current 5-year program will be terminated as planned. The Government will establish a program management structure for PEDP II without delay, and designate adequate staff for management at early stage.

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
Activities Planning activities, meetings, workshops, and specific studies	<p>By 1 July 2003, the school audit and other baseline surveys completed, and indicators and baseline data for PEDP II monitoring and evaluation completed</p> <p>Study on organizational and institutional capacity completed, data analyzed and reported, and action plan prepared for developing institutional and organizational structures for coordinated improvement of primary education under PEDP II. Mechanisms for aid agency and systemic coordination determined; guidelines for coordination and management prepared, operation manuals prepared; necessary workshops and capacity building for Government personnel and PEDP program staff undertaken</p>	TA reports TAAC meetings	Development partners provide, as agreed, additional TA to work with ADB TA and the Government during the transition period.
Inputs: International consultant services: (i) Education policy, planning and management consultant, (ii) Education quality improvement consultant. Domestic consultant services: (iii) Consultant in education policy, planning, and management	10 person-months	TA consultants reports, TAAC meetings	It will be possible to recruit and mobilize the consultants without delay.
TA Costs \$250,000 of ADB financing for consultant remuneration, out-of-pocket expenses, and support facilities \$25,000 of Government financing for counterpart staff, facilities, and office accommodation			

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Education Policy, Planning, and Management Consultant (Team Leader, international, 2.5 person-months)

1. The consultant will have broad experience in policy development, planning (including financial planning), and management in education; and in coordinating external support for primary education subsector programs. The consultant will undertake the following tasks:

- (i) Facilitate the continuation of the joint planning and consultation process.
- (ii) Assist and support the Primary and Mass Education Division (PMED) and Directorate of Primary Education (DPE) in coordinating and managing the joint planning, interministerial consultation, preparation of Government documentation for Primary Education Development Program (PEDP II), and other activities required for smooth transition from the current 5-year PEDP to PEDP II.
- (iii) Assist PMED and DPE in preparing a joint workplan and schedule of the inputs for the transition period.
- (iv) Assist PMED and DPE in coordinating, managing, and monitoring the inputs and outputs for the transition period in all task areas, particularly in carrying out the activities in (v)-(xii).
- (v) Analyze organizational capacity/institutional reform and, based on that analysis, develop an organizational/institutional reform agenda and action plan.
- (vi) Develop operational guidelines for the project coordination unit and component implementation units (CIUs).
- (vii) Finalize the terms of reference for international and national technical assistance for PEDP II.
- (viii) Determine mechanisms for aid and systemic coordination.
- (ix) Develop operations systems and manuals.
- (x) Devise an operational plan for timely provision of resources to support implementation.
- (xi) Support the development of the CIU plans.
- (xii) Prepare an inception report, monthly progress reports, and a final report for the Government and the Asian Development Bank.

B. Education Quality Consultant (international, 3.5 person-months)

2. The consultant will have broad experience in education management and in improving the quality of primary education in all aspects: curriculum (content and development process), teaching and learning materials, teacher training (preservice training, in-service training, including head teacher training), teacher support and supervision, school-based planning and management. He/She will undertake the following tasks:

- (i) Assist in liaising and consulting with PMED, DPE, and stakeholders in matters important for a smooth transition from the current 5-year program to PEDP II.
- (ii) Assist in coordinating and monitoring all technical assistance inputs during the transition period.
- (iii) Advise PMED, DPE, and development partners in harmonizing and operationalizing PEDP II interventions to improve quality and reduce poverty within the framework of PEDP II.
- (iv) Develop operations systems and manuals for planning quality improvement interventions in teaching and learning.
- (v) Plan to complete collecting data and mapping for the geographic information system already under way at the Local Government Engineering Department.
- (vi) Based on survey and audit, develop criteria for school classroom construction and determine the first year's construction list.
- (vii) Establish an archive of training materials, records, and other documentation produced during PEDP I.
- (viii) Assist the Government in organizing workshops at national and regional levels, involving PMED, DPE, other stakeholders, and project personnel.

C. Education Policy, Planning and Management (Domestic, 4 person-months)

3. The consultant will have extensive experience in policy development, planning (including financial planning) and management in primary education, and in government procedures for coordinating and implementing aid-funded primary education development interventions. The consultant will undertake the following tasks:

- (i) Assist in continuing the joint planning and consultation process and support PMED and DPE particularly in tasks:
 - (a) interministerial consultation,
 - (b) preparation of Government documentation for PEDP II,
 - (c) consultation with the development partners, and
 - (d) coordination of preparation of Government reports and materials related to the transition arrangements.
- (ii) Support other Government activities required for smooth transition from the current 5-year PEDP to PEDP II.

COST ESTIMATES AND FINANCING PLAN
(\\$)

Item	Foreign Exchange	Local Currency	Total Cost
A. Asian Development Bank Financing^a			
1. Consultants			
a. Remuneration and Per Diem			
i. International Consultants	147,000	0	147,000
ii. Domestic Consultants	0	20,000	20,000
b. International and Local Travel	20,000	5,000	25,000
c. Reports	0	3,000	3,000
2. Training, Seminars, Conferences	0	8,000	8,000
3. Miscellaneous Administration and Support Costs	0	2,000	2,000
4. Contingencies ^b	45,000	0	45,000
Subtotal (A)	212,000	38,000	250,000
B. Government Financing			
1. Office Accommodation and Utilities	0	20,000	20,000
2. Communication	0	10,000	10,000
3. Counterpart Staff	0	10,000	10,000
4. Facilities for Meetings, Workshops	0	20,000	20,000
Subtotal (B)	0	60,000	60,000
Total	212,000	98,000	310,000

^a Financed by ADB's TA funding program.

^b Since the TA will support the continuation of a delicate and evolving joint-planning process, there is a need to provide during the process enough flexibility to meet any unforeseen needs. Therefore, the amount of contingency is slightly higher than the usual in TA financing plans.

Source: Asian Development Bank estimates.