Summative Evaluation of GPE's Country-Level Support to Education

Batch 5, Country 15 : Bangladesh

FINAL EVALUATION REPORT | **JANUARY 2020**

UNIVERSALIA

RESULTS FOR DEVELOPMENT

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Acronyms

ADB	Asian Development Bank
APSC	Annual Primary School Census
ASPR	Annual Sector Performance Report
BANBEIS	Bangladesh Bureau of Educational Information and Statistics
BNFE	Bureau of Non-Formal Education
CAMPE	Campaign for Popular Education
CLE	Country-level evaluation
CSEF	Civil Society Education Fund
DCP	Developing Country Partner
DME	Directorate of Madrasah Education
DP	Development Partner
DPC	Development Partner Consortium
DPE	Directorate of Primary Education
DSHSE	Directorate of Secondary and Higher Secondary Education
DTE	Directorate of Technical Education
EECE	Ebtedayee Education Completion Examination
EFA/FTI	Education for All/Fast Track Initiative
ELCG	Education Local Consultative Group
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESP	Education Sector Plan
ESPIG	Education Sector Plan Implementation Grant
GoB	Government of Bangladesh
GPE	Global Partnership for Education

GPS	Government Primary School
GRA	Global and Regional Activities
IIEP	UNESCO International Institute of Education Planning
JARM	Joint Annual Review Meeting
JCM	Joint Consultation Mission
JSR	Joint Sector Review
LAS	Learning Assessment System
LEG	Local Education Group
MoE	Ministry of Education
MoPME	Ministry of Primary and Mass Education
NNPS	Newly Nationalized Primary School
NRNGPS	Non-registered non-Government Primary Schools
NSAPR	National Strategy for Accelerated Poverty Reduction
PECE	Primary Education Completion Exam
PEDP	Primary Education Development Program
QAR	Quality Assurance Review
RNGPS	Registered non-government primary schools
SEDP	Secondary Education Development Program
SLIP	School Level Improvement Plan
SWAP	Sector-wide Approach
ToC	Theory of Change
UGC	University Grants Commission
UIS	UNESCO Institute for Statistics
UPEP	Upazila Primary Education Plan

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures.[1]
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-5), lower secondary (Grades 6-8) and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of motivation (political will, social norms, habitual processes), opportunity (factors outside of individuals e.g., resources, enabling environment) and capabilities (knowledge, skills).[2]
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run.[3] Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs and behavioral norms that affect how actors react and adapt to changes in the system.[4]
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. [5]
Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).

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[1] OECD, Glossary of Aid Effectiveness Terms. http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

[2] Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

[3] Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

[4] World Bank. 2003. World Development Report 2004: Making Services Work for Poor People. Washington, DC: World Bank; New York: Oxford University Press.

[5] Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3.

Gender equality	The equal rights, responsibilities and opportunities of women, men, girls and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs.[6]
GPE support	The notion of "GPE support" encompasses financial inputs deriving from GPE grants and related funding requirements as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE's global, regional and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors' reporting processes and procedures, along with uncoordinated country analytic work and missions.[7]
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures and communities, and reducing exclusion from and within education.[8]

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[6] GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at:
http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf

[7] Adapted from OECD, Glossary of Aid Effectiveness Terms http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

[8] GPE 2010, p.3.

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[9] The Dhaka mission was led by Mr. Dale E. Thompson, accompanied by Ms. Ecem Oskay and Md. Rafiquzzaman. The overall team leader for the consortium is Dr. Marie-Hélène Adrien. Quality-assurance was conducted by Dr. Nicolas Burnett. Supporting contributions to this report were made by Ms. Arunima Sharan.

Executive Summary

Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country-level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

The Bangladesh CLE was conducted between May 2019 and August 2019 and covered GPE support to Bangladesh from 2015 to 2019. It draws on reviews of documents, databases and literature, and on consultations with 53 stakeholders (governmental, multilateral, bilateral, and non-governmental) in Bangladesh.

Education in Bangladesh

Bangladesh, a country in South Asia, obtained its independence in 1971. In 2019, its population is approximately 168 million, with 34 percent under the age of 15. In 2015, Bangladesh achieved lower middle-income country status and in 2017/18 its annual growth rate was 7.9 percent. Nevertheless, about 24 million people still live below the poverty line. Wide socio-economic disparities between districts and between rural and urban areas are exacerbated by the country's exposure to natural disasters and displacement from neighboring countries.

Bangladesh's education system is governed by two ministries: the Ministry of Primary and Mass Education (MoPME) and the Ministry of Education (MoE). The government of Bangladesh (GoB) provides free and compulsory formal education until grade 5 and has recently introduced one-year pre-primary education. In 2018, close to 31.3 million children were enrolled from pre-primary to secondary levels (more than 50 percent girls).

Sector planning at the sub-sector level is spearheaded by agencies under MoE and MoPME. As of 2019, sub-sector programs exist for pre-primary and primary education (PEDP), secondary education (SEDP) and tertiary education (HESP). To date, the GoB has not developed a comprehensive education sector plan (ESP), but when Bangladesh joined GPE in 2015, GPE accepted the third Primary Education Development Program (2011-2017 PEDP-3) as a quasi ESP.

GPE in Bangladesh

Bangladesh is represented on the GPE Board through the Asia and Pacific constituency. Since joining GPE in 2015, it has received five grants from GPE: one Education Sector Plan Development Grant (ESPDG), one Program Development Grant (PDG), one Education Sector Plan Implementation Grant (ESPIG) and one Accelerated Funding in response to the Rohingya emergency.

This evaluation focuses on GPE's support to PEDP-3 after its revision in 2015, the Rohingya emergency and recent efforts to develop a comprehensive ESP. It coincides with the period covered by the 2015-2017 ESPIG (US$100 million), which was provided as support for the revised PEDP-3, the 2018-2020 Accelerated Funding (US$ 8.33 million) and the 2019 ESPDG for developing the country's first education sector analysis (ESA) and comprehensive ESP. The

World Bank, as the Grant Agent (GA) for the 2015-2017 ESPIG, also received a PDG in 2015.

GPE contribution to sector planning

State of sector planning in Bangladesh, 2015-2019

In the pre-primary and primary education sector, the revised PEDP-3 is of good quality as per the GPE quality standards for Education Sector Plans and the independent appraisal. The plan was based on evidence and its development was government-led and owned. Planning processes were participatory under PEDP-3 but there have been fewer opportunities for civil society participation under the subsequent planning cycle (PEDP-4). There is no evidence that local government actors at upazila and/or district levels have participated in primary education planning activities to date.

Traditionally the GoB has not engaged in sector-wide planning exercises, and has instead relied on sub-sector planning. In 2019, the GoB has taken steps to develop its first comprehensive ESP and ESA with the support of UNESCO. The limited coordination across sub-sectors, and varying levels of maturity in sub-sector planning and interest in and understanding of a comprehensive ESP constitute key challenges.

GPE contributions

During the review period, GPE contributions to sub-sector planning were limited because the PEDP-3 had already been developed when Bangladesh joined GPE. GPE's quality assurance review process and the independent appraisal provided feedback but did not result in changes to the program. During the preparation of PEDP-4, the government chose not to follow GPE/IIEP

quality standards for ESPs and a full-fledged GPE quality assurance process was not applied.

The GPE Secretariat and Board's advocacy, the ESPDG and UNICEF, as the Coordinating Agency (CA), contributed to the development towards Bangladesh's first ESA and comprehensive ESP in 2019. The new GPE maximum country allocation of US$53.9 million provided a key incentive. While this constitutes a significant step for the country, the short timeline and contextual challenges for conducting quality sector-wide planning were raised as concerns among stakeholders.

The GPE Secretariat, Chief Executive Officer, GPE Board Chair and CA took a proactive approach in advocating for the reallocation of left-over funds from the 2015 ESPIG to support education initiatives for the Rohingya emergency. The resulting 2018-2020 GPE Accelerated Fund demonstrated the flexibility and responsiveness of the GPE planning model in emergency contexts.

Implications for GPE

The case of Bangladesh shows that in a country with high levels of national capacity in planning and Development Partner (DP) coordination and with long-standing planning practices, GPE's leverage to influence sector planning is more limited. While the traditional GPE model requires a comprehensive national ESP, the lessons learned from PEDP-3 and 4 in Bangladesh suggest that well-designed sub-sectoral plans can be equally effective. GPE's requirement for a comprehensive ESP as a precursor to additional granting does not appear to have secured consensus among government and donor partners. Despite the expected benefits of the GPE partnership and a comprehensive ESP, a degree of flexibility is required on the part of GPE to accommodate long-standing national practices while identifying potential areas of improvement.

GPE contribution to sector dialogue and monitoring

State of sector dialogue and monitoring in Bangladesh

Bangladesh had well-established dialogue and monitoring mechanisms for the pre-primary and primary sectors in the context of PEDP-3. Several dialogue fora allowed for effective coordination and exchange among and between development partners, the GoB and civil society. In PEDP-4, however, dialogue has become less participatory due to a decrease in civil society inclusion. PEPD-3 included strong monitoring mechanisms with regular monitoring and reporting through the Joint Annual Review Missions and the biannual Joint Consultative Meetings. Shortcomings were noted in the tracking of output-level indicators.

Sector-wide dialogue through the Education Local Consultative Group (ELCG) has traditionally played a secondary role to sub-sector dialogue mechanisms yet has increased in relevance in response to the Rohingya emergency and the preparation of GPE grant applications. The education management information system (EMIS) is fragmented among sub-sectors. The annual Bangladesh Education Statistics report provides a consolidated data overview across sub-sectors. Despite improvements in data collection, capacity challenges remain with regard to limited decentralized monitoring (at the district level and below) and data analysis.

GPE contributions to sector dialogue and monitoring

At the pre-primary and primary level, there is no evidence that GPE contributed to strengthening PEDP-3 dialogue and monitoring mechanisms. This is primarily a consequence of the existing joint and harmonized approach under PEDP-3. Stakeholders appreciated the Secretariat's

advocacy for stronger government-NGO partnerships and civil society engagement alongside other NGOs and CSOs, yet this did not result in any notable shift in GoB's approach. In terms of sector-wide dialogue, the granting processes of the 2015-2017 ESPIG, the 2019 ESPDG, and the 2018-2020 Accelerated Fund, supported by the CA, temporarily increased the relevance of the ELCG and its level of consultation with a wide set of actors.

Implications for GPE

The lessons from Bangladesh suggest that if sufficient domestic capacity and willingness exists, along with support from DPs, countries can establish their own models of dialogue and monitoring in the absence of direct financial or non-financial support from GPE. However, GPE could have focused on areas of system-wide knowledge limitations, including weak capacity in policy analysis and limitations in monitoring systems.

GPE contribution to sector financing

State of sector financing in Bangladesh, 2015-2019

In absolute terms, Bangladesh government spending on education has increased in recent years at all levels, with the overall education budget increasing from roughly US$2.4 to 6.5 million between 2011/12 and 2018/19. This is mostly due to general growth in the economy and the national budget. While primary education continued to attract the major share of public education expenditures, it declined from 48 percent in 2013/14 to 42 percent in 2018/19. For the last decade, between 70 and 75 percent of education spending has been allocated to recurrent costs. Per student spending increased from US$77 to US$86 between 2010/11 and

2015/16 at the primary level but decreased at the secondary level.

Bangladesh's overall spending on education remains low relative to need and neighbors, and there are no signs of education being increasingly prioritized as its share of GDP and the national budget have stagnated. Bangladesh spends roughly two percent of its GDP on education, an amount that has fluctuated but remained stable overall since 2011.

In Bangladesh, official development assistance (ODA) per capita reached its highest year on record in 2017 at US$23 per capita. The nature of ODA changed as the share of loans increased from one third to more than two thirds (70 percent) between 2010 and 2017. Education ODA almost doubled in absolute terms between 2011 and 2017, from US$326 million to US$624 million, but remained relatively stable at 15 percent in relative terms. The share of education ODA targeting pre-primary and primary education dropped from 60 to 40 percent between 2011 and 2017, with some share of ODA shifting to secondary education, while growing in absolute numbers from US$200 million to US$250 million between 2011 and 2017, albeit at a slower and more uneven pace. Overall, international funding has come to represent 10 percent or less of total education sector funding in Bangladesh.

The use of a single, subsector-wide pooled fund mechanism for primary education contributed to rallying and aligning domestic and international resources. PEDP-3 was thus generally considered a successful financing instrument, although financial management challenges and performance issues at times prevented timely and complete disbursements.

GPE contributions

Overall, GPE's contribution to raising the quantity and quality of domestic and international financing has been limited. Underlying reasons are: a) GPE supported only pre-primary and primary education; (b) GPE's support represents a small share of sub-sectoral and sectoral funding; and (c) Bangladesh joined GPE at the mid-point of PEDP-3 which did not allow for GPE to exercise influence over the composition, mechanics, or objectives of the program. GPE's Accelerated Funding to the Rohingya crisis, channeled through UNICEF, was perceived as a catalytic use of funds and served as a reference point for other DPs.

Implications for GPE

The application of the GPE model can become problematic in situations where pooled funds and commitments to harmonization are already well-established and governments provide the majority share of the education budget. GPE influence with respect to education financing is likely to be in an inverse relationship to the ability of the government to self-finance.

GPE contributions to sector plan implementation

State of sector plan implementation in Bangladesh

Due to the variance in the scope and detail of monitoring and reporting activities during implementation of the revised PEDP-3, a comprehensive assessment of implementation was not feasible. Nevertheless, available evidence suggests that most outputs of PEDP-3 sub-components were achieved. Examples of planned PEDP-3 interventions that were achieved include timely production and distribution of free primary education textbooks, the revision of the primary education curriculum, the introduction of a new Diploma in Education and new learning methods, and the provision of pre-primary education in Government Primary Schools and Newly Nationalized Primary Schools.

Some planned interventions were delayed or only partially achieved due to: limitations in implementation and management capacities, the level of political commitments, ambitious targets and changing contexts and limited coordination among implementing government agencies.

GPE contributions

The 2015-2017 US$100 million ESPIG contributed to filling the financing gap for the revised PEDP-3. The ESPIG provided 1 percent of the budget. As a contribution to the PEDP-3 pooled fund, GPE's financial support was blended with others and thus specific results cannot be traced back to GPE. GPE's specific contributions to the implementation of the revised PEDP-3 are difficult to identify due to the pooled funding and harmonized monitoring mechanisms. There is no evidence that GPE's non-financial support contributed to plan implementation given the broad buy-in and support for PEDP-3 among DPs and high levels of harmonization even before Bangladesh joined GPE.

Implications for GPE

The case of Bangladesh illustrates that GPE influence in terms of implementation is directly related to the degree to which GPE was able to influence plan design. Due to Bangladesh joining GPE halfway through the implementation of PEDP-3 and the majority of funding being allocated by the GoB and other DPs, GPE's contribution to improving the quality of implementation was limited.

Factors other than GPE contributions affecting change

Factors that positively influenced changes in the above described areas included (i) a history of planning and highly harmonized pooled funding arrangements at the primary level; (ii) strong GoB

ownership of primary education programming; (iii) well-established consultation and monitoring mechanisms at the primary level with strong participation from DPs; (iv) stable political context and strong economic growth; (v) increases in public sector salaries, of which teachers constitute the largest single share; and (vi) the GoB's decision to nationalize 22,632 non-government primary schools in 2013.

Factors that negatively influenced change included (i) Bangladesh's low domestic revenue mobilization and tax base; (ii) Bangladesh's achievement of 'lower middle-income' status; (iii) recent decrease in civil society participation and the GoB's increasing preference for bilateral engagements at the primary level; (iv) education sector fragmented along sub-sectors; (v) shifts in DPs' development priorities in Bangladesh.

System level change

System level change

During the 2011-2019 period, the education system showed improvements in the following areas:

Access and equity

- Increase in primary schools from 89,712 to 134,147 from 2011-2018

- Construction of 46,556 WASH blocks from 2011-2018 and a higher proportion of government and newly nationalized primary schools (GPS/NNPS) offering separate toilets for girls (52.5 percent in 2016 compared to 31 percent in 2010)

- Over 3 million primary school children benefitted from GoB's school feeding program from 2009-2018; drafting of the first National School Feeding Policy in 2017

- As of 2017, 13 million primary students and 4.1 million secondary-level students received GoB stipends

- Expansion of pre-primary education from 81 to 99.5 percent of GPS/NNPS from 2011-2017

- Improvement in the share of female primary school teachers

- Translation of pre-primary and grade 1 school textbooks into five indigenous languages

- Passage of the Non-formal Education Act in 2014 and the National Skills Development Policy in 2011

- Launch of the pilot initiative "Second Chance Education", reaching 100,000 out-of-school children.

Quality

- Introduction of a new competency-based curriculum for grades 1-5 and development of new teacher guides and textbooks

- Professional development opportunities for primary teachers, including through the new Diploma in Education

- Recruitment of 100,000 new teachers, including over 37,000 PPE teachers from 2011-2017

- Decrease in the average student-teacher ratio at primary level from 45:1 to 25:1 from 2011-2018

- Approval of new PPE curriculum in 2012, development of new learning materials and two-week training, reaching at least 22,000 PPE teachers

- Adoption of the 2013 Early Childhood Development Policy and Government-NGO Guidelines to encourage stronger partnerships and establish common quality standards.

Sub-sector governance and management

- From 2012-2016, the proportion of GPS/NNPS schools preparing School Level Improvement Plans (SLIPs) and receiving funds increased from 27 to 90 percent and

Upazila Primary Education Plan (UPEP) coverage increased from 50 to 252 upazilas

- Piloting of an e-monitoring system at the school level, reaching 40 upazilas

- Biennial National Student Assessments for grades 3 and 5 in Bangla and Mathematics since 2011, and of the Learning Assessment of Secondary Institutions for grades 6 and 8 in English, Bangla and Mathematics since 2015.

Likely links between sector plan implementation and system level change

The implementation of PEDP-3 was the driving force for the achievement of the majority of identified system-level changes in Bangladesh. Some of the achievement can also partly be attributed to discrete projects implemented in parallel to PEDP-3, including teacher trainings, pre-primary classroom construction, stipends and school feeding programs.

Implications for GPE

The relatively successful implementation of PEDP-3 is due in large part to factors other than those related directly or indirectly to GPE support. The strength of PEDP-3, sufficient domestic capacity and buy-in, level of financing and DP harmonization were key factors for strengthening the education sector. GPE needs to be directly involved from the beginning of the development of a plan, including its financing to exercise direct influence on sector strengthening. In addition, given that globally GPE support is usually directed to specific initiatives (as opposed to the pooled fund approach in Bangladesh), it faces a coordinative/liaison challenge in ensuring that overall plan implementation is harmonized so as to remove the possibility of overlap and duplication, resulting in loss of efficiency.

Learning outcomes and equity

From 2011-2019, the pre-primary and primary education system in Bangladesh made improvements to access, gender equality and equity, yet still faces shortcomings in quality with learning outcomes at the primary level declining in some instances and a significant percentage of secondary students performing below their grade levels.

Indicators that improved during the review period:

- **Pre-primary enrollment:** Increase from 1.2 to 3.5 million students from 2010-2018 and GER increased from 24.7 percent to 40.3 percent from 2011-2017. GPI increased from 0.97 to 1.03 over the same period.

- **Primary enrollment:** Increase from 16.9 to 17.3 million students from 2010-2018. GER increased from 101.5 percent to 114.2 percent for the same period.

- **Primary repetition rate** decreased from 11.1 percent to 5.4 percent, while **drop-out rate** decreased from 29.7 percent to 18.6 percent from 2011-2018. Repetition rate decreased from 10.6 percent to 5 percent for girls and from 11.6 percent to 5.8 percent for boys.

- **Secondary repetition:** Repetition rate declined from 2.9 percent (2010) to 2.1 percent (2016).

- **Primary and secondary completion:** Gross intake rate for the last year of primary increased from 65.6 percent (2010) to 118.6 percent (2017), with the GPI decreasing from 1.12 to 1.07. For secondary, the intake rate increased from 58.2 percent (2011) to 77.6 percent (2017).

- **Secondary enrollment: From** 2011-2018, GER increased from 61.9 percent to 75.3 percent, while NER increased from 56.5 percent to 69.4 percent.

- **Number of primary age out-of-school children** decreased from 841,000 in 2010 to 753,000 in 2017.

- **Number of special needs students** at the pre-primary level increased between 2013 and 2018 from 12,147 to 25,381.

- From 2011-2014, reduction in the gap in primary enrollment between the top 20 percent and the bottom 20 percent of households from 22 percent to 8 percent**.**

- Transition rates from primary to secondary education remained stable overall, with a marginal increase from 95.1 percent (2011) to 96.3 percent (2018).

The results of the **National Student Assessments at the primary level** since 2011 are overall very low and show no improvement and in some cases a decline in Bangla language and Math skills in grades 3 and 5, except for grade 3 Bangla results. Learning disparities based on socioeconomic status, school type and geography persist.

Results of the **Learning Assessment of Secondary Institutions** show that significant percentages of secondary students are performing below their grade levels, especially for English grade 6.

Likely links to observed system level changes

Growth in pre-primary and primary enrollment are likely linked to the introduction of one-year pre-primary education in almost 100 percent of GPS/NNPS, stipends and school feeding programs and the construction of additional schools, including in more remote areas.

There is less evidence that identified system-level changes contributed to the noted improvements in repetition, drop-out and completion rates at the primary level and reduction in the number of out-of-school children. For most system-level improvements related to quality and sector management, there is limited evidence to determine whether they have or will influence impact-level improvements.

Implications for GPE

The variance in progress towards improvement in access, equity and learning raises certain issues related to the nature of plan design and implementation. However, because PEDP-3 was designed before Bangladesh joined GPE, GPE support did not play a role in its design. The example of Bangladesh shows that GPE needs to enter into agreements at an early stage to ensure that quality objectives can be fully integrated into harmonized planning and implementation.

Conclusions/ Overall observations

GPE contributions

Overall, GPE's most significant contribution pertains to the GoB's decision to move towards a comprehensive ESP. Modest contributions were noted for sector dialogue and sector plan implementation, while the assessment showed low contribution to sector financing and monitoring. Likely reasons for GPE's performance relate to Bangladesh joining GPE halfway through the implementation of PEDP-3, existing strong harmonization and government ownership, and Bangladesh's traditional reliance on planning, dialogue and monitoring mechanisms at the sub-sector level.

In addition, the Bangladesh case reveals that an implied assumption in the current theory of change did not hold true, namely that once the country became a GPE member stakeholders on the ground understood GPE's nature as a partnership, including related agreements over jointly pursuing certain quality standards for the education sector as a whole.

Emerging good practice

The following 'good practices' noted by the evaluation team may be of interest to other developing country partners:

- The pooled fund approach, combined with nationally-owned and led multi-year strategic planning, enables a more systematic approach to education planning and funding.

- Strong government leadership in the form of the multi-year broad base planning, combined with a consolidated approach to both domestic and ODA support, can generate more effective and efficient program delivery.

- A results-based financing approach increases the possibility of contributing to positive changes in the education system, largely as a result of the harmonization of performance measures among DPs.

Strategic Questions for GPE

1) How effective is the GPE Secretariat's use of the current ESPIG decision-making model to advocate with DCPs to focus on GPE priority issues and improve the quality of education?

2) Is measuring the overall quantity of domestic education financing against the GPE predetermined target of 20 percent (rather than its quality or efficiency) appropriate to all countries? Is holding some countries to account realistic when other countries (notably fragile and conflict-affected countries) are given more leeway?

3) Given the very limited percentage of overall ODA for education in Bangladesh in comparison to GoB domestic funding, and in particular to GPE financial support, what if any macro-level influences are possible to increase domestic education funding to fill gaps acknowledged by the GoB?

4) What traction did/does GPE as a comprehensive partnership have on key priority issues like OOSC, equity and quality?

5) Traditionally, it is assumed that GPE's support for a country helps it secure additional ODA support from others. In Bangladesh, for reasons described earlier, that assumption did not transpire. More importantly in the present, what may be the consequences for GPE of several major DPs withdrawing from PEDP-4 in Bangladesh?

6) What contribution will an upcoming ESP and ESA have on the current multi-dimensional approach to education sector planning?

7) How can GPE as a partnership improve the quality of educational statistics in a country such as Bangladesh that has fragmented reporting systems?

8) In the context of a pooled fund, was the PEDP-3 approach of basing release of funding and tying primary monitoring on the achievement of DLIs the most effective means of ensuring long term quality?

9) Will the processes for the planning and subsequent implementation of an upcoming ESA/ESP and potential ESPIG duplicate elements of the already existing PEDP-4?

10) Can/how can increased civil society participation in education sector planning and dialogue be promoted?

11) Are CL and CA roles sufficiently discrete given the pooled fund nature of primary education in Bangladesh? The evidence arising from Bangladesh tends to show that the effectiveness of the role of the CA is in large part related to the willingness of the CA to assume a leadership and advocacy role for the GPE partnership. In Bangladesh, the custom of having the duality between the co-chair of the ELCG and the CA may have formalized the CA role, reducing the need to ensure that a CA is fully willing to undertake this crucial role for the partnership as a whole. Assessing the perception of GPE as a partnership globally as well as in DCPs may be

a worthwhile exercise in the context of the larger strategic discussions of GPE in 2020. Comparative analysis across DCPs could shed light on whether certain perceptions of GPE (e.g., as a donor or a partnership) are specific to a country case such as Bangladesh or whether this needs to be treated at a more strategic level.

12) How can the role of the CL be strengthened in the context of pooled fund operations such as those which have existed in Bangladesh, given the historic pattern of limited direct participation by CLs in general? While it is not realistic to contemplate having an individual CL for each country in question, are there not alternate mechanisms that could be more immediate than the current model?

13) Although a GPE grant has been provided to develop an ESA, ESP and an eventual ESPIG, what mechanisms may be contemplated to disburse future ESPIG funding? Issues of overlap and duplication are central to this consideration, as are those related to potentially differing priorities between a new ESP and the existing PEDP-4 planning framework.

1 Introduction

1.1 Background and purpose of this summative country level evaluation

1.   The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All/Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes as well as improved equity, gender equality and inclusion in education.[10] GPE is a partnership that brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.

2.   This country-level evaluation (CLE), of GPE's support to the national education system of the Peoples' Republic of Bangladesh (hereinafter Bangladesh), is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact at the country level.[11] Bangladesh was selected as one of 20 summative CLE countries based on sampling criteria described in the study's inception report.[12] As per the inception report and the study's Terms of Reference (TOR), the objective of summative CLEs is:

- ▪ to assess GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence;

- ▪ to assess the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.[13]

3.   The primary intended users of CLEs are members of the Global Partnership for Education, including Developing Country Partners (DCPs) and members of local education groups (LEGs) in the sampled countries, and the Board of Directors. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

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[10] Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems. https://www.globalpartnership.org/content/gpe-2020-strategic-plan.

[11] In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in sectoral learning, equity, gender equality and inclusion outcomes (reflected in Strategic Goals 1 and 2 of the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

[12] See final Inception Report, 2018, https://www.globalpartnership.org/content/country-level-evaluations-final-inception-report, and subsequent update, the Modified Approach to CLEs, 2018. www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020

[13] For details on the model, see Global Partnership for Education (2017): How GPE works in partner countries. https://www.globalpartnership.org/content/how-gpe-works-partner-countries

> **Box 1.1. Scope of this summative country level evaluation**
>
> This summative CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does not set out to evaluate the performance of the Government of Bangladesh (GoB), of other in-country partners and stakeholders, or of specific GPE grants.
>
> The scope and review period are determined by the fact that Bangladesh has only very recently become a member of GPE (in 2015) and that it utilizes, like a number of other countries, a bifurcated structure for its overall education sector (two separate ministries). Hence the following limitations have influenced the direction of this CLE.
>
> **Sectoral scope**
>
> Given that no comprehensive education sector plan has existed in Bangladesh to date, in 2015 as part of Bangladesh joining the GPE, the Third Primary Education Development Program (PEDP-3), which focuses on pre-primary and primary education only, was determined to be a quasi ESP with GPE focusing its support exclusively on these two sub-sectors. The evaluation team's access to qualitative data (documentation and stakeholder insights) on other education sub-sectors was overall very limited.[14] Consequently, it was agreed with the GPE Secretariat that the report would focus on pre- and primary education. However, some consideration would be given to sub-sectors beyond primary provided that information was available to provide contextual relevance.
>
> **Review period**
>
> The core review period for this CLE runs from 2015, the year Bangladesh joined GPE, to the present in line with the overall goal of the evaluation to assess GPE's contribution to the education sector. As noted, GPE support focused on the revised PEDP-3. To assess a full cycle of ESP development, implementation and monitoring, and compare elements of this cycle with what went before and what is currently underway, in order to identify changes/improvements over time, it was agreed that this CLE will focus on the 2015 revised PEDP-3 (instead of the 2011 version) and the PEDP-4, which is currently being rolled out.

1.1   Methodology overview

4.   The guiding frameworks for the evaluation are the evaluation matrix (see Appendix I) and the country-level theory of change for Bangladesh (see Appendix II).[15] A brief summary of the CLE methodology is provided in Appendix III of this report. For further details, please refer to the final Inception Report for the overall assignment (January 2018).

5.   For the Bangladesh CLE, the evaluation team consulted a total of 53 stakeholders from the Ministry of Primary and Mass Education (MoPME) and the Ministry of Education (MoE), which is responsible for secondary and tertiary education, and their agencies, other ministries, bilateral and multilateral donor agencies, civil society coalitions, and the GPE Secretariat (see Appendix V for a list of consulted stakeholders). Most of these stakeholders were consulted in Dhaka, Bangladesh, from June 16-27, 2019 inclusive; others were consulted by phone/Skype shortly before or after the mission. The evaluation team

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[14] Readily available documentation provided by the GPE Secretariat shows a near complete absence of information related to education other than at the pre-primary and primary level.

[15] This country-specific ToC was adapted from the generic country-level ToC developed in the Inception Report.

also reviewed a wide range of relevant documents, databases and websites, and selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to GPE country-level objectives (KQ I); of these country-level objectives to better education systems (KQ II); and of better education systems to progress towards impact-level objectives in terms of learning, equity, gender equality and inclusion (KQ III). The findings of this report are accordingly presented in three sections that correspond to each of the KQs. Each section is divided into sub-sections that address key GPE contribution claims as per GPE's ToC. The three KQs and the six contribution claims (A, B, C, D, E, F) are shown in Figure 1.1.

Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims
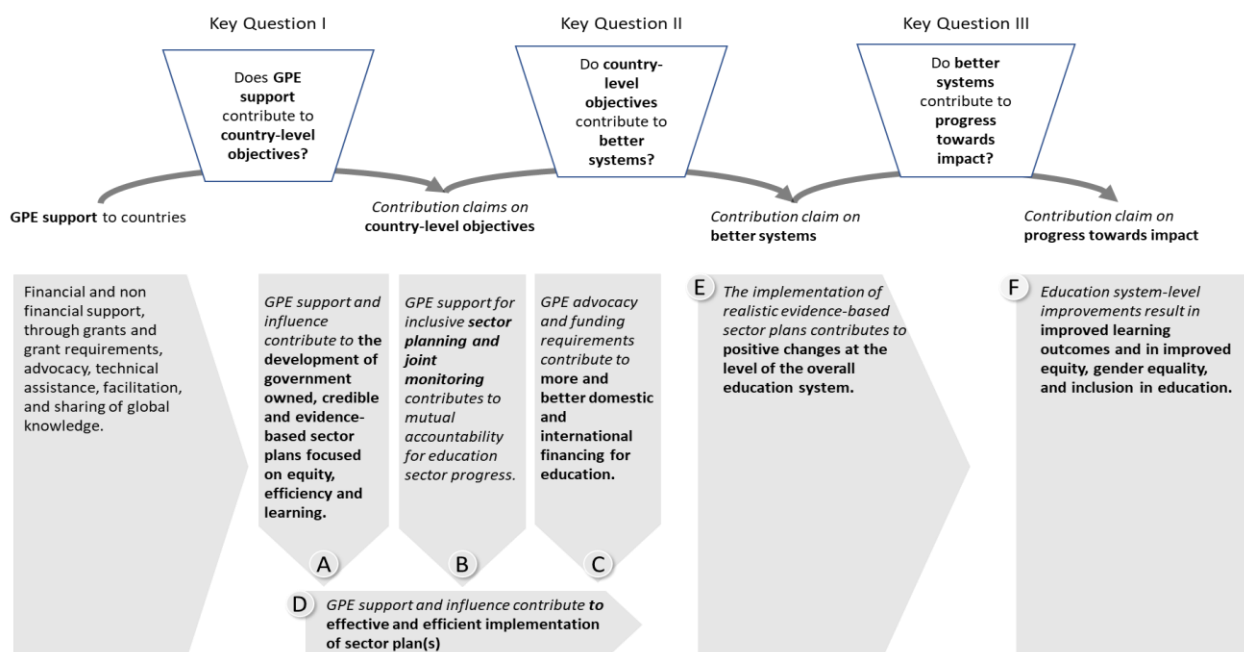
7. Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which **green** equals 'strong/high/achieved', **amber** equals 'moderate/medium/partly achieved', **red** signifies 'low/weak/not achieved', and **gray** indicates a lack of sufficient data to rate the issue. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool to readers, rather than as a quantifiable measure.

1.2   Structure of the report

8.   Following this introduction, **Section 2** gives an overview of the national context of Bangladesh, with a focus on the education sector (section 2.1), and on the history of the country's involvement with GPE (section 2.2).

9.   **Section 3** presents evaluation findings related to GPE's contributions to education sector planning; mutual accountability in the education sector through inclusive policy dialogue and sector monitoring; domestic and international education sector financing; and education sector plan implementation.

10.   **Section 4** discusses education system-level changes in Bangladesh during the period under review (2015-2019) as well as any likely links between these changes and the four areas of change discussed in section 3 (sectoral planning, mutual accountability, plan implementation and financing).

11.   **Section 5** presents an overview of the impact-level changes in terms of equity, gender equality, inclusion and learning outcomes observable in Bangladesh over the course of the 2015-2019 review period as well as any likely links between these changes and system-level changes noted in section 4.

12.   **Section 6** presents overall conclusions of the evaluation and outlines several strategic questions to GPE, with regard to the relevance, efficiency and effectiveness of GPE's country-level theory of change (ToC) and its country-level operational model.

2 Context

2.1 Overview of Bangladesh

13.   Bangladesh is a country in South Asia that shares land borders with India and Myanmar. It is the 92nd-largest sovereign state in the world, with an area of 147,570 square kilometers (56,980 sq. mi) and is the world's 8th-most populous country. As of January 2019, the population of Bangladesh was estimated to be to be 168 million.[16] Bangladesh has a very youthful population with 34 percent being under 15 years of age.[17] Bangladesh is the most densely-populated large country in the world, ranking 7th in population density when small countries and city-states are included.[18]

14.   Originally part of British India since the 1750s, the landmass now known as Bangladesh became part of Pakistan at the time of the partition of India in 1947. However, immediately after partition, independence movements were established and flourished in the 1950s and 60s, emphasizing the cultural and linguistic differences between the western part of Pakistan and the eastern, virtually exclusively populated by Bengali people speaking a separate language – Bangla. After a bloody independence war which led to millions becoming refugees in neighboring India, Bangladesh gained its independence in 1971. Bangladesh is a representative democracy with a Westminster-style unitary parliamentary republic, a largely symbolic presidency with executive power in the hands of a prime minister and cabinet. Eight separate Divisions comprising of sixty-four districts have been established, although they have very little independent discretion in a unitary state model such as Bangladesh's.

15.   Bangladesh has made remarkable progress in reducing absolute poverty from 44.2 percent in 1991 to 14.8 percent in 2016/17, supported by sustained economic growth.[19] In parallel, life expectancy, literacy rates and per capita food production have increased significantly. Progress was underpinned by 6.5 percent annual growth on average over the last decade and reached 7.9 percent in 2017/2018.[20] Rapid growth enabled Bangladesh to reach the lower middle-income country status in 2015 and it is on track for graduation to middle income status early in the next decade. [21]

16.   However, it faces major challenges with about 24 million people still living below the poverty line.[22] In terms of the openness of civil society, Freedom House rates Bangladesh as "Partly Free", with serious concerns being expressed about the transparency and openness of its democracy and local civil society.[23] As will be shown, this pattern of increased barriers to civil society participation has had impacts on the education sector.

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[16] https://esa.un.org/unpd/wpp/DataQuery/

[17] https://www.indexmundi.com/bangladesh/age_structure.html

[18] http://worldpopulationreview.com/countries/countries-by-density/

[19] Based on the international poverty line of US$1.90 per person per day. Source: World Bank, Bangladesh Overview, 2019 https://www.worldbank.org/en/country/bangladesh/overview

[20] Ibid.

[21] Ibid.

[22] Ibid.

[23] https://freedomhouse.org/report/freedom-world/2019/bangladesh

17.   There are wide socio-economic disparities between districts and upazilas (sub-districts)[24] as well as rural and urban areas,[25] which are further exacerbated by Bangladesh's vulnerability to natural disasters and climate change. Bangladesh ranks as one of the world's most disaster-prone countries and is has been a host country for Rohingya refugees from Myanmar for more than two decades (see text box below).

Rohingya emergency

For the past four decades, Bangladesh has been hosting Rohingya refugees seeking refuge from cycles of violence and persecution in neighboring Myanmar.[26] Following the outbreak of unrest in Rakhine state in Myanmar in October 2016, over 74,000 Rohingyas (55 percent children) crossed the border into Cox's Bazar district, further aggravating the pre-existing protracted emergency of Rohingyas in Bangladesh.[27] A new wave of violence erupted in Myanmar in August 2017 and led to an estimated 745,000 people arriving in Bangladesh of which 400,000 are estimated to be children.[28] Since 2015, humanitarian agencies have set up learning centers to provide early learning and informal basic education to Rohingya children in makeshift settlements.[29]

2.2   Education sector in Bangladesh

18.   Bangladesh's centralized education system is governed by two ministries. The Ministry of Primary and Mass Education (MoPME) covers pre-primary[30] and primary education (grades 1-5) as well as non-formal education, which is under the purview of the Bureau of Non-Formal Education (BNFE) within MoPME. The Ministry of Education (MoE) is responsible for secondary education (grade 6-10) and higher secondary education (grades 11-12), tertiary education and TVET.[31] The Directorate of Madrasah Education (DME) under the MoE oversees Madrasah schools and other religious schools through a separate Division, headed by a Secretary, which provides education from pre-primary to tertiary levels. As such, MoE also partially covers primary education. The main policy documents outlining the GoB's education agenda are

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[24] Bangladesh is organized into 64 districts. Sub-units of districts are called upazilas.

[25] See, for instance, https://www.worldbank.org/en/data/interactive/2016/11/10/bangladesh-poverty-maps.

[26] Before August 2017, there were 33,000 registered refugees residing in two camps under the care of the UNHCR, more than 55,000 undocumented Rohingyas residing in makeshift settlements and an estimated 300,000-500,000 refugees scattered around the country.

[27] *Leaving No One Behind: Education for girls and boys of Rohingya refugees and host communities in Cox's Bazar district of Bangladesh – Bangladesh Funding Proposal to the Global Partnership for Education.* 2018, p. 6f.

[28] *Leaving No One Behind: Education for girls and boys of Rohingya refugees and host communities in Cox's Bazar district of Bangladesh – Bangladesh Funding Proposal to the Global Partnership for Education.* 2018, p. 6f.

[29] In March 2015, the National Task Force on the Implementation of the 2013 National Strategy for Undocumented Myanmar Nationals for the first time approved the provision of informal education services to Rohingya children in makeshift settlements.

[30] Pre-primary education used to be provided mainly by non-government agencies (Community schools, NGO schools, Madrasahs and Kindergarten schools), until the GoB introduced one-year pre-primary education at all government primary schools in 2010. In addition, early childhood care services are provided by the Ministry of Women's and Children's Affairs, the Ministry of Chittagong Hill Tracts Affairs and the Ministry of Religious Affairs.

[31] Lower secondary education is not part of primary education but is the first stage of secondary education under the purview of MoE.

the 2010 National Education Policy, the Five-Year Plans,[32] and the National Strategy for Accelerated Poverty Reduction (NSAPR).

19.   The delivery of education services is the responsibility of various directorates of MoPME and MoE. The Directorate of Primary Education (DPE) acts as the implementing arm of MoPME, taking a prominent role in the implementation of the Primary Education Development Program (PEDP). Post-primary education under MoE is managed by the Directorate of Secondary and Higher Secondary Education (DSHSE), the Directorate of Madrasah Education, and the Directorate of Technical Education (DTE). The coordination of tertiary education falls under the MoE and the University Grants Commission (UGC).

20.   MoE and MoPME also collaborate with other government ministries and agencies with responsibilities for education, such as the Ministry of Finance, Bureau of Educational Information and Statistics (BANBEIS), Ministry of Science and Technology, Ministry of Women and Child Affairs, Ministry of Planning, Ministry of Local Government and Rural Development and Co-operatives, and the Bangladesh Planning Commission.

21.   Bangladesh's formal education system is organized into three main levels: pre-primary and primary, secondary (lower and upper) and tertiary education, with TVET streams at both secondary and tertiary education levels. The age range for non-adult education levels is shown below in Table 2.1. In 1990, the government approved the Compulsory Primary Education Act, based on which a commitment to a free, formal and compulsory education until grade 5 at primary level was introduced. The Sixth Five-Year Plan envisions the extension of compulsory primary education to grade 8, based on which the government is looking into gradually expanding its commitment to grade 6 and beyond.[33] In 2008, MoPME adopted an operational framework for pre-primary education, based on which it has pursued the introduction of one-year of pre-primary education for all children of 5 to below 6 ages.

22.   Education at primary to tertiary levels is provided predominantly through two main streams – general education[34] and Madrasah education, which offers both religious and general education instruction to Muslim students.[35] There are a small number of Christian-based schools and schools that operate in the English public-school tradition. In addition, GoB has expanded its efforts to strengthen non-formal education with the passing of the 2006 Non-formal Education Policy and the subsequent 2014 Non-formal Education Act.[36]

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[32] Sixth Five-Year Plan (SFYP; 2011-2016), and Seventh Five-Year Plan (2016-2020).

[33] The 2018 Bangladesh Education Statistics report issued by BANBEIS shows that the peak of dropout at Grade 4 (7.4% for boys and 7.8% for girls).

[34] The Primary Education Completion Exam (PECE) completes primary education at grade 5.

[35] *Ebtedayee* is the equivalent to primary education, completed by the Ebtedayee Education Completion Exam, the equivalent of the PECE since 2010. *Dhakhil* is the equivalent to secondary education, while *Alim* corresponds to higher secondary education. Madrasahs also offer tertiary level education (bachelors and masters equivalent) upon completion of higher secondary Madrasah education.

[36] There are separate initiatives aimed at providing educational opportunities for out-of-school children, such as the World Bank supported Reaching Out-of-School Children II (ROSC II) project, and different non-government initiatives undertaken by organizations such as BRAC and Save the Children.

Table 2.1   Official school age, by level[37]

LEVEL	GRADE	AGE GROUP (IN YEARS)	CHILDREN OF SCHOOL AGE (2017)	STUDENTS IN SCHOOL (2018)
Pre-primary	PPE-	5	n/a[38]	3,542,535
Primary	1-5	6-10	15,528,512[39]	17,338,100
Secondary (including lower and upper)[40]	6-10	11-15	17,088,439[41]	10,475,100
Higher secondary education	11-12	16-17	n/a	2,307,698

23.   Based on data from the BANBEIS 2018 Education Statistics report, the 2018 Annual Primary School Census and from the UNESCO Institute of Statistics (UIS), it can be estimated that there were, in Bangladesh:

- **Children of school age**: 32.6 million children and adolescents from primary through to upper secondary school age as of 2017. There is no data on children at the higher secondary school age and no systematic collection of data on out-of-school children.

- **Students in school**: In 2018, close to 31.3 million children enrolled from pre-primary to secondary levels (more than 50 percent girls). 2,378,411 students were enrolled in colleges, 1,067,484 students were enrolled in Technical and Vocational Education and Training (TVET), and 1,028,314 in tertiary education.

- **Schools**: As of 2018, there are 134,147 primary schools, 20,465 secondary schools (grades 6-10), 6,865 TVET institutions,[42] 4,495 colleges and 106,852 institutions offering pre-primary education

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[37] Source: BANBEIS 2018 (Bangladesh Education Statistics report 2018), UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org. Data includes students enrolled in private and public institutions captured by BANBEIS and UIS. Data on madrasah education is captured separately in government data sources and as such not reflected in aggregated country-level data throughout the report, unless indicated otherwise. According to the BANBEIS 2018 report, in 2018 there were 35,849 pre-primary students in madrasahs, 2,027,455 madrasah students at the primary level, 2,107,196 *Dhakhil* students (lower and upper secondary), 212,472 *Alim* students (higher secondary), and 158,294 madrasah students in tertiary education.

[38] Children aged 5+ and below 6 are of official age for PPE enrolment. While government data does not report on this data point (see for instance APSC), UIS report 9,108,992 children of pre-primary school age (both sexes), which likely covers a wider age range.

[39] The 2018 APSC reports 15,178,000 children of primary age for 2018, but provides no data for secondary (APSC collects data on primary only) pre-primary levels.

[40] Secondary education is a seven-year cycle consisting of three years of lower secondary education (grades 6-8), two years of upper secondary education (grades 9-10) and two years of higher secondary education (grades 11-12). While higher secondary education is technically part of secondary education in Bangladesh, it is distinct from lower and upper secondary education. A Secondary School Completion exam is held at the end of grade 10, which qualifies students to continue their education in higher secondary institutions also referred to in some sources as colleges or enrol in a technical or polytechnic institute. The Higher Secondary Certificate Examination marks the completion of higher secondary education and provides access to tertiary education. Throughout this report, data on secondary education encompasses grades 6-10 unless specified otherwise. No data is available on school-age population (ages 16-17) for higher secondary levels.

[41] Source: BANBEIS 2018. According to the report, there were 17,108,303 individuals (ages 11-15) in 2018. UIS data does not distinguish between the three types of secondary education levels, but provides numbers for "lower" and "upper" secondary school age population (22,765,843 in 2017).

[42] Of which 1,942 are HSC vocational/B. management, 2,711 S.S.C vocational (attached), and 439 polytechnic institutes.

(PPE).[43] Bangladesh has over 25 different types of primary institutions. The majority of schools at primary level (67 percent in 2018) are managed by MoPME and MoE,[44] while 18 percent are privately-run Kindergarten schools,[45] 13 percent are run by NGOs regulated by the NGO Bureau[46] and 2 percent by other education providers. The majority of secondary, tertiary and TVET institutions are privately managed[47] and publicly subsidized, mainly in the form of monthly teacher salary support, supply of textbooks and grants from donor-supported government projects. Unless otherwise specified, the data in this report includes public and private institutions.

▪ **Teachers**: In 2018, there were 685,400 primary teachers, 234,165 secondary teachers, 123,518 college teachers and 50,931 TVET teachers. There is no comprehensive data on pre-primary teachers. The data on teachers with professional qualifications is less systematically collected across different types of institutions. Almost all primary teachers (99 percent) have a Certificate in Education (C-in-Ed) or a Diploma in Education (DPEd),[48] while a lower percentage of secondary teachers (66.86 percent) are reportedly trained. Trained female teachers made up 61 percent (C-in-Ed) and 54 percent (DPEd) of the overall trained teaching body in 2018.

24. The current language of instruction in Bangladesh is Bangla in pre-primary and primary education, while secondary and tertiary institutions can choose between Bangla and English as a medium of instruction.

25. Bangladesh has a Local Education Group (LEG), known locally as the Education Local Consultative Group (ELCG). Its mandate is to cover all levels of formal and non-formal education. The group is currently chaired by the MoPME and co-chaired by United Nations Children's Fund (UNICEF) and is comprised of key development partners (DPs), international and national non-governmental organizations, and national civil society organizations. Sectoral coordination mechanisms are further discussed in Section 3.3 of this report.

26. To date the GoB has not developed a comprehensive education sector plan but rather has pursued planning and programming at the sub-sector level. MoPME has a long history of primary education sector planning. Since 2005, the GoB and DPs have undertaken an integrated sub-sector wide primary education program known as PEDP (Primary Education Development Program), which is currently in its fourth cycle.[49] Under the 2004-2011 PEDP-2 an integrated pooled fund model was adopted, which was considered a

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[43] Including Government Primary Schools (GPS), Newly Nationalized Government Primary Schools (NNPS), Non-registered non-Government Primary Schools (NRNGPS), Experimental, Ebtedayee and Community schools.

[44] DPE (MoPME) controls eight school types (GPS, NNPS, Registered non-Government Primary Schools (RNGPS), NRNGPS, Experimental Schools, and Community Schools, ROSC Schools, and ShishuKollyan) totaling 75,6125 schools in 2018, while MoE supervises the three types of primary schools (High Madrasha Attached Ebtedayee, High Schools Attached Primary, Ebtedayee) covering a total of 14,253 primary-level schools in 2018. (Source: BANBEIS. *Bangladesh Education Statistics 2018*).

[45] The privately-run Kindergarten schools are overseen by the Ministry of Commerce and cater to 7 percent of the primary student population.

[46] In 2018, the NGO Bureau managed 5,156 NGO Schools, 10,318 BRAC schools and 2,301 other NGO learning centers (Source: BANBEIS. *Bangladesh Education Statistics 2018*).

[47] 96.76% or 19,802 out of 20,465 secondary schools (grades 6 to 10), 85% or 3,822 out of 4,495 colleges, 70% or 103 out of 146 tertiary institutions and 87.3% or 5,999 out of 6,865 TVET institutions.

[48] These include teachers in GPS, NNSP, RNGPS, NRNGPS, Experimental, Community schools and *Ebtedayee*. C-in-Ed (Certificate in Education) is a one-year long certificate offered by the Primary Teachers Training Institutes and Bangladesh Open University. DPED (Diploma in Primary Education) is a one-and-a-half-year long diploma training program offered by the Primary Teachers' Training Institutes in close collaboration with the Institute of Education and Research, Dhaka University (IER-DU). There is no current data on teachers holding B.A. or M.A. degrees.

[49] PEDP-1 (1998-2003), PEDP-2 (2004-2011), PEDP-3 (2011-2017), PEDP-4 (2018-2023).

ground-breaking initiative, setting an example for other sub-sectors.[50] A similar Sector-wide Approach (SWAP) was recently developed at the secondary level under the leadership of MoE, resulting in the launch of the five-year Secondary Education Development Program (SEDP) 2018-2023. Similar exercises are being explored for non-formal education and TVET.

27. As noted in Section 1, this evaluation focuses on the revised PEDP-3 as the period covered by the most recently completed GPE education sector plan implementation grant (ESPIG) (2015-2017). However, the evaluation also covers the current PEDP-4 cycle to reflect upon the ongoing development of a first ever comprehensive Education Sector Plan and a possible subsequent ESPIG application. Table 2.2 provides an overview of the review period and the main policies, sub-sector programs and GPE grants in Bangladesh between 2010 and 2020.

Table 2.2   Timeline of key policy documents in Bangladesh's education sector, 2010-2020[51]

Category		Pre 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Post 2020
Review Period														
National and Sector Policies					Sixth Five Year Plan									
										Seventh Five Year Plan				
				National Education Policy (2010-now)										
			Education for All National Plan of Action II (2003-2015)											
			National Strategy for Accelerated Poverty Reduction (2009-2011)											
Sub-Sector Programs	PPE, PE	PEDP-2 (2004-2010)												
				PEDP-3				Revised PEDP-3						
											PEDP-4 (2018-2023)			
	SE											SEDP (2018-2023)		
	TE					Higher Education Strategic Plan (2006-2026)								
	TVET													
	NFE													
JSRs (PEDP-3)				•	•	•	•	•	•	•				
GPE Grants								ESPIG 2015-2017						
								PDG (2015)						
						CSEF (2013-2019)								
											GPE Accelerated Funding for Rohingya refugees (2018-2020)			
												ESPDG 2019		

2.3   GPE in Bangladesh

28.   The People's Republic of Bangladesh had been considered a potential member the EFA/FTA Initiative and GPE since 2002. At the launch of PEDP-3 in 2011, the FTI (then transitioning into GPE) approached the GoB to offer financial support, requiring, however, a separate education sector analysis (ESA)/education sector plan (ESP) process. For a variety of reasons this offer was turned down by the GoB. In 2012, GPE announced an indicative allocation of US$100 million for Bangladesh, yet it was not until 2015 that Bangladesh joined GPE, mostly due to the advocacy efforts of the DPs. It is currently represented on the Board through the Asia and Pacific constituency and recently has secured a Board seat in the form of the Secretary, Ministry of Primary and Mass Education.

29.   In 2013/14, the ELCG engaged in extensive discussions about the most appropriate use of GPE resources, as a result of which it was determined that GPE funds should support the PEDP-3 framework.[52] The 2014 mid-term review (MTR) had resulted in the extension of the program from 2016 to 2017 and the expansion of program costs from US$7.5 billion to US$9.8 billion creating a funding gap for which the ESPIG was considered. Contrary to GPE's usual engagement in countries, the following special conditions were agreed upon for Bangladesh, mainly to "avoid undermining the already achieved degree of alignment":[53]

▪   Bangladesh would submit an ESPIG application without a comprehensive ESP and ESA in place – a diversion from GPE's ESPIG funding requirements. Instead, GPE accepted the primary education sub-sector program (PEDP-3) as an ESP equivalent and in May 2015 approved the US$100 million ESPIG for a three-year implementation period to support the completion of PEDP-3, with the World Bank (WB) acting as the Supervising Entity.[54] The ESPIG application underwent the standard GPE Quality Assurance Review (QAR) process.

▪   As part of the funding agreement, GPE funding was fully integrated into the existing PEDP-3 framework. As such, the ESPIG was added to the PEDP-3's Consolidated Fund, which does not allow any earmarking of funds, thereby waiving the GPE's requirement to have annual progress reports on the implementation of the GPE grant against program objectives. Instead, reporting happened exclusively through existing PEDP-3 reporting mechanisms, such as documentation from Joint Annual Review Missions (JARMs), Joint Consultation Meetings (JCMs) and WB's standard reporting.

30.   In 2017, the GoB and GPE agreed to reallocate a leftover of approximately US$9 million of the initial 2015-2017 ESPIG in response to Rohingya crisis. The resulting 2018 GPE Accelerated Funding of US$8.33 million is currently managed by UNICEF and is expected to be completed by 2020.

31.   In 2018, GPE announced a maximum country allocation of US$53.9 million for Bangladesh in line with GPE's new funding model. Unlike the first ESPIG, approval of a second grant was made conditional on the development of an ESP. In the summer of 2019, GPE approved an education sector plan development grant (ESPDG), with UNESCO as a grant agent, to support the GoB in preparing Bangladesh's first comprehensive ESP and ESA, which is expected to be completed by February 2020.

32.   Since joining GPE in 2015, Bangladesh has received four grants from GPE: one ESPIG, one ESPDG, one program development grant (PDG) and one Accelerated Funding for Rohingya crisis operations. This evaluation focuses on the period of the 2015-2017 ESPIG, which was provided as sub-sector support funding

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[52] As noted in the GPE Mission report from February 2014, GPE and the GoB also discussed the potential of a Transitional ESP.

[53] QAR1 draft report, 14 July 2014.

[54] The ESPIG became effective in January 2016.

to the government. The review period for this evaluation is 2015-2019, per Table 2.2. The World Bank, as the designated grant agent (GA), received a program development grant (PDG) in 2015 for the preparation of the ESPIG. Dates and values for all grants are shown in Table 2.3.

33.   In the case of Bangladesh, the co-chair of the ELCG automatically holds the position of the Coordinating Agency (CA). UNICEF formally assumed the role of CA in January 2019. Prior to UNICEF, the role of CA was held by USAID (2016-2018), ADB (2015), DFID (2014-2015) and EU (2012-2014). The World Bank acted as the grant agent for the ESPIG, while UNICEF has been the grant agent for the 2018-2020 Accelerated Funding.

Table 2.3   GPE grants to Bangladesh[55]

GRANT TYPE	YEARS	ALLOCATIONS (US$)	DISBURSEMENTS (US$)	GRANT AGENT
Program implementation (ESPIG)	2015-2017	100,000,000	90,833,333	WB
Accelerated Funding	2018-2020	8,332,407	1,107,040	UNICEF
Sector plan development (ESPDG)	2019	465,000	None to date	UNESCO
Program development (PDG)	2015	100,000	99,549	WB

34.   Bangladesh is eligible for the GPE multiplier with a maximum country allocation of up to US$25 million.[56]

35.   The Campaign for Popular Education (CAMPE), an umbrella organization of civil society organizations (CSOs) engaged in education advocacy, has to date received a grant from the Civil Society Education Fund (CSEF) under CSEF II (2013-2015) worth a total of US$267,340. CAMPE is a member of the ELCG.

36.   Finally, four GPE Global and Regional Activities (GRA) grants took place in Bangladesh.[57]

2.3.1 Perception of GPE in Bangladesh

37.   In the context of Bangladesh, there are intangible factors that have influenced the perception of the nature of GPE, and, by extension, the contribution that GPE has made during the review period. The GPE Charter envisages a global partnership rooted at the country level where all stakeholders, including governments, development partners, civil society and others come together to increase access to and quality of education, so as to achieve SDG4. In this context, GPE is fundamentally different from a bilateral development partner or a multilateral agency involved in education-related activities. The day-to-day

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[55] Source: "Bangladesh", GPE website, https://www.globalpartnership.org/country/bangladesh.

[56] Source: "GPE Multiplier", GPE website, https://www.globalpartnership.org/funding/gpe-multiplier.

[57] These include Grant 1 - Development of methodologies to link reading assessments across regions and draw lessons regarding best early assessment practice (closed in 2015); Grant 6 - Out-of-school children: closing the data gap (closed in 2016); Grant 7 - Significant reduction in out-of-school children (closed in 2015); Grant 11 - Addressing the out-of-school children data and policy gaps (closed in 2017).

operational arm of GPE, its Secretariat, is equally different from those of bilateral development partners, or their multilateral counterparts, in that it is facilitative in nature, not directive; and does not have an immediate in-country presence.

38.   Throughout the consultations with stakeholders on the ground for this evaluation, it became apparent that these characteristics of the GPE model and of the GPE Secretariat's role are not well understood in Bangladesh. Few stakeholders view GPE as a partnership and, instead, the fundamental nature of the GPE holistic and comprehensive in-country partnerships is marred by inaccurate perceptions of it as being, in effect, a non-resident donor, similar to bilateral development partners. Most stakeholders (GoB, DPs and others) relate to GPE largely in the context of its financial contributions and, in the current context, related funding requirements.

39.   Data collected for this evaluation indicate that the following factors have contributed to existing perceptions of GPE among stakeholders in Bangladesh.

40.   First, the fact that Bangladesh joined GPE effectively in the middle of the third phase of primary (and pre-primary) education planning and implementation (PEDP-3), and that special conditions were applied to the transfer of GPE funds. This may have contributed to the idea that *GPE joined PEDP-3* as any other bilateral development partner rather than the integration/introduction of Bangladesh into the global partnership.[58] The GoB and DP stakeholders commonly noted that the primary decision to pursue GPE membership at that particular stage of PEDP-3 was largely driven by the need to close the existing funding gap. The already well-established PEDP-3 structures, as well as the existing strong tradition of harmonization among DPs and GoB at the primary level, likely limited stakeholders' buy-in to the idea of a partnership under the GPE umbrella.

41.   Second, the fact of GPE accepting PEDP-3 as a quasi ESP and supporting PEDP-3 through an ESPIG likely fostered the misperception that GPE was analogous to any other bilateral development partners focusing on pre-primary and primary education, rather than a partnership supporting the enhancement of the education sector as a whole. The GPE Secretariat and the GPE CEO have, especially since 2017, begun to actively pursue the building of a sector-wide partnership. The results of these efforts, especially in the context of the developing the first comprehensive education sector plan and education sector analysis, remain to be seen.

42.   As explored in the following chapter, the existing misperceptions of what GPE is and how it functions have had considerable impact on the effectiveness of the GPE in Bangladesh. The findings that follow, among a variety of factors, show that the lack of understanding of the fundamental nature of GPE as a partnership has, among several, limited GPE's contribution to enhancing the education system in Bangladesh, contributed to the retention of compartmentalized education planning systems, and as such do not benefit from the advantages of a comprehensive Education Sector Plan.

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[58] In fact, the phrasing "GPE joined PEDP-3" was repeatedly used by stakeholders in their description of events during interviews.

3   GPE contributions to sector planning, dialogue/monitoring, financing and implementation

3.1   Introduction

43.   This section summarizes findings related to Key Question I of the evaluation matrix: "Has GPE-support to Bangladesh contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?"[59]

44.   The GPE country-level theory of change, developed in the inception report and adapted to the Bangladesh context (see Appendix II), outlines four contribution claims related to GPE's influence on progress towards achieving country-level objectives (one claim per objective).

45.   This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, in Bangladesh, what characterized sector planning, mutual accountability, sector financing and ESP implementation respectively during the period under review? And second, has GPE's support contributed to observed changes in (and across) these dimensions and, if so, how?

3.2   GPE contributions to education sector planning[60]

Overview

46.   This section addresses the following Country Evaluation Questions (CEQs):

- What characterized the education sector plan in place during the core 2015-2019 period under review? (CEQ 1.1.b)
- Has GPE support to sector planning contributed to better (more relevant, more realistic, government-owned) sector plans? (Key Question V)[61] During the 2015-2019 period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)
- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning? (CEQ 3.1)
- What are the implications of evaluation findings for GPE support to Bangladesh? (Key Question IV)

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[59] Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE's 2016-2020 Strategic Plan.

[60] This section addresses evaluation questions CEQ 1.1 b and 1.2 b-d as well as to (cross-cutting) CEQs 3.1 and 3.2.

[61] In particular: To what extent has the revised QAR process for education sector plans contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 9); To what extent have the revised ESPDG mechanism and/or ESPIG grant requirements (under the NFM) contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 10); and to what extent has GPE support to inclusive sector dialogue influenced sector planning? (CEQ 11b).

47.   A high-level overview of evaluation findings on sector planning is provided in Table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.1   Overview – CLE findings on sector planning and related GPE contributions [62]

PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP?[63]	DEGREE OF GPE CONTRIBUTION[64]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[65]				
Revised PEDP-3 and 4: Some of the improvements that have been made to the revised PEDP 3 and PEDP 4 seem to follow good existing practice, albeit without having addressed important shortcomings of the previous program. The programs have become more government-owned and evidence-based.	**Low**: GPE made minimal contributions to the revised PEDP-3 and PEDP-4, as it was not actively involved in the design stage of both programs.	1	2	3	4	5
Upcoming ESP: The GoB has recently agreed to develop its first ESP. No significant progress has been made towards the establishment of sustainable processes for sector-wide planning. It is too soon to tell whether the ESP will be government owned.	**Strong**: There is evidence that GPE financial and non-financial support contributed to the GoB's decision to develop a comprehensive ESP and to the initiation of the process under the leadership of UNESCO.	1	2	3	4	5

Characteristics of sector planning during review period

Finding 1:   **The Government of Bangladesh historically has operated on the basis of sub-sector planning and as such did not see the need for a comprehensive education sector plan. However, more recently, it has committed itself to developing a first-time comprehensive education sector plan.**

48.   Bangladesh does not have a comprehensive Education Sector Plan. Instead, sector planning occurs in siloes, led by government ministries and agencies responsible for certain sub-sectors. To date, primary, secondary and tertiary education have developed sub-sector programs.[66] Guided by the example set especially by the primary education sector, other education sub-sectors have been moving towards stand-

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[62] Colors stand for 'strong' (green) 'modest' (amber), 'minimal to not detectable' (red) or 'insufficient data' (grey)".

[63] This objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process as per GPE/IIEP guidelines, and was endorsed by development partners in country.

[64] This assessment is based on whether the CLE found evidence of (i) GPE support likely having influenced (parts of) sector planning; (ii) stakeholder perceptions on the relevance (relative influence) of GPE support, (iii) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

[65] For sector planning, the five underlying assumptions in the country-level ToC were: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning, and (5) EMIS and LAS producing relevant and reliable data to inform sector planning.

[66] PEDP-3 and PEDP-4 are officially sub-sector programs, although some sources refer to them also as "sub-sector plans".

alone sub-sector planning and programming activities. Sub-sector planning is largely aligned with the 2010 National Education Policy and with national development and poverty reduction strategies (e.g., Five-Year Plans). The multidimensional approach to sector planning is outlined below:

- **Primary education**: As explored in detail below (see Finding 2), PEDP is based on a comprehensive planning process that includes a large range of key stakeholders operating in primary education (DPs, CSOs, local and international NGO groups) that provide input through various mechanisms within the context of PEDP and the ELCG. Since PEDP-3, the program also covers pre-primary education.

- **Secondary education**: At the secondary level, MoE and DSHSE have overseen several individual multi-year programs developed bilaterally with key DPs.[67] In 2018, DPs advocated for a more consolidated approach to minimize overlaps. Drawing on lessons learned from previous initiatives in secondary education and the example of PEDP, MoE, in cooperation with DPs, developed for the first time a sub-sector SWAP for secondary education, the 2018-2023 Secondary Education Development Program (SEDP).[68] Previously launched individual projects will be covered under the new SWAP.[69] SEDP addresses three main areas: (a) enhanced quality and relevance; (b) improved access and retention; and (c) strengthened governance, management and planning. Up to 15 sub-areas and 24 schemes have been identified to date with fragmented implementation responsibilities across a multitude of government agencies.

- **Tertiary education**: Tertiary education has its own sub-sector plan (Higher Education Strategic Plan 2006-2026), which was scheduled to be updated for the period 2017-2026. [70] The GoB is exploring the advisability of creating a sub-sector SWAP mechanism.

- **TVET**: The GoB is looking into moving from individual projects to a SWAP approach for the TVET sub-sector.[71] Stakeholders reported challenges in bringing all relevant parties to the same table without an overarching guiding strategy as DPs' focus is divided between either TVET or skills development.[72]

- **Non-formal education**: The BNFE is currently conducting consultations for the development of a sub-sector SWAP for non-formal education. According to BNFE, seven committees were formed, yet no DPs have participated to date. A draft was reportedly finalized after 1.5 years of preparation.[73] UNESCO is providing technical support in the process to support BNFE in light of its capacity constraints. [74]

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[67] The largest international financial contributors to secondary education have been the Asian Development Bank (ADB) and the World Bank (WB). UNICEF has joined the SEDP as TA support provider with specific agenda of adolescent's well being.

[68] SEDP was officially launched on October 31, 2018. The evaluation team was not able to access sufficient information to assess the planning of SEDP.

[69] These include, for instance, the Secondary Education Sector Improvement Project (Asian Development Bank), and the Secondary Education Sector Development Project and Program (Asian Development Bank). The Teaching Quality Improvement in Secondary Education Project (Asian Development Bank and CIDA) will not be extended further, while the Secondary Education Sector Investment Program (Asian Development Bank) is expected to wind up in December 2019.

[70] The evaluation team was not able to access sufficient information to assess planning at tertiary level.

[71] Stakeholders reported that there is a draft plan, but the evaluation team did not have access to the document at the time of writing.

[72] The evaluation team was not able to access sufficient information to assess the planning activities for TVET SWAP.

[73] The plan was not available to the evaluation team for review.

[74] The evaluation team was not able to access sufficient information to assess the planning activities for a non-formal education SWAP.

Finding 2:	Education sector planning in Bangladesh at the pre-primary and primary level has become more government-led and evidence-based. However, planning processes remain centralized, are affected by frequent government staff turnover and show shortcomings in terms of addressing quality in education.

49.   As noted in Section 2.3, at the time of Bangladesh's entry in 2015, GPE treated the revised PEDP-3[75] as a de facto ESP.[76] The 2011-2017 PEDP-3 covers Grades 1 through 5 and one year of pre-primary education. In the absence of an Education Sector Analysis, the planning of PEDP-3 was largely guided by lessons learned from PEDP-2, and insights of the 2014 Mid-term Review of PEDP-3 fed into the revised PEDP-3. Compared to previous PEDP cycles, PEDP-3 shifted the focus from the supply of inputs to a results-based approach, including by adopting Disbursement-Linked Indicators[77] and using a SWAP for better financial management, donor harmonization and defining the program scope.[78] PEDP-3 is aiming to achieve three broad objectives: (a) increasing participation and reducing social disparities in primary education; (b) increasing the number of children completing primary education and improving the quality of the learning environment and measurement of student learning; and (c) improving the effectiveness of resource use for primary education. It is made up of four components: (1) Teaching and Learning; (2) Participation and Disparities; (3) Decentralization and Effectiveness; and (4) Planning and Management. The six results areas are listed in Table 3.2 below. Progress in these results areas is achieved through activities in 29 sub-components.[79] These priorities were given continuity in the 2018-2023 PEDP-4,[80] although with some changes in focus.[81]

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[75] PEDP-3 initially covered the fiscal years 2011/12 to 2015/16 but was subsequently extended to December 2017. The report will refer to the "revised PEDP-3" for the program post-2014 MTR (2011-2017).

[76] As noted in the GPE ESPIG application, the PEDP-3 Program Document "contains, *de facto,* the sub-sector plan as it includes implementation strategies for formal and non-formal education, providing the *only* overview of activities across the entire primary sub-sector." (GPE ESPIG application, 2015, p.8).

[77] For instance, in the case of the two biggest financial contributors, ADB's financing was 50% allocated to the DLIs and 50 percent based on statements of expenditures, and the World Bank's financing (as well as the ESPIG) was 100 percent on the DLIs.

[78] See World Bank's 2018 Completion Report.

[79] The following lists sub-components by results area: (1) Each Child Learns; school and classroom-based assessment, curriculum and textbooks strengthened; production and distribution of textbooks, teacher education and development; (2.2) Second Chance Education and alternative education; pre-primary education; mainstreaming gender and inclusive education; education in emergencies; communications an social mobilization; (2.2) targeted stipends; school health and school feeding; needs-based school environment improvement; needs-based infrastructure development; (3.1) field level offices strengthened; decentralized school management and governance; school level leadership development; organizational review and strengthening; (3.2) grade 5 PECE strengthened; teacher recruitment and deployment; Annual Primary School Census; National Student Assessment; and (4) PEDP-3 management and governance; financial management; sector finance; strengthening monitoring functions; human resource development; public private partnerships. The annual operational plans provide detailed overview of timing and costs for each sub-component activities that MoPME prepares as part of the government's yearly budget cycle.

[80] DPE, MoPME. *Program Document Fourth Primary Education Development Program.* February 2018.

[81] Some notable changes include: PEDP-4 merged decentralization and effectiveness is no longer a separate component, but its sub-components are largely integrated under the new component "governance, financing, and management." The Each Child Learns initiative is no longer included as a programmatic area of PEDP-4. A new sub-component previously not part of PEDP-3, focuses on special education needs and disability. Second Chance Education is continued but with responsibilities assigned to BNFE. Targeted Stipends and school feeding are continued as discrete projects.

Table 3.2   Overview of key challenges identified in the MTR and of the revised PEDP-3 strategies

2014 MID-TERM REVIEW: KEY RECOMMENDATIONS:[82]	2011-2017 REVISED PEDP-3 CORE COMPONENTS
Specific to teaching and learning: a detailed analysis of teacher management and development, and of key institutions and processes concerned with teacher education and development; develop more systematic monitoring of PEDP-3 initiatives related to professional development of teachers; assess the capacity building needs of government officials.	*(1) Teaching and Learning* Improved learning outcomes: All children acquire grade-wise and subject-wise expected learning outcomes or competencies in the classroom
Specific to participation and disparities: identify hard-to-reach populations and mechanisms to address their needs; identify practical and concrete activities for gender mainstreaming and inclusive education; focus attention of provision of pre-primary through better monitoring, analysis and guidance; implement a non-formal education (Second Chance Education) pilot based on current successful approaches and draw lessons from this for long-term planning; enhance transparency in need-based school infrastructure construction process.	*(2) Participation and Disparities* • Universal participation and completion: Participation of all children in pre-primary (PPE) and primary education (PE) in all types of schools • Reducing disparities: Regional and other disparities reduced in terms of participation, completion and learning outcomes
Specific to decentralization: provide flexible financing at local levels, including through improved allocation and usage of UPEPs and SLIPs; support management for results at local levels.	(3) Decentralization and Effectiveness • Decentralization: Upazila and school-level planning decentralized • Increased effectiveness in budget allocation
Specific to planning and management: update the institutional and governance structures supporting government leadership of PEDP-3; strengthen human resources through increased staffing with appropriate training; provide incentives for teachers and officers, including career paths; strengthen the use of data for evidence-based planning and decision-making through more systemic and coordinated M&E and by institutionalizing a national system of performance management linked to learning; enhance effectiveness of budget and fiduciary functions.	4) Program planning and management • Improved program planning and management: Effective program planning and management

50.   Before Bangladesh joined GPE, PEDP-3 underwent an extensive MTR and appraisal process[83], which resulted in a number of adjustments to the program:

▪ Extension of PEDP-3 by one year (to December 2017).

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[82] The 2014 MTR report provides three types of recommendations: priority recommendations, strategic recommendations and thematic recommendations. Key recommendations highlighted in the table address the effectiveness of the program in improving pre-primary and primary education, excluding efficiency-related recommendations focussing on the administrative and programmatic issues of PEDP-3.

[83] See Record of Discussion (24 September 2014) of the Government-DP "PEDP-3 Mid-Term Review Closure and Additional Financing appraisal (14 Sept – 24 Sept, 2014); World Bank "Appraisal Completion Note: Additional Financing for the Third Primary Education Development Program (PEDP-3), P150669," September 24, 2014. The latter document was not available to the evaluation team at the time of writing the report.

- Expansion of the program budget, with corresponding adjustments made to the costing tables and Procurement and Financial Management Action Plan.

- Expansion of new reforms and pilot initiatives (e.g., coverage and institutionalization of the Diploma for Education; delivery of high-quality pre-primary education; make PECE fully competency-based; strengthen SLIPs and UPEPs; launch of the Second Chance Education initiative). While the program objectives, results areas and subcomponents remained generally unaltered,[84] some sub-component activities and the program and M&E matrix were adjusted to reflect targets for the extended program timeline.

- Slight changes to implementation responsibilities (e.g., the implementation of Second Chance Education (SCE) program component was reassigned from BNFE to DPE in light of the BNFE's capacity limitations).

51.   The revised PEDP-3 is of good quality as per GPE quality standards for Education Sector Plans and the independent appraisal[85] (see Table 3.3 below).[86] GPE ratings in Table 3.3 are taken directly from GPE's results framework data, indicator 16a, 2014. The second column indicates the number of points awarded to a given plan under GPE's indicator 16a, relative to the maximum possible number of points that could have been awarded.

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[84] See Record of Discussion of the Third JARM and MTR, 28 May – 17 July 2014.

[85] The independent appraisal by CAMPE was completed after the approval of the revised PEDP-3 by the participating parties. As such, it functioned more as a reflection on the status of the primary education and the remaining challenges.

[86] GPE indicator 16a scores are based only on the revised PEDP-3 and with occasional references to the 2010 National Education Policy. Apart from the PEDP-3 Program Overview and Implementation Guide (Revised Program Document) and the National Education Policy 2010, the list of supporting documents includes the Medium Term Expenditure Framework 2014-2017; Sixth Five Year Plan FY2011-FY2015 - Parts 1, 2 and 3.

Table 3.3   Revised PEDP-3 in Bangladesh meets quality standards, as defined by GPE

ESP QUALITY STANDARDS[87]	GPE RESULTS FRAMEWORK (RF) SCORE[88]		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	REVISED PEDP-3	PEDP-4[89]	
Overall vision	1/1		No change. Both plans are aligned with and developed in cooperation with national development strategies.[90]
Strategic	7/7		No change. Stakeholders noted that both programs had shortcomings in identifying and addressing challenges related to learning, equity and efficiency.[91] Reforms initiated under PEDP-3 were all continued under PEDP-4. PEDP-4 largely did not include new issue areas or innovative approaches.
Holistic	1/3		No change. Both programs are not holistic as their focus does not go beyond pre- and primary education.
Evidence Based	1/1		No change. While overall availability of data has become more consistent at the primary level through regular reporting at the program level and the publication of annual statistical data and the Annual Sector Performance Report (ASPR), stakeholders noted that overall shortcomings in terms of data quality and analysis have remained for PEDP-3 and 4.

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[87] The GPE Secretariat rates the quality of sector plans along seven quality standards, which are incorporated into the GPE results framework. The standards and related guidelines provide guidance on what a good quality ESP/ Transitional Education Plan (TEP) looks like, and were developed in 2015 in cooperation with UNESCO International Institute of Education Planning (IIEP). According to the Methodology Sheet for GPE Indicators (Indicator 16a), an ESP should meet five out of seven quality standards to be classified as meeting overall quality standards.

[88] Based on GPE RF data, indicator 16a

[89] PEDP-4 has not been rated along GPE indicator 16a.

[90] PEDP-3 is aligned with the National Education Policy 2010, and the Sixth Five-Year Plan. PEDP-4 is aligned with the National Education Policy 2010 and the Seventh Five-Year Plan.

[91] The independent appraisal of PEDP-3 pointed out that the program had room for improvement in terms of identifying and addressing challenges related to equity, learning and efficiency, including (a) the effective translation of teacher training into improved quality of classroom teaching; (b) addressing the inconsistencies of results on learning achievement (between the low National Student Assessment results and the high Primary Education Completion Exam [PECE] results), (c) low participation levels of School Management Committee members in school management and decision-making, (d) need for a systematic inclusive education approach for out of school children, children with special needs, and socio-economically disadvantaged children. There is no evidence that changes were made to the revised PEDP-3 based on the appraisal agreed upon by PEDP-3 parties in October 2014.

| ESP QUALITY STANDARDS[87] | GPE RESULTS FRAMEWORK (RF) SCORE[88] | | CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS) |
	REVISED PEDP-3	PEDP-4[89]	
Achievable	9/9		No change: Both plans are strong in terms of having solid action plans (Implementation Guidelines), financial simulation models, capacity building strategies, and a monitoring framework. However, some stakeholders noted that the large unspent amount at the completion of the revised PEDP-3 is indicative of government capacity limitations to absorb large amounts of the size of PEDP. This is likely to remain a challenge as program budget has doubled under PEDP-4.[92]
Sensitive to Context	1/1		No change: Risk assessment and mitigation strategies are provided in both programs. The environment and social management frameworks developed under PEDP-3 will be continued under PEDP-4 with special consultative participatory mechanisms set up for small ethnic and marginal communities.
Attentive to Disparities	3/3		No change: Both PEDP-3 and 4 include a results area specifically targeting disparities. PEDP-4 includes a specific sub-component on special education needs and disability.
Overall, at least 5/7 met?	Yes (6/7)		No change: The PEDP-3 and PEDP-4 are largely of similar quality, while some small changes were made in PEDP-4 based on the lessons-learned from PEDP-3.

52.   Stakeholder feedback and documentation reveal the following strengths of the planning processes:

▪ **Government ownership**: Over the years, PEDP development processes have increasingly become government-led and owned. Although, in the planning of both PEDP-3 and 4, DPs played a strong role in contributing to the design and management of the program, according to development partners present at the time, the process was entirely owned by the government. An additional degree of government ownership has occurred during the development of PEDP-4. While PEDP-3 and the initial stages of the two-year planning process of PEDP-4 were spearheaded by DPE, the implementation arm of MoPME, the Secretary of the MoPME decided to take over from DPE halfway through the planning process. Hence, the PEDP-4 is now supervised and coordinated at a higher level. This has facilitated more sensitive and timely decision-making and increased the possibility of follow-through during implementation as PEDP-4 parties are liaising directly with key GoB stakeholders holding decision-making authority. On the other hand, DPs noted that this has led to notable changes in MoPME's rapport with DPs and other CSOs/NGOs with regard to its receptivity to external input as well as the level of consultations.[93] Hence, given the overall political climate of Bangladesh, more ownership, combined with the fact that the GoB is providing the majority of funding, can result in government not being sufficiently receptive to civil society or suggestions from development partners. To some extent therefore, increased government ownership in Bangladesh is a two-edged sword.

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[92] According to the 2018 PEDP-4 program document, the estimated budget for PEDP-4 is US$20 billion. Source: DPE, MoPME. *Program Document Fourth Primary Education Development Program.* February 2018.

[93] Consultations with CSOs/NGOs decreased significantly, while engagement with DPs was conducted in a more bilateral fashion.

- **Evidence-based planning**: PEDP planning for both the third and fourth cycles benefitted from systematic monitoring of key outcome-level PEDP indicators and improved collection of primary education statistical data overall. In addition, the MTR of PEDP-3 provided a detailed review of programming (informed by six major studies: an internal evaluation and five independent, in-depth studies). The Internal Evaluation was led by DPE and engaged all key implementing stakeholders in constructive reflection on progress to date. The preparation of PEDP-4 also drew on existing reports and studies and was based on extensive analysis according to DPs and GoB. However, as noted in section 3.3, both plans have shortcomings with regard to data analysis of underlying causes of quality issues (e.g., low learning outcomes) despite greater availability of data, which impacts the level of problem analysis and solutions presented in PEDP-3 and 4.

53.   Stakeholder input highlighted the following limitations of the planning processes and the resulting programs:

- **Decentralization of planning**: To date, there is no evidence that local government actors at upazila and/or district levels have participated in primary education planning activities. The PEDP-3 program document aims to expand coverage of decentralized planning and management at school level. However, as the CAMPE Appraisal noted, upazila and district level education authorities and schools lack general authority and control over resources, limiting their ability to effectively contribute to planning.[94] Furthermore, there have been long-standing challenges in building consensus between the streams of general education, religion-based madrasahs and English medium schools.[95]

- **Strategic shortcomings**: Stakeholders appreciated that PEDP-4 continues all reform areas initiated under PEDP-3, but some DPs expressed disappointment with the lack of innovative approaches and new priority areas in PEDP-4. The GoB internal changes for leading PEDP-4 planning also reportedly resulted in strategic changes. All DPs noted that while PEDP-3 has led to improvements in access to education, existing initiatives do not sufficiently address quality of education. Some key reform initiatives that were part of the initial PEDP-4 drafts were later taken out, including early grade reading and math and pre-service teacher's education. Stakeholders also pointed out the lack of attention to education in rural areas and literacy and non-formal education as a missed opportunity for PEDP-4. Consulted DPs and CSOs noted that the strategic shortcomings of PEDP-4 were contributing factors in why almost half of the PEDP-3 donor consortium have rethought their commitment to PEDP-4 and why some DPs have chosen to pursue stand-alone initiatives.[96]

- **Frequent staff turnover** in the GoB and the somewhat fixed culture of reliance on bureaucrats rather than sector experts significantly limit GoB's ability to maintain a certain level of knowledge and understanding of education sector challenges over time.[97] During the preparation of PEDP-4, all the key directors in various sections of DPE were replaced by new appointees, who often come from non-education-related backgrounds. As a result, the institutional memory and expertise accumulated by DPE over the course of PEDP-3 could not be maintained to the same degree over time.

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[94] See also PEDP-4 Program document, p. 16.

[95] Unlike schools under the general education stream which follow the national curriculum and generally use Bangla as the medium of instruction, English medium schools follow curricula from other countries such as the Cambridge International Education curricula.

[96] It is of note that several DPs (DFID, DFAT) which had provided considerable grant support to PEDP-3 have decided to not join PEDP-4, while others were still considering their participation as of writing the report (GAC).

[97] This was highlighted by several DPs. See also World Bank. PEDP-3 Completion Report. 2018, p.17; DPE. *Program Document – Fourth Primary Education Development Program.* February 2018, p.19.

Finding 3:	The GoB is moving towards the development of a comprehensive Education Sector Plan, encompassing all education sub-sectors. Given the high levels of compartmentalization and the short time frame, the scope, quality and results of this endeavor remain to be seen.

54.   The idea of a comprehensive ESP is not new among education actors in Bangladesh. While the appetite within the GoB has traditionally been low, DPs and CSOs alike consider a potential ESP to be beneficial to the education sector in Bangladesh by providing a more harmonized strategic plan and revealing financial gaps across the whole education sector. They have reportedly been advocating for the GoB to take steps in this direction even before Bangladesh joined the GPE in 2015. As such, DPs and CSOs welcomed GPE's advocacy in providing additional weight to the matter.[98] The GoB is now exploring the development of its first comprehensive ESP, alongside an ESA, with the support of UNESCO, UNICEF, the European Union (EU) and CAMPE.

55.   Despite this shift in the GoB, the following challenges for the development of a comprehensive ESP are of note:

- **Lack of coordination between MoE and MoPME**: The two ministries and their respective agencies currently are developing their own separate planning and programming. Stakeholders from the government, DPs and CSOs highlighted the limited existing coordination between the two.

- **Sub-sector planning with varying levels of maturity**: While primary and secondary education sub-sectors have commenced implementation of their respective development programs, other sub-sectors are only in the process of exploring plan development.

- **Varying level of awareness and interest in an ESP**: Across the ministries and agencies consulted it became apparent that the level of awareness of the status of consultations to develop a comprehensive ESP varies significantly. Some GoB agencies reported that they have not been informed or consulted about this process, underlining a lack of understanding of, preparation for and focus on the task at hand. Some stakeholders expressed limited interest in a comprehensive ESP and did not understand the value added, pointing to already established sub-sector planning and programming activities.

- **Debate surrounding the scope of an eventual comprehensive ESP:** There are considerable differences of opinion between various stakeholders, GoB and DPs, about the scope of an eventual ESP. Some are of the view that it should simply amalgamate elements of PEDP-4 and the recent first ever Secondary Education Development Plan; while others argue for a more comprehensive approach which would reach out to tertiary education. However, within both MoPME and MoE there is a near universal belief that the prime purpose of a new ESP is to trigger additional GPE financial support via an ESPIG.

56.   As further discussed under Finding 4 below, the challenging context may negatively affect the development and/or quality of an overarching sector plan.

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[98] As noted in section 2.3, in 2017/18 GPE changed course from its initial approach in Bangladesh and firmly held to the requirement of an ESP as a precondition for the additional ESPIG support. The implications of this are further discussed in Finding 5.

GPE contributions to sector planning

Finding 4:	GPE contributions to sector planning have been limited due to Bangladesh joining GPE at a time when PEDP-3 had already been developed, and, for PEDP-4, due to both misconceptions of GPE's nature and functioning and decisions to structure PEDP-4 as a sub-sectoral program and not a comprehensive ESP.

57. GPE has provided a series of financial and non-financial mechanisms to support sector planning at the preprimary and primary level. Table 3.4 provides an overview of these mechanisms, grouped by whether they have made a significant,[99] moderately significant or insignificant contribution to sector planning in Bangladesh. This grouping is indicative and does not constitute a formal score.

Table 3.4 *GPE contributions to sector planning at primary level from 2015-2019*[100]

2011-2017 PEDP-3	2018-2023 PEDP-4
SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING AT PRIMARY LEVEL	
none	none
MODERATE CONTRIBUTION TO SECTOR PLANNING AT PRIMARY LEVEL	
• **Country-lead support:** Because Bangladesh had not joined the GPE while PEDP-3 was in development, the Secretariat could not play a role in its initial planning process. However, stakeholders appreciated guidance provided during the QAR process. • **GPE advocacy:** Stakeholders appreciated that GPE put emphasis on strengthening program components that supported out-of-school children (OOSC) and PPE and advocated for strengthening the participation of civil society, which helped DPs reaffirm the need to focus on these areas in engaging with the GoB. However, there is no evidence that this resulted in changes to the planning of PEDP-3. • **ESPIG application process and requirements (QAR mechanism)**: ESPIG requirements provided an incentive for undertaking additional quality assurance measures (i.e., the 2014 CAMPE independent appraisal). However, stakeholders	

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[99] In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall,' but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership,' 'improved participation,' 'improved results framework,' etc. Assessments are based on evaluator judgment based on interviews and documents consulted for this CLE.

[100] This section considers GPE contributions to two PEDP planning cycles (revised PEDP-3 and PEDP-4). However, subsequent sections do not present similar side-by-side comparison, as this would not be possible given that the new cycle just started. As GPE has very limited archival material on PEDP-4 (e.g., no working group records, exchanges with CA and other DPs, no PEDP-4 drafts), the majority of the assessment GPE's contribution to PEDP-4 is based on stakeholder feedback.

2011-2017 PEDP-3	2018-2023 PEDP-4
noted that these were largely done to comply with GPE requirements and that there were no known tangible changes made to the revised PEDP-3.	

LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLANNING AT PRIMARY LEVEL	
Technical guidance / knowledge-sharing: Consulted stakeholders did not indicate if GPE 2012 guidelines on quality ESP development were useful. **CA:** There is no evidence that the CA, in its role as the co-chair of the ELCG, contributed to the planning process of the revised PEDP-3; it contributed to it mostly as a direct funder of PEDP-3 and a member of the Development Partner Consortium (DPC).[101] **GA**: There is no evidence that the WB, in its role as the GA, contributed to the planning process of the revised PEDP-3; rather it contributed to planning as a direct funder of PEDP-3 and a member of the Development Partner Consortium. **ELCG endorsement:** The revised PEDP-3 was endorsed by the ELCG based on the appraisal prepared by CAMPE. The endorsement did not have any known effects on PEDP-3 planning.	**Country-lead support:** The fact that the GPE Secretariat did not participate in the development of PEDP-4 is seen by several DPs as a lost opportunity. The majority of stakeholders in Bangladesh understand the role and functioning of GPE as a traditional donor partner, which is different from how GPE conceives of the partnership and the role of the Secretariat. Consequently, stakeholders expected the Country Lead (CL) to actively participate in the planning of PEDP-4 and noted that the CL's contributions were limited as the CL is based in Washington, DC and can only come to Bangladesh a couple of times a year. **Technical guidance / knowledge-sharing**: no evidence. **GPE advocacy:** no evidence **CA**: There is no evidence that the CA, in its role as the co-chair of the ELCG, contributed to the planning process of PEDP-4, as the CA at the time was not a member of the DPC.[102] - GA: The WB's role as the GA did not visibly influence the WB's engagement in the PEDP-4 planning process. There is no evidence that the WB played an active role in promoting GPE/IEEP quality standards or advocating for the use of GPE QAR processes early on in the planning process.

ELEMENTS NOT APPLICABLE TO SECTOR PLANNING AT PRIMARY LEVEL IN BANGLADESH	
- ESPDG Funding: n/a - Variable tranche: The 2015 ESPIG approved by GPE to support the revised PEDP-3 did not have a variable tranche (the mechanism did not exist at the time)	- ESPDG Funding: The 2019 ESPDG will be used to develop a comprehensive ESP and ESA. - QAR mechanism (Secretariat comments): n/a - ESPIG application process and requirements: n/a - ELCG endorsement: The PEDP-4 did not receive a separate endorsement from ELCG.

58. Due to the late entry of Bangladesh, GPE's contribution to planning of the revised PEDP-3 has been limited. In 2014, the civil society umbrella organization CAMPE prepared an appraisal of the revised plan

[101] DFID was the designated CA in the 2015 ESPIG application.

[102] USAID was the CA between 2016-2018 and was not a direct funder of PEDP-3. UNICEF became the CA in September 2018, after the PEDP-4 had been launched.

for the ESPIG application.[103] The appraisal considered both the 2011 PEDP-3 and the revised PEDP-3. Available evidence from documents and interview data suggests that the independent appraisal did not result in any changes to the revised PEDP-3, most likely because the revisions to PEDP-3 had already undergone a comprehensive consultative process and were decided upon by all parties when the CAMPE appraisal was finalized in December 2014 to meet the GPE ESPIG requirement. Instead, it functioned more as a reflection on progress and key challenges.

59.   GPE's three step Quality Assurance Review (QAR) process was concluded after the PEDP-3 participating parties had finalized the revision of PEDP-3 and shifted their focus to implementation.[104] As such, there is no evidence of changes made to the programming of PEDP-3 based on the GPE Secretariat's feedback. In addition, the Secretariat considered PEDP-3 priorities to be sufficiently aligned with GPE priorities.[105] Given the high quality of PEDP-3 according to GPE's internal ESP review criteria, QAR recommendations mainly highlighted areas to support the successful implementation of the remainder of the program. However, the process was perceived by stakeholders as artificial, adding unnecessary additional work to meet GPE requirements given that Bangladesh joined GPE after the revisions of PEDP-3 were finalized, thereby limiting the space for GPE input. DPs suggested that, in order to avoid duplication, the Secretariat should consider accepting other DPs' documentation on programs such as PEDP rather than rewriting the same content to fit GPE's format.

60.   While GPE's QAR did not lead to concrete changes in the description of activities and project development objectives, some DPs noted that GPE's focus on a select number of areas (as outlined in the QAR reports and the ESPIG application) put additional weight/emphasis on specific program components. Based on the QAR results, the World Bank[106] prepared the ESPIG application in consultation with the GoB, other DPs and international and national NGOs, and highlighted the following areas of the revised PEDP-3 components 1, 2, and 3, as areas of particular GPE interest (in line with the recommendations of the MTR[107]):

- ▪ Pre-primary education.
- ▪ Out-of-school children: Strengthening the "Second Chance Education" (SCE) initiative.
- ▪ "Each Child Learns (ECL)": Pilot project initiated under PEDP-3 to support improved learning outcomes.

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[103] CAMPE was selected by the ELCG to conduct the independent appraisal, covering basic education (pre-primary education to Grade 8) with a focus on primary education. CAMPE. *Bangladesh Education Sector: An appraisal of basic education (pre-primary and primary with reference to secondary).* December 2014. In addition to the PEDP-3 Programme Document, 2010 National Education Policy, Sixth Five-Year Development Plan and the Government's three-year Medium Term Budget Framework, the appraisal consulted the 2011 PEDP-3 appraisal, the GPE concept note, CSO reports (e.g., Education Watch studies), Bangladesh EFA 2015 review. CAMPE used the 2012 GPE Guidelines for Education Sector Plan Preparation and Appraisal.

[104] The QAR process was launched at the tail-end of the mid-term review (spring/summer 2014) and was completed at the end of 2015, after the revised PEDP-3 had commenced. See QAR 1 draft report – 14 July 2014; QAR 2 draft report – 2 February 2015; QAR 3 report – 11 March 2015.

[105] See QAR 3 report, 11 March 2015, p.7.

[106] The World Bank received a US$100,000 PDG to support the grant application.

[107] The MTR identified PPE, ECL and SCE as the areas with the slowest progression.

- Strengthening the participation of the role of CSOs/NGOs: Increased cooperation through Government-NGO partnerships and involvement of civil society.[108]

61.　As for PEDP-4 planning, there is no evidence of GPE contribution, given that DPs and GoB did not draw upon GPE/IIEP quality standards in formulating the new program and did not conduct an independent appraisal as per GPE guidelines. Given resulting shortcomings in PEDP-4, including its limited coverage and nature as a program, in 2017 the GPE Secretariat advised the GoB that subsequent financial support from GPE would be contingent on the development of a comprehensive ESP, as opposed to the continuation of the precedent set by the acceptance of PEDP- 3 as a quasi ESP. Based on misperceptions of GPE's role, DPs expected the GPE Secretariat to act like a traditional donor partner and be more actively involved in the design of PEDP-4. As a result, they described this as a "missed opportunity" for GPE to strengthen donor harmonization and to shape planning processes. This misunderstanding about the nature and functioning of GPE is likely to have been fueled in part by the precedent set by GPE accepting PEDP-3 as a quasi ESP, without the similar restrictions that were subsequently made to PEDP-4. It is interesting to note, that the GPE Secretariat developed a review of PEPD-4 that was circulated to parties in Bangladesh, with the provision that it was not part of a formal GPE process and that a full-fledged GPE quality assurance process would be required to access GPE funding.[109] It is unclear to what extent the Secretariat's comments on the draft PEDP-4 were adequately reflected in the final program document.

Finding 5:	Since 2018, GPE has contributed to the initiation of the development of an ESA and a comprehensive Education Sector Plan. However, education sector actors expressed varying views on the timelines, contextual appropriateness and relevance of GPE's efforts in this regard.

62.　Since 2018, GPE has provided a series of financial and non-financial mechanisms to support comprehensive sector planning. Table 3.5 below provides an overview of these mechanisms, grouped by whether they have made a significant,[110] moderately significant or insignificant contribution to sector planning in Bangladesh. This grouping is indicative and does not constitute a formal score.

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[108] The QAR II report notes that "PEDP-3 consortium has decided not to change results' and M&E indicators at this stage so as to incorporate citizen involvement and feedback but the discussions indicate a growing awareness of benefits of this approach for the future and there is already a degree of third-party involvement in monitoring, reviews and evaluations." (Source: QAR 2 draft report, 2 February 2015).

[109] Source: GPE Secretariat. *Comments on the draft PEDP-4 document for pre-appraisal*. 15 September 2017

[110] In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall,' but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership,' 'improved participation,' 'improved results framework,' etc. Assessments are based on evaluator judgment based on interviews and documents consulted for this CLE.

Table 3.5   GPE contributions to sector-wide planning since 2018

SECTOR-WIDE PLANNING
SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING
GPE funding requirements 1 (a credible plan): Unlike GPE's acceptance of PEDP-3 as a "quasi sector plan" in 2014/15, the subsequent GPE senior management decision required a credible sector plan as a precondition for the approval of a second ESPIG. This is providing a major incentive for the GoB to develop its first comprehensive ESP. The planning process started in the summer of 2019 in light of the looming deadline for the ESPIG application currently set for July 2020. Some stakeholders noted that the ESPIG application timelines (then assumed to be February 2020) result in unrealistic expectations for completing the ESA and ESP. However, several stakeholders (both GoB and DPs) commented positively that GPE requires and supports ESAs and ESPs and noted that these planning processes may not have occurred without GPE support.   **ESPDG Funding**: GPE provided an ESPDG of US$465,000 in mid-2019, which committed both the GoB and ELCG to completing an ESA and ESP.[111]   **GPE advocacy:** Back to Office Reports and mission reports show that GPE continued to engage the GoB in moving towards a comprehensive ESP.   **CA:** The CA supported GPE advocacy efforts in engaging relevant government stakeholders and the ELCG.
MODERATE CONTRIBUTION TO SECTOR PLANNING
Technical guidance / knowledge-sharing: The ability of GPE Secretariat to bring on board UNESCO for the preparation of the ESP and ESA was highly appreciated by stakeholders. GoB stakeholders noted appreciation for the knowledge exchange with the GPE Secretariat.   **Country-lead support:** Stakeholders overall appreciated the CL's higher level of direct engagement with the ELCG. Although mission summaries were circulated, still, during interviews, members of the ELCG, especially DPs and CSO and NGO, frequently flagged having limited knowledge about the status of the Secretariat's bilateral engagements with the GoB, including discussions about the future use of the ESPIG.
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLANNING
GA: UNESCO assumed the role of the grant agent for the ESPDG. It is too soon to assess its contribution to sector-wide planning as the process was in preliminary stages at the time of reporting.
ELEMENTS NOT APPLICABLE TO SECTOR PLANNING IN BANGLADESH/TOO EARLY TO TELL
ESPIG application process and requirements: n/a (too early in the process)   **QAR mechanism (Secretariat comments)**: n/a (too early in the process)   **Technical support from GA**: n/a (too early in the process)   **ELCG endorsement:** n/a (too early in the process)

63.   While many DPs expressed initial enthusiasm in light of GoB's willingness to prepare a comprehensive ESP and ESA, DPs pointed out that it was challenging to find a willing ELCG member to lead this initiative.[112] The GPE Board announced the new maximum country allocation of US$53.9 million for Bangladesh in February 2018 for the period 2018-2020. In principle, Bangladesh is eligible to apply for an ESPIG until the

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[111] No information is available about how the ESPDG will be used given that the ESPDG application was not available to the evaluation team at the time of writing the report.

[112] UNESCO ultimately agreed to become the ESPDG grant agent and currently spearheads the process in collaboration with MoE and MoPME.

end of 2020.[113] Given the short timeframe for preparing the full application package for the ESPIG (aimed to be submitted by July 2020), the timeline for finalizing the ESA and ESP are shorter than traditionally advised by GPE guidelines.[114] While the GPE guideline advises six to 12 months for the ESA and an additional six month for conducting the ESP, the current timeline for finalization and endorsement of the ESP by the ELCG is set for February 2020.[115] As of June 2019, the planning of this process is in preliminary stages (in June 2019, TORs had not yet been published). Some stakeholders highlighted that GPE's global timelines are not realistic for a context like Bangladesh, pointing out the extensive leg-work required for bringing together government agencies that have traditionally worked in a siloed manner.[116]

64. In addition, they pointed out that the June 2017 announcement of the general scope new MCA occurred after the first draft including financial provisions PEDP-4 was finalized and necessarily after the internal discussions that led to it, which limited a timely consideration for integrating ESPIG funds into the new pooled fund.

65. Some DPs criticized what was perceived to be GPE's inflexible requirements for ESP planning in the Bangladesh context. Notwithstanding documented evidence that the Secretariat attempted to persuade the GoB to expand PEPD-4 into a comprehensive ESP, GOB and DP stakeholders expressed concerns about what they saw as the Secretariat's insistence on having a single comprehensive ESP due to the provisions of the GPE's NFM given the country's history of sub-sectoral planning at the pre-primary and primary levels and the recent establishment of similar sub-sectoral plans for secondary education, and soon for tertiary education. Given the contextual challenges (see also Finding 3), four DPs raised concerns regarding the potential negative impact on the quality of the upcoming ESA and ESP. Some fear that the new plan will simply result in a cut-and-paste and amalgamation of existing sub-sector plans (as was indicated in a Mission Summary Report as a possible option), undermining the purpose of having a harmonized plan.[117] Notwithstanding the fact that the GoB had decided to adopt the ESP model as required by the GPE's NFM, some stakeholders encountered during the evaluation mission raised concerns that the draft ESP might not meet GPE ESP criteria; as one stakeholder commented, "The approval criteria of ESPs are quite strict. I am still not convinced that at the end of the road they [GPE Secretariat] would approve the product. We have no guarantee even though they [GPE Secretariat] say that it will be fine." Others noted that a low-quality ESP that might not be owned by the government will limit any future opportunities to encourage the GoB to develop a new, higher quality ESP.

66. The GPE Secretariat is discussing with the GoB the potential nature of a possible new ESPIG, should conditions be met in time. The CL has conducted consultations with MoPME and MoE to consider the added value of a new ESPIG supporting primary education within the framework of PEDP-4 as well as post-primary education (including SEDP). Given the need for greater coordination between MoE and MoPME, a joint task force was created, and a special working group was set up within the ELCG.

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[113] See, https://www.globalpartnership.org/content/new-maximum-country-allocations-2018-2020

[114] See Concept Note "Education Sector Analysis towards developing an Education Sector Plan for ensuring Quality Education and Lifelong Learning for All in Bangladesh"(19 May 2019) submitted as part of the ESPDG application package.

[115] See Roadmap for Bangladesh for Education Sector Analysis and ESP Development submitted as part of the 2019 ESPDG application package.

[116] One stakeholder noted "we should use the required time to develop a quality product rather than simply meet GPE Board-set global timelines."

[117] GPE Secretariat. *Mission Summary Report*, 21 November 2018.

Finding 6:	The flexibility and responsiveness in the GPE planning model to support emergency and early recovery situations was demonstrated by the Bangladesh Accelerated Funding Request for Rohingya education.

67. In response to the severity of the Rohingya humanitarian crisis, the international community developed a comprehensive plan to address the challenges. The GPE was called upon to assist, given that it had residual funds available from the support it provided to Bangladesh via PEDP-3. GPE Guidelines for Accelerated Funding[118] allow countries to access up to 20 percent of the Maximum Country Allocation (MCA) under a streamlined approval process if it meets the eligibility requirements in the guidelines.

68. GPE took a proactive approach in seeking to reallocate US$8.33 million in funds left over from the 2015 ESPIG to the education of Rohingya refugee and local children in Bangladesh. The GPE Secretariat engaged the GoB on this topic both at the high-level (e.g., letter exchange between Minister of Finance and GPE CEO) and the CL. The CL raised the issue with the CA (USAID) and the ELCG, which agreed to drive the initiative. A coordinated advocacy effort was pursued by key actors (including UNICEF, UNHCR, Education Cannot Wait and CAMPE),[119] and eventually led to a positive response from the GoB. The CL's presence, as well as communications from the CEO and Board Chair, during the proposal stage was noted positively. The CL also met with key humanitarian stakeholders during past country visits to brainstorm about future planning and strategies to engage the GoB and to provide advice. The CL's advice and guidance were appreciated by key stakeholders.

69. The CA[120] was essential in supervising day-to-day coordination and engaging ELCG members in preparation of the proposal for the Accelerated Fund and worked in close collaboration with the GA.[121] The preparation of the GPE proposal was aligned with the objectives of the 2018 Joint Response Plan[122] and the development of a parallel program proposal submitted to the global fund Education Cannot Wait. DPs generally appreciated the Quality Assurance process' contribution to the development of a strong program proposal thanks to timely feedback from the GPE Secretariat.[123]

Additional factors beyond GPE support

70. Additional **positive factors** beyond GPE support that likely contributed to primary education sector planning during the review period include: (a) stable political context in Bangladesh which allows for longer-term planning; (b) the established planning practices within the PEDP framework; (c) strong ownership from GoB (under the aegis of MoPME) and political will to carry out consultative and evidence-based strategic

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[118] GPE. *Guidelines for Accelerated Support in Emergency and Early Recovery Situations.* Approved in November 2012 and updated in April 2019. https://www.globalpartnership.org/sites/default/files/2019-04-16-gpe-guidelines-for-accelerated-funding.pdf

[119] See for instance, https://www.globalpartnership.org/blog/rohingya-children-want-go-school.

[120] USAID was the CA at the time.

[121] UNICEF was the designated GA for the GPE Accelerated Funding.

[122] The program design, as outlined in the 2018 Bangladesh funding proposal to the GPE, aims to contribute to the following three strategic objectives of the Joint Response Plan: (1) Provide immediate access to equitable learning opportunities in a sage and protective environment to crisis-affected refugee and host community children and youth (ages 3-24 year old; (2) Improve quality of teaching and learning for refugee and host community children and youth aligned with MoE and MoPME and Education Sector standards, and increase teaching-related professional development opportunities; (3) Increase refugees and host community participation and engagement in children's education. See http://reporting.unhcr.org/sites/default/files/JRP%20for%20Rohingya%20Humanitarian%20Crisis%20-%20March%202018.PDF.

[123] Some of the QAR recommendations were integrated into the final funding proposal, including the addition of targets and baselines in the results framework, of a program timeframe, and a detailed description of the responsibilities of implementing partners.

sub-sector planning; and (d) effective and well-established coordination structures among development partners and between DPs and the GoB, which facilitate inclusive planning processes.

71.   Additional **negative factors** include: (a) increased ownership of MoPME is seen to have led to reduced consultative engagement with CSOs; (b) the noted shortcomings related to district-level planning capabilities and the institutional complexity of the education sector; and (c) the multitude of GoB agencies involved in the education sector requires a high level of coordination and political will for a more harmonized approach, which has largely been absent to date. To date, SWAPs have served the purpose to align DP and GoB activities within a sub-sector, creating by default a fragmented approach to the education sector as a whole. The degree to which GoB and DP stakeholders have misperceived the nature of GPE in the context of comprehensive education sector planning reduced their ability to look beyond the existing Bangladesh model of sub-sectoral planning, and thus potentially miss opportunities inherent in comprehensive education sector planning, a key component in the overall GPE model of a comprehensive partnership.

Implications for GPE's ToC and Operational Model

Finding 7:   GPE's ESPIG application requirements were perceived by country-level actors as adding much effort but limited value in terms of supporting high-quality planning.

72.   With regard to **planning at the pre-primary and primary levels**, available evidence suggests that two out of five assumptions underlying the GPE country-level ToC (Appendix II) **held true** in the context of Bangladesh during the 2015-2019 review period. These were assumptions: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; and (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so. Two assumptions were found to hold only **partially true**: (3) stakeholders having the *motivation* (incentives) to do so; and (5) EMIS and LAS producing relevant and reliable data to inform sector planning. While the internal capacity for sector planning has overall been strong, the motivation to expand initiatives to address shortcomings in education quality, as well as literacy and non-formal education, have not fully materialized in PEDP-4. The EMIS in Bangladesh is also improving but remains weak in terms of data analysis.

73.   As for the more recent **sector-wide planning**, fewer assumptions held true given that Bangladesh has traditionally engaged in planning at the sub-sector level. Only three out of five assumptions for ESP planning **partially held**, namely: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; and (5) EMIS and LAS producing relevant and reliable data to inform sector planning. The rest of the assumptions did not hold true in Bangladesh. While MoE and MoPME have developed strong capacities for sub-sector planning, they have not yet been translated into sector-wide planning activities due to a traditionally bifurcated education system.

74.   In terms of both sub-sector and sector-wide planning, the assumption of GPE having sufficient leverage within the country to influence sector planning could not be substantiated. The limited contribution by GPE and/or its Secretariat to planning demonstrates that a GPE style partnership is not necessarily required to develop sectoral or sub-sectoral plans, although there are obvious benefits in adopting a GPE style partnership and a comprehensive ESP. It would appear, however, that a high level of national capacity in planning, combined with support from other major partners, is required to create a level of planning capacity sufficient to address longer-term considerations inherent in multi-year planning.

75.   As noted earlier, Bangladesh has a history of compartmentalizing the planning of various aspects of the education sector, with planning for pre-primary and primary education being more sophisticated than for other subsectors, due in large part to long-standing DP interest in these particular areas. The experience

in Bangladesh in terms of planning pre-primary and primary education is positive. It has led in fact to other sub-sectors now commencing multi-year comprehensive planning exercises, most notably with the recent establishment of the SEDP, and commitments to undertake similar exercises in other sub-sectors.

76.   Bangladesh's approach, although compartmentalized in one context, appears to reflect an overall government consensus about the management of education in Bangladesh as a whole. GPE's continuing commitment to full sectoral planning is evidenced by their decision to require such a full sectoral plan as a precursor to any additional granting. This approach, however, does not appear to have secured a consensus among either government, or donor partners. Despite potential benefits of a comprehensive ESP in strengthening CSO participation in sector-wide policy dialogue, exploring the effects of limiting compulsory education to grade 5 and highlighting shortcomings in budget allocations across various sub-sectors, to name a few, stakeholders repeatedly voiced concerns about the merits of an ESP. Government and donor partners do not seem to share an understanding of the purpose and/or possible benefits of a full sectoral plan. Some have voiced concerns about the merits of a combined sectorial plan, pointing to the fact that aside from tertiary education, two sub-sectoral plans are already operating. Notwithstanding the fact that the Bangladesh ELCG approved a course of action involving the development of a comprehensive ESP, some stakeholders have gone so far as to express their view that the comprehensive ESP, a requirement of the GPE's NFM[124], now in rapid development, may become a pro forma exercise to comply with GPE requirements laid out in the NFM to secure additional funding. There also is a risk for overlap and duplication should the combined plan differ in direction from the already approved sub-sectoral plans, both of which benefit to varying degrees from donor support. Several DPs expressed concern that given the fact that the GoB takes full charge of the implementation of PEDP-4, there were considerable risks for overlap and duplication with a new ESP. Equally, some GoB stakeholders questioned the need for such an ESP, emphasizing their ownership and leadership of PEDP-4 and other sub-sector programming.

77.   While the traditional GPE model, as laid out in the requirements of the NFM, implies the existence of a comprehensive ESP, the lessons learned from PEDP-3 and 4 tend to point to the conclusion that sub-sectoral plans can be equally comprehensive and equally well designed in comparison to comprehensive sectoral planning. Therefore, one of the significant implications arising out of the Bangladesh experience in planning is that sufficient flexibility may be required on the part of GPE to accommodate long-standing national practices that may differ from the GPE model, but which have a proven track record, albeit one that may miss out on some of the unrealized benefits of a more comprehensive approach to education sector planning.

78.   The relatively compact experience in planning for the Rohingya emergency illustrates that in certain circumstances the GPE approach can be sufficiently flexible to respond to rapidly emerging situations. This therefore demonstrates a degree of planning flexibility on one hand, with, paradoxically with respect to larger education sector planning considerations, some continued resistance to atypical situations on the other.

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[124] The following three criterions were also reminded to the government and ELCG members to be met before accessing the ESPIG: (1) Robust education sector plan, (2) Government commitment towards achieving/maintaining the level of education share in the government expenditure at 20o/o or more, and (3) Data availability. The mission identified the need for developing a comprehensive Education Sector Plan (ESP) as first requirement of ESPIG.

3.3 GPE contributions to mutual accountability through sector dialogue and monitoring[125]

Overview

79. This section addresses the following evaluation questions:

- Have sector dialogue and monitoring changed during the review period? If so, how and why? If not, why not? (CEQ 2.1 and 2.2)

- Has GPE contributed to observed changes in sector dialogue and monitoring? If so, how and why? (CEQ 2.3) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)

- What other factors contributed to observed changes in sector dialogue and monitoring? (CEQ 3.1)

- Going forward, what are implications of findings for the GPE ToC/operational model? (KQ IV)

80. Table 3.6 provides a high-level overview of evaluation findings on mutual accountability. These observations are elaborated on through the findings and supporting evidence presented below.[126]

Table 3.6   Overview: CLE findings on sector dialogue and monitoring and related GPE contributions

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[127]			
Sector Dialogue: Stable – Dialogue processes at the pre-primary and primary levels are strong but did not show marked change over evaluation period, apart from a decrease in CSO inclusion. Sector-wide dialogue remains weak and sporadic in nature.	**Modest**: Apart from temporarily increasing activities in the LEG (ELCG), GPE did not alter or strengthen PEDP dialogue structures.	1	2	3	4
Sector Monitoring: Stable – Monitoring mechanisms for PEDP are strong, yet with room for improvement in reporting at the output level. Sector-wide monitoring mechanisms remain fragmented along sub-sectors.	**Low:** There is no evidence that GPE financial and non-financial support contributed to sector-wide or PEDP monitoring systems.				

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[125] This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3 as well as to (cross-cutting) CEQs 3.1 and 3.2.

[126] Evidence on sub-sector specific dialogue mechanisms beyond primary education is not available to the evaluation team. As a result, the analysis focuses on sector dialogue within PEDP-3 and 4 and the LEG (ELCG).

[127] For sector dialogue and monitoring, the four underlying assumptions in the country-level ToC were: (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country-level stakeholders having the *capabilities* to work together to solve education sector issues; (3) stakeholders have the *opportunities* (resources, time, conducive environment) to do so; and (4) stakeholders have the *motivation* (incentives) to do so.

Strengths and weaknesses of sector dialogue

Finding 8:   **Bangladesh has well-established mechanisms for sector dialogue at the pre-primary and primary levels. However, these have been weakened with the cancellation of the technical working groups and the reduced participation of civil society. Sector-wide dialogue through the ELCG has increased in relevance but remains largely reactive and plays a secondary role to sub-sector dialogue mechanisms. Viable means for high-level policy dialogue have yet to be addressed.**

At the primary level

81.   Sector dialogue at the pre-primary and primary levels happens through several coordination bodies that facilitate the exchange of information and alignment of DPs' and GoB's programming within the framework of PEDP. These can be categorized into two types: (a) dialogue fora set up specifically for PEDP-3 and 4; (b) the ELCG (LEG), as the dialogue and coordination platform that covers the entire education sector, including pre-primary and primary. In addition, there are a number of dialogue mechanisms (i.e., regularized meetings), which provide opportunities for regular exchange, including the Joint Annual Review Missions and the Joint Consultations Meetings for PEDP-3 and 4, further discussed under Finding 9, and government mechanisms that support but are not exclusive to PEDP-3 and 4 coordination (listed under c) in Table 3.7). Table 3.7 provides an overview.[128]

Table 3.7   Overview of coordination bodies in Bangladesh during the 2015-2019 review period

BODIES/MECHANISMS	MANDATE	MEMBERSHIP	ACTIVITY
a) Dialogue bodies set up specifically for PEDP-3 and PEDP-4			
Program Steering Committee	First established under PEDP-3 as an inter-ministerial consultation mechanism, it is responsible for overall oversight, policy guidance and coordination of PEDP-3 and PEDP-4.	Chaired by MoPME with broad membership of various government ministries and agencies involved in PEDP-3 and 4.	Quarterly meetings foreseen in the PEDP-3 and 4 program documents. No evidence available to confirm.
Technical Working Groups	Fora functional under PEDP-3 to support implementation and provide technical advice, with focus on PEDP-3 results areas: Quality WG; Disparities WG, Administration and Monitoring WG; Procurement and Financial Management WG. Not continued under PEDP-4.	Chaired by DPE Directors and co-chaired by DPs. Regular participants also involved civil society representatives	Bi-monthly or as required. Stakeholders reported some groups holding meetings on a weekly basis.

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[128] The majority of fora listed in Table 3.7 were also functional under PEDP-2. The evaluation team did not obtain substantial information on the dialogue fora under category (c) and focused its analysis on categories (a) and (b).

BODIES/MECHANISMS	MANDATE	MEMBERSHIP	ACTIVITY
b) Sector-wide dialogue and coordination bodies			
Education Local Consultative Group (functions at the LEG)	First established in 1993, the ELCG have evolved to become a sector-wide dialogue forum on education.	Currently chaired by Additional Secretary of MoPME, and co-chaired by a DP. Membership includes DPs, CSOs and NGOs operating in education field and since recently humanitarian agencies (e.g., UNHCR).	Meets quarterly (in theory), but frequency fluctuates.
Development Partner Consortium[129]	Forum used as a coordination mechanism among development partners that are directly financing PEDP. It facilitates strategic alignment and coordination among DPs to ensure that DPs "speak in one voice."	Lead by two annually rotating members agencies of the consortium. Members include all multi-lateral and bilateral organizations participating in PEDP-3 and 4.	At least monthly meetings or as required.
c) GoB mechanisms that support PEDP-3 and PEDP-4 coordination			
Annual Development Plan meetings	Meetings are held across the whole of Government to assess program and project progress to review program activities and expenditure, including of PEDP-3 and 4.	Chaired by the Minister of MoPME.	Monthly meetings foreseen at MoPME. No evidence about actual occurrence.
MoPME Monthly Coordination Meetings	Forum to facilitate strategic discussion and decision-making on all initiatives under DPE, including PEDP-3 and 4.	Chaired by the Secretary, MoPME and attended by Director Generals of all implementing associates in pre-primary and primary education.	Monthly meetings foreseen at MoPME. No evidence about actual occurrence.
Implementing Agencies Coordination Meetings	Forum to address day-to-day implementation issues related to all of the programs under the responsibility of DPE, including PEDP-3 and 4.	Chaired by Director-General of DPE and involves all DPE Division Directors.	Weekly meetings foreseen. No evidence about actual occurrence.

82.   Dialogue and consultations on primary education have been centered primarily on PEDP planning, monitoring and implementation.[130] Documentation and stakeholder feedback indicate that the dialogue structures under PEDP-3 have worked well in establishing a common agenda and facilitating information-sharing between sub-sector stakeholders, and in ensuring that DPs and GoB align their interventions. The

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[129] The Development Partner Consortium is not linked to the GPE Coordinating Agency function. It has been a standing committee of the ELCG since PEDP-2 and is the main link between DPs and the GoB.

[130] Consultation mechanisms were set out in the (revised) PEDP-3 program document and the Joint Financing Agreement between the GoB and DPs.

numerous dialogue fora listed in Table 3.7 were set up to complement each other in terms of priorities and responsibilities and stakeholders did not note any issues of duplication. While all stakeholders (GoB, CSOs and DPs) were generally satisfied with the level of engagement facilitated through these fora, looking at them individually, they noted areas for improvement, including stronger engagement with civil society and more dialogue on policy reforms. Stakeholder feedback and documentation suggest that the technical working groups were considered key dialogue bodies for PEDP-3 for wide set of stakeholders (GoB, DPs, and CSOs/NGOs), while the Development Partner Consortium was central to the coordination of development partners. Established structures under PEDP-3 were largely continued under PEDP-4 with a few notable changes as discussed below.

83.   Most DPs considered the Development Partner Consortium (DPC) to be an effective platform for donor coordination and harmonization, generating a more consolidated voice in engaging with the GoB during the planning, monitoring and implementation of PEDP-3 and 4.[131] During the two-year planning process for PEDP-4, the consortium met on a regular (at times weekly) basis to discuss strategic priorities and operational aspects of designing the new pre-primary and primary education program. However, due to the directions laid out for PEDP-4, which differ from some of the education priorities of development partners, and Bangladesh achieving lower middle-income status, the consortium participating in the pooled fund has shrunk from nine to five members.

84.   The Program Steering Committee is a high-level inter-ministerial platform intended to strengthen collaboration and bridge highly fragmented and at times overlapping responsibilities of GoB ministries and agencies involved in the primary education sector.[132] The limited evidence available suggests that the Committee under PEDP-3 was welcomed among GoB stakeholders as forum for strategic dialogue between ministries and departments, but remained largely inactive and required strengthening in terms of its mandate and functioning.[133] As such, the forum did not reach its full potential in facilitating consultation and coordination within the GoB. There is insufficient evidence to assess the extent to which other dialogue mechanisms within the GoB compensated the shortcomings of the Steering Committee.

85.   PEDP-3 had four technical working groups, one for each of the four components of the PEDP-3. Results of the working groups meetings provided key insight and evidence for annual planning and implementation activities during Joint Annual Review Meetings (JARMs) and Joint Consultation Meetings (JCMs).[134] In particular for NGOs and CSOs, technical working groups constituted a key space for meaningful contribution as they played a more observatory role in the JARMs. Evidence from stakeholders and documentation underline the essential role of technical working groups in facilitating regular (at times weekly) and more informal information exchange and coordination of technical support to program sub-

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[131] This assessment of the *Governance and Institutional Study for the Mid-Term Review of the Bangladesh Third Primary Education Development Program* from June 2014 (see p.13) was also confirmed by consulted stakeholders.

[132] See, for instance, DFAT. *Teaching & Learning Quality in Primary Education: Assessment & Recommendations*

Third Primary Education Development Program and Post-PEDP 3 Planning Quality Study. 30 November 2016, p.49. https://dfat.gov.au/about-us/publications/Pages/bangladesh-teaching-learning-quality-primary-education-assessment-recommendations.aspx

[133] See *Governance and Institutional Study for the Mid-Term Review of the Bangladesh Third Primary Education Development Program*, June 2014, p.16; N. Hossain et. al. *The Politics of Learning Reforms in Bangladesh.* in: S. Hickey, N. Hossain (eds). *The Politics of Education in Developing Countries – From Schooling to Learning.* 2019, p.74. The reasons for why the Steering Committee remained largely defunct could not be substantiated from stakeholder interviews and limited documentation. The minutes of Steering Committee meetings are not publicly available.

[134] Working group presentations and documentation was frequently referenced in JARM and JCM discussions.

components.[135] The GoB's decision to discontinue technical working groups under PEDP-4 was flagged by DPs and civil society stakeholders as a major concern as it significantly reduced the space for inclusive and informal dialogue.[136]

86.   While PEDP-3 dialogue mechanisms facilitated strong engagement between DPs and GoB, systematic civil society involvement as foreseen in the PEDP-3 and the revised PEDP-3 did not materialize.[137] DPs reported that frequent advocacy for the inclusion of national CSOs and NGOs was required given the GoB's reluctance. Stakeholders provided mixed feedback regarding the regularity and scope of civil society engagement in dialogue platforms during PEDP-3,[138] yet there was general agreement among DPs and NGOs/CSOs that the participation of non-state actors required strengthening. CSOs and NGOs were actively involved in the preparation of PEDP-4, which under the leadership of DPE included a strong consultative culture among participants. However, with the MoPME Secretary taking on the leadership, DPs and CSOs noted that consultations had become less inclusive and participatory.[139] MoPME's increasing tendency to engage bilaterally with partners is further reducing opportunities for CSOs/NGOs to contribute.

87.   Evidence from interviews and documentation also point out that dialogue fora under PEDP-3 focused primarily on the delivery of the program and rarely touched on the policy level. One DP noted that the lessons learned from PEDP-3 did not translate into meaningful explorations of reforms at the policy level and that most discussions concerned the achievement of program results.[140] Five out of 11 DPs consulted underlined that the potential of the ELCG[141] as a forum for high-level policy discussions has not been sufficiently explored to date.

At the sector level

88.   Sector-wide dialogue through the ELCG has taken a secondary role compared to sub-sector dialogue discussed above. However, it has strengthened and increased in relevance more recently.The ELCG is the sole sector-wide dialogue platform in Bangladesh set up to cover all levels of formal and non-formal education and comprises a broad range of members including the Government, bilateral donors, international financial institutions, multilateral agencies, local and international NGOs and CSOs.

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[135] See for instance, Directorate of Primary Education. *Revised Program Document January 2015 – Program Overview and Implementation Guide – Third Primary Education Development Program (PEDP-3).* January 2015, p.169f. *Governance and Institutional Study for the Mid-Term Review of the Bangladesh Third Primary Education Development Program* from June 2014 p.12, 20f.

[136] There is no clear explanation why the technical working groups were discontinued.

[137] The revised PEDP-3 program document envisioned CSO participation in the Program Steering Committee, JARM, JCM, technical working groups. Source: Directorate of Primary Education. *Revised Program Document January 2015 – Program Overview and Implementation Guide – Third Primary Education Development Program (PEDP-3).* January 2015, p.169f.

[138] Some stakeholders reported regular civil society participation in the JARMs and three out of four technical working groups under PEDP-3, while others noted that CSO representatives were largely absent.

[139] For instance, one non-state actor noted that "Under PEDP-4, CSOs and DPs space has shrunk a lot." Other actors notably absent in dialogue and planning processes include representatives of teacher unions and associations, district-level/upazila representatives, MoE sub-sector agencies (e.g., Madrasah School Board, BNFE) and private actors.

[140] See also *Governance and Institutional Study for the Mid-Term Review of the Bangladesh Third Primary Education Development Program*, June 2014, p.13. This was also noted at time in GPE's Mission Summary Reports (see for instance 10 July 2019, p. 2). Interview data has been overall limited given its political sensitivity and the fact that minutes of Committee meetings are not publicly available.

[141] Ministry of Foreign Affairs of the Netherlands, IOB Evaluation: The two-pronged approach: Evaluation of Netherlands support to primary education in Bangladesh. August 2011, p. 71. https://www.oecd.org/countries/bangladesh/49778886.pdf

89.   The ELCG is currently chaired by MoPME and co-chaired by a DP[142], which also automatically assumes the role of the CA. Despite its long history and promising set-up, consulted stakeholders noted that there has been confusion around the role of ELCG in relation to PEDP-3 dialogue fora and raised a number of concerns regarding the ELCG's performance during the review period.[143]

90.   Stakeholders reported that the frequency of ELCG meetings was often determined by the level of engagement of the DP co-chair and the degree of urgency of agenda items, which resulted in some notable periods of inaction during PEDP-3.[144] Some ELCG members lamented that the ELCG does not have standing agenda items, but rather convenes on an ad-hoc basis as needs arise. Stakeholders noted the following key events in particular that generated increased ELCG activity: the preparation leading to Bangladesh joining GPE in 2015; the Rohingya emergency grant in 2017/18; and preparations for a second potential ESPIG.[145]

91.   In the context of PEDP-3, the ELCG played a secondary role compared to sub-sector dialogue mechanisms. In particular, the Development Partner Consortium performed as the key decision-making platform among DPs participating in PEDP-3 for enhanced donor coordination for pre-primary and primary education initiatives. The relationship between PEDP-3 dialogue fora and the ELCG was rather informal and information exchange happened primarily through DPs. Hence, the Bangladesh experience with its ELCG also points out some systemic shortfalls in LEG design as a whole. In Bangladesh, the GPE model's assumption that a comprehensive ESP provides the scope for a LEG to assume a regularized role and meaningful capacity to jointly monitor sector-wide progress was not fulfilled, given the sub-sectoral nature of planning mechanisms. Accordingly, the level of ELCG activity rose and fell in relation to the existence of specific key situations which required ELCG activity. In these circumstances, the benefits of continuity with respect to the ELCG were not able to be realized. In terms of PEPD-4, it should be noted that several of the prior DPs to the PEDP-3 pooled fund have chosen to withdraw for a variety of reasons; some related to the direction of PEDP-4 and some related to overall changes in bilateral development cooperation strategies with Bangladesh.

Dialogue and coordination mechanisms for the Rohingya emergency response

The GoB and the humanitarian community have engaged in close consultations and strategic planning exercises, resulting in the annual Joint Response Plans[146]. Bilateral and multilateral consultations happen both at the national and district levels.[147] The Cox's Bazar Inter-Sector Coordination Group is the main body for operational and strategic coordination and dialogue across sectors. In addition, monthly meetings are held specific to the education sector, including a wide range of actors from local and international NGOs, multi-lateral organizations and humanitarian agencies. These meetings provide updates on overall progress on the education response, current challenges in implementation (e.g., natural emergencies), and forward-looking planning.[148] DPs judged the coordination mechanisms in Cox's Bazar to be "quite strong." In 2018, the Education Sector Coordinator proposed to make the Rohingya response a standing agenda item for the ELCG and has been regularly invited to ELCG meetings to provide updates. However, the ELCG's role was limited to information sharing purposes only in light of the existence of the Inter-Sector Coordination Group. [149]

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[142] Currently UNICEF.

[143] Documentation on ELCG meetings accessible to the evaluation has been very limited. As such, much of the analysis is based on stakeholder feedback.

[146] 2018 Joint Response Plan (March – December 2018); 2019 Joint Response Plan (January – December 2019).

[147] See 2019 Joint Response Plan for Rohingya Emergency, p.14.

[148] Meeting minutes can be accessed here: https://www.humanitarianresponse.info/en/operations/bangladesh/education

92.   During the review period, representatives of CSOs and national and international NGOs[150] were regularly invited to participate in ELCG meetings and actively contributed in discussions and activities. For instance, the ELCG appointed CAMPE to conduct the independent appraisal of PEDP-3 with some financial support from the EU in preparation of the 2015 ESPIG application, which went through an extensive consultative process involving all members of the ELCG.[151] The ELCG has become a key platform of engagement for CSOs and NGOs as their access to other dialogue fora has become more restricted under PEDP-4 and MoPME's increasing preference for bilateral engagements.

93.   During much of the implementation of PEDP-3, DPs reported a limited presence of the GoB at ELCG meetings, as only a small number of Ministries and agencies active in the education sector sent representatives[152] and many of those were of lower ranking, without authority for decision-making. DPs and non-state actors highlighted that this significantly weakened the role of the ELCG as a meaningful sector-wide policy dialogue platform. Recently, MoPME has been sending more senior people and taken a more active role in organizing and hosting ELCG meetings in Ministry facilities, most notably during the discussions of the Rohingya grant and the prospect of the application for a new ESPIG grant.[153] However, MoPME acting as the chair has limited the ELCG's ability to engage other ministries as a result of which ELCG meetings have largely focused on primary education and the Rohingya emergency, and rarely touched upon other education sub-sectors.[154] The ELCG's potential as a consultative platform for long-term strategic and policy planning has not materialized to date, as one DP remarked that "the ELCG during PEDP-3 and 4 has been mostly reactive rather than proactive in terms of advocating for certain policy changes or exploring new initiatives."

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[147] See 2019 Joint Response Plan for Rohingya Emergency, p.14.

[148] Meeting minutes can be accessed here: https://www.humanitarianresponse.info/en/operations/bangladesh/education

[149] Source: ELCG meeting minutes, 7 March 2018.

[150] These include a select number of stakeholders: Save the Children (representing international NGOs), CAMPE (representing over 1000 national CSOs), and BRAC (representing national NGOs).

[151] "The opportunity for civil society led by CAMPE to prepare this appraisal of primary education sector plan and contribute to the GPE partnership building process augurs well for constructive government-civil society-NGO collaboration." Source: CAMPE. *Bangladesh Education Sector – An appraisal of basic education (pre-primary and primary with reference to secondary.* December 2014, p.39.

[152] This is based on anecdotal evidence from stakeholders who noted that high-level representation of MoE, Madrasah Education Board, Directorate of Technical Education were often missing. The evaluation team's access to documentation on ELCG meetings and participants was very limited at the time of writing the report.

[153] Recognizing that all GPE grants require LEG endorsement for applications, MoPME Secretary agreed to chair ELCG meetings where grant applications for ESPDG, ESPIG and the Multiplier Fund will be discussed. Source: GPE Back to Office Report, November 2017.

[154] For instance, one DP noted the missed opportunity of using ELCG meetings for better coordinating the support of BNFE, which is currently involved in both the implementation of a program component of PEDP-4 as well as in the process of developing a plan and SWAP for non-formal education in Bangladesh with the help of UNESCO. This poses significant challenges given the capacity constraints of the Bureau, including staff, expertise and financial resources.

Strengths and weaknesses of sector monitoring

Finding 9:	Bangladesh has set up strong monitoring mechanisms at the primary education level, with JARMs and JCMs reporting regularly on overall PEDP progress. However, PEDP-3 indicators at the output level were monitored less systematically than outcome-level indicators and Disbursement-linked Indicators.

94.   Under PEDP-3, the GoB set up a robust monitoring system for primary education comprised of regular meetings of working groups and the biannual Joint Consultative Meetings (JCMs), which fed into a yearly comprehensive assessment during the Joint Annual Review Mission (JARM) (see Figure 3.1). Organized by MoPME, the JARMs included representatives of all sub-sector stakeholders involved in PEDP-3, and reported on PEDP-3 implementation progress, compliance with fiduciary safeguards and prepared the next Annual Operational Plan. Document review and stakeholder interviews show that JCMs and JARMs were held in a consistent manner throughout the implementation of the revised PEDP-3[155] and constituted an effective and harmonized approach to monitoring PEDP-3 across all parties.[156] In addition, these monitoring mechanisms also served as a tool for fostering sector dialogue among key stakeholders.

Figure 3.1   PEDP-3 Monitoring Mechanisms
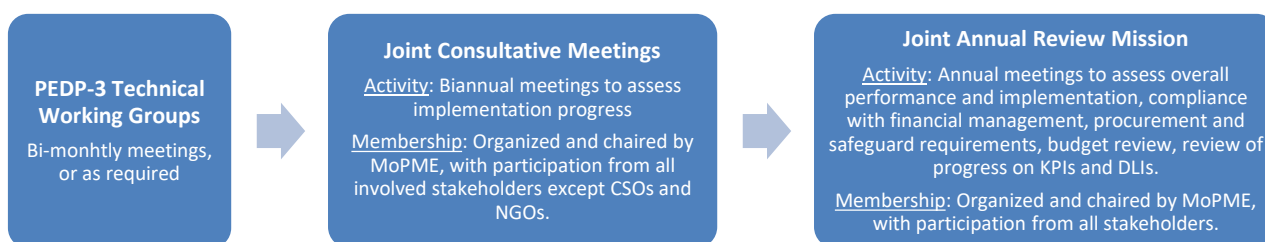
95.   The JARMs partially meet GPE's quality standards for JSRs as outlined in GPE's JSR guidance and tracked by GPE's results framework (indicator 18) but with some shortcomings.[157] The quality of the JARMs remained fairly constant as reflected in the ratings.

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[155] JCM and JARM documentation before 2014 were not available to the evaluation team.

[156] See, for instance, World Bank. *Implementation Completion and Results Report – PEDP-3 (P113435).* 21 June 2018, p.24.

[157] GPE quality ratings are only available for 2016 and 2017 JARMs.

Table 3.8 **JARMs in Bangladesh partially meet JSR quality standards as defined by GPE**

JSR QUALITY STANDARDS[158]	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JARM REPORTS, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2017	
Participatory and inclusive	No	No	• Not inclusive of state actors covering sub-sectors beyond (pre)primary education. Absence of parents and teacher associations,[159] private sector representatives and representatives at upazila and district levels. • Inclusive of wide range of GoB representatives, international financial contributors, NGOs, CSOs and at times other international actors (e.g., USAID, WFP, UNESCO).
Evidence-based	Yes	Yes	• Meetings use a wide range of data sources, including reports, data bases and surveys, to measure progress and challenges against PEDP-3 targets. • ASPR provides an annual comprehensive status report of primary education.
Comprehensive	Yes	Yes	• By nature, JARMs exclusively cover (pre)primary education. Minister of MoPME does not attend, which limits policy-level discussions. Limited active participation of CSOs and NGOs. • JARM Record of Discussions covers activities as outlined in PEDP-3.
Aligned with shared policy frameworks	n/a	n/a	• Strong alignment of reporting mechanisms between PEDP-3 parties. • Policy discussions are largely absent.
A monitoring tool	Yes	Yes	• Monitors DLIs, KPIs and PSQL targets but does not systematically monitor implementation at the output level.[160] • Monitors the implementation of recommendations/action items from past JARMs.

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[158] JSR quality standards have evolved somewhat over time. The five JSR quality standards scored by GPE's RF indicator 18 are: (a) participatory and inclusive, (b) evidence-based, (c) comprehensive, (d) a monitoring instrument, and (e) anchored into effective policy cycle (Global Partnership for Education (GPE). "Results Framework Indicators: Methodological Briefs," June 2017, p. 47). The five dimensions of an effective JSR outlined in GPE's guidelines for effective JSRs are: (a) inclusive and participatory, (b) aligned with shared policy frameworks, (c) evidence-based, (d) a monitoring tool, and (e) an instrument for change embedded effectively into a policy cycle (Global Partnership for Education (GPE, September 2018, p. 20). Table 3.9 lists six criteria to capture both sets of standards, which overlap for all but one dimension.

[159] Bangladesh has more than a dozen national teachers' associations, which are frequently divided by party affiliations and official status. They have been an essential factor in pushing the GoB to nationalize the RNGPS schools, to bring all public school teachers' salaries, rank and status under the government system. Source: N. Hossain et. al. *The Politics of Learning Reforms in Bangladesh.* in: S. Hickey, N. Hossain (eds). *The Politics of Education in Developing Countries – From Schooling to Learning.* 2019, p.74.

[160] According to the GPE guidelines on conducting quality sector reviews, they should include "Process and output indicators measuring the implementation of specific interventions, combined with outcome indicators whenever possible." Ibid, p. 9

JSR QUALITY STANDARDS[158]	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G., JARM REPORTS, ETC.) AND CONSULTED STAKEHOLDERS
	2016	2017	
An instrument for change anchored in an effective policy cycle	No	No	• JARM recommendations are mainly administrative actions followed up on at each JARM and JCM.

96.   PEDP-3 used a flexible results-based management model and provided a coherent monitoring framework for its six results areas. PEDP-3 program document includes two monitoring tools: (a) the Program Matrix, which provides annual qualitative targets for each of the subcomponents of the six results areas, and (b) the Monitoring and Evaluation (M&E) Matrix, which provides quantitative targets for each of the subcomponents of the six results areas as well as outcome-level targets for the six results areas.[161] In addition, DPs and the GoB adopted for the first time in PEDP-3 a Disbursement-Linked Indicator (DLI) approach, which strengthened the program's focus on results instead of inputs. Nine of the 29 sub-components are monitored through DLIs and determine 75 percent of the financial disbursements of DPs based on the number of DLIs fully achieved each year.[162] The remaining 25 percent of DP funding, also referred to as the "fixed tranche", is disbursed based on a review of Key Performance Indicators, monitoring reports and compliance with environmental and social safeguards.

97.   The annual JARMs were informed by substantial data collection through field visits, workshops and working group preparation meetings and a broad range of reports, databases and surveys. Documentation and stakeholders especially highlight the analysis and data prepared in working group meetings, which systematically informed discussions in JCMs and JARMs.[163] JARM recommendations consistently fed into the implementation and the annual operational plan, yet they remained largely administrative in nature and did not cover changes to the program design nor the addition of new interventions. Hence, policy and strategic dialogues were largely absent in JARMs and JCMs. Recommendations of JARMs and JCMs were followed up on adequately, such as in the form of priority action items, from year to year.

98.   Despite the notable strengths of the monitoring system, stakeholders raised concerns that performance assessments in JCMs and JARMs were too heavily focused on Disbursement-Linked Indicators (DLIs) given their significance in triggering financial disbursements, which resulted in a more limited analysis of non-DLIs and a lost opportunity to move the discussion to a higher strategic and policy discussion

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[161] In its revised version (post-MTR), the PEDP-3 M&E Matrix lists the following indictors: 15 (outcome-level) Key Performance Indicators (KPIs), 12 (outcome-level) non-KPIs, 14 (output-level) Primary Schools Quality Level indicators (PSQL) to monitor minimum service standards in primary school, and 75 (output-level) sub-components indicators, including indicators for the nine Disbursement-Linked Indicators (DLIs). The nine DLIs are composed of subcomponent indicators and in some cases of PSQLs. Source: Directorate of Primary Education. *Revised Program Document January 2015 – Program Overview and Implementation Guide – Third Primary Education Development Program (PEDP-3).* January 2015, Chapter C.5.

[162] The nine sub-components monitored through DLIs are: Production and distribution of textbooks; teacher education and development; pre-primary education; needs based infrastructure development; decentralized school management and governance; Grade 5 PECE strengthened; teacher recruitment and deployment; Annual Primary School Census; sector finance.

[163] Other data sources consulted during JARMs include PEDP-3 annual audit reports, DPE administrative records, CAMPE's Education Watch surveys, National Student Assessment, Primary Education Completion Exam, textbook distribution database, Bangladesh's National Census, Household Income and Expenditure Survey, the Enumerated Household Survey, Annual Primary School Census, among others. The Annual Sector Performance Report (ASPR) draws on most of these sources and constitutes the most comprehensive status report on the primary education in Bangladesh to date.

underlying the (lack of) progress against DLIs.[164] The monitoring of the DLIs in JARMs and JCMs focused mostly on the qualitative targets provided in the Program Matrix of the revised PEDP-3[165], whereas reporting along the quantitative indicators for DLIs in the M&E Matrix is more limited (see Table 3.9). Still, JARM and JCM documentation at times vary in terms of the level of detail and the number of qualitative DLI targets monitored each year (further elaborated in Finding 18).

99.   While the two matrices (Program Matrix and M&E Matrix) complement each other and provide solid tools for monitoring progress on program results, reporting on indicators and annual targets was not systematic (see Appendices C.5 and B.1). For instance, the Annual Sector Performance Reviews, which is the primary reporting tool on progress achieved against the PEDP-3 results framework, primarily focused on KPIs, Primary Schools Quality Level indicators (PSQLs), non-KPIs listed in the M&E matrix over the review period. In contrast, annual reports and JARM and JCM records of discussion have not systematically tracked progress towards the achievement of most output-level targets. Table 3.9 outlines the degree to which different types of indicators have been reported on.

Table 3.9   Mixed reporting on the revised PEDP-3 quantitative data indicators (M&E Matrix)[166]

TYPE OF INDICATOR	DATA AVAILABILITY		
	INDICATORS FULLY REPORTED ON ANNUALLY	INDICATORS WITH LIMITED DATA/ONLY AVAILABLE SOME YEARS	INDICATORS NOT REPORTED ON
DLI (Disbursement-Linked Indicators) (N=29)	38% (n=11)	14% (n=4)	48% (n=14)
KPI (Key Performance Indicators) (N=15)	87% (n=13)	13% (n=2)	0% (n=0)
PSQL (Primary Schools Quality Level indicators) (N=14)	100% (n=14)	0% (n=0)	0% (n=0)
Non-KPI (Non-Key Performance Indicators) (N=12)	83% (n=10)	17% (n=2)	0% (n=0)
Sub-components (N=75)	0% (n=0)	12% (n=9)	88% (n=66)

100.   The PEDP-3 MTR reported on progress against all indicators and addressed the progress and challenges related to the implementation of the plan. The 1.5 year-long process included extensive stakeholder consultations, the completion of five independent studies,[167] and numerous workshops, based on which improvements were made to the implementation monitoring framework (revision of some output

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[164] See *Governance and Institutional Study for the Mid-Term Review of the Bangladesh Third Primary Education Development Program*, June 2014, p.22; GPE. *Mission Summary Report*. 10 July 2017, p.2.

[165] See PEDP-3 Program Document. 2015, section C.4.

[166] Based on the evaluators' review of the M&E framework for the revised PEDP-3, and JARM and JCM reports and ASPRs 2011-2017.

[167] These are: 2014 Economic Analysis (funded by WB), 2013 Financial Analysis (, 2014 Governance and institutional Study (funded by DFAT), 2014 Quality Study (by the Education Resource Facility, funded by UNICEF), 2015 Study of Age-Related Projections of 0-13 Year Olds in Bangladesh 2013-2023 (funded by ADB).

and outcome indicators). The results of the MTR were used to make adjustments to PEDP-3 to enhance its implementation (see Finding 2).

101.   The monitoring mechanisms under PEDP-3 were largely continued under PEDP-4, but with the notable change in cancelling the technical working groups, which provided substantial input on the progress of activities and financial allocations during PEDP-3 JARMs. Instead, independent verification agencies were envisioned to support monitoring activities for certain sub-components[168]; some DPs raised concerns about adequate funding and limited timelines for hiring experts. Given the recent launch of PEDP-4 in 2018, it is too soon to assess the functioning of monitoring mechanisms.

Finding 10:	The Education Management Information Systems (EMIS) is fragmented among sub-sectors and has been hampered by capacity challenges. While statistical data collection has expanded, data analysis remains a key weakness.

102.   Sector monitoring in Bangladesh is fragmented among sub-sectors. A multitude of government agencies and non-state actors are engaged in data collection with varying capacities and resources.[169] They keep their own administrative records by collecting data directly from the institutions under their control. For instance, DPE has a designated Information Management Division, which responsible for maintaining a data management system on government primary schools by sourcing data from the annual survey of primary schools, and other relevant sources (e.g., surveys conducted by CAMPE and Bangladesh Bureau of Statistics). DPE's M&E Division oversees the production of the Annual Primary School Census reports and the Annual Sector Performance Reviews based on the information collected by the Information Management Division. BNFE received support from UNESCO to systematize non-formal education monitoring by developing a Non-formal Education Management Information System (NFEMIS) and a framework for online NFEMIS. DSHE has an EMIS cell, which is responsible for collecting data on post-primary education.[170] The Madrasah Education Board engages in data collection on institutions providing madrasah education.[171] In addition, some NGOs independently collect data and produce annual reports.[172]

103.   The Bangladesh Bureau of Educational Information and Statistics (BANBEIS), an attached department of the MoE, is the designated government body responsible for the collection, compilation, supply and dissemination of educational information and statistics for the sector as a whole.[173] It is engaged in collecting and consolidating available data from different agencies for three education streams (formal, Madrasah and TVET education) and has been assigned the responsibility to develop a more integrated EMIS system. However, BANBEIS struggles with limited financial resources[174] and the necessary authority to effectively perform its role.[175] According to one stakeholder, agencies of the education ministries have

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[168] See, for instance, PEDP-4 Program Document. February 2018, p. 409.

[169] Access to documents and stakeholders beyond primary education has been limited. There is no comprehensive assessment of Bangladesh's EMIS to date.

[170] There is limited information available due to lack of documentation and limited access to stakeholders.

[171] No further information available.

[172] For instance, BRAC produces its own reports. No further information was available.

[173] Excluded are English Medium Schools and other types of private education providers.

[174] BANBEIS is mainly funded by the GoB (information on BANBEIS annual budget is not available). International funding is largely absent, apart from a soft loan from the Korean Economic Development Cooperation Fund through the Korea EXIM Bank to build their ICT capacity.

[175] BANBEIS was upgraded to a Directorate headed by a Directorate General in 2008 and was assigned a larger staff capacity of 167 staff in its head office in Dhaka and 640 staff in 125 field offices (Source: BANBEIS 2019 Brochure)."

been "very reluctant to cooperate with BANBEIS."[176] UNESCO is currently providing technical assistance for BANBEIS to conduct a data gap analysis, and indicator framework and data mapping. However, one stakeholder pointed out that "the amount of work that BANBEIS has is overwhelming its capacities."

104. Despite these challenges, BANBEIS has been producing the annual Bangladesh Education Statistics since 2008, which constitutes the most comprehensive consolidation of education statistical data across ministries. Its increasing coverage of schools across sub-sectors between 2015 and 2018 provides a more comprehensive picture of the education sector but makes data comparison across time more challenging. BANBEIS is responsible for sending data on education to UNESCO UIS yet has not met related GPE criteria in 2015 and 2016.[177]The Bangladesh Bureau of Statistics (BBS) also compiles statistics on education mainly from surveys and censuses, such as the Education Household Survey and the Literary Assessment Survey. In addition, education-related questions have been included in a number of other social surveys conducted by BBS. BBS also exercises a quality assurance function for all ministries to ensure data quality in line with the 2013 Bangladesh Statistics Act.[178]

105. Overall, information and communication technology (ICT) systems have slowly been expanded,[179] including ICT training for teachers and online data collection systems (e.g., Geographic Information System school mapping system). These initiatives have improved data collection capacities, even though some stakeholders noted that they have not been used consistently. Further common capacity challenges include:

▪ **Decentralized monitoring capacities at the school, district and upazila levels** are still very limited for primary and secondary education. PEDP-4 and SEDP plan to provide support to maintain and update upazila EMIS databases and ensure that adequate training services are provided to teachers. BANBEIS is developing plans to establish offices in each upazila to strengthen its local presence. To mitigate its limited capacity to expand its coverage of districts, BNFE is engaging local NGOs to support monitoring activities.[180]

▪ **Shortcomings in capacities for data analysis**: To date, improved systems of data collection and increased availability of data have not resulted in stronger data analysis.[181] For instance, the PEDP-4 program document highlights the inadequate utilization of EMIS for monitoring and analysis of WASH in pre-primary and primary schools for appropriate planning. Comprehensive analysis of the quality of education to support the improvement of learning outcomes among primary school population is

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[176] As one GoB stakeholder notes "all actors are collecting their own data but it is not centralized." The M&E division in DSHE has "very limited implementing capacity" according to one stakeholder.

[177] According to GPE RF indicator 14, Bangladesh did not meet the criteria of providing data to UNESCO UIS for at least 10 out of 12 indicators. In 2015, the following indicators were missing: (i) lower secondary completion rate, (ii) pupil-teacher ratio for lower secondary education, (iii) percentage of teacher trained in primary education, (iv) public expenditure on education as percentage of GDP; (v) public expenditure on education as percentage of public expenditure; and (vi) educational expenditure in primary education as percentage of total educational expenditure. In 2016, the following indicators were missing: (i) primary gross enrollment ratio, (ii) primary completion rate, (ii) pupil-teacher ratio in primary education, (iii) educational expenditure in primary education as percentage of total educational expenditure.

[178] See http://203.112.218.66/WebTestApplication/userfiles/Image/NSDS/NSDS%20_FInal13.pdf.

[179] To date ICT centers have been established in 125 upazilas. Between March 2016 and June 2018, 125,000 teachers received ICT training. BANBEIS hires external trainers to conduct ICT trainings. Source: BANBEIS 2019 Brochure.

[180] See http://www.unesco.org/new/en/dhaka/education/education-statistics-and-emis/.

[181] This challenge was repeatedly flagged in multiple stakeholder interviews.

still largely absent (see also Section 5).[182] Documentation and stakeholder interviews underline the lack of capacities in terms of both expertise to conduct statistical analysis (among GoB staff, universities and research centers)[183] and financial resources as the main challenges.[184] In addition, staff turnover within ministries constitutes an additional challenge to maintain know-how. Some stakeholders pointed out the GoB's limited demand for comprehensive data analysis. GoB requests for data have been sporadic as politically sensitive issues arise and confined to specific themes.[185] The limited capacity for data analysis is likely contributing to the lack of substantial policy discussions and reform efforts due to the limited understanding of current needs especially in terms of the provision of quality education.[186]

106.   While SEPD and PEDP have dedicated program components targeting the strengthening of sub-sector EMIS, [187] neither local representatives from schools, districts or upazilas nor BANBEIS and the Bangladesh Bureau of Statistics (BBS) have been active participants in sub-sector planning cycles to date. As a result, stakeholders from the latter two bodies[188] noted that their needs for strengthening their data collection and analysis capacities have not been adequately taken into consideration during planning cycles. Neither BANBEIS nor BBS have received funding through PEDP or SEDP. Further observations are provided in Table 3.10 below.

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[182] This was highlighted by most stakeholders. See also DFAT 2016 evaluation, p.3: "PEDP-3 has carefully monitored what it has "done", in terms of inputs and outputs but there is less information about system change e.g., how the considerable amount of training that has happened is being incorporated into classroom practice and what difference this is making. Finally, although the programme is built on a sound school effectiveness model – that the improvement of quality is contingent on a number of initiatives – the programme monitoring has not taken enough account of the interconnection of these multiple initiatives; for example at the experience of the teachers who have to internalize the different training, manage the increased number of pupils, use the new textbooks, assessments, ICT etc, or to the context (the schools) in which they try to do this."

[183] BBS does currently not have a unit for data analysis. As of 2018, the M&E Division of DPE was understaffed missing staff with technical expertise to process data and, including with appropriate statistics and research backgrounds. (Source: PEDP-4 Program Document. 2018, p.81). See also, the Government of Bangladesh. *National Strategy for the Development of Statistics.*2013, p.28; DFAT evaluation, 2016, p.50.

[184] See DFAT. *Teaching & Learning Quality in Primary Education: Assessment & Recommendations,* 2016.
Third Primary Education Development Program and Post-PEDP 3 Planning Quality Study. 30 November 2016, p.50.

[185] For instance, on the question of additional funding for school infrastructure development, GoB requested systematic data that would inform effective and efficient allocation of resources based on needs.

[186] As pointed out by N. Hossain et. al., parliamentary debates on governance and quality of education generally have limited effect, and MPs have little incentive to act, since education quality has to date been absent from electoral politics. Source: Hossain et al. *The Politics of Learning Reforms in Bangladesh.* in: S. Hickey, N. Hossain (eds). *The Politics of Education in Developing Countries – From Schooling to Learning.* 2019, p.74.

[187] For instance, 2018-2023 SEDP allocates funding to the EMIS cell of DSHE to regularize and enhance the reliability and utilization of data management systems. PEDP-3 focused on the strengthening education data collection and reporting through the Annual Primary School Census, published by DPE, and the national learning assessment at the primary level (National Student Assessment). PEDP-4 aims to support a DPE web-based central data management system, integrating an updated student and teacher management information system, Primary Education Completion Exam, textbook monitoring, Annual Primary School Census and the National Student Assessment (Source: ADB. *Proposed Results-based Loan – People's Republic of Bangladesh: Supporting Fourth Primary Education Development Program.* September 2018).

[188] No interviews were conducted with stakeholders from district, upazila and school levels.

Table 3.10   EMIS Assessment in Bangladesh

ASSESSMENT USING WORLD BANK SABER[189] CRITERIA
Enabling Environment[190]: In recent years, the GoB has taken steps to improve its monitoring systems, such as passing the first Bangladesh Statistics Act and adopting the National Strategy for the Development of Statistics in 2013. BANBEIS is reportedly in the process of developing a National Strategy for the Development of Educational Information Statistics, however no further information could be obtained on this initiative. Data is limited to comprehensively assess budget allocations, however, stakeholders pointed out limited financial resources as a key challenge to maintain services and to strengthen capacities at the district/upazila and school levels. Lack of adequate staffing within BANBEIS as well as at the sub-sector level, especially to conduct data analysis, pose limitations.
System Soundness[191]: Information available on the data systems used by BANBEIS and other sub-sector agencies is insufficient to make a sound assessment.
Quality data[192]: As of 2018, DPE implemented a system of third-party validation of APSC data using a randomly selected sample of schools to address issues of data quality. The effectiveness of the third-party validation process is limited by the failure of consultants to conduct physical school visits. The BANBEIS reports note "weak and unsystematic" record keeping by institutions as well as inadequate data insertion by heads of institutions as key challenges.[193] No further information is available to provide a comprehensive assessment of the quality of data.
Utilization in decision making[194]: EMIS data is made available through the BANBEIS website, which includes the annual Bangladesh Education Statistics reports since 2009. Pre-primary and primary EMIS data is also provided through the ASPR and is used in JCMs and JARMs. Stakeholders interviews suggest that the predominantly descriptive nature of the data and the lack of capacities to conduct data analysis limited policy-makers ability to strengthen the use of EMIS data in policy discussions.

107.   Monitoring mechanisms for the Rohingya emergency response are discussed in the textbox below.

Monitoring mechanisms for Rohingya emergency

A robust monitoring system was set up to track activities and results of the multi-stakeholder response to the Rohingya emergency in the education sector. UNICEF as the GPE grant agent is responsible for the financial management of GPE funds as well as the monitoring of the implementation of activities funded by GPE. To date, quarterly updates have been prepared and shared with GPE.[195] A final report to GPE is foreseen no later than three months after program completion.

Regular visits to camps and the host communities conducted by UNICEF teams and input from other partners on the ground feed into monthly progress reports shared through the Cox's Bazar education sector coordination mechanism.[196] In addition, a multitude of cross-sectoral monitoring and reporting activities are taking place, including the Inter-sector Coordination Group's assessment reports and situation reports. A Mid-Term Review of the 2018 Joint Response Plan was undertaken in August and September of 2018, which informed the strategic planning process for 2019.[197]

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[189] The assessment doesn't rigorously apply all SABER criteria, but uses them as a guide for assessing EMIS function.

[195] The updates capture the situation on the ground as of October 2018, January 2019 and April 2019. However, these updates do not disaggregate for results achieved through GPE funding. Source: UNICEF. Update on the Education Response to Rohingya Humanitarian Crisis. May 2019.

GPE contributions to education sector dialogue and monitoring

Finding 11: **The granting process of the 2015-2017 ESPIG and the 2018-2020 Accelerated Fund for the Rohingya contributed to activating the ELCG. Beyond this, however, there is no evidence of GPE contributions to sustainably strengthening overall sector dialogue and monitoring.**

108. GPE offers a series of financial and non-financial mechanisms to support sector dialogue and monitoring. Table 3.11 provides an overview of these mechanisms, grouped by whether they have made a significant, moderately significant, or no/limited contribution to mutual accountability in Bangladesh. This grouping is indicative and does not constitute a formal score.

Table 3.11   GPE contributions to mutual accountability

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **Consultative ESPIG application process**: Stakeholders note that the perceived tight deadlines for application processes for the 2015 ESPIG and the Accelerated Funding for the Rohingya emergency activated the ELCG and led to more regular dialogue with broader membership participation in the ELCG (e.g., UNHCR in the context of Rohingya emergency). ELCG as it provided the main platform for discussion on the content and the development of the GPE concept notes with the government, DPs and civil society organizations.[198] However, the heightened ELCG activity was only temporary and did not lead to a strengthened role of the ELCG and/or to improved sector-wide dialogue overall. This in large part was due to the Bangladesh tradition of relying on dialogue and monitoring mechanisms established at the sub-sector level and using the ELCG in a largely transactional fashion as opposed to one of promoting greater continuity across the education sector is a whole. However, in the future because Bangladesh is now exploring the development of a full ESP as required by the NFM, there may be more opportunities to evolve a more substantive role for the ELCG.
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **CA**: During the preparation of ESPIG and the Accelerated Funding applications, the CA played a key role in the coordination of ELCG activities. During periods when CA was not part of the Development Partner Consortium[199], GPE advocacy was more confined to the ELCG.

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[191] Defined by: Data architecture, data coverage, data analytics, dynamic system, and serviceability

[192] Defined by: Methodological soundness, accuracy and reliability, integrity, and periodicity and timeliness

[193] See 2018 Bangladesh Education Statistics report.

[194] Defined by: openness to EMIS users, operational use, accessibility and effectiveness in disseminating findings and results

[195] The updates capture the situation on the ground as of October 2018, January 2019 and April 2019. However, these updates do not disaggregate for results achieved through GPE funding. Source: UNICEF. Update on the Education Response to Rohingya Humanitarian Crisis. May 2019.

[196]   Situation   reports   and   other   types   of   reporting   can   be   accessed   here: https://www.humanitarianresponse.info/en/operations/bangladesh/education/documents/coordination-hubs/151883/disasters/153413/document-type/fact-sheet/document-type/situation-report/document-type/analysis-report

[197] ISCG Secretariat. *Mid-Term Review of the 2018 Joint Response Plan*. September 2018. Bangladesh. Available at: https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/iles/documents/iles/2018_jrp_mid_term_review_v28.pdf

[198] See, for instance, UNICEF. *Draft GPE concept note.* May 2014.

[199] For instance, USAID was not a financial contributor to PEDP-3 and as such not part of the DPC.

LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **GPE Secretariat advocacy**: Even though the CL participated in annual JARM meetings and corresponding ELCG meeting, stakeholders noted the limited presence of the GPE Secretariat during PEDP-3 implementation. There is no evidence that advocacy from the Secretariat or the CL contributed to strengthening sector dialogue or monitoring.
• **GA**: While the Grant Agent (WB) played a key role in the Development Partner Consortium as the biggest financial contributor to PEDP-3 and often acted as the spokesperson for the DPs, consulted stakeholders, including those of the WB itself, did not link this performance to the GA role in the construct of an inclusive GPE partnership. The WB expressed initial hesitation to assume the role of the GA and saw the ESPIG as merely a small part of their larger education portfolio.
• **CSEF funding** Based on documentation pre-2015, CSEF supported CAMPE's advocacy and public information sharing initiatives, including in print and electronic media, radio and television. CAMPE was also closely involved in the development of the National Education for All report, prepared by MoPME and developed an independent review report "From EFA 2015 to EFA 2030 – Are We on Track? – A Civil Society Perspective on Education for All" published in November 2014. There is no evidence of the impact of these activities beyond 2015.[200]
• **ESPDG funding:** too soon to tell.
NOT APPLICABLE FOR MUTUAL ACCOUNTABILITY IN BANGLADESH
• **ESPIG variable tranche:** n/a

109.   Overall, from 2015-2019, GPE's main contributions to sector dialogue were with regard to temporarily activating the ELCG, and the consultative nature of the ESPIG application process. Neither of these had lasting influence on moving from a compartmentalized to truly sector-wide mutual accountability. There is no evidence that GPE contributed to strengthening sector-wide monitoring, likely due to the predominant focus of its financial and non-financial support on the pre-primary and primary sectors. However, the impending development of a comprehensive ESP may result in more harmonized and effective accountability mechanisms, assuming that the GoB is willing to alter long-standing domestic traditions with respect to the diversification of accountability and monitoring in education.

110.   At the sub-sector level, there is no evidence that GPE contributed to strengthening PEDP-3 dialogue and monitoring mechanisms. This is primarily a consequence of the well-established joint and harmonized approach under PEDP-3, which has functioned independently of GPE requirements or financial/non-financial support. Bangladesh joining GPE after the MTR and the revisions were mostly completed and provided little room for GPE to influence changes. The GPE as an institution through its Board agreed to not have any separate monitoring mechanism put in place for tracking its contribution to PEDP-3 results and instead accepted the joint monitoring systems already in place. Along with advocacy provided by CAMPE, stakeholders also appreciated the Secretariat's role in promoting stronger government-NGO partnerships and civil society involvement in PEDP-3,[201] yet there is no evidence of any notable shift in the GoB's approach to NGO and CSO participation. Both GoB and DP stakeholders acknowledged the GPE country lead's presence during the annual JARM sessions. However, given that much of the preparation happened throughout the year in the technical working groups meetings and other PEDP-3 dialogue fora, Secretariat contributions during these sessions have been limited.

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[200] Source: UNESCO. *Biannual Progress and Supervision Report January-June 2014 – Civil Society Education Fund 2013-2014.* September 2014.

[201] See QAR II report.

Additional factors

111.   Additional **positive** factors beyond GPE support include: (a) the active participation of DPs in sector dialogue mechanisms (ELCG and PEDP-3 fora); and (b) well-established consultation and monitoring mechanisms at the primary level, which has become more integrated and harmonized throughout multiple PEDP cycles.

112.   Additional **negative** factors which limited the basis for mutual accountability between key sector stakeholders include: (a) recent decrease in fora for CSO participation with the elimination of technical working groups under PEDP-4; (b) lack of focus on other education sub-sectors compared to primary education; (c) the GoB's increasing preference for bilateral discussions; and (d) shifts in DPs' development priorities in Bangladesh.

Unintended negative/unplanned positive effects of GPE support

113.   GPE likely had unintended negative effects, primarily due to the additional burden put on the already limited capacities of CAs. Members of the ELCG noted that the added workload of the CA in terms of administrative and liaison functions in addition to being co-chair of the ELCG had discouraged other DPs from applying for the position. The fact that CAs do not qualify for GPE financial support was also noted as hampering motivation. GPE's perceived occasional lack of coordination with the CA as it engaged in bilateral meetings was noted as another concern, as it limited CA's effectiveness in following up on key GPE agenda items.

Implications for GPE's ToC and Operational Model

Finding 12:	**The lessons from Bangladesh suggest that if sufficient domestic capacity and willingness exists, along with support from other donor partners, countries can establish their own models of planning, dialogue and monitoring in the absence of direct financial or non-financial support from GPE. However, GPE as a partnership could have focused on areas of system-wide knowledge limitations, including weak capacity in policy analysis and limitations in monitoring systems.**

114.   Available evidence suggests that three out of four assumptions about sector dialogue and sector monitoring underlying the GPE country-level ToC (Appendix II) **partly held** in the context of Bangladesh during the 2015-2019 review period. These were assumptions: (2) country-level stakeholders having the *capabilities* to work together to solve education sector issues; (3) stakeholders have the *opportunities* (resources, time, conducive environment) to do so, and (4) stakeholders have the *motivation* (incentives) to do so. While Bangladesh's monitoring and dialogue mechanisms at the pre-primary and primary education sectors are well-established and functioning to allow for a harmonized approach across multiple stakeholders, the limited evidence available suggests that capabilities and opportunities for sector-wide monitoring and dialogue are more limited given the fragmented EMIS along sub-sectors and an overall weak LEG. This is likely due to stakeholders' traditional focus on activities at the sub-sector level and the comparative dominance of the primary education sector. Motivations to break the silos across sub-sectors has historically been low on the government's side, despite DPs', NGOs' and CSOs' advocacy for a more synergistic approach. Moreover, as reported at the outset of this report, Freedom House rates Bangladesh as "Partly Free", with serious concerns being expressed about the transparency and openness of its democracy and local civil society, which highlights key limitations in terms of opportunities for actors,

especially CSOs and NGOs to fully engage. [202] It also influences the extent to which the government has the political will to achieve mutual accountability for sector progress.

115.   The assumption that GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning **did not hold** in the case of Bangladesh. GPE has had limited influence on changing the pre-existing sub-sector and sector-wide monitoring and dialogue regimes established with donor concurrence, or on strengthening civil society participation, which is more limited under PEDP-4 than it had been under PEDP-3.In part, this may be due to the formal acceptance of PEDP-3 as a de facto ESP, along with agreeing to the existing dialogue and monitoring mechanisms. The GPE model's limited ability to influence sub-sectoral dialogue and monitoring is evidenced by the fact that civil society participation in PEDP-4 is more limited than in PEDP-3. The most likely causes of this seems to relate to a higher degree of direct ministerial control over the entire PEDP-4 process; combined with the assertion by government officials of the primacy of their financial contribution to education in Bangladesh as a whole and therefore their freedom to establish mechanisms of planning, dialogue and monitoring which reflect domestic conditions and priorities; as opposed to establishing a more collaborative partnership with civil society to determine goals and priorities.

116.   Bangladesh has established relatively complex approaches to dialogue and monitoring, albeit compartmentalized on a sub-sectoral basis. While monitoring and dialogue mechanisms are fairly strong at the sub-sector level, Bangladesh joining GPE could have further shifted the focus from sub-sector to sector and monitoring mechanisms (i.e., EMIS managed by BANBEIS) and make the role of the ELCG more sustainable. The GPE and ESPIG's predominant focus on pre-primary and primary education in the first years may have limited that potential as GoB, DPs, NGOs and CSOs perceived GPE's focus to be confined to one sub-sector. Yet, even within pre-primary and primary education, some DPs expressed the missed opportunity of GPE's contribution to strengthening more policy-level discussions beyond PEDP-3 program.

117.   Hence, the evidence presented in throughout this section provides two key insights. First, GPE has no leverage in a context where key stakeholders do not understand and/or do not buy into the premise of what it means to be a GPE member/partner – which includes agreement over striving to apply agreed upon quality standard, in this case for mutual accountability. Second, GPE can only influence and strengthen mutual accountability in a context where key stakeholders, including the government and DPs, agree that there is need for improvement.

3.4   GPE contributions to sector financing

118.   This section addresses the following evaluation questions:

- Have domestic or international education financing changed during the review period, in terms of either quantity or quality? If so, how and why? (CEQ 1.5)

- Has GPE contributed to observed changes in sector financing? If so, how and why? (CEQ 1.6) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)

- What other factors contributed to observed changes in sector financing? (CEQ 3.1)

- Going forward, what are implications of findings for the GPE ToC/operational model? (KQ IV)

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[202] https://freedomhouse.org/report/freedom-world/2019/bangladesh

119.   A high-level overview of evaluation findings on sector financing is provided in Table 3.12. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.12   Overview: CLE findings on sector financing and related likelihood of GPE contributions

PROGRESS MADE TOWARDS MORE/BETTER EDCUATION SECTOR FINANCING					LIKELIHOOD[203] OF GPE CONTRIBUTIONS TO:[204]			UNDERLYING ASSUMPTIONS APPLIED?[205]	
Total GoB education expenditure	Education share of GoB budget	Met 20% goal?[206]	Total intl. education financing to country	Quality of intl. financing	Share of GoB financing	Amount of intl. financing	Quality of intl. financing	GPE has leverage on GoB finance	Context permits domestic or ODA improvement
Increase between 2011 and 2018	**Flat** between 2011 and 2018	**No**	**Increase** overall, but shift from grants to loans	**Stable / high at primary level** (pooled fund)	**Weak**	**Weak**	**Weak**	1	2

Characteristics of sector financing during the 2015-2019 review period

120.   Several factors complicate the determination of trends and point estimates for sector financing data in Bangladesh. These include: (a) the scarcity of UIS data for Bangladesh financing indicators; (b) different values and even opposing trends being described for the same variables across different sources; (c) changes over time in the classification of items across sectors and spending categories; (d) different currencies and the inconsistent reporting of exchange rates used; (e) different approaches to accounting for inflation; and (f) incomplete labelling and referencing of sources in several documents. This section therefore focusses on providing an overall picture of the situation. Specific figures are provided where data sources converge, but readers should not interpret single point estimates as definite representations of the sector. Throughout this section, trends that preceded the formal review period are considered, as several sources only reported figures until 2016.

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[203] Note that, unlike similar tables in previous sections, the summary focuses on the 'likelihood' rather than the 'degree' of GPE contributions. This reflects the nature of the respective change processes, which make it difficult to elicit evidence on direct links between GPE support and observed changes.

[204] Assessment is based on (i) existence/absence of positive change in respective area; (ii) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; (iii) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

[205] For sector financing, the two underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* to influence the amount and quality of domestic education sector financing, and (2) *External (contextual) factors* permit national and international stakeholders to increase/improve the quality of sector financing.

[206] One of GPE's ESPIG funding requirements is that 20 percent of government expenditure be invested in education, or that government expenditure on education show an increase toward the 20 percent threshold.

Finding 13:	In absolute terms, government spending on education has increased in recent years at all levels, driven by general growth in the economy and the national budget. However, overall spending levels remain low relative to need and neighbors, and there are no signs of education being increasingly prioritized as its share of GDP and the national budget have stagnated.

121. **Total government education expenditure**. Absolute government spending on education has increased in recent years. Measured in nominal terms, the 2018 Bangladesh Education Statistics book reports that the overall education budget more than doubled in less than a decade, from roughly 20,000 Crore Taka in 2011/12 (roughly US$2.4 billion at 2019 exchange rates of US$1 = 84 Taka) to roughly 55,000 Crore Taka in 2018/19 (roughly US$6.5 billion).[207] Measured in real terms, the World Bank's most recent Education Public Expenditure Review for Bangladesh shows a similar long-term trend, with the education budget increasing at an annual rate of nine percent between 2002/03 and 2016/17 after adjusting for inflation.[208]

122. **Funding by sub-sector.** As of 2018/19, the primary education sub-sector continued to attract most of the public expenditure on education, though its share declined from a peak of 48 percent in 2013/14 to 42 percent in 2018/19 (see Table 3.13 below). The Public Expenditure Review 2019 suggests that this was not due to an increase in the share of secondary education, which also declined (from 43 percent in 2010/11 to 40 percent in 2015/16), but rather due to an increase in the share of tertiary education (which rose from 10 percent in 2010/11 to 17 percent in 2015/16).[209] In absolute terms, budgets in all sub-sectors have grown along with the growth in overall allocations: both primary and post-primary budgets more than doubled in nominal terms between 2011/12 and 2018/19.[210] Increases in all sub-sectors were particularly high in 2016/17, due primarily to increases in the civil service pay scale (including teachers) and, for the primary sector, due to the nationalization of non-government schools).[211] These increases – substantial even once

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[207] BANBEIS. *Bangladesh Education Statistics 2019.* February 2019, p.301. The exchange rate of US$1 = BDT84 is used throughout this document. It is both the current exchange rate at the time of writing, and the exchange rate used in the World Bank's closing report for PEDP3 (see second cover page).

[208] Source: S. D. Bhatta et al. *Bangladesh Education Sector Public Expenditure Review.* January 2019. World Bank, p.29. These figures are all for budgeted amounts (planned spending), as opposed to actual expenditures (actual spending). They take into account budget revisions that usually take place at the middle of each financial year. Budgeted amounts are easier to triangulate since they are more frequently reported; moreover, they allow for the inclusion of more recent years in trend assessments. In any case, budgeted and spent amounts are highly correlated, as "typically over 90% of the annual budget allocated to the education sector is spent each year" (PER 2019:31). The increase in budgeted amounts is therefore likely to have been matched by a corresponding increase in spent amounts. One caveat is that although overall spending often matches the overall budget closely, investment budgets tend to be under-spent and recurrent budgets tend to be overspent. Because primary budgets are usually heavier on investment budgets than post-primary budgets, primary budgets similarly tend to be slightly underspent, and secondary budgets to be slightly overspent, relative to budget estimates.

[209] The reasons for this increase in tertiary education's share were not studied in depth by this evaluation, which focussed on the primary sub-sector. Primary education on the one hand, and secondary and tertiary education on the other hand, fall under different ministries and are not, in general, planned in an integrated way in Bangladesh. Source: PER, p.37.

[210] Bangladesh National Education Statistics 2018, p.301.

[211] The PER 2019, p.34, notes: "The sharp increase in revenue budgets for both ministries can be partly attributed to the implementation of the recommendation for remuneration increase made by the pay scale commission. In the case of MoPME, the increase can also be partly explained by the nationalization of non-government schools that year." Of note, the pay scale increase was not specific to the education sector but applied across the civil service and involved a significant pay hike of close to one hundred percent. See, for instance, https://bdnews24.com/bangladesh/2015/09/07/8th-national-pay-scale-approved-basic-pay-range-tk-8250---78000, retrieved September 25th, 2019. More generally, increases in teacher pay and the nationalization of schools have been attributed to national teachers' associations. According to Hossain et al. (2019:74), these associations "present a

inflation is accounted for – need to be interpreted in the context of an overall national budget that has grown similarly in recent years, as is discussed three paragraphs below.

Table 3.13   Total education budget and share of the primary education sub-sector

CATEGORY	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	TREND
Total Education budget, current Taka (Crore), Bangladesh Education Statistics Book 2018	19,806	21,408	25,093	29,213	31,618	49,019	50,440	53,549	Up
Total Education budget, constant 2018 Taka (Crore), adjusted for inflation, authors' calculations[212]	28,484	28,632	31,367	34,387	35,274	51,737	50,440	.	Up
Total Education budget, US$, millions based on constant 2018 taka, authors' calculations	3,391	3,409	3,734	4,094	4,199	6,159	6,005	.	Up
Primary share of total government spending on education, calculated from Bangladesh Education Statistics Book 2018	45%	46%	48%	47%	46%	45%	44%	42%	Down

formidable platform for the articulation of teachers' collective demands. Recent successful claims have included nationalizing RNGPS schools, so that all public school teachers' salaries, rank, and status are now part of the government system. It is notable that this costly and dramatic reform was undertaken during the lifetime of PEDP3, but not as part of the plan, or with reference to other stakeholders in the system."

[212] Unfortunately, national documents provide figures only in nominal terms, and the PER 2019 cites some trends in real terms but does not provide detailed year-by-year data. These figures were calculated using consumer price index data for Bangladesh from the World Bank's World Development Indicators database, https://data.worldbank.org.

123. **Recurrent vs capital expenditures**. For the last decade, between 70 and 75 percent of education spending in Bangladesh has been allocated to 'non-development spending' (in essence, recurrent costs such as salaries). This share has tended to be a little lower for MoPME (60-70 percent), and a little higher for MoE (75-85 percent), reflecting the higher share of 'development spending' (in essence, capital costs such as school building) in the primary sub-sector.[213]

124. **Total spending per student**. The increase in the overall sectoral budget has translated into an 11 percent increase in funding in real terms at the primary level (grades 1-5) between 2010/11 and 2015/16, from 6,468 Takas (US$77) to 7,213 Takas (US$86) per student, despite a growing student population.[214] However, per student spending at the secondary level actually decreased over the same period once adjusted for inflation from 6,552 to 6,497 Takas (US$78 to US$77) per student at the lower secondary level and 11,736 to 9,598 Takas (US$140 to US$114) per student at the upper secondary level during the same period.[215] Even at the primary level where per-student funding increased, spending is low by international standards. The 7,213 Takas (roughly US$86) spent by the government on each primary student corresponds to only one fifth of GPE's estimate of the annual cost of educating a child for a year in a developing country.[216] Bangladesh's government expenditure per student also constitutes a low share of its GDP per capita relative to its neighbors.[217] This suggests that funding in Bangladesh remains scarce, overall, relative to need, an observation confirmed by several categories of stakeholders consulted.

125. **Government spending on education as a share of total government expenditures**. The long-term increases in absolute education allocations have been supported by the sustained economic growth Bangladesh has experienced in the past decade, and the corresponding rise in the overall national budget.[218] However, the precise relationship between education spending and the overall government budget is unclear due to the strong variation in trends reported across several sources. As Table 3.14 below shows, point estimates for education spending's share of total government spending for a given year vary from 10.7 percent to 17.2 percent in 2015/16. Moreover, whereas two sources report progress towards the GPE-recommended 20 percent mark, one source (UIS) reports a decline in the share of education spending, and two domestic sources report fluctuations around 12 percent. Although some of the differences in these figures are due to known differences in computation methodologies, the scarcity of raw data and overall discrepancies in trends prevent a comprehensive quantitative assessment. In-country consultations with both development partners and government officials suggest that while absolute education spending has indeed risen, its share relative to total government expenditures has not progressed significantly and remains well below the twenty percent mark (see e.g., GPE mission report June 2017:1). Overall, although education continues to be one of the largest areas of government spending,[219] it does not appear to have been increasingly prioritized in recent years.

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[213] Source: PER 2019, p.29, data series 2002/03 – 2016/17.

[214] PER 2019, p.38; constant 2016 Takas. During this period, according to Annual Primary School Censuses, enrollment in primary (grades one to five) rose by 12 percent from 17.0 million students in 2010 to 19.1 million in 2015. Despite this growth in the student population, funding per primary student increased as indicated in the main text.

[215] Ibid.

[216] US$478 in 2016 dollars, based on a conversion of the US$457 in 2012 dollars cited in this post: https://www.globalpartnership.org/funding/education-costs-per-child, retrieved March 3, 2019.

[217] Bangladesh's government expenditure per primary student corresponds to 9% of its GDP per capita. India and Pakistan allocate 10%, Sri Lanka 11%, Nepal 13%c. A similar gap exists at the secondary and tertiary level. Source: PER 2019, p.38.

[218] According to the 2018 Bangladesh Education Statistics Book, the national budget almost tripled between 2011/12 and 2018/19, from 163,589 Crore Taka to 464,573 Crore Taka.

[219] ASPR 2017, p.189.

Table 3.14   Government expenditure on education as a share of total governmental expenditure

SOURCE	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	TREND
UIS, actual spending, counting debt in total expenditures	15.6	13.8*	.	.	11.4	.	.	.	Down
GPE Results Framework indicator 10 data, 2017-2019, actual spending, not counting debt in total expenditures	.	.	13.3	13.7	17.2	20.5	.	.	Up
ASPR 2017:189, budgeted spending	14.8	13.9	14.0	14.0	15.4	16.4	.	.	Up
Bangladesh Education Statistics 2018:301, budgeted spending	12.1	11.2	11.3	11.7	10.7	14.4	12.6	11.5	Flat
Centre for Policy Dialogue, analysis, 2018[220]	12.3	11.9	13.3	14.2	15.8	17.12	12.6	.	Up then down

*estimated or projected. Gaps in the table reflect gaps in data availability from the respective sources.

126.   **Government spending on education as a share of GDP**. According to various sources, Bangladesh spends roughly two percent of its GDP on education, an amount that has fluctuated but overall remained stable since 2011.[221] This is low relative to the demands for four percent by civil society advocates, and by regional comparison, as most of Bangladesh's neighbors spend three or more percent on education.[222]

127.   **Household spending on education**. As in many developing countries, a substantial share of the education financing burden falls on households in Bangladesh. The median household spent Tk. 516 (US$6.1) per child per month in 2016, which is roughly five to ten percent of households' overall consumption, and which has grown since the year 2000 at an annualized rate of nine percent once adjusted for inflation.[223] This rise in cost is most likely due to the increasing share of children in secondary education, as the cost of education rises with education levels. This is due both to the generally higher cost of education at higher levels, and to the fact that the government most directly supports primary education (through free direct provision and a per-child stipend of Tk. 100, or US$1.2, per month).[224]

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[220] Centre for Policy Dialogue, "State of the Bangladesh Economy in FY2017-18, Second Reading; CPD's Budget Recommendations for FY2018-19", April 17, 2018, p.33. https://cpd.org.bd/wp-content/uploads/2017/10/Paper-on-IRBD-CPD%E2%80%99s-Budget-Recommendations-for-FY2018-19.pdf, retrieved August 2019.

[221] One source (ASPR 2017:189) reports a peak of 2.5% of GDP in 2017, but this value could not be triangulated and contrasts with another source (UIS), which reports a low point of 1.5% percent in 2016. See also, UIS; PER 2019, p.28; ASPR 2017, p.189.

[222] PER 2019, p.28.

[223] PER 2019, p.43-46.

[224] This program was historically targeted at poor families but became universal in 2015-2016, although in practice it does not yet reach all children. See PER 2019:41. By contrast, most secondary and tertiary education is private, fee-based, and more expensive. Although the government provides tuition waivers, stipends and subsidies at these levels which, on a per student basis, are higher than at the primary level, they are not enough to offset the overall higher costs.

> **Finding 14:** Since Bangladesh achieved lower-middle income status in 2015, donor grants have come to represent a small share of sectoral funding. This trend is likely to continue, with development partners shifting from grants to loans and from financial support to 'knowledge-based' support.

128.   **Total ODA**. Bangladesh is a major recipient of Official Development Assistance (ODA). Net ODA per capita reached its highest year on record in 2017 at US$23 per capita – above averages for the world (US$22), lower middle-income countries (US$14) and South Asia (US$8) that year.[225] Between 2011 and 2017, gross disbursements more than doubled from under US$2 billion to over US$4.5 billion per year in real terms (see Table 3.15 below). Most data in this and following paragraphs draws on the OECD- Creditor Reporting System (CRS) database.

129.   **Nature of ODA**. The nature of ODA that Bangladesh receives has evolved significantly in the last decade. Prior to 2010, one third of ODA came in the form of loans and two thirds in the form of grants, this relationship has reversed in less than a decade. As of 2017, 70 percent of ODA received by Bangladesh comes in the form of loans, and less than 30 percent in the form of grants. This trend was reinforced in 2015 by Bangladesh's achievement of 'lower middle-income' status, as it reduces its eligibility for grants.[226] Loans are provided primarily by major multilateral actors (World Bank, Asian Development Bank) as well as by a number of bilateral actors.

130.   **Education ODA**. Trends in the education sector broadly mirror overarching ODA trends. In absolute terms, education ODA almost doubled between 2011 and 2017, from US$326 million to US$624 million (see Table 3.15). In relative terms, education ODA's share of total ODA remained relatively stable at around 15 percent throughout the period. As with total ODA, the share of education ODA provided as loans has rocketed within a decade, from under one third pre-2010 to a high of 66 percent in 2017.[227] In absolute terms, ODA grants for education have fluctuated around US$200 million a year since 2008, whereas ODA loans have quadrupled from under US$100 million pre-2010 to a record US$413 million in 2017.

131.   **Basic education ODA**. Unlike the strong increases in total ODA and total education ODA, ODA for basic education (primary and pre-primary) appears to have grown at a slower and more uneven pace between 2011 and 2017, from US$200 million to US$250 million, with sizeable fluctuation (see Table 3.15 below). Correspondingly, the share of education ODA targeting basic education dropped from 60 to 40 percent between 2011 and 2017, with some share of ODA shifting to secondary education.[228] Like other

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[225] Source: World Bank data, indicator "Net ODA received per capita (current US$)", retrieved August 2019. https://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS?locations=BD

[226] In fact, Bangladesh has witnessed almost no growth in the total amount of annual grant ODA in the past decade, which has fluctuated around US$1.25 billion per year. Instead, all the growth in overall ODA has been driven by the growth in loans from under US$1 billion pre-2010 to a record US$3.2 billion in 2017.

[227] Of note, the share of total ODA provided as loans and the share of education ODA provided as loans are broadly comparable (70 vs 66 percent in 2017). Thus, education ODA does not appear to be funded through significantly different modalities than other sectors.

[228] Secondary education's share of education ODA rose from 18% in 2011 to 24% in 2017. Post-secondary education's share of education ODA, meanwhile, fluctuated around 11%. OECD-CRS data suggests that the greatest increase in education ODA occurred in the 'unspecified level' category, which includes (a) education policy and administrative management, (b) education facilities and training, (c) teacher training and (d) educational research. Since the contributions of several donors who are otherwise known to have contributed greatly to basic education (e.g., the Asian Development Bank) are captured in this category by the OECD-DAC database, it is likely that some of the funds captured under this 'level unspecified' category have, in fact, supported basic education. For this reason, the decline in basic education ODA's share of total education ODA may not be as drastic as reported in the main text (60% in 2011 to 40% in 2017), and should be interpreted with caution.

forms of ODA, the share of basic education ODA made up of loans has risen (somewhat unevenly) from one third in 2011 to a record 51 percent in 2017.

Table 3.15   *Overview of education sector official development assistance data for Bangladesh, 2011-2017*

FLOW	2011	2012	2013	2014	2015	2016	2017	TREND
Total ODA, all sectors, million US$, humanitarian and development	1,978	2,652	3,102	2,899	3,269	3,326	4,568	Rising strongly
Total education ODA (humanitarian and development), million US$	326	428	397	379	499	636	624	Rising strongly
Total education ODA as % of total ODA (humanitarian and development)	16%	16%	13%	13%	15%	19%	14%	Stable with variance
Basic education ODA (development only), million US$	196	233	201	134	230	338	251	Rising unevenly
Basic education ODA as % of total education ODA (development only)	60%	55%	51%	36%	46%	53%	40%	Declining
Secondary education ODA as a % of total education ODA (development only)	18%	19%	18%	34%	27%	21%	24%	Rising slowly
Post-secondary education ODA as a % of total education ODA (development only)	10%	11%	12%	11%	15%	7%	11%	Stable with variance
Unspecified level education ODA as % of total education ODA (development only)	13%	16%	19%	19%	12%	20%	25%	Rising strongly
Share of total ODA provided as loans	40%	55%	55%	59%	64%	65%	70%	Rising strongly
Share of education ODA provided as loans	38%	59%	47%	51%	59%	55%	66%	Rising unevenly
Share of basic education ODA as loans	33%	49%	37%	21%	43%	34%	51%	Rising strongly

Figures represent actual disbursements in million US$, constant 2016 values (i.e., inflation-adjusted), rounded. Sources: OECD Creditor Reporting System (CRS), OCHA Financial Tracking Services (FTS), GPE. OECD figures are adjusted to include GPE contributions. OECD data past 2017 was not available at the time of writing.

132. **Relationship between international and domestic funding for education sector**. Overall, international funding has come to represent 10 percent or less of total education sector funding.[229] Moreover, some donor stakeholders noted that the fact that the majority of ODA is now constituted of

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[229] For instance, in 2017, the government budgeted around 50,000 Crore Taka for the education sector (roughly US$6 billion), see last finding, whereas education ODA totalled roughly US$624m (OECD), i.e., close to ten percent.

loans it changes the dynamics of international assistance; because it will repay these sums, government has a stronger sense of ownership and control of loans (even at preferential rates) than of grant money. Both government and donor representatives pointed out that the financial influence and importance of donors had shrunk over the course of the past decade, in line with the GoB's stated objective of reducing the country's dependence on foreign assistance. As one consulted donor explained, a number of development partners are therefore considering a shift in their approach, from large-scale sector support towards "knowledge-based support", such as supporting the adoption of innovative approaches and strengthening systems, as opposed to funding activities, such as construction, training and grants, directly. This may have implications for the pooled fund mechanisms used in recent decades in the basic education sub-sector, discussed in the next finding.

133. **Humanitarian assistance for education**. Despite representing only 10 percent of sectoral funding, foreign assistance remains important for education in emergencies. According to OCHA's Financial Tracking Services (FTS), funding for the Rohingya Refugee Crisis response plans in 2017, 2018 and 2019 attracted a total of US$1.3 billion in ODA, of which US$46 million (roughly 3.5 percent) was allocated to education. Although these sums are small relative to overall annual sectoral funding, they illustrate that foreign assistance remains important in responding to crises, particularly those affecting non-nationals.[230] Despite these inflows, the education response remains underfunded: between 2017 and 2019, the education component of the response plans received less than 40 percent of the amount requested (other sectors on average were funded at above 50 percent) (ibid).

> **Finding 15:** **The use of a single, subsector-wide pooled fund mechanism for primary education contributed to rallying and aligning domestic and international resources. PEDP-3 was thus generally considered a successful financing instrument, although financial management challenges and performance issues at times prevented timely and complete disbursements.**

134. As described in the context section (Section 2), since 2004 MoPME has used a pooled fund model supported by both the GoB and donors to fund the primary education sub-sector. During the review period, PEDP-3 accordingly provided for most of the sub-sector's budgeted and actual funding, including a number of discrete projects operating outside of PEDP-3 but nonetheless designed to supports its goals and targets.

135. PEDP-3 was initially designed for 2011-2016 and subsequently extended to 2017 on the basis of a mid-term review conducted in 2014. On that occasion, the PEDP-3 budget (including discrete projects) was updated from US$7.5 billion to US$9.8 billion to reflect: (a) the program's one-year extension; (b) increased costs due to newly nationalized schools; (c) increased salaries due to an upgrade in the government-wide civil service pay scale; and (d) increased capital costs, and a number of other adjustments.[231] However, the overall program objective and indicators did not change.[232]

136. During the 2011-2014 period, PEDP-3 did not face a funding gap, as government and donor funds covered 80 and 20 percent respectively of the estimated US$3.7 billion cost of the program for those

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[230] The GoB also contributed to the crisis response, e.g., by donating land for the temporary accommodation of refugees.

[231] See ASPR 2017, p.191; ESPIG application 2014, p.14.

[232] Costs were also redistributed across budget lines. The share of the total PEDP-3 budget allocated to 'development spending' (investment/capital spending) dropped as major items such as school feeding and stipends were transferred to a separate 'discrete projects' budget line, and the share of 'non-development spending' (recurrent spending) rose to reflect increased salaries and the inclusion of textbook costs. Source: ASPR 2017, p.191.

years.[233] Upon the revision of its budget in 2014, however, the GoB identified a shortfall of close to US$0.7 billion, after accounting for existing donor commitments and its own (updated and increased) contribution. This anticipated funding gap was closed at the time of the MTR through increased commitments by ADB, the World Bank, the EU and, for the last US$100 million, by GPE's ESPIG.[234]

137.   In practice, disbursements have often been lower than planned. Execution rates for PEDP-3 have been as low as 51 percent in 2014/15 and 45 percent in 2015/16.[235] Overall, at project closure in December 2017, the GoB had disbursed only US$5.2 billion of its anticipated US$6.2 billion contribution. Donors, by contrast, disbursed US$1.5 billion as anticipated, as the withholding of contributions from certain donors' (e.g., IDA) due to the GoB's failure to achieve certain disbursement-linked indicators were compensated by upward revisions in other donors' contributions (e.g., AusAid, DFID).[236] Other financing issues with respect to PEDP-3 were as follows:

- Budgets for non-development (mostly recurrent) items tended to be overspent, whereas budgets for development items (mostly capital investments) tended to be underspent.[237]

- Delays in the release of funds from the Ministry of Finance to MoPME occurred in initial years but were gradually resolved over time.[238]

- MoPME faced issues of absorption capacities during PEDP-3 which led to lower-than-anticipated fund utilization in some instances.[239]

138.   Despite these challenges, documentation and consultations with both government and donor stakeholders suggest that PEDP-3 was relatively successful at mobilizing and uniting sector financing. In terms of mobilizing financing, PEDP-3's budget of roughly US$1.5 billion per year of implementation (2011-2017) vastly exceeded PEDP-2's budget of under US$200 million per year of implementation (2003-2011).[240] In line with this, and as described in the two preceding findings in this section, domestic and international funding for the primary sub-sector have grown substantially in absolute terms over the last decade. In terms of uniting financing, PEDP-3 built on PEDP-2's successful pooled fund model and contributed to maintaining a high degree of alignment (use of government systems) and of harmonization (use of common financing channels) among both donors and the government. This is illustrated in several sources:

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[233] ESPIG application 2014, p.6.

[234] Ibid, p.14; ASPR 2017, p.188.

[235] GPE mission report, May 2016, p.3.

[236] World Bank PEDP-3 Completion Report, 2018, p.2. These amounts exclude contributions to discrete projects.

[237] ASPR 2017, tables 6.6 and 6.7.

[238] World Bank PEDP-3 Completion Report, 2018, p.20.

[239] However, at least two donors and one government official pointed to recent capacity improvements as well as to the introduction of a new, computer-based financial management system ('IBAS') for which a study was conducted under PEDP-3 and which aims to improve MoPME's absorption capacities under PEDP-4. Sources: Stakeholder consultations and several GPE mission reports, e.g., November 2017, p.4, and May 2016, p.5.

[240] See READ. *Impact Evaluation Study of Second Primary Education Development Programme (PEDP-II).* 2013, p.1. Accessible at https://imed.portal.gov.bd/sites/default/files/files/imed.portal.gov.bd/page/e773d5bf_182e_4fc5_a856_dfd3c8d05ced/IMED_PEDP-II_Final%20Report_2013%20(1).pdf

- The World Bank's PEDP-3 Completion Report cites "extensive use of GoB's financial management and monitoring systems" as well as "effective harmonization among DPs and GoB" as factors that contributed to the achievement of development outcomes in the primary sub-sector.[241]

- Most consulted stakeholders praised the pooled fund arrangement, citing advantages such as shared objectives, shared monitoring, and regular meetings. As one donor put it: "The pooled fund model is effective. I wouldn't be in favor of doing it in any other way."

- Stakeholders also noted the successful use of Disbursement-Linked Indicators (DLIs), which concentrated the attention of both the government and donors on the same results and indicators.[242]

139.   Other factors that contributed to PEDP3's success include: (a) a long-term history of coordination between donors and the government with regards to primary education; (b) the fact that increasingly aligned sector-wide modalities were introduced gradually over the course of several funding cycles, rather than all at once; and (c) the corresponding build-up of project management capacities inside the government, going back at least to PEDP2.[243]

140.   Overall, the success of PEDP-3's model can be seen in its replication at the secondary level, where a similar program was launched in 2018, and even in the health sector, with one donor crediting PEDP-3 as the inspiration for introducing the use of Disbursement-Linked Indicators to monitor the health sector plan. Meanwhile, at the primary level, PEDP-3's successor PEDP-4 has an estimated budget of US$20 billion for 2018-2023 – roughly twice the nominal PEDP-3 budget for 2011-2017.[244] Despite a doubling of the nominal budget, donor contributions are expected to remain at the level of PEDP-3 (US$1.5 billion in total), signaling a further increase in the share of the program funded domestically.[245] Although several donors active in PEDP-3 will not partake in PEDP-4, their consulted representatives indicated that this was primarily due to shifts in their own geographic and sectoral priorities, as opposed to dissatisfaction with PEDP-3 or its pooled funding approach.

GPE contributions to sector financing

Finding 16:	Due to the timing and nature of GPE's involvement in Bangladesh, its contribution to raising the quantity and quality of domestic and international financing has been limited. GPE's support to the Rohingya crisis constitutes an exception, as its rapid response was perceived as a catalytic use of funds.

141.   GPE offers a series of financial and non-financial mechanisms to support the quantity and quality of domestic and international sector financing. Table 3.16 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or no/limited contribution in Bangladesh. This grouping does not constitute a formal score.

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[241] "The PEDP-3 design made extensive use of GoB's financial management and monitoring systems as well as an agreed combination of GoB and DP systems for procurement and reporting…Effective harmonization among DPs and GoB. Harmonization among DPs and GoB was strengthened around a common results-based financing approach designed to enhance accountability for sustainable development." Source: World Bank PEDP-3 Completion Report, 2018, p.19.

[242] See also GPE mission report, May 2016, p.3.

[243] The gradual evaluation of sector-wide approaches in Bangladesh is outlined in the following: Asian Development Bank, Operations Evaluation Department. "Education Sector in Bangladesh: What Worked Well and Why under the Sector-Wide Approach?" Evaluation Study: Sector Assistance Program Evaluation. December 2008.

[244] Source: DPE, MoPME. *Program Document Fourth Primary Education Development Program.* February 2018, p.38.

[245] Ibid, p.116.

Table 3.16   GPE contributions to sector financing during the 2015-2019 review period

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
n/a	• **Accelerated funding for Rohingya crisis**: in 2018, GPE agreed with the GoB to re-purpose US$8.3 million of ESPIG funds (which were unspent due to the non-attainment of PEDP-3 DLIs) to support education activities in response to the Rohingya refugee crisis. One donor stakeholder credited GPE as "the first to bring serious money" and another described its grant as "catalytic… this opened the gate." GPE's contribution is substantial (see Box below for details)
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	**MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING**
n/a	• **ESPIG funding**: GPE's 2015-2017 ESPIG of US$100 million contributed to closing the funding gap for the revised PEDP-3. However, overall, the ESPIG constituted only around 1 percent of PEDP-3 funding in the 2016-2018 period. This share is even lower if other sub-sectors and/or household funding are considered.[246] • **ESPIG modality**: GPE implementation grant was given as non-earmarked direct budget support, fully aligned with national systems and harmonized with other donors. Though GPE did not contribute to establishing the pooled fund, stakeholders welcomed the fact that GPE agreed to use existing mechanisms when it joined, even though it meant suspending some of its usual rules (e.g., requirement of a full ESP).[247]
LIMITED/NO CONTRIBUTION TO DOMESTIC FINANCING	**LIMITED/NO CONTRIBUTION TO INTERNATIONAL FINANCING**
n/a	n/a
NOT APPLICABLE / TOO EARLY TO TELL / LACK OF EVIDENCE	**NOT APPLICABLE / TOO EARLY TO TELL / LACK OF EVIDENCE**

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[246] GPE's ESPIG constituted roughly three percent of total education ODA (humanitarian and development) in the 2015-2017 period for which data is available; roughly seven percent of basic education ODA (development only); and roughly 15 percent of basic education grants (development only, excluding loans). These shares are calculated on the basis of ODA data in Table 3.14 above, and of an average of US$20m of ESPIG funding per year between 2016 and 2020, for a total of US$100m over five years (despite disbursements not being even in practice).

[247] GPE's results framework indicator 29 scores GPE's 2015-2017 ESPIG to Bangladesh as fully aligned with government systems (on 10 out of 10 alignment criteria), and GPE's results framework indicator 30 scores the same ESPIG as using a 'pooled fund' aid modality, the highest degree of donor harmonization.

- **ESPIG funding requirement**: GPE requires countries to meet or move towards meeting the 20% target. However, Bangladesh has not progressed towards this target in recent years.
- **GPE Secretariat advocacy:** The Secretariat made several efforts to engage with GoB stakeholders to encourage them to raise education financing, including a meeting in 2017 between senior Secretariat staff and Bangladesh's Minister of Finance. However, key aspects of these advocacy efforts by the Secretariat, other donors and civil society organizations – such as the extension of free and compulsory education to lower secondary – have shown no signs of being adopted. One non-governmental stakeholder suggested that whilst the 2017 meeting led to talk in the Ministry of Finance about increasing education funding to four percent of GDP, this has not materialized.
- **CSEF grant:** A CSEF grant worth US$267,340 was awarded to CAMPE for the 2013-2019 period and was used to produce a study on the current state of education financing in Bangladesh, and to convene public hearings across the country. Consultations and document review did not present clear evidence about how or whether this has influenced domestic financing.

- **GPE advocacy for donor harmonization**: Given that Bangladesh joined GPE after the MTR meant that it had limited influence over the design of the pooled fund. In addition, there already was high existing levels of alignment and harmonization.
- **GPE support for post-2018 sector planning**: It is too soon to tell whether GPE's support for the development of an Education Sector Analysis and Education Sector Plan in 2019/2020 will influence domestic or international financing.
- **GPE multiplier:** GPE's multiplier mechanism was not in effect in Bangladesh during the review period.

142. Overall, GPE's influence on sectoral funding was limited in the period under review for several reasons: (a) GPE only supported basic education; (b) GPE's support represents a small share of sub-sectoral and sectoral funding; and (c) Bangladesh joining the GPE at the mid-point of PEDP-3 did not enable it to exercise influence over the composition, mechanics, or objectives of the program.[248] The GPE Secretariat made repeated efforts at various levels to advocate for an increased allocation of funding to education, in ways not often seen for GPE member countries (e.g., involving GPE's Board Chair and CEO). Nonetheless, there are no clear signs that these efforts have borne fruit. Though advocacy is a long-term endeavor, the influence of GPE may be limited in the context of overall declining donor influence in Bangladesh. [249] Ultimately, it is only through its direct grants that GPE has had a clear impact: its ESPIG provided financing

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[248] The World Bank's PCR (2018:9-10) notes: "the Global Partnership for Education (GPE) Grant 3 of US$100 million approved in December 2015 did not change the original PDOs [Program Development Objectives]… Agreement was reached for the GPE Grant to fully use the existing PEDP-3 design and harmonized with all the other nine DPs. Accordingly, during the implementation cycle of this Grant (2016-17), the GPE and the trust fund administrator minimized additional reporting and support missions other than the PEDP 3's existing arrangements." As one donor noted, GPE is more likely to act as a catalyst for change in countries with weak system-wide approaches. By contrast, in Bangladesh, GPE's funds (its ESPIG) were seen as "one among many".

[249] One donor noted that the capacities of the GPE Secretariat to advocate effectively were limited, given the lack of continuous country presence. At country-level, the coordinating agency (UNICEF) invested some of its own funds to support partnership-related activities, but these focussed primarily on coordination, not on advocacy.

for additional activities (though which activities is not clear, as it was provided as general sector support), and its accelerated funding was perceived as catalytic as part of the early education efforts for Rohingyas (see Box below).

143.   Looking ahead, the Maximum Country Allocation (MCA) for GPE's next ESPIG to Bangladesh has been set at US$53.9m, a much-reduced amount in absolute terms relative to the last US$100m grant.[250] It constitutes an even greater reduction relative to overall sector funding: whereas GPE's ESPIG will halve in nominal terms. The next GPE ESPIG, if approved will therefore constitute an even smaller share of sector funding than the last grant.

GPE's accelerated funding for the Rohingya refugee crisis

In mid-2017, it became clear that a small portion of GPE's US$100 million 2015-2017 ESPIG, then entirely allocated to PEDP-3, would likely not be disbursed due to the fact that several Disbursement-Linked Indicators (DLIs) were unlikely to be reached in time. The possibility of repurposing the remainder of funds (under US$10 million) to support the Rohingya refugee crisis was thus discussed between the GPE Secretariat's Country Lead, UNICEF, a MoPME official and the World Bank. Subsequently, in October 2017, GPE's Chief Executive Officer (CEO) sent a letter to the GoB's Minister of Finance enquiring about this possible repurposing of funds, and the Secretariat's Country Lead organized a dedicated visit to the country in November of that same year. Conversations ensued involving the Ministry of Finance, MoPME and the Ministry of Foreign Affairs, and in December 2017, the Ministry of Finance approved the repurposing of US$8.33 million for providing education service to Rohingya children. The grant was prepared and subsequently approved by GPE's Grant and Performance Committee on September 2018, less than a year after GPE's official request to the country.

At the time of the approval of GPE's Accelerated Funding, OCHA's consolidated appeals for the Rohingya refugee crisis for 2017 and 2018 had only attracted US$25 million in funding for education activities, or less than half of the needed sum of US$60 million. GPE's US$8.33 million, channeled through UNICEF, therefore contributed much-needed funds. Several stakeholders applauded GPE's efforts to push for this repurposing, in a context where the GoB initially considered simply returning the unused ESPIG funds to GPE. In addition, stakeholders pointed out that the Accelerated Funding provided a reference point for other DPs in negotiating financial contributions to the Rohingya emergency with the GoB, including the World Bank's US$200 million grant support, of which about 10 percent are allocated to education.[251]

Sources: GPE mission report for June 2017, November 2017, and October 2017; OCHA Financial Tracking Service.

Unintended negative/unplanned positive effects of GPE support

144.   The evaluation did not register evidence of significant negative/unintended effects of GPE's support in terms of sector financing. In particular, there is no evidence that GPE support displaced (crowded out) either domestic or international sector financing.

Additional factors beyond GPE support

145.   Additional **positive** factors that affected *domestic financing* beyond GPE support include the following: (a) strong economic growth in recent years, at above six percent per year since 2011;[252] (b) increases in salaries in the public sector, of which teachers constitute the largest single share; and (c) the decision to nationalize over 22,000 non-government primary schools in 2013.[253] Positive factors that

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[250] Source: https://www.globalpartnership.org/content/new-maximum-country-allocations-2018-2020

[251] World Bank Emergency Multi-Sector Rohingya Crisis Response Project. See http://projects.worldbank.org/P167762?lang=en

[252] Source: World Bank national accounts data, and OECD National Accounts data files. World Bank data website.

[253] World Bank. *Bangladesh Public Expenditure Review.* 2019, p.34.

affected *international financing* include, as mentioned previously, the existence of a history of highly aligned and harmonized pooled funding arrangements, dating back over a decade. Bangladesh's track-record in taking out and repaying multilateral loans for education have also enabled it to borrow increasingly large sums to support sector funding.

146.   Additional **negative** factors affecting *domestic financing* include the fact that Bangladesh's domestic revenue mobilization and tax base remain very low by regional standards.[254] Negative factors that affected *international financing* include Bangladesh's achievement of 'lower middle-income' status in 2015, which reduced its eligibility for various types of donor assistance, particularly grants (though it increased its access to loans and is, overall, a positive sign of growth and development).

Implications for GPE's ToC and country-level operational model

> **Finding 17:**   **GPE support did not generate additional domestic or international financing or contribute to the design of financing instruments. Aside from its catalytic role in the Rohingya emergency, the application of the GPE model can become problematic in situations where pooled funds and commitments to harmonization are in place.**

147.   Bangladesh's late entry into GPE after the MTR of the PEDP-3 and combined the GPE Board's acceptance of the existing structure and mechanisms of PEDP-3, including the pooled fund, left GPE little, if any, opportunity to exert influence to increase funding on the part of DPs or the GoB. The decisions taken post PEPD-3 to implement PEPD-4, as well as mount and ESA/ESP process as required by the NFM, appears to have a reduced its influence overall with respect to pre-primary and primary education in Bangladesh. GPE as an institution and global force for education faces a choice in instances in other countries where pooled fund may come into being, notwithstanding the country in question. Either led by advocacy from the Secretariat and senior decision makers, GPE as a global force can become an early advocacy leader in promotion of pooled funds in line with global commitments made in the Paris and Busan Declarations and as such exert a higher degree of advocacy and moral leadership or, given the level of its financial support in comparison to development partners, especially development banks, have to acquiesce to decisions taken by others as to the operational and administrative nature of pooled funds and funding priorities.

148.   A second major conclusion arising from the Bangladesh experience relates to GPE's ability to exercise influence to catalyze additional funding. Given the late entry of Bangladesh into GPE in 2015, well into the implementation of PEDP-3, and thus GPE not being able to exert influence into PEDP-3, that objective was not possible to achieve. However, more recently there is also no evidence that GPE has exercised positive influence with respect to increased donor support, or more importantly, to increased levels of government funding, either for education as a whole or for primary education in particular. In part, this may be due to the impact of the conditions of the NFM to require a comprehensive ESP. The pattern of evidence of the level of GPE financial support and that of other donors in comparison to the overwhelming nature of government support tends to support a conclusion that GPE's overall influence to increase funding may be directly related to the magnitude of its and, by implication, other external contributions, either loans or grants. This implies that GPE influence with respect to education financing is likely to be in an inverse relationship to the ability of the government to self-finance.

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[254] Bangladesh's tax revenue as percentage of its GDP remained below nine percent in 2016, whilst the average for lower-middle income countries lies at twelve percent. Source: World Bank data website, accessed August 2019. https://data.worldbank.org/indicator/GC.TAX.TOTL.GD.ZS?locations=BD.

3.5 GPE contributions to sector plan implementation[255]

Overview

149. This section addresses the following evaluation questions:

- What have been the strengths and weaknesses of sector plan implementation during the review period? Why? (CEQ 1.3)

- Has GPE contributed to observed characteristics of sector plan implementation? If so, how and why? (CEQ 1.4) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)

- What other factors contributed to observed characteristics of plan implementation? (CEQ 3.1)

- Going forward, what are implications of findings for the GPE ToC/operational model? (KQ IV)

150. Table 3.17 provides an overview of evaluation findings on PEDP-3 implementation and related GPE contributions during the review period. These observations are elaborated on in the findings and supporting evidence presented below. The analysis focuses on the results achieved for activities implemented after the MTR (post-2015), which led to the revision of certain program targets and activities. In addition, the evaluation team did not have access to JARM and JCM documentation before 2014. However, recognizing that implementation of PEDP-3 did not fully begin until late 2012 and reporting in the sources listed in footnote 234 often provide cumulative results for the entire PEDP-3 period (2011-2017), the analysis does at times report on the entirety of PEDP-3.

Table 3.17   Overview: CLE findings on sector plan implementation and related GPE contributions

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[256]					
Strong – Available evidence suggests that activities were fully or partially implemented for the majority of subcomponents in the revised PEDP-3 for which data was available.	**Modest** – the 2015-2017 ESPIG (given as a contribution to the revised PEDP-3 pooled fund) provided 1 percent of all funding to the program.	1	2	3	4	5	6

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[255] This section addresses evaluation questions 1.3 and 1.4 as well as (cross-cutting) CEQs 3.1 and 3.2.

[256] For sector plan implementation, the six underlying assumptions in the country-level ToC were: (1) Relevant government actors having the *motivation* to implement the sector plan, (2) government actors gave the *opportunity* (resources, time, conducive environment) to implement the plan, (3) government actors have the technical *capabilities* to do so, (4) country-level stakeholders have the motivation and opportunity to align their own activities with the priorities of the ESP, (5) country-level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation, and (6) the sector plan includes provisions for strengthening EMIS and LARS to produce timely, relevant and reliable data.

Strengths and weaknesses of PEDP-3 implementation

Finding 18: **Overall, the revised PEDP-3 was implemented as intended with most outputs, for which information was available, achieved. Some planned interventions were substantially delayed or only partially achieved due to limited capabilities, ambitious targets, and changing contexts (increase in government-owned schools).**

151.   This finding addresses two questions: (a) to what extent was the revised PEDP-3 implemented as a plan, that is, did it drive sectoral activities during the review period; and (b) to what extent were activities delivered as set out in the revised PEDP-3.[257]

152.   In terms of the second question, the variance in the scope and detail of monitoring and reporting activities limits the evaluation's ability to *comprehensively* assess the implementation of PEDP-3. As noted in Section 3.3, the monitoring arrangements of PEDP-3, while in theory are well-developed and comprehensive, provided some notable shortcomings:

- Progress towards output-level targets as outlined in the Program Matrix and M&E Matrix was not monitored in a systematic fashion, which limits the evaluation's ability to precisely assess the extent to which the number of activities met their respective targets at project completion. In addition, data sources on results in the last year of implementation (2017/18) were not readily available to the evaluation team.[258] Hence, the evaluation draws on extensive review of available documentation across multiple sources to provide a preliminary overview of progress on outputs targets for the majority of sub-components, albeit with gaps.[259]

- In terms of output-level results achieved for the nine sub-components monitored through DLIs, as noted in Section 3.3, reporting on DLIs does not systematically cover all annual activity targets, which limits this evaluation's ability to make a detailed assessment of all activity results.[260] The prioritization of meeting DLI targets by the GoB and the DPs further affected the level of attention paid to progress in non-DLI subcomponents as evidenced by the variance in scope and detail of monitoring and reporting. Stakeholders acknowledged that the DLI approach, while useful to drive results-based financing, created a selective focus of implementation efforts.

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[257] The analysis focuses on the activities of sub-components outlined in the revised PEDP-3 program document. The activities described in the complementary Environmental and Social Management Frameworks and well as the Gender and Inclusive Education Action Plan will not be assessed due to inconsistent reporting over the review period.

[258] JARM and JCM documentation and the 2018 ASPR, covering the 6th and final year of PEDP-3 implementation (2017/18) were not available or were limited (e.g., Annexes of the March 2018 JCM were absent, no JARM documents for year 6). To date, PEDP-3 completion reports have been published by the World Bank only (reporting mostly at the level of outcomes), with MoPME and ADB preparing their own reports.

[259] Data was not available to assess progress on the following subcomponents: Education in Emergencies; School Health and School Feeding, Organizational Review and Strengthening, PEDP-3 Management and Governance, PEDP-3 Financial Management, Sector Finance, Strengthening Monitoring Functions.

[260] Annual targets are defined for each of the nine DLIs: Production and distribution of textbooks; teacher education and development; pre-primary education; needs based infrastructure development; decentralized school management and governance; Grade 5 PECE strengthened; teacher recruitment and deployment; Annual Primary School Census; sector finance.

153.   Notwithstanding the limitations of the evaluation's assessment, available evidence compiled from different lines of enquiry[261] suggests that progress was achieved for *most* sub-components for which information was available, although available data indicates that the achievement of some interventions fell short of planned targets. Given the reliance on two matrices and the variance in reporting, a quantitative summary of the number of activities accomplished/not accomplished is not feasible. Specifically, in terms of results achieved for the nine sub-components that are monitored through DLIs, evidence from documents and stakeholder interviews reveal a mixed verdict. The WB's PEDP-3 completion report reported that 60 out of 63 DLIs (95.2 percent) over the 2011/12-2017/18 period were met and three were not met (two of the seven targets for DLI on PECE and one of the seven targets for DLI on teacher recruitment), which indicates a significant achievement for DLIs. However, some stakeholders pointed out that given the political pressure to meet DLI targets, sometimes targets were deemed met even though there were qualitative issues.

154.   In terms of the first question, documentary evidence and stakeholders concur that the PEDP-3 drove sub-sectoral activities delivered during the review period.[262] Aside from activities undertaken during the review period covered under the PEDP-3 framework,[263] 14 discrete projects were implemented in parallel by the GoB, by donors or jointly.[264] The evaluation assessed the results of these projects to the extent that data was available. Lastly, sufficient information to assess the numerous activities of the multiplicity of actors (NGOs and private actors) providing pre-primary and primary education services was not available to the evaluation team.

155.   Table 3.18 below provides examples planned PEDP-3 interventions that were achieved, partially achieved and not achieved in the review period, in addition to discrete project activities, which were aligned with the PEDP-3 objectives but not explicitly mentioned in the plan.[265]

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[261] Sources consulted cover stakeholder consultations, ASPRs (2015, 2016, 2017), APSCs (2015, 2016, 2017, 2018), 2014 PEDP-3 Mid-term Review, 2018 World Bank PEDP-3 Completion Report, JARM documents (2015, 2016, 2017), JCM documents (2015, 2016, 2017, 2018), and the World Bank's Implementation Status and Results Reports (2016, 2017), which report on a select number of PEDP-3 indicators some of which were slightly modified.

[262] N. Hossain et. al. *The Politics of Learning Reforms in Bangladesh.* in: S. Hickey, N. Hossain (eds). *The Politics of Education in Developing Countries – From Schooling to Learning.* 2019.

[263] These include all activities outlined in the revised PEDP-3 program document (January 2015).

[264] These are: a) Establishment of 12 PTIs in 12 districts, b) English in Action, c) Expansion of Cub Scouting in primary school, d) ROSC project, e) Primary Education Stipend Program, f) School feeding program in the poorest areas, g) establishment of 1500 primary schools in the un-schooled areas, h) GPS re-construction and renovation project, i) primary education development project IDB, j) Basic Literacy Program, k) SHARE Education Program – Reaching the hardest to reach children, l) Ability Based Accelerated Learning (ABAL) for the Hard to Reach working Children, m) China Assisted Construction of 2 Model Government Primary Schools in Rural Area.

[265] Except for stipends and school feeding activities.

Table 3.18   Review period achievements against revised PEDP-3 activity-level targets

EQUITABLE ACCESS (objective A)	QUALITY (objective B)	SYSTEM STRENGTHENING (objective C)
PLANNED REVISED PEDP-3 ACTIVITIES WHICH WERE LARGELY ACHIEVED, 2015-2018		
• **Production and distribution of textbooks:** As of 2016/2017, 95,328,708 free grade 1 to 5 textbooks were distributed (no target). Timely textbook distribution with at least 98% of schools receiving all textbooks within one month of school opening between 2013-2017 (target: 100%). • **Pre-primary education:** In 2018, 106,805 institutes[266] provided PPE. In June 2017, 99.5% of Government Primary Schools (GPS) and Newly Nationalized Primary Schools (NNPS) had PPE classes (target: 98%), depicting a steady increase from 81% since 2011. Enrollment in formal GPS/NNPS classes has remained fairly constant between 2015 and 2018 (on average 1.7 million children).[267] As of 2016, 10.2 million copies of PPE teaching materials were printed and distributed among DPE managed schools.	• **New learning methods:** "Each Child Learns" (ECL) methodology developed for grades 1 to 3 and the approach was incorporated in the Diploma in Education. As of March 2017, the initiative was piloted in 1,320 schools (target: 1,500), and a series of trainings, workshops and seminars were held for relevant stakeholders (numbers not reported). No data on provision of graded supplementary reading materials. • **Pre-primary teacher training:** At least 35,000 newly recruited teachers had been given two weeks of training based on the new PPE curriculum developed in 2011/12.[268] • **Teacher education and development at the primary level:** The Diploma in Education, introduced in 2012, was provided to 43,753 teachers; the target of 12,000 per year was reached only in 2017/18. In 2016/17, 94.3% of teachers had professional qualifications (target: 95%), while 88.2% of GPS/NNPS (head and assistant) teachers received continuous professional development subject-based	• **ICT in education:** As of March 2016, around 71,900 GPS/NNPS teachers (target: 64,000) had received ICT training. No data on the number of GPS/NNPS which received IT equipment or with at least one functional computer, however, as of June 2017, 8,434 laptops and 21,688 multimedia equipment were distributed. One multi-media classroom with the required equipment was provided to all designated model schools, one in each upazila (target met). • **Communications and social mobilization:** Communications Strategy was developed and workshops on awareness raising were held among School Management Committees, Parent-Teacher Associations and others. Events and fairs were held. • **Decentralized school management and governance:** Guidelines for School Level Improvement Plans (SLIP) and Upazila Primary Education Plans (UPEP) were reviewed.[271] 100% of GPS/NNPS schools received SLIP grants as of 2016 (an

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[266] Including GPS, NNPS, RNGPS, NRNGPS, Experimental Schools, Ebtedayee Madrasahs, Community Schools and other schools.

[267] Target is all eligible children. According to UIS data, between 2015 and 2018, the annual number of pre-primary age population is 9.1 million. Hence, the target is unrealistic.

[268] 2017 ASPR.

[271] A Upazila Primary Education Plan (UPEP) is a planning instrument setting out how School Level Improvement Plans (SLIPs) will be supported. SLIPs provide a plan for the allocation of schools resources. UPEPs and SLIPs aim to engage upazilas and local stakeholders (Schools Management Committee, teachers, parents and the wider school community) in school planning and management.

EQUITABLE ACCESS (objective A)	QUALITY (objective B)	SYSTEM STRENGTHENING (objective C)
	training[269] (a steady increase from 61.2% in 2014; target: 95%).[270] The percentage of GPS/NNPS teachers with continuous professional development sub-cluster training also increased from 73.7% to 88% in the same period (target: 95%). In 2016/17, 39,330 head teachers received Inclusive Education training (no target). No data on the performance of teacher deployments of PTI, induction trainings and teacher support networking activities for teachers. • **Curriculum:** Curriculum for grades 1 to 5 revised and teachers' guides and questions booklets were developed but not supplied on time. Head teachers were trained, yet assistant teacher training was not completed as of June 2017. No data on the number of subjects by grades where curriculum revisions have been approved and new textbooks developed.	increase from 64% in 2010).[272] In 2017, 51% of upazilas received funding for UPEP preparation,[273] which did not cover implementation. • **LAS:** National Student Assessments (NSA) of grade 3 and grade 5 students were administered in 2011, 2013, 2015 and 2017[274], allowing for a comparative assessment of Grade 3 and Grade 5 learning results in both Bangla and Math. No data on staffing of National Assessment Cell. • **Annual Primary School Census (APSC):** APSC completed in a timely manner. Data coverage expanded to cover more types of schools providing primary education (increase from 122,176 schools in 2015 to 134,147 schools in 2018.[275] • **Financing:** Maintained alignment between the annual budget allocation to MoPME and the Medium-Term Budgetary Framework.

PLANNED REVISED PEDP-3 ACTIVITIES WHICH WERE PARTIALLY OR NOT ACHIEVED, 2015-2018		
• **Needs-based infrastructure development:** By 2018, a total of 27,500 classrooms were	• **LAS:** School and Classroom based assessments methods developed and 1,760 field level officers and	• **Human resource development**: By 2018, around 250 staff[281] received international training in

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[269] The subject-based trainings are a six-day training designed to acquaint primary teachers with subject and pedagogical knowledge including preparing and using lesson plans and teaching and learning materials.

[270] Based on 2017 ASPR. The WB's completion report notes that 92 percent of (head and assistant) teachers received subject-based training in 2016 which does not align with the 2017 ASPR's values for 2015/16 (73.4 percent) nor 2016/17 (88.2 percent).

[272] Based on 2017 ASPR, the World Bank's Completion report, the percentage of schools preparing SLIPs and receiving funds was at 90% in 2016. In 2018, 65,289 GPS and NNPS received SLIP grants, an increase from 63,802 schools in 2017 (see APSC).

[273] There is no target for indicator in the M&E matrix. For year 5 of the program (2016/17), the program matrix defines the target of "at least 50% of upazilas have prepared UPEPs on the basis of updated guidelines" (see revised PEDP-3 planning document, January 2015, p.97).

[274] Results of the 2017 NSA are not publicly available.

[275] Coverage includes 25 types of schools between 2015-2018.

[281] Namely staff from MoPME, DPE, NCTB, NAPE, PTIs and field level education offices.

EQUITABLE ACCESS (objective A)	QUALITY (objective B)	SYSTEM STRENGTHENING (objective C)
rehabilitated or built (target: 39,003). Schools with at least one functioning toilet decreased from 96% to 81.7% between 2010 and 2016,[276] while those with access to safe water resources increased from 83% to 97.2% over the same period (target of 95% met). As of June 2018, a total of 46,556 WASH blocks were constructed in GPS and NNPS (target: 18,500). • **Non-formal Education:** By 2018, 100,000 children enrolled in Second Chance Education learning centers (target 283,000) due to delayed rollout of this pilot initiative.[277] From 2013-2017, 6,024 new Anandya schools were established (target unknown).[278] As of February 2017, 2,576 children in slums were provided with a pilot primary education program through 113 Reaching Out-of-School Children (ROSC) learning centers (target unknown).	33,150 head teachers trained on assessment methods and tools as of 2017 (no target). No information available on progress on piloting methods. Grade 5 Primary Education Completion Exam (PECE) framework updated to include 65% competency-based questions and an Action Plan was prepared (target: 80%). • **School Level Leadership Development:** The percentage of GPS/NNPS head teachers receiving leadership training decreased from 71% to 49% between 2010 and 2016 (target: 85%).[279] • **Teacher recruitment, promotion and deployment**: Targets were largely met with some delays. As of 2016/17, 105,404 teachers were recruited.[280] Teacher recruitment and promotion rules and career paths were not approved. Between 2010/11 and 2016/17, 37,895 PPE teachers were recruited (target: 37,672 PPE teachers). No data on percentages of head teacher vacancies and teacher vacancies filled. No information on study on contact hours.	education, operations management and ICT (no target). Three-day PPE orientation training provided to all field level officials. Decrease in vacancies in field level offices not achieved for Upazila Resource Centers, PTIs and school management. • **Public-private partnerships:** No new partnership agreements formed.

[276] WASH blocks were not included in the calculation; 19% of schools had WASH blocks in 2016. Source: ASPR 2017.

[277] The initial targets in 2011 PEDP-3 (3.2 million for year 1, 2.6 million for year 2, 1.9 million for year 3, 1.3 million for year 4-5) were significantly reduced after the MTR to 283,000 and subsequently further reduced to 100,000 out-of-school children in January 2016 (Source: *JCM Draft Record of Discussions 14 October – 1 November 2015*. p.4).

[278] Anandya schools were established under the Reaching Out-of-School Children project, which in its second phase (January 2013-December 2017) was covered as a discrete project under PEDP-3. It was funded by the GoB and the WB.

[279] According to 2017 ASPR (p.21), in 2016, 51% of GPs head teachers and 48% of NNPs head teachers received school management and leadership training; 71% of head teachers (no specification on which school types) received community mobilization training through SLIP program.

[280] Source: JCM 27-29 November 2017 Record of Discussions. The JCM report states a cumulative target of 106,000 teachers (i.e., 90% was met). The WB's completion report notes that between 2011-2017, a total of 95,398 (head, assistant, and PPE) teachers had been recruited.

EQUITABLE ACCESS (objective A)	QUALITY (objective B)	SYSTEM STRENGTHENING (objective C)
ACTIVITIES UNDERTAKEN IN THE REVIEW PERIOD WHICH WERE NOT IN THE REVISED PEDP-3[282]		
• **Stipends[283]** (GoB): From 2008-2017, 13 million children received targeted stipends (target: 8 million). Monthly stipends were provided to poor families, conditional upon regular school attendance and passing school exams. • **School feeding[284]** (GoB and WFP)**:** From 2010-2017, the program covered 15,445 schools in 29 districts and 93 upazilas, benefitting 2,869,299 students (no target), who were provided with fortified snacks. Cooked meals were also piloted in some districts. • **Establishment of 1,500 primary schools in unschooled area** (GoB): From 2010-2017, 1,267 schools were completed, and 228 schools were partially completed. • **Primary school reconstruction & renovation** (GoB): Of the 5,600 schools targeted, 5,599 were completed and 1 is on-going. • **Reaching Out-of-School children (ROSC)** (GoB and WB)**:** From 2013-2017, allowances and grants provided to 322,731 students in grades 1-5 for	• **Establishment of 12 Primary Teachers Training Institutes (PTI)** (GoB)**:** 11 out of 12 PTIs have been established and 5 are fully functioning. • **English in Action** (DFID):[287] Project has benefitted 41,000 teachers and 4.5 million students in primary schools. 2,658 teacher development meetings and teacher orientations were held, which allowed teachers to review their teaching practices and methods.	• n/a

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[282] These include the 14 discrete projects, implemented in parallel to the revised PEDP-3, yet with varying lengths of duration. A variety of non-state actors, including NGOs and religious institutions, conducted projects which are not covered in PEDP-3. There is limited evidence available to assess their results.

[283] Before the MTR, the primary education stipend was part of the PEDP-3 with the goal to modify and expand the program. Based on the assessment of the MTR, the decision was taken to continue it as a discrete project, funded by GoB. An EU assisted school feeding program, launched in January 2009, was merged with the school feeding program in December 2015. Results included: reached 416,454 primary school students in 1,350 schools; distribution of 9,962,672 cartons of biscuits. Source: 2017 ASPR.

[284]Before the MTR, school feeding was part of the PEDP-3 with the goal to modify and expand the program. Based on the assessment of the MTR, the decision was taken to continue it as a discreet project, funded by GoB and WFP.

[287] Project aims to increase and improve the quality of English language learning.

EQUITABLE ACCESS (objective A)	QUALITY (objective B)	SYSTEM STRENGTHENING (objective C)
uniforms, teaching aids and for grade 5 PECE. • **Primary education development project** (WB):[285] From 2012-2017, 68 (out of 170) schools have been completed.[286] • **SHARE education program to reach hardest to reach children** (EU)**:** From 2012-2015, 494,401 children living in hard to reach areas, children with disabilities, street children and ethnic minorities have benefited from the program (target for 2018: 600,000). Of these, 38,058 students completed PECE. Project also provides capacity building, knowledge sharing and management, and establishing sustainable and good practices.		

156.   The achievement of results for numerous PEDP-3 sub-components underlines key strengths of the PEDP-3. Notable success factors include:

▪ Strong collaboration and harmonization between DPs and the GoB under the umbrella of PEDP-3. A common results-based approach and platforms for regular exchange, including technical working groups, JCMs and JARMS, supported coordination efforts. The Joint Financial Agreement between DPs and the GoB harmonized financial contributions and disbursement schedules and set the framework for monitoring requirements.

▪ A focus on results achievement by adopting a Disbursement-linked Indicator approach for regulating the disbursement of the majority of donor funding. Even though the quality of results is at times questioned by stakeholders, the nine sub-component showed notable output-level results.

▪ Strong political commitment within MoPME and MoE to support initiatives such as the timely delivery of free textbooks, primary school construction, including the building of WASH blocks, and the introduction of one-year PPE in all GPS and NNPS.

▪ Technical assistance provided by development partners, including WB, UNICEF and JICA, supported PEDP-3 implementation by strengthening monitoring and evaluation, learning assessments and examinations, curriculum and textbooks, teacher professional development, and procurement and financial management.

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[285] Project aims to improve school environments through construction, water/sanitation, and enhance education access and quality in rural areas (provision of teaching and learning materials).

[286] ASPR 2017 does not specify what "completed" means (i.e., completed construction or fully furnished with all materials).

- Despite various capacity challenges noted further below, stakeholders highlighted that DPE's past experience of managing a large program acquired through PEDP-2 and existing institutional relationships between various parties both within the GoB and between the GoB and DPs was essential in facilitating implementation.[288]

157.   Over the course of the implementation of PEDP-3, several factors hindering implementation of PEDP-3 were highlighted in the 2014 MTR and successfully addressed in the revised PEDP-3.[289] However, a number of implementation challenges remained in the second half of PEDP-3.

158.   Second Chance Education (SCE), one of the flagship initiatives of PEDP-3 targeting out-of-school children, experienced significant challenges due to capacity limitations in implementing agencies. Before the MTR, BNFE was assigned to manage activities for this sub-component **without the proper institutional set-up and planning**; as a result, no notable progress was achieved in the first three years of implementation. The MTR recommended reassigning the component to DPE, which led to the creation of a new SCE division and finalizing the design of SCE. Setting up institutional capacities within DPE cut into the implementation period and targets for the initiative were adjusted. A pilot was launched based on current approaches used by different NGOS and reached 100,000 out-of-school children. Enrollment performance suffered from floods between June and September 2017.[290]

159.   Significant delays were encountered in implementing activities related to teacher recruitment and deployments. Key challenges identified in documents included **procedural challenges**, including pending court cases related to the recruitment of pooled teachers and delays in the approval of teacher positions.[291] In addition, DPE prepared a proposal for teacher career path progression, recruitment and promotion rules, but it was never approved by MoPA (Ministry of Public Administration). As a result, the qualitative target for the DLI in year 3 (2014/15) was marked as not met and DP funding for this sub-component was cancelled.

160.   Other factors limiting PEDP-3 implementation include the following:

- The **achievability** of the revised PEDP-3 was limited by ambitious targets. Despite the fact that targets for several sub-components were adjusted based on the findings of the MTR, several DPs and GoB stakeholders described PEDP-3 as an aspirational program, aiming to address a large range of educational challenges at the primary level.

- In 2013, the GoB launched the **nationalization of 22,632 registered non-government primary schools (RNGPS)** which posed implementation challenges for PEDP-3. These newly nationalized government primary schools (NNPS) differed from GPS in terms of the level of quality, access and governance,[292] making it harder to reach the targets set in PEDP-3.

- **Implementation generally happened in a siloed fashion**, due to limited coordination across implementing agencies and inadequate human resources within DPE, reducing the potential for synergies and feedback across different subcomponents.

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[288] See WB's PEDP-3 Completion report. 2018, p. 18ff.

[289] Source: WB PEDP-3 Completion Report, 2018.

[290] Source: WB's ISR, June 2016, December 2016, June 2017, December 2017.

[291] Source: WB Implementation Status Reports from December 2016 and December 2017. This issue was resolved in the last year of program implementation and GoB met the program's teacher recruitment targets.

[292] For instance, the addition of teachers from RNGPS increased the proportion of under-qualified teachers in GPS. Source: PEDP-3 MTR, 2014, p.39.

- **Implementation and management capacities:** The MTR highlighted capacity limitations as one of the key challenges in implementing activities and managing technical assistance.[293] While some challenges were addressed in the revised PEDP-3, for instance by creating a Program Support Office within MoPME, GoB staff turnover during the implementation period and staff shortcoming in key implementing agencies and DPE remained key issues. The concentration of supervision and implementation responsibilities within DPE, while decision-making power remained with MoPME, sometimes hindered timely approval of initiatives.[294]

- **The level of political commitment** as usual plays a crucial role in driving initiatives. For instance, strong political commitment for the delivery of textbooks on time and strengthening ICT in education was essential in meeting the target. In addition, a variety of public-private partnerships were envisioned to support the achievement of PEDP-3, including in strengthening the Second Chance Education initiative and to support SLIPs and UPEPs. However, a lack of political will to develop appropriate mechanisms for using PPPs in primary education and expand public-private partnerships hindered progress.

Implementation of GPE- financed program for Rohingya and host community

The GoB allocated the US$8.3 million Accelerated Fund from GPE to the schooling of Rohingya refugees and children in surrounding communities in Bangladesh. As the GPE-funded program only launched in late 2018, it is too early to assess progress on implementation. Available reporting has to date not disaggregated GPE-financed activity results from others but provide a progress report against the targets of the Joint Response Plans. Preliminary results based on first reports include:[295]

- As of April 2019, 331,677 children enrolled in learning facilities, of which 82 percent are refugees and 18 percent are from the host community.
- As of April 2019, 4,584 refugee teachers were trained.
- As of July 2019, 4,903 new learning facilities were established and functional in 2019.

GPE contributions to sector plan implementation

Finding 19: The 2015-2017 ESPIG contributed to filling the financing gap for the revised PEDP-3. However, GPE's specific contributions are difficult to identify due to PEDP-3's pooled funding and harmonized monitoring mechanisms.

161. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 3.19 gives an overview of these mechanisms, organized by whether they are likely to have made a significant, moderately significant or insignificant contribution to plan implementation in Bangladesh. This classification does not constitute a formal score.

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[293] See, for instance, PEDP-3 MTR Report, 2014, p. 112f; *Governance and Institutional Study for the Mid-Term Review of the Bangladesh Third Primary Education Development Program* from June 2014, chapter 5; WB PEDP-3 Completion Report, 2018.

[294] Some DPs noted that while DPE and DPs would share a common understanding of initiatives, they had to engage in additional negotiations with MoPME to get them on board.

[295] Source: UNICEF. *Update on the Education Response to Rohingya Humanitarian Crisis.* May 2019; ISCG. *Situation Report Rohingya Refugee Crisis.* Cox's Bazar. July 2019.

Table 3.19 *GPE contributed to plan implementation through financial support and incentives*

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

- n/a

MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

- **2015 ESPIG funding support to the revised PEDP-3**: The 2015-2017 ESPIG of US$100 million provided 1% of the revised PEDP-3 budget and represented 5.77% of international financing to the revised PEDP-3 (2011-2017). Government and DP stakeholders highlighted the value of this contribution in filling funding gap.
- **2015 Program Development Grant:** The PDG of US$100,000 supported the development of a program proposal and any additional supervision by the grant agent.[296]
- **Peer exchange of experience:** Stakeholders noted that high-level talks by the CEO and Chair of the Board as well as the CL provided a valuable platform for cross-country exchange of best practices.
- **GRA**: The Out of School Children Initiative supported the development of a study on OOSC, which reportedly contributed to an increased attention to OOSC on the part of the government.[297]

LIMITED/NO CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

- **ESPIG support to strengthening plan implementation capacities:** Neither the ESPIG nor other modalities of GPE support (e.g., technical assistance through the CA, GA or Secretariat) **directly** strengthened MoPME's plan implementation capacities.
- **ESPIG support for improving sector data:** There is no evidence of GPE contributions to implementation in terms of improving sector data.
- **Funding requirement (of LEG endorsement):** GPE's requirement that sector plans be endorsed by the ELCG did not affect stakeholder support for the revised PEDP-3. As noted in Section 3.2, donor and civil society partners contributed to plan formulation through participatory plan development processes, which pre-dated GPE's involvement in the sub-sector. This in turn translated into strong partner support for the plans and commitment to implementation.

- **Coordinating Agency**: Given that the CA (USAID, 2016-2018) did not contribute to the pooled fund of PEDP-3 during the core implementation period of the ESPIG, there is no evidence that it contributed to PEDP-3 implementation in any substantive fashion. Coordination and dialogue on PEDP-3 happened primarily in the Donor Partner Consortium and in the working groups, JCM and JARM meetings. DPE functioned as the main coordinating arm for the implementation of PEDP-3.
- **Grant Agent (WB)**: The World Bank made signification contributions to the implementation of PEDP-3 between 2011-2017. In particular, the WB contributed to harmonization among DPs and GoB, stronger utilization of government systems, including the fiduciary system, and broad consultations with a wide variety of stakeholders to strengthen ownership. However, there is no evidence that the WB's contribution, beyond successfully managing the ESPIG, changed when it assumed the role of the GA in 2015. Nor is there any evidence that the GPE financial contribution resulted in any changes to the management, and reporting procedures already put in place by the World Bank and partners for PEDP-3. In addition, the WB drew mainly on its own resources to support the GoB during implementation and covered part of the operational costs associated with its role as GA. [298]The consistency in staffing in WB's Dhaka office across the majority of the

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[296] The GA initially requested a PDG of US$142,430. Despite the reduced GPE-approved grant of US$100,000, the GA drew on its internal capacities and absorbed any remaining operational costs. Source: World Bank. *Grant Reporting and Monitoring (GRM) Report: EFASE - Education for All Supervising Entity*. 2016.

[297] GPE. *Global and Regional Activities (GRA) Program – Annual Summary Portfolio Status Report as of June 30, 2016*. 2016. https://www.globalpartnership.org/sites/default/files/2017-01-gpe-gra-portfolio-status-report.pdf

[298] Testimony from several WB sources.

implementation period was noted as key in maintaining relationships between key stakeholders and facilitating coordination and knowledge exchange.

- **LEG and sector dialogue:** The LEG (ELCG) does not play a central role as a forum for formulating, reviewing and monitoring implementation priorities and progress. The role of the ELCG did not change with Bangladesh joining the GPE, as noted in Section 3.3.
- **CSEF:** There is no evidence that CSEF-funded activities by CAMPE contributed to PEDP-3 implementation.
- **ESPIG variable part**: n/a

162.   GPE's primary contribution to the implementation of the revised PEDP-3 was through its US$100 million ESPIG financial support. GPE's ESPIG contribution was linked with the World Bank's additional financing of US$400 million[299] and ultimately fully integrated into the PEDP-3 pooled fund. The World Bank as the GA successfully managed the ESPIG. GPE's main contribution was to close a funding gap identified after the MTR revision of the PEDP-3 budget. GPE's ESPIG was also the third largest grant contribution, after grants from DFID (10.96 percent) and the EU (6.73 percent). While the role of the GA is central to the overall GPE architecture and while it is recognized that the World Bank performed extremely valuable functions in the design of Bangladesh pooled funds, a review of Bank Implementation Status Reports and the final completion report showed that aside from referencing the GPE financial contribution, no substantive references were made to the GPE, in this regard similar to all the other financial contributor to the pooled fund. Indeed, the only specific reference to the GPE in the World Bank completion report was a footnote which stipulated that the GPE agreed to participate in the fund and a similar fashion to others.

163.   The ESPIG application highlighted several PEDP-3 initiatives, including Second Chance Education, Each Child Learns and Pre-primary education, which required special attention due to the limited progress achieved by mid-point. However, since ESPIG funds were channeled through the pooled fund without any earmarking[300] and its disbursement was tied to the achievement of DLIs, it is not possible to track the extent to which funding allocations contributed to achieving results in GPE's areas of focus. In addition, as noted in Section 3.3, overall institutional monitoring of the PEDP-3 is coordinated jointly by the DPs and the GoB, which means that progress against implementation priorities that GPE highlighted (as listed in the ESPIG application) is reported via the overall monitoring mechanisms for the PEDP-3, rather than specifically as a GPE project. GPE's ESPIG contributed fully to the resource base MoPME required to deliver across all 29 sub-components. As such, any successes and failures of PEDP-3 implementation after 2015, including in the implementation of the Second Chance Education, Each Child Learns and Pre-primary education initiatives (see Finding 18), can in theory be attributed in part to GPE funding, although it is important to note that GPE funding was overall very small (1 percent of total PEDP-3 revised budget). There is no evidence that GPE funding supported any changes in implementation post-MTR.

164.   There is no evidence that GPE's non-financial support contributed to PEDP-3 implementation. Since there was already broad buy-in and support for the revised PEDP-3 among development partners as well as high levels of harmonization even before Bangladesh joined GPE, there was no need for GPE to influence other actors' support for the PEDP-3, and there is no evidence of GPE mechanisms and tools having done so.

165.   There is no known unintended negative consequence of GPE support to implementation in Bangladesh.

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[299] The main objectives of GPE and World Bank support were fully aligned with the revised PEDP-3. In addition, the ESPIG fully adopted the WB's results framework and monitoring indicators, which is a subset of the revised PEDP-3 monitoring framework.

[300] Neither GPE's funds nor the funds of other development partners were earmarked.

Additional factors beyond GPE support

166.   For factors that positively and negatively affected plan implementation beyond GPE support see Finding 18.

Implications for GPE's ToC and country-level operational model

Finding 20:	In terms of implementation, the GPE Theory of Change assumes a degree of GPE input into sector planning, monitoring, dialogue, and financing. In the absence of these due to Bangladesh having joined the GPE after PEDP-3 planning and its dialogue, monitoring and financing were established its ability to contribute to implementation was limited.

167.   While it is evident that GPE's financial support filled a financial gap, due to operational gaps identified by the midterm review of PEDP- 3, GPE's overall contribution to the implementation of PEDP-3 was limited at best largely due to the fact that the core of PEDP-3 had been agreed upon prior to Bangladesh joining GPE. More importantly, GPE's limited ability to influence implementation is clearly evident in the fact that while the quality assurance process for the ESPIG application highlighted a number of deficiencies, very little if any changes in implementation or focus ensued as a result of this GPE mandated process. The chief implication of these facts relates to GPE assumptions about the levels of its influence. The Bangladesh experience tends to illustrate that GPE influence in terms of implementation is directly related to the degree to which GPE has been able to influence plan design. In short, influence may be limited if participation occurs after a plan is being rolled out, and after the bulk of the financing for it has been allocated domestically or by ODA partners. More broadly, therefore, it is reasonable to assume as well that GPE's ability to contribute to and/or improve the quality of implementation may in part be related to the level of GPE financial contribution in comparison to both domestic funding and ODA support.

168.   A broader implication derived from the lessons of Bangladesh to date points to the need to ensure that GPE-supported processes, whether sub-sectoral or sectoral, whether within or without the confines of a pooled fund, are fully integrated into the work of others. While there is no evidence to indicate that GPE support to date has fragmented Bangladesh sectoral planning and/or implementation, some donor and domestic stakeholders remain concerned that the current decision to establish a stand-alone comprehensive ESP may result in overlap and duplication in terms of possible implementation.

169.   Overall, evidence shows that country-level stakeholders had the motivation and opportunity to align their own activities with the priorities of PEDP-3 and partook in regular, evidence-based joint sector reviews given the adoption of a SWAP model. High motivation of the GoB to implement PEDP-3 contributed to the achievement of results, despite shortcomings in capabilities (e.g., BNFE) and adequate staffing and resources.

170.   While it is premature to speculate about a possible ESPIG application subsequent to the development of a stand-alone comprehensive ESP, it is important to note that the 2015-2017 ESPIG was constructed on the basis of then-current standards, which did not include the Variable Tranche. Without prejudice to a future ESPIG application and its review by GPE decision-makers, the application of a variable tranche mechanism might result in GPE as a comprehensive partnership having more influence on sector plan implementation due to incentivization.

4 Progress towards a stronger education system

Introduction

171.   This section summarizes evaluation findings related to the adjusted Key Question II from the evaluation matrix: "Has the PEDP-3 implementation contributed to making the education system in Bangladesh more effective and efficient?" Given the limited sectoral scope of this evaluation compared to other CLEs (see Section 1) due to limited availability of data on post-primary education, the systems-level analysis does not cover the entire education sector but focuses on pre-primary and primary education. However, some consideration was given to sub-sectors beyond primary, provided that information was available to provide contextual relevance. Key sub-questions are:

- During the review period, how has the education system changed in relation to (a) improving access and equity, (b) improving education quality and relevance, and (c) improving sector management? (CEQ 4)

- How has sector plan implementation contributed to observed changes at the education system level? (CEQ 5)

- Going forward, what are the implications of findings for the GPE ToC/operational model? (KQ IV)

172.   Progress towards a stronger education system is measured by drawing on evidence of changes that go beyond activities or outputs and that constitute changes in the existence and functioning of relevant institutions (e.g., schools, MoPME) as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.[301] Progress at the systems level traditionally requires longer periods and due to varying levels of disaggregated data for PEDP-3 (pre- and post-MTR), the systems-level analysis will look at the entirety of PEDP-3 (2011-2017) and the data until 2019 to the extent available.

173.   To be counted as a 'system-level change', an intervention needs to be planned (not incidental or occasional), be nationwide in scope (or a pilot expected to be scaled), and at least partly led by the ministries. Ideally, it should also be sustainable in terms of funding (e.g., government co-funding, cost recovery), or make sensible plans for future sustainability. Actual implementation is not a necessary criterion as policy or program design can in and of itself be a valuable first step, but timely implementation needs to at least be likely, and its likelihood is enhanced if timelines, funding and responsibilities are clearly outlined. Whether system-level changes actually enhanced education outcomes (enrollment, learning) is reviewed in Chapter 6. Table 4.1 summarizes related CLE findings, which are further elaborated on below.

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[301] Please see definition of 'education systems' in the terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing), (b) equitable allocation of teachers (RF11, covered here under Access and Equity), (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance), (d) reduced student drop-out and repetition rates (RF13, covered in section 5, (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

Table 4.1   Overview: CLE findings on contribution of PEDP-3 implementation to systems change

IMPROVEMENTS MADE DURING REVIEW PERIOD?[302]	HAD ISSUE BEEN ADDRESSED IN THE PEDP-3?[303]	LIKELIHOOD THAT PEDP-3 IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS[304]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[305]			
Access: **Strong**. School construction at pre-primary and primary levels and school infrastructure improvements (e.g., WASH) as well as stipend and school feeding programs.	**Yes**. Universal participation is one of six results areas of PEDP-3.	**High**. Stipend and school feeding programs were initially part of PEDP-3 and later continued as discrete projects. Needs-based infrastructure development was a key component of PEDP-3.	1	2	3	4
Equity: Modest. Stipends and school feeding programs, Second Chance Education initiative.	**Yes**. Reducing disparities is one of the six results areas of PEDP-3. A complementary Gender and Inclusive Education Action Plan was formulated.	**Moderate**. Beyond Second Chance Education initiative implemented under PEDP-3, a number of discrete projects targeting OOSC were implemented by GoB and/or donors.				
Quality: **Modest**. New curriculum rolled out and teacher training initiatives implemented.	**Yes**. Improved teaching and learning outcomes are one of the six results areas of PEDP-3.	**High**. Despite modest improvements to education quality, initiatives introduced by PEDP-3 contributed to setting the framework for future initiatives.				

[302] Meaning, for example, new or expanded mechanisms or frameworks having been put in place. Rating options and related color coding: Green = strong/comprehensive. Amber = modest/fragmented; Limited/in isolated areas only – red; Insufficient data – gray.

[303] Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was addressed in an ESP does guarantee that positive changes in this area were due to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

[304] Green = High. Amber = Moderate. Red = Low. Gray = Insufficient data.

[305] The four underlying assumptions for this contribution claim are (1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; (3) ESP implementation leads to improvements of previous shortcomings in relation to learning and (4) it leads to improvements in relation to equity.

IMPROVEMENTS MADE DURING REVIEW PERIOD?[302]	HAD ISSUE BEEN ADDRESSED IN THE PEDP-3?[303]	LIKELIHOOD THAT PEDP-3 IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS[304]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[305]			
Management: Modest. Learning assessment systems and EMIS at primary and pre-primary levels modestly strengthened. Sub-sector management and governance remain highly centralized.	**Yes**. Effectiveness, decentralization and program planning and management are part of the six results areas of PEDP-3.	**High**. Under PEDP-3, PECE became more competency-based and NSA was conducted in a consistent manner. ASPR and APSC were further strengthened.				

Progress towards a stronger education system during 2011-2019 period

> **Finding 21:** During the implementation of PEDP-3, the education system was strengthened in terms of pre-primary education, infrastructure, increased number of teachers and gender equality among teaching staff, teacher training, assessment, monitoring management decentralization, evidence-based planning and curricula.

174.   This section reviews system-level changes in the period 2011-2019, based on the six results areas in PEDP-3, which fall under the areas of access, quality, equity, and sub-sector governance and management.[306]

Access

175.   Bangladesh's Compulsory Primary Education Act from 1990 guarantees the right to 5 years of free education in public schools. In addition, the GoB's decision to introduce 1-year pre-primary schooling in 2010 has led to systemic changes during the review period. Key improvements in access to primary and pre-primary education include:

- **More schools and classrooms**: The number of primary schools steadily increased over the period 2011-2018, from 89,712 to 134,147; GPS and NNPS schools make up the largest percentage across all school types. Investment in classroom construction and school infrastructure resulted in a 3.3 percent increase in GPS schools (from 37,627 in 2011 to 38,916 in 2018) and a 17.6 percent increase in NNPS schools (from 22,632 to 26,613). However, capacity challenges remain as 14 percent of GPS/NNPS had only one or two classrooms in 2016.[307] While data on privately-run schools are not as systematically available, BANBEIS Education Statistics reports show that the number of Kindergarten schools doubled from 12,486 to 24,363 between 2012 and 2018, while schools of the largest NGO in

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[306] PEDP-3 results areas *(1) learning outcomes* and (3.2) *effectiveness* broadly cover quality; (2.1) p*articipation* and (2.2) *Disparities* cover both access and equity; (3.1) *decentralization* and (4) *program planning and management* address sub-sector governance and management. Data presented in this section covers public and private education to the extent they are covered by government sources, unless indicated otherwise (BANBEIS reports, ASPR, APSC, etc.). Given that data on madrasah education is captured separately in government sources, the aggregated country-level data on education does not include madrasah education.

[307] ASPR 2017, p. 214.

Bangladesh (BRAC) increased from 4,390 to 10,326 between 2011 and 2012 but has remained fairly stable since.[308]

- **Improved infrastructure**: Between 2010 and 2016, the classroom environments of GPS and NNPS became more conducive to learning. The percentage of GPS/NNPS that met three of the four minimum school quality indicators (PSQL)[309] grew from 17 percent to 32.8 percent. This is a result of the GoB's increased attention to needs-based school infrastructure development, the equipment of schools with better sanitary facilities and improvements in classrooms sizes.[310] In particular, construction of a total of 46,556 WASH blocks between 2011-2018 and a higher proportion of GPS/NNPS schools offering separate toilets for girls (52.5 percent in 2016) compared to pre-PEDP-3 levels (31 percent in 2010) were notable achievements. Over 97 percent of NNPS/GPS schools had safe water sources by 2016, exceeding the PEDP-3 target (95 percent). However, the proportion of schools with at least one functioning toilet decreased from 97 to 81.7 percent between 2011 and 2016. [311]

176. A number of programs have helped reduce the household cost of schooling at the primary level through supply-side interventions, including:

- **School feeding**: The GoB has been funding a number of school feeding programs.[312] School feeding constitutes an important 'draw-in' factor for primary education, reducing cost, increasing enrollment, and improving learning as well as nutrition and health.[313] Between 2009 and 2018, over 3 million children benefitted from these programs and the GoB has increasingly taken ownership.[314] In 2017, MoPME drafted the first National School Feeding Policy, which would scale up the program nationally to cover all students, which has recently been approved.

- **Stipends**: The Primary Education Stipend Program (PESP) funded by the GoB has completed its third cycle[315] and benefitted 13 million primary students as of 2017. The GoB has also funded stipend programs specifically targeting out-of-school children.[316] At the secondary level, the GoB has funded

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[308] Source: BANBEIS Bangladesh Education Statistics reports 2011-2018. The increase in the number of Kindergarten schools has not automatically translated into larger enrollment numbers as total student enrollment numbers decreased from 1.4 million to 1.2 million within the same period.

[309] These are: (i) availability of girls' toilets; (ii) availability of safe and functioning water sources; (3) school classroom ratio (40:1); and (iv) student-teacher ratio (46:1).

[310] Percentage of standard-sized and larger constructed classrooms in NNSP and GPS improved from 40 to 75.9 percent between 2011-2016, meeting the PEDP-3 target. In addition, the proportion of schools that have a student-classroom ratio of 40:1 slightly increased from 21.3 to 35.4 percent over the same period, but fell short of the 55 percent target in PEDP-3. Source: ASPR 2017.

[311] Source: ASPR 2017.

[312] For instance, the 2009-2015 EU Assisted School Feeding Program (EU and GoB), which reached a total of 416,454 students in 1,350 primary schools as of 2015 and has been revised to last until 2020; the 2010-2017 School Feeding Program in Poverty Prone Areas (WFP and GoB), which reached 2.8 million students in 15,445 schools. The initial version of PEDP-3 defined school health and school feeding as a subcomponent, yet this was later turned into a discrete project post-MTR. Source: 2017 ASPR.

[313] JARM 2017 Record of Discussions, p.5.

[314] http://sfp.dpe.gov.bd/

[315] PESP I (2002-2004), PESP II (2005-2015), PESP III (2015-2017). The initial version of PEDP-3 defined school stipends as a subcomponent, yet this was later turned into a discrete project post-MTR.

[316] See, for instance, ROSC Project which provided education allowances and grants to over 300,000 out-of-school children, which were subsequently enrolled in its learning centres. Source: 2017 ASPR.

similar initiatives, reaching over 4.1 million secondary-level students in 2017/18.[317] Some studies show a positive impact on access and participation rates,[318] yet the fact that the monthly stipend amounts have not been changed since 2002 likely reduces their value and effectiveness over time. As political motivation remains high, the government-funded stipend and school feeding programs continue to be sustained as discrete projects running in parallel to the PEDP-4.

- **Reliable access to free learning materials**: The timely provision of free textbooks has significantly improved. In 2010, only a third of schools received textbooks within the first month of the school year; during the implementation of PEDP-3, textbook coverage increased to almost 100 percent. In addition, the GoB introduced e-books. However, the physical quality of textbooks and the slow introduction of ICT for education pose some concerns.[319]

177.   **Pre-primary education (PPE**) has traditionally been provided by non-state actors in Bangladesh.[320] With the passing of the 2010 NEP, the GoB gradually introduced free one-year pre-primary education for 5-year olds at all GPS/NNPS based on a PPE Expansion Plan prepared in 2011. Under PEDP-3, Bangladesh has seen some incremental changes working towards greater access to pre-primary education, including the recruitment of an additional 22,000 teachers and the expansion of PPE to 99.5 percent of GPS/NNPS as of 2017 (from 81 percent in 2011). NNPS are still facing a shortage of PPE teachers, given that PEDP-3 was initially designed to focus on GPS. There is no formal data analysis on the geographical distribution of PPE institutions or a socio-economic profile of PPE students, but a 2013 study conducted by CAMPE suggests that children from wealthier backgrounds were more likely to benefit from PPE.[321]

Equity and Gender Equality

178.   **Gender in education**: Since the 1990s, Bangladesh has made significant strides in eliminating the gender gap in primary (and secondary) enrolment and strengthening educational attainment for girls (see Section 5). Policies and practices targeting to make education more accessible, including gender-targeted school stipend programs, improvements in school infrastructure (e.g., separate WASH facilities for girls), and other supply-side interventions mentioned above significantly contributed to encouraging female school attendance and have been maintained during the review period. However, a lot of initiatives on gender still largely focus on women, with little strategic thinking on how to address negative trends for boys, such as the increasing challenge of keeping boys in school. The share of female primary school teachers has also improved due to the fact that the GoB reserved 60 percent of new teaching posts for women as more trained male teachers went on pre-retirement leave.[322] In addition to the quota, a lower

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[317] To date, DSHE has managed the following four projects, providing stipends: Secondary Education Stipend Project 2nd phase, Secondary Education Quality and Access Enhancement Project, Secondary Education Sector Investment Program and Higher Secondary Stipend Project. Source: Government of Bangladesh. *A Diagnostic Study on Stipend Programmes in Bangladesh with Focus on Primary Education Stipend Project (PESP).* No date. http://spfmsp.org/wp-content/uploads/2018/02/PESP-Final-Report-26.12.2017-GoB.pdf

[318] In order to qualify for the stipend, selected students must maintain 85 percent monthly attendance, take up all the examinations of the school and attain a minimum of 33 percent marks in exams for each of the subjects of a class with certain exceptions. See 2017 ASPR, p.102; Government of Bangladesh. *A Diagnostic Study on Stipend Programmes in Bangladesh with Focus on Primary Education Stipend Project (PESP).* No date.

[319] The World Bank. *Program for Results Information Document – Concept Stage: Quality Learning for All Program (QLEAP).* 2018, p.5.

[320] Including private Kindergartens, madrasahs, and NGO operated non-formal schools.

[321] CAMPE. *Education Sector Watch – The State of Pre-Primary Education in Bangladesh*. 2013.

[322] ASPR 2017.

minimum level of education requirement is applied to female teachers. The relevance of advocating for inclusive education was acknowledged by the GoB by adopting the Gender and Inclusive Education Action Plan and complementary Framework to mainstream gender across all interventions of PEDP-3.[323] However, due to limited reporting on progress, the extent to which systemic changes were achieved could not be assessed. Building on the experiences of PEDP-3, a gender action plan has also been adopted for PEDP-4.

179.   **Inclusive education**: Since the Compulsory Primary Education Act form 1990, Bangladesh has pursued a number of pro-poor policies, including national school feeding, stipend programs for poor student and hard to reach areas (e.g., the EU SHARE education program),[324] and the provision of free textbooks. The PEDP-3 Inclusive Education and Gender Framework foresaw a variety of action items to address children with special needs, ethnic and religious minorities, and vulnerable groups, yet reporting on outcomes has been sparse.[325]   Limited reporting suggests that inclusive education and gender perspectives were integrated into the revised primary-level curriculum and related textbooks. Challenges remain regarding the identification of children with disabilities and the lack of systematic mapping of needs. Consequently, the GoB has not developed any comprehensive plans addressing children with special needs to date. Furthermore, Bangladesh has an estimated population of 2.5 million indigenous ethnic minorities most of which live in rural areas. In line with the 2010 National Education Policy's call for educating indigenous people in their mother tongue, school textbooks for pre-primary and grade 1 financed by PEDP-3 were translated into five indigenous languages (Tipra, Chakma, Marma, Garo and Sadri).[326]

180.   **Out-of-school children** (OOSC): There is no comprehensive mapping of non-formal education services targeting Bangladesh's high number of OOSC, provided by government and non-government agencies.[327] The GoB passed the Non-formal Education Policy in 2006, Non-Formal Education Act 2014 and the National Skills Development Policy in 2011, yet stakeholders pointed out that the limited capacities of BNFE remains a key hindering factor for successful implementation and the strengthening of government non-formal education services. DPs have provided technical assistance to BNFE and funded initiatives targeting OOSC (e.g., ROSC project supported by the WB).[328] While these are important initiatives, a large

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[323] The PEDP-3 Inclusive Education and Gender Framework indicated actions, recommendations, and guidelines for addressing inclusive education and gender across the four components of PEDP-3.

[324] The EU SHARE Education Program (2012-2015) reached approximately 500,000 children in geographically remote areas, in the poorest quintile of society, ethnic minorities, children with special needs and homeless children.

[325] For instance, UPEP aimed to support gender sensitive and inclusive education and SLIP grants to build accessible facilities.

[326] World Bank's PEDP-3 Completion Report. 2018, p. 26.

[327] The APSCs and the Annual Bangladesh Education Statistics reports from BANBEIS do not track OOSC data. Different reports use a variety of methods and do not track data systematically over time. According to UIS data, the number of primary age out-of-school children decreased from 841,000 in 2010 to 753,000 in 2017. The World Bank estimates that 2.9 million children (6-10 years) and 5.5 million children (6-14 years) remain out-of-school (Source: The World Bank. *Program for Results Information Document – Concept Stage: Quality Learning for All Program (QLEAP).* 2018, p.5.). The Education Watch Household Survey data calculates a total of 985,366 primary aged and 1,818,353 11-14-year-old OOSC in 2013, showing a downward trend since 2008 (Source: CAMPE. *Education Watch 2015 Moving from MDGs to SDGs*. 2015, p.84). Reporting on PEDP-3 KPI 3 "Percentage of children (never enrolled and dropped out) out of school (boys, girls and all; 6-10 years old and 11-14 years old)" reports an increase from 15 to 17.9 percent of 6-10 year-olds between 2011 and 2014, compared to a great reduction in OOS children (ages 11-14) for both girls (17% to 9%) and boys (28% to 19.4%) (see also 2017 ASPR, p.90-91). According to UIS data, the rate of out-of-school children of primary school age decreased from 5 to 4.8 percent between 2010-2017. The 2017 ASPR estimates that the percentage of OOSC fluctuated between 15% and 25% in the past decade (Source: 2017 ASPR, p.90).

[328] About 600,000 children are reportedly enrolled in learning centers founded under the EU SHARE program as of 2017. The ROSC projects established 12,000 Anandya schools with a total enrollment of 320,000 students in 2016. The number of BRAC schools providing primary education also increased from 4,390 to 10,318 between 2011-2018. Source: 2017 ASPR.

number of primary age children remain out of school.[329] As part of PEDP-3, the GoB attempted to launch its flagship initiative Second Chance Education (SCE), which was significantly reduced in scope after long implementation delays due to capacity constraints in the BNFE. The transfer of management of this initiative to DPE and the creation of a dedicated SCE Division under DPE in 2014 ensured that the project could be launched as a pilot reaching 100,000 children, which is being continued under PEDP-4. However, some stakeholders noted that the reassignment of SCE to BNFE without properly addressing its capacity challenges will likely hamper project implementation in the future.

Quality

181. While Bangladesh has recorded improvements in access to education, significant challenges remain with regard to education quality. Documents and stakeholders underline the concern that quality of education remains low as reflected in primary student learning outcomes, which have fluctuated over time without showing an improving trend (see Section 5). PEDP-3 laid important groundwork for creating an environment conducive for improving learning outcomes, which will be further pursued in PEDP-4. These include the revision of the curriculum, increased teacher training and professional development opportunities, and the piloting of new teaching methods through the Each Child Learns initiative. Despite these efforts to improve quality, significant challenges remain:

- **Curriculum revision**: Under PEDP-3, a new competency-based curriculum for grades 1-5 was developed and gradually introduced starting in 2012-2013. The revision was intended to move away from traditional memorization and introduce more interactive learning and problem-solving into the classroom setting. New teacher guides and textbooks were developed, yet delays were recorded in supplying them to teachers in time. However, limited capacities to conduct on-site monitoring have resulted in a lack of data on the utilization and impact of the revised curriculum and other quality-related interventions.[330]

- **Teacher training:** In 2018, 99.89 percent of teachers met minimum professional requirements but average teacher qualifications remain low as only 58 percent of primary teachers held a B.A./Honors or a M.A. degree in 2016.[331] In addition, the APSC reports a variance in qualifications among different types of schools, with fewer NNPS teachers meeting minimum requirements than GPS teachers. Since 2011, the GoB has taken steps to improve primary teacher education and professional development by: instating the new Diploma in Education and Each Child Learns initiative, providing in-service training and support networks, training on competency-based test items for grade 5 completion examination as well as subject-based and sub-cluster training. The Diploma in Education introduced new teaching practices based on the revised curriculum, yet it has only reached a small group of GPS and NNPS teachers (11,312 as of 2016). The expansion of the Each Child Learns pilot did not progress as envisaged, as discussed in the section on implementation. The percentage of primary teachers

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[329] Using 2016/17 Household Income and Expenditure Surveys, the World Bank estimates a reduction of 45% in OOSC aged 6-14 (from 5.5 million to approximately 3 million) between 2010-2016. While this is an encouraging trend, the proportion of 6-10 year-olds remains high (Source: S. D. Bhatta et al. *Bangladesh Education Sector Public Expenditure Review.* January 2019. World Bank, p.21). See also, reporting on KPI 3 which shows an increase from 15% to 17.9% of 6-10 year olds and a reduction from 22% to 14.4% among 11 to 14 year olds between 2011 and 2014 (Source: 2017 ASPR, Table 2.2).

[330] World Bank. PEDP-3 Completion Report. 2018. p.73.

[331] Minimum professional requirement is the Certificate in Education. Minimum educational qualifications for primary school teachers were raised from secondary level certificate to the higher secondary level (completion of grade 12) for females and a Bachelor Degree for males. The different minimum requirements for women and men was raised by some stakeholders as a problem. Source: ASPR 2017, p.47.

receiving subject-based training increased from 75.9 percent to 88.2 percent between 2011 and 2016.[332] Despite these initiatives, documents and stakeholders report that many teachers continue to rely on traditional teaching methods that prioritize memorization over interactive learning and problem-solving.[333] Overall, there is a lack of information on teaching methods used in classrooms and the extent to which teachers make use of these interventions in their teaching.[334] Other challenges include inadequate infrastructure of Primary Teachers Training Institutes, high reliance on ad-hoc trainings, weak academic supervision systems, absence of teacher career paths as well as poor teacher morale and high workloads.

▪ **Teacher supply and low teacher contact hours**: Teacher contact hours and student-teacher ratios remain a challenge due to inadequate teacher recruitment, gaps in geographical distribution in remote areas and the prevalence of double-shift schools.[335] Under PEDP-3, the GoB recruited more than 100,000 new teachers, including over 37,000 PPE teachers. This is a significant achievement, yet does not fully address current needs. While the average student-teacher ratio (STR) has decreased from 45:1 to 25:1 between 2011 and 2018, the majority of stakeholders interviewed pointed out that many schools have not yet met expected targets.[336] Over the period 2011-2016, the percentage of schools that met the minimum STR standard of 46:1 improved from 45 percent to 61.8 percent but fell short of the 75 percent target in PEDP-3.[337] In addition, the APSC reports a higher student-teacher ratio in NNPS than GPS, which indicates that NNPS teacher recruitment has not sufficiently expanded alongside increased enrollment. Low teacher contact hours, especially in double-shift schools, remain a problem. [338] As of March 2016, 27 percent of head teacher posts and 7 percent of assistant teacher posts under DPE were recorded as vacant. Due to the lack of pre-primary teachers in some GPS as well as most NNPS, some assistant teachers (as well as community volunteers or para-teachers) are required to assist in pre-primary classes beyond their regular teaching responsibilities. [339]

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[332] Subject-based trained teachers have the highest positive correlation with learning outcomes among all other teacher qualification and training factors.

[333] The World Bank. *Program for Results Information Document – Concept Stage: Quality Learning for All Program (QLEAP).* 2018, p.4.

[334] According to the 2017 ASPR, "This is because of the amount of preparatory work required for this training, such as the development of training manuals, TOT for subject-based training, and also the deployment of 45,000 teachers in 2010-11 and 2011-12 as they had not received training. Another important factor is that subject-based training starts after the APSC data collection (February–March) from the schools, and therefore is not included in the APSC. This training is mainly completed before the closing of the financial year." (p.150)

[335] The percentage of single shift schools remained fairly constant around 22% (target of 28% in PEDP-3 not reached) between 2011 and 2016 (Source: ASPR 2017), although the reported total number of single shift schools grew from 9,282 to 54,111 between 2016 and 2017 (Source: APSC 2017). A 2015 CAMPE survey found that 12.7 percent of GPS and 11.3 percent of NNPS teachers were absent on the day of the unannounced school visits conducted in 2014 (2017 ASPR, p.116).

[336] In comparison, according to UIS data, student/trained teacher ratio in primary education improved from 78.3 to 59.5 between 2009 and 2017.

[337] ASPR 2017. In addition, large variations are recorded at the district level ranging from 21:1 in Rangamati to 53:1 in Cox's Bazar (S. D. Bhutta et al. 2018, p.53f).

[338] The APSC 2018 provides an estimate based on DPE academic calendars and classroom teaching times. In 2018, contact hours for grades 1 and 2 are estimated to be 600 hours for double shift schools and 911 hours for single shift schools; for grades 3-5, 789 hours for double shift schools and 1,428 hours for single shift schools. Source: 2018 APSC, p. 134f.

[339] While 72.3% of single-shift GPS (increase from 45% in 2011), only 61% of single-shift NNPS met the minimum standard of 46:1 STR in 2016 (Source: ASPR 2017, p.156). This discrepancy is partly due to the substantial recruitment of additional teachers (about 123,500) within the PEDP-3 period. (APSC 2018)

182. There is no current comprehensive assessment of the **quality of pre-primary education** in Bangladesh. [340] The Early Childhood Development sub-sector is highly fragmented as various stakeholders, including various government ministries, NGOs and research institutions provide a range of ECD initiatives that focus on the various aspects of early child development.[341] In 2012, MoPME approved the PPE curriculum based on which learning materials were developed and two-week trainings were provided to at least 22,000 newly recruited PPE teachers, yet many NNPS are still behind in recruiting PPE staff. In 2013, the GoB adopted a comprehensive Early Childhood Development Policy and established Government-NGO Guidelines to encourage stronger partnerships and establish common quality standards, yet service quality remains highly uneven according to a 2017 World Bank report.[342]

Sub-sector governance and management

183. PEDP-3 institutional set-up was generally assessed positively in documentation and stakeholder interviews. The use of results-focused approach (through the adoption of DLIs), results-based management and disbursement and the pooled funding model, all contributed to the achievements of PEDP-3.[343] Despite these improvements, stakeholders and documents show that primary education governance continues to be affected by resource constraints and limited capacity for the management and utilization of available resources. Centralized governance undermines community involvement and ownership of primary education at district/upazila levels and the limited coordination between MoPME and MoE remains a challenge.

184. Bangladesh's education system remains highly **centralized**, with fiscal and administrative responsibilities concentrated in the capital. Recent efforts to strengthen local school authorities' planning and management capacities through UPEPs and SLIPs have not resulted in substantial changes. For instance, SLIPs and UPEP grants were found to be too small and did not cover all upazilas,[344] even though the proportion of GPS and NNPS schools preparing SLIPs and receiving funds significantly increased from 27 to 90 percent between 2012 and 2016, and UPEP coverage increased from 50 to 252 upazilas during the same period.[345] The results of training efforts targeting school management committees and parent-teacher associations have not been tracked to date. In addition, a 2015 study by CAMPE found that the composition and coverage of SMCs varies across school types and geographical location.[346] Despite the fact that under PEDP-3 greater responsibility on the use of resources and accountability for results have been delegated to

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[340] The assessment of the implementation of Pre-Primary Education from August 2016 could not be obtained.

[341] According to a 2017 World Bank report, aside from MoPME, who is the leading provider of PPE in Bangladesh, ECD services are offered by MoWCA preschools, in pre-schools operated Ministry of Religious Affairs in mosques, and childcare centers supported by the Ministry of health and Family Welfare. A range of NGOs, including Save the Children, BRAC, and others also provide a range of health, educational and social protections services. Source: World Bank. *Bangladesh – Building the Human Capital of Tomorrow – An Impact Evaluation of Early Childhood Simulation Program.* January 2017.

[342] World Bank. *Bangladesh – Building the Human Capital of Tomorrow – An Impact Evaluation of Early Childhood Simulation Program.* January 2017, p.10f.

[343] See, for instance, World Bank's PEDP-3 Completion Report. 2018, p. 18).

[344] See, for instance, World Bank. *Program for Results Information Document – Concept Stage: Quality Learning for All Program (QLEAP).* 2018, p.6. In addition, UPEP grants only covered costs for the planning but not for the implementation of UPEPs.

[345] 2017 ASPR.

[346] CAMPE. *Education Sector Watch – Moving from MDG to SDG.* 2015.

field staff, high vacancy levels, lack of expertise and lack of clarification of relationships between central, district and upazila levels pose significant challenges.[347]

185.   The **bifurcation of the education sector between MoE and MoPME** further complicates governance and management. The expansion of free and compulsory education to grade 8, as foreseen in the 2010 NEP, has not yet materialized given the high level of coordination and collaboration required between the two ministries. Moreover, the sub-sectoral nature of education planning in Bangladesh as a whole, although clearly a key government decision, tends to result in a degree of competition between the two ministries for both financial resources as well as for access to decision-makers to address competing priorities.

186.   Over the review period, improvements were noted in terms of **data quality and efficiency**. At the primary level, the quality of the ASPR and APSC has improved over time in both institutional coverage of administrative data and analytical scope. The GoB has taken steps to explore e-monitoring systems. In 2015, DPE in collaboration with Save the Children piloted an android enabled school monitoring application to reduce dependency on paper-based school monitoring tools. The pilot was deemed successful in showing higher efficiency and effectiveness. In 2017, the program was rolled out to 40 upazilas; the results have not been assessed. PEDP-3 further helped strengthen the GoB's monitoring of primary education results, including by agreeing to third party verification of DLIs and APSCs, adopting a results-based management and disbursement approach, and the monitoring of textbook delivery.[348] PEDP-3 helped improve information systems by establishing an evaluation unit in the monitoring and evaluation division of DPE, yet capacity challenges remain in terms of **EMIS capacities and fragmentation**. As discussed in Section 3.3 on monitoring, the EMIS remains fragmented among sub-sectors. In addition, financial resources as well as staff capacities, especially the lack of relevant expertise for conducting comprehensive analyses of available data, have been repeatedly flagged by GoB staff during interviews.

187.   Bangladesh's **national learning assessment system** at the primary level has evolved in the past decade. The GoB has conducted a series of national assessments of student learning outcomes at the primary level (National Student Assessments for Grades 3 and 5 in Bangla and Mathematics) since 2011[349] and junior secondary level (Learning Assessment of Secondary Institutions for grades 6 and 8 in English, Bangla and Mathematics) since 2015. These constituted key milestones to help the GoB's further shift its focus from access to quality. With an expanding coverage of school types since its inception, the NSA has evolved as an instrument to become the first nationally representative, sample-based measurement scale for learning achievements at the primary level. However, with the 2011 NSA covering only GPS and NNPS, while the 2015 NSA covered all types of primary schools, these changes in school sampling may have affected comparability given that the student population likely further varied in terms of teacher profiles, students' background and school physical facilities.[350] Overall, the learning assessment system struggles with the absence of an overarching policy framework. The lack of a dedicated assessment unit with the required expertise and authority to conduct assessment and inform education reforms constitutes an

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[347] N. Hossain et. al. *The Politics of Learning Reforms in Bangladesh.* in: S. Hickey, N. Hossain (eds). *The Politics of Education in Developing Countries – From Schooling to Learning.* 2019, p.74ff; *PEDP-4 Program Document*. February 2018.

[348] World Bank. PDP-3 Completion Report. 2018.

[349] Earlier rounds of national learning assessments were conducted in 2006 and 2008. However, the design was not conducive for comparison across time and of grade performance. Since 2011, the NSA has used the Item Response Theory methodology to enable horizontal equating (across time) and vertical equating (across grades) of student performance. Hence, the 2011 NSA has been used as a baseline. Source: S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?.* March 2019. World Bank, p.5.

[350] See 2017 ASPR, p.71.

additional shortcoming of the system. The 2015 NSA was aligned with the revised curriculum at a time when implementation of the new curriculum was still in process. For instance, in 2015, new teacher guides were still not available for grades 3 and 5. Hence, NSA reported on learning outcomes based on the new curriculum while classroom practices were still based on the old curriculum.[351]

Did PEDP-3 implementation contribute to system-level changes?

Finding 22: **The implementation of the Third Primary Education Development Program was the driving force for the achievement of the majority of identified system-level changes.**

188.   Table 4.2 provides an overview of the nine main system-level changes identified in the previous finding, whether they were planned under PEDP-3, and whether their achievement was likely linked to PEDP-3 implementation.

Table 4.2   System-level improvements 2011-2019, against 2011-2017 PEDP-3

SYSTEM-LEVEL IMPROVEMENT	IMPROVEMENT OUTLINED IN PEDP-3?	IMPROVEMENT DUE TO PEDP-3 IMPLEMENTATION?	IMPROVEMENT RELIED ON DONOR FUNDS?
ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE			
School feeding program	**Partly**. School feeding was initially included in PEDP-3 but later continued as a discrete project and not budgeted for.	**Partly**. School feeding was both part of PEDP-3 as well as discrete projects run by the GoB and DPs.	**Partly**. The majority of the budget was covered by the GoB, with smaller amounts covered by WFP.
Stipend program	**Partly**. School stipends were initially included in PEDP-3 but later continued as a discrete project. Some stipend initiatives (e.g., ROSC) were not included in the PEDP-3.	**Partly**. Stipend initiatives were both part of PEDP-3 as well as discrete projects run by the GoB and DPs.	**Partly**. The Primary Education Stipend Program was funded exclusively by the GoB. Other initiatives, smaller in size, were primarily supported by DPs.
EMIS: Improvements in data collection and timely reporting, including through the ASPRs and APSCs, and capacity development through e-monitoring	**Yes**. Strengthened monitoring functions were included as a sub-component of PEDP-3.	**Yes**. PEDP-3 supported the APSC and ASPR as well as the LAS.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget.

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[351] DPE. *National Student Assessment 2015 for Grades 3 and 5*. 2016. Dhaka. Monitoring and Evaluation Division, Directorate of Primary Education, Government of Bangladesh.

SYSTEM-LEVEL IMPROVEMENT	IMPROVEMENT OUTLINED IN PEDP-3?	IMPROVEMENT DUE TO PEDP-3 IMPLEMENTATION?	IMPROVEMENT RELIED ON DONOR FUNDS?
More pre-primary and primary classrooms: Increase in total number of institutions offering PPE (across all types of schools) from 30,696 to 106,852 between 2010 and 2018. Increase in the number of primary schools from 89,712 to 134,147 between 2011-2018.	**Yes**. Needs-based infrastructure development included in PEDP-3 as a sub-component.	**Partly**. Pre-primary and primary classroom construction was supported through the PEDP-3 as well as a number of discrete projects. The number of pre-primary and primary schools also increased for other types of schools run by non-government actors.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget. Some of the discrete projects were funded by the DPs or GoB exclusively.
More pre-primary and primary education teachers hired and decreased student-to-teacher ratio	**Yes**. PEDP-3 set targets for increased teacher recruitment at primary and pre-primary levels.	**Yes**. The recruitment of primary and pre-primary teachers was funded through PEDP-3.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget.
National Learning Assessment: Implementation of biennial NSA; making the PECE more competency based.	**Yes**. The PEDP-3 called for the strengthening of learning assessment systems.	**Yes**. MoPME drove those changes in line with the PEDP-3.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget.
Introduction of one-year pre-primary education: PPE teacher training and recruitment, development of a PPE curriculum and comprehensive Early Childhood Development Policy.	**Yes**. Expansion of PPE services was a sub-component of PEDP-3. The comprehensive Early Childhood Development Policy was not part of PEDP-3.	**Yes**. MoPME drove the inclusion of one-year PPE in line with the PEDP-3. year.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget.
POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER			
Competency-based curriculum and related deliverables: new syllabi, textbooks, teacher guides and diploma for teaching	**Yes**. The PEDP-3 called for a new curriculum, textbooks and early grade kits.	**Yes**. MoPME support for the new curriculum was linked to the plan.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget.

SYSTEM-LEVEL IMPROVEMENT	IMPROVEMENT OUTLINED IN PEDP-3?	IMPROVEMENT DUE TO PEDP-3 IMPLEMENTATION?	IMPROVEMENT RELIED ON DONOR FUNDS?
Teacher training and the establishment of teacher training institutes	**Yes**. Teacher professional development was a subcomponent of PEDP-3.	**Partly**. Teacher training initiatives were driven by MoPME in line with PEDP-3, while the GoB supported the establishment of teacher training institutes through a discrete project.	**Partly**. GoB contributions made up the largest share of the PEDP-3 budget.

189.   As suggested in the table above, PEDP-3 implementation brought about most identified system-level changes, with six of the nine noted improvements likely to have been driven principally by PEDP-3 implementation. Several achievements can also be attributed to discrete projects implemented in parallel, which were strongly aligned with the objectives of the PEDP-3. Primary education services provided by private actors have also expanded over the review period, yet it is not clear to what extent their actions were guided by PEDP-3 objectives. Development Partners have provided some level of support (technical or financial) as contributors to the PEDP-3 pooled fund. However, it is important to highlight that the majority of PEDP-3 budget was composed of contributions from the GoB. Available evidence suggests that most system-level improvements were implemented under the leadership of the GoB, although government officials noted support from donors in many areas.

Implications for GPE's ToC and country-level operational model

Finding 23:	The lessons learned in Bangladesh tend to validate the GPE assumption that a quality sectoral plan combined with adequate funding leads to positive changes at the level of the overall education system. However, in the case of Bangladesh the validation of this assumption needs to be seen in the context that the quality sector plan and seemingly adequate financing was in place before Bangladesh joined the GPE in 2015 and as such GPE had no role in their design.

190.   Overall, the PEDP-3 was credible, evidence-based, and country-owned (see Section 3.2) and was implemented mainly as intended, with a majority of activity-level targets achieved or partially achieved (see Section 3.5). As observed in this section, PEDP-3 was likely the dominant factor in bringing about most of the identified system-level changes. However, of the four underlying assumptions guiding the link between PEDP-3 implementation and strengthened education systems, the likelihood of these assumptions holding true was **moderate** for two, namely that sector plan implementation leads to improvements of previous shortcomings in relation to sector management, and that it leads to improvements in relation to equity; and **limited** for two, that there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS, and that ESP implementation leads to improvements of previous shortcomings in relation to learning. Hence, even though data reviewed in this section also suggests that the PEDP-3 was good quality and was effectively implemented, system-level changes to quality education, equity and sub-sector management and governance were limited. In terms of sector management, while resources have been used effectively and efficiently through the pooled fund and more evidence-based decision-making was facilitated through JARMs and JCMs, sector management was still highly centralized with decentralization efforts under PEDP-3 not resulting in substantial systemic

changes. Implementation has overall improved the removal of barriers to school participation, yet challenges remain for out-of-school children, children with special needs and other minorities. National capacities to analyze and report on LAS and EMIS data remain weak at the primary and pre-primary levels and fragmented along sub-sectors. Despite PEDP-3 initiating key initiatives to improve learning, challenges remain in terms of low student-teacher contact hours, high student-teacher ratios and high reliance on memorization.

191.   The relatively successful implementation of PEDP-3 is due in large part to factors other than those related directly or indirectly to GPE support. The relative strength of PEDP-3, the general adequacy of financing for it, and the degree of donor partner harmonization played the most significant roles in the level of education sector strengthening. For the GPE ToC, the Bangladesh experience validates the fundamental assumptions underlying the relationship between plans and implementation. However, the Bangladesh experience clearly shows that GPE contributions, formal or informal, are not necessarily prerequisites to longer-term educational system renewal. Rather, such systems renewal is more likely the result of the conjuncture of a plan which has widespread "buy in", combined with adequacy of financing, sufficient domestic capacity, and a degree of support from various members of the international community. There are several implications which arise. First, to exercise any influence or make any contribution to education sector strengthening, GPE as an institution needs to be directly involved from the beginning of the development of a plan, including its financing. Because Bangladesh joined the GPE after PEDP-3 was rolled out, and due to the misperceptions noted in Section 2.3.1 of this report, GPE as a comprehensive partnership did not have the means to exercise influence in these areas. Second, in light of the fact that globally GPE support is usually directed to specific initiatives presented in a plan (as opposed to the pooled fund approach in Bangladesh), it faces a coordinative/liaison challenge in ensuring that overall plan implementation is harmonized so as to remove the possibility of overlap and duplication, resulting in loss of efficiency.

5 Progress towards stronger learning outcomes and equity

Introduction

192.   This section summarizes evaluation findings related to Key Question III from the evaluation matrix: "Have improvements at education system level contributed to progress towards impact?"[352] Key sub-questions are:

- During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)

- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)

- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)

- Going forward, what are the implications of findings for the GPE ToC/operational model? (KQ IV

193.   The focus of this evaluation remains on pre-primary and primary education; data on secondary education is provided when available. Hence, the section offers a brief overview of medium-term trends in pre-primary and primary education learning outcomes, equity, gender equality and inclusion that occurred in Bangladesh up to and during the review period. Table 5.1 summarizes CLE findings on any such plausible links, which are further elaborated on below.

Table 5.1   Overview: CLE findings on contribution of system-level changes to impact-level changes

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[353]	
Equity, Gender Equality and Inclusion: Improvements in access to primary education. Mixed progress on achieving gender equity, providing access to OOS children and children with special needs.	**Strong**. Classroom construction and expansion of the teacher workforce likely contributed to improvements in inclusion and equity.	1	2
Learning: Data suggests deterioration or at best stagnation in learning outcomes (Bangla, Math).	**Weak**. Learning did not improve, and no system-level changes were able to halt stagnation / deterioration.		

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[352] Key sub-questions are: CEQ 6: (i) During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education; (ii) Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?; (iii) What other factors can explain changes in learning outcomes, equity, etc. CEQ 7 (iv) Going forward, what are implications of findings for the GPE ToC/operational model?

[353] The underlying assumptions for this contribution claim are (1) changes in the education system positively affect learning outcomes and equity, and (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

Trends in learning outcomes, equity, gender equality and inclusion in the pre-primary and primary education sector in Bangladesh from 2011 to 2019

Finding 24:   **During the lifespan of PEDP-3, Bangladesh continued to improve access to pre-primary and primary education and made some improvements in narrowing the (already small) gender gap in primary enrollment. Progress was made in reducing primary dropouts and improving completion rates.**

Equity, Gender Equality and Inclusion in Pre-primary and Primary Education

194.   Since 2011, the pre-primary and primary education system in Bangladesh made improvements in access and equity, which were largely linked to interventions covered under PEDP-3, yet it is still facing challenges with regard to ensuring quality. Table 5.2 below provides an overview of trends in the key impact-level indicators in the evaluation matrix, grouped by whether they showed improvement, stability, deterioration, or whether available data is inconclusive. Highlights from the table include:

▪ **Bangladesh saw improvements in access to education,** with increases in pre-primary, primary and secondary enrollment. Primary school enrollment increased 15 percent from 2010 to 2013 (from 16.9 to 19.5 million) and decreased slightly to 17.3 million in 2018, in line with declining population trends. The gross enrollment ratio (GER) for primary education steadily increased between 2010 and 2018 from 101.5 percent to 114.2 percent reflecting a steady demand. Looking at total enrollment numbers across all types of PPE providers, as of 2018, a total of 106,852 institutions were serving 3.5 million PPE students (almost thrice the number of PPE students and PPE institutions in 2010). Despite these increases, the pre-primary GER is still low (40.2 percent in 2017). In particular, PPE enrollment in GPS/NNPS nearly doubled between 2010 and 2011, grew to 1.9 million children in 2014 and experienced slight fluctuations between 1.6 and 1.8 million from 2015 to 2018. However, the reasons for these changes are unknown.

▪ **Primary education has become more efficient,** as primary repetition and drop-out rates have decreased while transition rates from primary to secondary have remained fairly high.

▪ **Girls' participation in primary education has improved,** surpassing boys in both lower repetition rates and higher completion rates.[354] During the review period, the NER and primary completion rates for girls further improved, in line with trends initiated since the early 1990s. Bangladesh is now facing the challenge of higher drop-out rates for boys in primary education (especially from poor households).[355] Similarly, sources report a higher percentage of male OOSC than female in both rural and urban areas.[356]

▪ **Socio-economic disparities in access to primary education have been reduced.** Bangladesh faces substantial geographic and sociological challenges related to disability inclusion and gender. Disparities in access across income groups and geographical areas decreased during the review period. Net enrollment rates for the poorest 20 percent of households improved from 58 to 80 percent between 2011 and 2014. In addition, the gap between the poorest and richest 20 percent of

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[354] The gender parity index (GPI) for primary completion decreased from 1.12 to 1.07 between 2010 and 2017 (UIS data), while the GPI for enrollment remained stable around 1.07 between 2011 and 2018 (APSC data).

[355] 2018 PEDP-4 program document states that primary cycle dropout rates were 22.3 percent for boys in 2016 and 16.1 percent for girls in 2016.

[356] Bangladesh Bureau of Statistics. *Report on Education Household Survey 2014.* September 2015, p.42.

households narrowed from 22 percent to 8 percent during the same period, reaching the PEDP-3 target. Increased geographical coverage of schools, stipends and school feeding programs targeting socio-economically disadvantaged children likely contributed to this positive trend. The World Bank reports higher socio-economic discrepancies in school attendance at secondary levels due to the fact that access to secondary education is still fee-based in Bangladesh.

- **The inclusion of out-of-school children and children with special needs remains limited.** Despite achieving 97.85 percent net enrollment rate (NER) in primary education in 2018,[357] out-of-school children remain a key access challenge. While there was reduction in absolute numbers of OOSC, relative numbers provide an inconclusive message about progress achieved. In the Bangladesh context, out of school children encompass a larger demographic than merely children of school age who are not present in a school. The Bangladesh context also involves persons older than the primary school age population who have left school before the completion of Grade 5 for the workforce, or for familial and societal reasons. There is no systematic data on the number of OOSC to date.

- **The overall enrollment numbers of children with special needs remains low** in comparison to estimates of the overall school age population. Data on **children with special needs** is often inadequate and inconsistent given the varying definitions and data collection methodologies. For instance, the number of children with some form of disability was estimated to range from 805,000 to 10 million.[358] APSC data on special needs students show a decrease in enrollment from 90,960 to 61,347 in GPS/NNPS schools between 2011 and 2016 and an increase to 96,385 in 2018, yet it is difficult to compare data across time and sources.[359] Based on these numbers it is unlikely that Bangladesh's education system is adequately equipped to cater to this population.[360]

195. Country-level data is available for most education indicators and is disaggregated by gender and regional differences, while data on household income and disability is sparse. Data from BANBEIS, BBS and DPE has become more reliable over the years, yet the gradual expansion of the number of types of schools tracked in their annual monitoring and reporting limits reliable comparison of aggregated data over time.

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[357] Source: UIS data. The 2017 ASPR points out the NER calculations are based on BBS population census data from 2011. Hence, newer data of 5 and 6-10-year-olds are required to provide more accurate NER data and to account for the high number out-of-school children estimated in other sources.

[358] ASPR 2017, p.163.

[359] Reasons for this decline are not clear. The 2017 ASPR notes that changes in APSC annual data could likely be linked to under- or over-reporting of teachers due to lack of training. The 2018 APSC notes that more children are attending specialized institutes (APSC 2018, p.ix). The APSC collects data on six categories of student disability (physical handicap, poor eyesight, short of hearing, problem in speech, intellectual/mental, autistic, and others). Only mild and moderately disabled children are enrolled in mainstream primary education.

[360] The 2015 Education Watch report by CAMPE found 15.6% of classrooms in primary schools (GPS, NNPS, Kindergarten, non-formal schools and Ebtedayee madrasahs) to be "disable friendly" in 2014 as they could be accessed through ramps. Source: CAMPE. *Education Watch 2015 Moving from MDGs to SDGs*. 2015, p.29.

Table 5.2 *Trends in indicators for Equity, Gender Equality and Inclusion in Pre-primary and Primary Education*[361]

INDICATORS THAT IMPROVED FROM 2011-2019
Overall:
• **Pre-primary enrollment:** Pre-primary enrollment improved both in absolute numbers from 1.2 to 3.5 million between 2010 and 2018 and GER (from 24.7% to 40.3%) between 2011 and 2017. (UIS)
• **Primary enrollment: GER** increased from 101.5% (2010) to 114.2% (2018), while **NER** increased from 94.9% (2011) to 97.8% (2018). (UIS and APSC)
• **Primary repetition and drop-out:** Between 2011 and 2018, repetition rates decreased significantly from 11.1% to 5.4% (BANBEIS), while drop-out rates decreased from 29.7% to 18.6%. (APSC)
• **Primary completion:** Gross intake rate to last grade of primary increased significantly from 65.6% (2010) to 118.6% (2017). (UIS) Similarly, cycle completion rates improved from 70.3% to 80.8% from 2011-2016. (APSC)
• **Secondary enrollment:** Between 2011 and 2018, GER increased from 61.9% to 75.3 %, while NER increased from 56.5% to 69.4%. (BANBEIS)
• **Secondary completion:** Between 2011 and 2017, the gross intake rate to the last grade increased from 58.2% (2011) to 77.6% (2017). (UIS)
• **Secondary drop-out:** Between 2011 and 2018, drop-out rates decreased from 53.3% to 37.6%. (BANBEIS)
• **The number of input years per primary graduate:** decreased from 7.2 to 6.18 years between 2011 and 2016. (ASPR)
Equity, Gender and Inclusion:
• **Gender parity for primary completion:** The GPI for primary completion is in favor of girls and decreased marginally from 1.12 to 1.07 between 2010-2017. (UIS) Cycle completion rates recorded greater improvements for girls (from 70.3% to 83.9%) than for boys (67.6% to 77.7%) between 2011 and 2016. (ASPR)
• **Gender parity for primary repetition:** Primary repetition rates decreased significantly for both boys and girls, with girls having lower repetition rates than boys. From 2011-2018, the repetition rate decreased from 10.6% to 5% for girls and from 11.6% to 5.8% for boys. (BANBEIS)
• **OOS children:** The number of primary age out-of-school children decreased from 841,000 in 2010 to 753,000 in 2017 (UIS). In relative numbers, sources suggest contradicting trends.[362]
• **Special needs students enrolled in pre-primary:** The number of special needs students at the pre-primary level increased between 2013 and 2018 from 12,147 to 25,381. (APSC)
Primary enrollment of children from poor households: From 2011-2014, the gap between the top 20% of households and the bottom 20% of households was reduced significantly, from a 22% gap to an 8% gap. (ASPR)
INDICATORS THAT REMAINED RELATIVELY CONSTANT FROM 2011-2019
Overall:
• **Secondary repetition:** Repetition rate declined slightly but remained low overall from 2010-2016, decreasing from 2.9% (2010) to 2.1% (2016). (UIS)
• **Primary to secondary transition:** Transition rates remained stable overall, with a marginal increase from 95.1% (2011) to 96.3% (2018). (BANBEIS)

[361] Data on secondary education is provided if available. 2010 data is used in case 2011 data is not available.

[362] Rate of out-of-school children of primary school age, according to UIS data, decreased from 5 to 4.8 percent between 2010-2017. Reporting on PEDP-3 KPI 4 shows an increase from 15 to 17.9 percent of 6-10-year-olds between 2011 and 2014, yet a great reduction in OOS children (ages 11-14) for both girls (17% to 9%) and boys (28% to 19.4%) (ASPR).

INDICATORS THAT REMAINED RELATIVELY CONSTANT FROM 2011-2019

Equity, Gender and Inclusion:

- **Gender parity indices for enrollment remained stable overall:** The GPI for gross pre-primary enrollment marginally increased from 0.97 (2011) to 1.03 (2017). (UIS) At the primary level, GPI stayed stable, going from 1.08 (2011) to 1.07 (2018). (APSC) The GPI for secondary enrollment remained stable at 1.3 in favor of girls between 2011 and 2017. (UIS)
- **Gender parity for secondary completion:** From 2011-2016, GPI for secondary completion was stable at 1.2. (UIS)

INDICATORS THAT DETERIORATED FROM 2011-2019

Equity, Gender and Inclusion:

- **Gender parity of OOS children (ages 6-10):** From 2011-2014 there was a greater increase in the percentage of OOS girls (from 13% to 17.4%) than OOS boys (from 17% to 18.9%). (ASPR)
- **Special needs students enrolled in primary:** The number of students decreased from 2014-2018, from 109,144 to 96,385. (APSC)

INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE

- **Gender disaggregated data and gender parity information** was not available for: primary drop-out rate and primary to secondary transition rate.
- **Gender parity for repetition and drop-outs at secondary level:** Data is not available beyond 2015. Repetitions dropped from 3.6% (2010) to 2.6% (2015) for girls but remained overall higher compared to boys, which stayed at 2.1% (2010-2015). However, drop-out rates were lower for girls and decreased from 15.4% (2010) to 11.6% (2015) (UIS).

Learning Outcomes in Pre-primary and Primary Education

Finding 25:	**Learning outcomes in Bangladesh in the primary sub sector remained relatively constant or in some instances declined, pointing to persistent issues related to the quality of education. Learning assessments at the secondary level were undertaken for the first time in 2015, showing significant percentages of students are performing below their grade levels.**

196.   As noted in Section 4, in the past decade, the GoB has conducted a number of learning assessments at the primary and junior secondary levels.

197.   In 2011, the GoB conducted the first National Student Assessment (NSA) and has repeated the assessment on a nationally representative sample every two years since,[363] allowing for a comparative analysis of learning outcomes at the primary level over time. Tests were designed in a fashion to enable valid comparison both across time and across grades. As shown in Table 5.3 below, the overall NSA results are significantly low and show almost no improvement in Bangla language and Math skills in grades 3 and 5 since 2011. In particular, the 2017 grade 5 and grade 3 Math proficiency levels were below 2011 levels. Grade 5 Bangla learning outcomes have declined steadily since 2013. Overall improvements between 2012

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[363] The sample of schools gradually increased from 726 schools in 2011 to 1,600 schools in 2017.

and 2017 were only noted for grade 3 Bangla. Underlying causes have still not been comprehensively explored as NSA reports commissioned by the GOB have been criticized for not going beyond descriptive statistics and limited analysis of potential determinants of learning.[364] As explored in a recent World Bank study on Bangladesh's learning assessments, a multitude of factors may also have been at play to explain low NSA results, including higher enrollment of students from disadvantaged backgrounds and the transition to the revised curriculum.[365] As noted in Section 4, while the NSA was aligned to the revised curriculum in 2015, teaching and learning practices in the classroom still applied the old curriculum.[366] The 2015 NSA report, as well as the 2019 WB report, further highlight that improvements in access to the education system results in higher enrolment of students from disadvantaged backgrounds, which on average perform at lower levels. Their greater participation may have lowered overall performance scores. Challenges were also encountered in adjusting the PECE to the revised curriculum.

Table 5.3   Low National Student Assessment results (% of students who perform at or above grade level), 2011-2015[367]

	2011	2013	2015	2017
Grade 3 Bangla	67	74	65	74
Grade 3 Math	50	58	41	41
Grade 5 Bangla	25	25	23	12
Grade 5 Math	33	25	10	17

198.   The low NSA results appear in strong contradiction to the high success rates of the Grade 5 Primary Education Completion Examination (PECE) and raises questions about the quality of learning outcomes among primary students. PECE results between 2011 and 2018 show that average scores have remained high, with more than 95 percent of exam takers passing the test (see Figure 5.1). Boys and girls perform at almost the same level.[368] In addition, the PECE participation rate continuously improved between 2011 and

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[364] S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?.* March 2019. World Bank.

[365] S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?.* March 2019. World Bank, p.11.

[366] Similar challenges were also encountered with adjusting the Primary Education Completion Exam (grade 5) to the new curriculum. The GoB gradually increased the percentage of competency-based questions on PECEs, reaching 65 percent in 2017 to test students' abilities to use knowledge. However, the integration of competency-based PECE exams has been inconsistent, making the measurement of changes in learning outcomes over time more challenging. In 2015, the GoB took a political decision to include competency-based questions in only one of eight versions of the PECE to limit fraud; as a result of which comparative assessments of PECE results were limited. Strengthening of the grade 5 PECE was a DLI under PEDP-3, which required that all grade 5 PECE should incorporate the revised competency-based questions. However, because of these challenges the DLI was not met for the years 5 and 6 of the revised PEDP-3.

[367] Percentage of students who achieve or perform above the required grade-level competency. Source for years 2011-2015 is the APSC 2018, which did not report on the 2017 NSA results. The 2019 World Bank provides 2017 NSA data but some of the data points of previous years vary from the APSC (Source: S.D. Bhatta et al. 2019). The reasons for this are not known

[368] The difference in pass rates between boys and girls was consistently lower than 0.5 percentage points between 2011 and 2018.

2018 for both sexes, reaching 95.5 percent in 2018.[369] Given that the GoB has not yet conducted a systematic comparative analysis of the results of the NSA and PECE, there is no explanation for this great discrepancy in reported learning outcomes. Most interviewed stakeholders, however, believe that the NSA is a more accurate reflection of the low quality of primary education in Bangladesh.

199.   The Ebtedayee Education Completion Examination (EECE), used to measure learning results at grade 5 of students following the madrasah education stream, also shows high results for educational achievements, similar to the PECE. However, despite increases since 2011, EECE participation rates are lower than for PECEs, remaining at around 86 percent.[370]

Figure 5.1   High PECE and EECE pass rates (%), 2011-2018
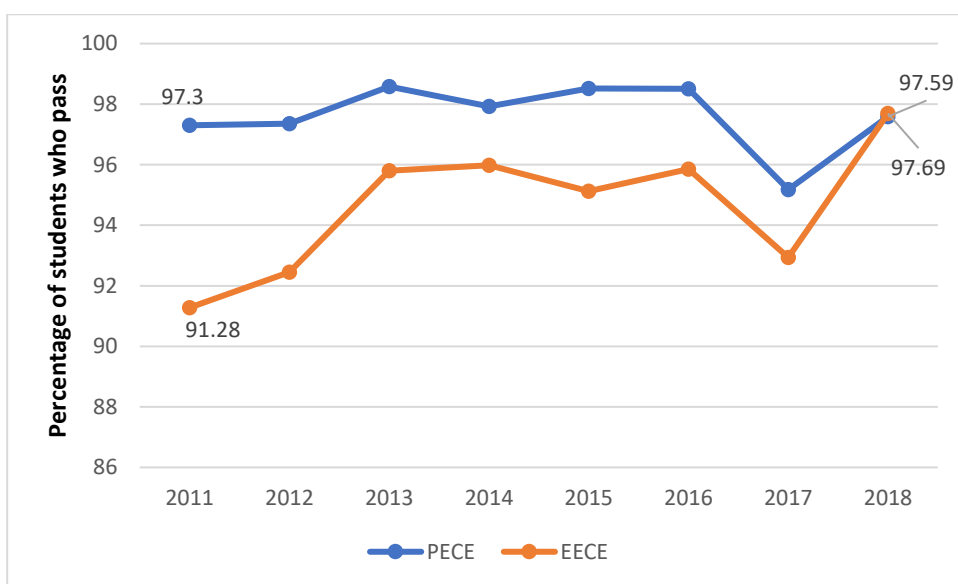
200.   At the junior secondary level, the biennial Learning Assessment of Secondary Institutions (LASI) has used a nationally representative sample since 2015 to assess grade 6 and 8 students in Bangla, English and Mathematics.[371] As of 2019, only one round of LASI results is available – for 2015 (see Table 5.4 below). The results show that significant percentages of students are performing below their grade levels. The percentage of students performing below grade 6 proficiency levels (i.e., band 2 or below) is especially high for English grade 6.[372] To date, the results of LASI have not been linked to NSA data to track learning outcomes across different education levels.

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[369] Source: APSC 2018. In 2018, the PECE covered 2.7 million students. The numbers have slightly gone down since 2015, likely reflecting a reduction in student enrollments. The number of children from NFE institutions taking Grade 5 PECE significantly decreased between 2011 and 2014 by more than half (193 to 70 thousand) and increased again to more than 200 thousand in 2016 (ASPR 2017).

[370] Source: APSC 2018. In 2018, the EECE covered 15,343 primary-level madrasah institutions with about 300,000 students.

[371] The GoB fielded another LASI round in 2017 but has not yet made its results publicly available.

[372] Performance bands are used to categorize learning levels of students in different subjects and are based on scale scores. The LASI results are divided in 6 bands. However, while bands 1 and 2 show students performing below the grade 6 level, it does not specify correspondence with grade 8 level performance.

Table 5.4   *Learning Assessment of Secondary Institutions (%), 2015*[373]

	BELOW GRADE 6 LEVEL	.			ABOVE GRADE LEVEL
SUBJECT	BAND 2 OR BELOW	BAND 3	BAND 4	BAND 5	BAND 6 AND ABOVE
Bangla grade 6	6%	24%	36%	24%	10%
English grade 6	29%	36%	20%	10%	5%
Mathematics grade 6	23%	33%	24%	6%	6%
Bangla grade 8	1%	12%	32%	32%	22%
English grade 8	9%	42%	30%	12%	7%
Math grade 8	5%	38%	35%	16%	6%

201.   Apart from clear discrepancies in learning outcomes between PECE and NSAs, some common trends can be observed across all three learning assessments in the following areas:

- **Gender**: Gender differences in learning outcomes are small across primary and secondary education, with girls overall performing slightly better than boys and small improvements recorded over the years.[374] In junior secondary school, boys are performing relatively better in Math than girls, yet this gap may be closed in the future as the gender gap in NSA grades 3 and 5 math scores were found to be insignificant in 2017.[375]

- **Region**: Urban students tend to perform better than those in rural areas.[376] Urban/rural differences in NSA learning outcomes were minimal in 2013, but the gap has widened for Bangla learning in 2017, with rural areas performing lower.[377] Gaps for both Bangla and Math learning outcomes become more significant at the junior secondary level.[378] NSA results disaggregated along divisions and districts show significant disparities at both primary and secondary levels in Math and Bangla.[379]

- **Income**: Socio-economically disadvantaged students perform on average lower than those from wealthier backgrounds. The 2019 World Bank study found that the magnitude of differences in NSA

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[373] DSHE. *2015 Learning Assessment of Secondary Institutions.* 18 July 2016. It is not evident from the documentation available how performance at Band 3, 4 and 5 levels is coded.

[374] D. Bhatta, U. Sharma. *Whither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?.* March 2019. World Bank; CAMPE. *Education Watch 2014 – Wither Grade V Examination?.* June 2015.

[375] S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?.* March 2019. World Bank, p.12f.

[376] CAMPE. *Education Watch 2014 – Wither Grade V Examination?.* June 2015, p. 106

[377] S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?.* March 2019. World Bank, p.12f.

[378] Ibid. p.13.

[379] Ibid.

results between the rich and poor across all grades at the primary level increased between 2013 and 2017 and also showed a negative trend between grades 3 and 5.[380] Learning gaps along income groups remains significant at the secondary level.

- **School type**: At the primary level, studies show that students from private Kindergarten schools perform better than students from GPS, NNPS and other types of primary schools, likely due to lower STR and relatively higher socio-economic status of students attending private schools.[381] The result of lower student-teacher contact hours in double shift schools is further reflected in lower learning outcomes compared to single shift schools.[382]

202.   Despite the availability of rich data from these assessments, the GoB has not yet used the results to inform reforms at the policy level or for teacher training and curricula. Most of the comprehensive analyses were conducted by non-government actors (DPs or CSOs).

Finding 26:	It is too early to ascertain whether PEDP-4's greater "quality focus" is contributing to improvements in educational outcomes.

203.   All stakeholders agreed that the essential task of PEDP-4 is to address quality challenges in primary education. PEDP-4 set out to continue quality-strengthening initiatives (e.g., teacher education and continuous professional development, further strengthening of the curriculum and of student learning assessments) initiated under PEDP-3. The expansion of PPE to two years is also expected to generate positive results in students' performance at the primary level. Stakeholders provided mixed views as to the whether PEDP-4's focus on quality is sufficient and will likely contribute to quality changes in the future. To date, there is no data available to date to assess the progress of PEDP-4 in addressing quality issues.

Is there evidence to link trends in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

Finding 27:	Progress in pre-primary and primary education access is likely linked to identified system-level changes. However, notwithstanding the introduction of a new curriculum and additional teacher training, there is a widely held perception that insufficient effort was placed on improving the quality of primary education likely contributing to the relatively constant or declining pattern for learning outcomes at the primary level.

204.   Table 5.5 below provides an overview of the main impact-level improvements identified in the two previous findings, and of the likelihood that system-level improvements identified in Chapter 4 contributed to these. As the table shows, there is evidence that school construction, increased teacher supply, school feeding and stipends likely supported growth in pre-primary and primary enrollment, and some evidence for improvement in rates of primary dropout, completion and repetition rates and primary school enrollment.

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[380] Ibid. p. 14.

[381] S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?*. March 2019. World Bank, p. 14; CAMPE. *Education Watch 2014 – Wither Grade V Examination?.* June 2015, p. 106.

[382] S. D. Bhatta, U. Sharma. *Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell US?*. March 2019. World Bank, p. 14.

Table 5.5   *Contributions of system-level changes to identified impact-level improvements*

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Growth in pre-primary enrollment	**Strong**. The introduction of one-year pre-primary education in almost 100% of GPS/NNPS reached a larger population beyond those traditionally covered by non-state institutions. This also likely contributed to the increased numbers of children with special needs enrolled in pre-primary education.
Growth in primary enrollment (NER)	**Strong**. As noted above, stipend and school feeding programs both contributed to enrollment growth and were of nationwide reach. In addition, the construction of additional schools, including in more remote areas, likely contributed to increased enrollment.
Decrease in repetition and drop-out rates and increased completion rate at the primary level	**Moderate.** Moderate improvements in student-classroom and student-teacher ratios, achieved through additional classroom construction and teacher recruitments, and incentives provided by the school feeding and stipend programs likely contributed to reducing drop-out rates in primary education, especially in poverty-prone upazilas. However, changes to teaching methods and quality teaching to improve student performance remains limited as indicated in NSA results.
Reduced absolute numbers of OOS children	**Moderate.** Data on OOS children is not collected systematically and is mostly based on estimates. However, it is likely that initiatives targeting OOS children (ROSC project, Second Chance Education) contributed to reductions in the absolute number of OOSC.
Growth in secondary enrollment and completion and decrease in secondary drop-out rates	**No evidence**: Overall, evidence on system-level changes in secondary education is limited. Available evidence does not establish any clear linkages between system-level changes at the pre-primary and primary level and secondary enrollment and completion.
Improved gender equality indices in primary and secondary	**No evidence**: Available evidence does not establish any clear linkages between system-level changes and improvements in primary repetition and completion rates (for either gender). Available system-level results of the PEDP-3 Gender and Inclusive Education Action Plan are not sufficient to establish with any degree of credibility to the level of contributions made.

205.   The following observations can be derived from this table. First, the identified system-level changes that most likely contributed to impact-level changes (school infrastructure, school feeding and stipends, teacher recruitments) were interventions planned and implemented within the framework of the PEDP-3. Second, as noted in Chapter 4, most system-level improvements were implemented under the leadership of the MoPME, with financial (and in some cases, technical) support from development partners. Third, while there are notable changes at the impact level in terms of access, learning quality remains a weakness of primary (and likely secondary) education. This is likely due to a combination of factors as several system-level changes have not been achieved (e.g., teacher training).

Implications for GPE's ToC and country-level operational model

Finding 28:   **The ability of GPE to contribute to educational outcomes is limited by the extent to which it is able to influence sector plan design to focus on educational quality.**

206.   The GPE ToC assumes that successful implementation of sector, and in this case sub-sector programs contribute to improvements in learning outcomes, and improved equity, gender equality and inclusion in education. The lessons learned from Bangladesh partially confirm this assumption, in relation to demographic changes in the student population. However, it was only partially validated given the fact that learning outcomes in Bangladesh have been consistently low or in certain crucial areas have actually declined. For GPE in Bangladesh, this duality in terms of progress towards educational impact raises certain issues related to the nature of plan design and implementation. Because PEDP-3 was designed before Bangladesh entered GPE, GPE support could not have played a role in the design of PEDP-3; accordingly, the plan largely reflected the objectives of the GoB and the donor partners in 2010/2011. Specifically, the plan placed great emphasis on very concrete measures that were relatively simple to assess. In so doing, the GoB was able to provide clear examples of what could be generally seen as progress in the education sector. Although donor partners, including the GPE Secretariat in its QAR of the 2015 ESPIG application, noted that there were likely to be gaps in terms of quality, the high level of domestic financing in comparison to that of DPs led to a climate of attainment of physical objectives, as opposed to a greater focus on longer-term, more qualitative measures necessary to improve the quality of education, and as such result in higher levels of educational impact.

207.   This situation persists in the fact that PEDP-4 continues to focus on very tangible results; with some donor partners choosing to withdraw over this issue of quantity versus quality.[383] As the upcoming ESP and subsequent ESPIG application move forward this issue of quality versus quantity is likely to emerge again. This is in large part due to the perception that PEDP-4, while more focused on quality matters, has yet to fully grapple with the complexities of educational quality. However, GPE's room to maneuver would appear to be relatively limited given the anticipated size of its contribution, $53.9 million, and given that DPs and GoB decided not the apply GPE quality standards in designing PEDP-4, which is already underway with an overwhelming preponderance of domestic financing. In the broader context, experiences in Bangladesh tends to infer that GPE as an institution, if providing a standalone grant to a national ministry, may need to promote a strong degree of coordination across all donor partners to the goals and objectives of an ESP so as to limit the risk of overlap and duplication. As well, in instances of pool fund harmonization, the lessons of Bangladesh point to the need for GPE as an institution to enter into such agreements as early as possible so that its qualitative objectives can be fully integrated into harmonized planning and implementation at the earliest possible stage.

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[383] Interview data with DPs and the representatives of the GA.

6 Conclusions and strategic questions/issues

6.1   Introduction

208.   This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that have been raised by the findings of the Bangladesh evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other GPE evaluations and reviews.

209.   This section answers CEQ 7 and CEQ 8 from the evaluation matrix:

- What, if any, aspects of GPE support to Bangladesh should be improved? What, if any, good practices have emerged related to how GPE supports countries? (CEQ 7)

- What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? (CEQ 8)

6.2   Conclusions

Given the preconditions that were accepted at the time of the admission of Bangladesh to GPE, key elements of the traditional GPE operational model did not apply to the Bangladesh context in the 2015-2019 timeframe.

210.   GPE's country-level ToC outlines four country-level objectives for GPE's support. Table 6.1 recapitulates this evaluation's assessment of the degree of GPE contribution to each of these in Bangladesh.

Table 6.1   Overview of GPE contribution to country-level objectives of the GPE ToC

COUNTRY-LEVEL OBJECTIVES	RATING OF DEGREE/LIKELIHOOD OF GPE CONTRIBUTION	
Sector Planning	**Upcoming ESP**	**Revised PEDP-3 and PEDP-4**
Sector Dialogue	**Modest**	
Sector Monitoring	**Low**	
Sector Financing	**Low**	
Sector Plan Implementation	**Modest**	

211.   Stakeholder consultations and reviewed documents demonstrate how the preconditions that were set down in 2014/15 and the misperception of GPE's role in Bangladesh limited GPE's ability to contribute to educational sector change. All areas, with the exception to recent sector-wide planning towards a comprehensive ESP, were rated low or modest.

- With regard to **sub-sector planning at the pre-primary and primary levels**, there is no evidence that GPE as a partnership has influenced the development of such sub-sector plans. As mentioned earlier, Bangladesh became a member of GPE after the PEDP-3 had been launched in 2011, the process of revising the program post-midterm review was already mostly concluded and in-country stakeholders considered the rewriting of the same content to fit GPE's requirements as an unnecessary duplication of efforts. In the context of PEDP-4, the GoB and DPs chose not to draw upon GPE/IIEP quality standards during the planning process, likely due to the limited buy-in of key actors, such as the GA, into the GPE partnership model and the fact that the CA was not a member of the DCP at the time. However, GPE reallocation of left-over funds from the ESPIG towards the Rohingya emergency is a positive example of the flexibility of GPE's planning model in responding to emerging situations. GPE contributions to sector-wide planning pertain to the GoB's recent decision to develop a comprehensive ESP and ESA for the first time. It is too soon to determine the specific results of these developments in terms of strengthening the education sector in the long term given the high levels of compartmentalization of the education sector and the varying understanding and buy-in into the idea of a comprehensive ESP.

- As for **mutual accountability (sector dialogue and monitoring)**, the GPE Board's decision to accept the existing PEDP-3 monitoring mechanisms, and Bangladesh's joining the GPE half way through the life of PEDP-3, and the fact that existing dialogue and monitoring mechanisms at the pre-primary and primary levels were in existence and operational , meant that GPE had very limited, if any, leverage to influence bodies and mechanisms for improved mutual accountability within the sub-sector. The potential for GPE non-financial support to sustainably strengthen sector-wide dialogue and monitoring was not realized during the review period, likely due to Bangladesh's traditional reliance on mechanisms at the sub-sector level. As well, since GoB and its pooled fund partners decided to use GPE funds mainly to fill the funding gap of PEDP-3 which already had its monitoring mechanism firmly established and harmonized within GoB and with the pooled fund, there was no intention among GoB and its partners to improve the mechanism through GPE resources, thus no improvement on mutual accountability, although CAMPE's advocacy capacity was strengthened through CSEF during the review period.

- In terms of **sector financing**, the US$100 million ESPIG which was added into the existing PEDP- 3 pooled fund was helpful in closing the funding gap of its revised budget after the mid-term review and GPE supported existing funding modalities by joining the pooled fund rather than via a parallel funding mechanisms. In particular, the 2018-2020 Accelerated Funding for the Rohingya emergency response constituted a clear added value both in financial and non-financial terms, providing an important reference point for other DPs. However, there is no evidence that GPE contributed to increases in domestic financing of the pre-primary and primary levels and beyond.

- GPE-specific programmatic contributions to PEDP-3 **implementation** are difficult to identify given that GPE funds were not earmarked and a harmonized approach to monitoring was adopted. In addition, the strong buy-in by the GoB and the other nine DPs provided a context conducive for achieving key PEDP-3 results. However, in closing the funding gap by providing 1 percent of overall PEDP-3 budget, GPE financial support in principle contributed to the successful implementation of initiatives, albeit at a limited scale.

While the majority of ToC assumptions were found to hold true or partially true in Bangladesh, GPE's limited influence in Bangladesh challenges the validity of assumptions regarding GPE's leverage.

212.   In Bangladesh, 18 percent of the assumptions of GPE's country-level ToC held, 56 percent partly held, and 26 percent did not hold (see Table 6.2). As such, most of the specific assumptions outlined for the country ToC held or partially held true, which shows that assumptions appear to be equally applicable regardless of the level of GPE institutional support. This is in itself a significant conclusion, pointing to the general utility of the GPE ToC. However, the Bangladesh context reveals that one much more basic underlying assumption, that is not made explicit in that ToC, did not hold true, namely that when the country became a GPE member stakeholders on the ground understood GPE's nature as a partnership, including related agreements over jointly pursuing certain quality standards for the education sector as a whole. As shown throughout the report, this assumption was essential for understanding GPE's role, or the lack thereof, in strengthening Bangladesh's education sector.

213.   The assumptions that do hold or partially hold tend to reflect areas such as DPs and GoB capabilities, motivation and opportunities to engage in sub-sector planning, dialogue, monitoring, and implementation. The strong ownership of the GoB and the harmonized approach (SWAP and pooled fund) used in engaging the Donor Partner Consortium throughout the programmatic cycle of PEDP-3 are strong evidence for this. Assumptions regarding leverage largely did not hold for pre-primary and primary education, owing to pre-existing planning, dialogue and monitoring mechanisms and the quality and amount of international and domestic financing.

214.   Looking at sector-wide planning, the ToC assumptions are less applicable given the particular context in Bangladesh, with country-level partners having overall less motivation, capability and opportunities. The education system, which is bifurcated into two ministries and the multisectoral approach to planning by education sub-sectors, poses significant challenges in establishing a more sector-wide approach. Even though the GPE Secretariat has helped GoB and its partners to initiate the process for developing the first comprehensive ESP and ESA, it remains to be seen whether the GPE model will have sufficient leverage to influence quality sector analysis and sector planning.

215.   GPE's ToC assumes that sector plan (in this case PEDP-3) implementation is the main factor for subsequent system-level changes. While GPE as a comprehensive partnership did not play a role in the design of PEDP-3 (Bangladesh having joined the GPE half way through its implementation) and its subsequent revision and implementation, it is clear that PEDP-3 in itself constituted the major contributing factor for subsequent system-level changes affecting access to pre-primary and primary education in Bangladesh. However, a major shortcoming of the sub-sector plan implementation to date remains the insufficient emphasis being provided to issues related to the quality of education.

Table 6.2   Share of GPE ToC assumptions that were found to hold, by contribution claim

AREA	PROPORTIONS OF ASSUMPTIONS THAT HELD, PARTIALLY HELD OR DID NOT HOLD		
Sector Planning (ESP)	60%		40%
Sector Planning (PEDP-3 and 4)	40%	40%	20%
Sector Dialogue and Monitoring	75%		25%
Sector Financing	100%		
Sector Plan Implementation	50%	50%	
System-Level Changes	50%		50%
Impact-Level Changes	100%		
Total	26%	46%	28%

The Bangladesh experience tends to confirm the validity of GPE's thinking about the value of the overall partnership approach and the connections and conditions necessary to promote educational sector change, as evidenced through the ToC. However, the Bangladesh experience also raises some particular questions about how GPE conceptualizes its (possible) contributions of its model and its ToC in unique environments.

216.   In the first instance, the GPE model (per its theory of change under the GPE 2020 strategic plan) assumes the centrality of a quality education sector plan[384] that is endorsed at country level, as a precondition for both systemic change and changes in educational outcomes. The Bangladesh model shows that subsector planning for pre-primary and primary education can be equally effective, assuming that sufficient capacity exists to generate a comprehensive sub-sectoral plan of the nature of the various PEDPs. In Bangladesh the concept of sub-sectoral plans has expanded beyond primary and pre-primary education to now include secondary education and in the future potentially other subsectors, reflecting a unique Bangladesh approach to the management of education as a whole. Globally, the provisions of the GPE NFM to recommend a comprehensive ESP as part of the set of quality criteria used under the 1st ESPIG requirement ("endorsed, quality sector plan")[385] may in certain circumstances in fact run against global commitments toward aid harmonization, and possibly result in overlap and duplication, if they are perceived at country level as a requirement for accessing GPE funding. The Paris and Busan Declarations envisage the reduction of overlap and duplication, in among other things development assistance and reporting. The recommendation of the NFM regarding a comprehensive ESP linked to (although not a

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[384] Which includes, among other criteria, the 'holistic' criterion, which means, a comprehensive plan covering all subsectors

[385] However, not meeting that criterion of a 'comprehensive sector plan covering all subsectors" wouldn't lead to the ESPIG not being approved.

mandatory precondition for) ESPIG support, in the context of a prior precedent for PEPD-3, resulted in an additional planning exercise, one which considerable numbers of GoB and DP stakeholders, whether correct or incorrect in their perceptions, see as a duplication of efforts. Should a subsequent ESPIG be approved with GPE standard reporting requirements, as per the ESPIG guidelines, accountability and reporting mechanisms would be established, without being duplicative of those of the Grant Agent insofar as their own reporting formats fulfil these requisites. The future utility of a comprehensive ESP also may be called into question given that PEDP-4 is already being implemented and SEDP has begun implementation. The question therefore becomes what utility can a standalone plan have, if the other participating partners have already joined through pooled funds in an existing operation?

217.   The GPE model also assumes that its support to the development of an ESP, and subsequently to joint monitoring, contribute to a higher quality plan and greater levels of mutual accountability. In the case of Bangladesh during the PEDP-3 timeframe, these assumptions were not applicable, given that PEDP-3 was developed well in advance of any GPE contribution and mechanisms for mutual accountability had already been established. Indeed, one of the hallmarks of Bangladesh's entry to GPE was the GPE Board's accepting of the prior systems of PEDP-3.

218.   Thirdly, the Bangladesh experience illustrates the relative efficiency and effectiveness of pooled funds. Presently, while the GoB has decided to develop a comprehensive ESP, it has not decided as of yet (September 2019) how the new MCA of US$53.9 million may be allocated. Given the ongoing implementation of PEDP-4 (and now SEDP) with a substantial proportion of domestic financing, using once again a pooled fund model(s), a decision necessarily will arise about how to maximize the impact of GPE's future financial contribution, in combination with other existing funding mechanisms.

219.   In the same light, the GPE ToC assumes that GPE advocacy and funding requirements contribute to more and better domestic and international financing. Again, this assumption was not applicable given that the PEDP-3 pooled fund had been established in advance of Bangladesh's entry into to GPE. While GPE's contribution at the midterm revision was clearly welcome, it is quite small in comparison to the extent of prior commitments by the WB and ADB to supplementary support.

220.   This leads to a final observation with respect to the GPE model. Given that ODA support for education in Bangladesh, including lending, has decreased to less than 15 percent of overall expenditures, and that Bangladesh, having achieved lower middle income status, is now providing in excess of 90 percent of the funding for pre-primary and primary education, it is only natural to ask whether GPE's future financial support (US$53.9 million) can make any significant contribution to improvements in education that could not be supported by others, including the GoB itself. With overall global levels of ODA support for education continuing to fall, and with the commitment of the Secretary-General of the United Nations in his "Agenda for Humanity" to place priority on the neediest of the needy, questions about the relevance and effectiveness of the use of GPE support in middle-income countries in general come into play. While there clearly remain capacity and systemic gaps in the pre-primary and primary areas, let alone across the entire education sector, it is legitimate to consider whether, in light of Bangladesh's current capacities in planning, implementation and level of government funding, GPE continued financial support is required.

6.3   Good practices arising from Bangladesh for other countries

221.   The following 'good practices' noted by the evaluation team may be of interest to other DCPs:

▪ **The pooled fund approach, combined with nationally-owned and led multi-year strategic planning, enabled Bangladesh to adopt a more systematic approach to primary education planning and**

funding. This approach also reduced the global tendency of individual contributing partners, donors or lenders to seek to apply their own standards for planning and subsequent reporting, contributing to the goals of harmonization set out in the Paris and Busan Declarations. However, GPE as a partner played no role in the overall decisions which led to the multi-year PEDP- 3, nor is there any evidence that GPE participation in the final years of PEDP-3 altered the nature of the pooled fund in terms of funding, accountability or dialogue.

▪ **Although bifurcated between two ministries, especially in relation to key social issues such as out-of-school children and non-formal education, the Bangladesh example demonstrates strong government leadership and financial commitment to education, and especially primary education.** Although not reaching the 20 percent target, expenditures, especially for primary education, are on the rise.

▪ **The lessons learned from the multi-year PEDP model, now in its fourth cycle, have led other subsectors, secondary and tertiary education, and even the Health & Nutrition sector, to move to a similar more coordinated multi-year approach.** These lessons demonstrate that strong government leadership in the form of the combination of multi-year broad base planning, combined with a consolidated approach to both domestic and ODA support, can generate more effective and efficient program delivery. As well, this multi-year consolidated approach lends itself to the demonstration of strong political leadership.

▪ **The results-based financing approach of PEPD-3 increase the possibility of contributing to positive changes in the education system, largely as a result of the harmonization of performance measures among development partners.** While, as noted, there were limitations in the effectiveness of the use of DLIs as performance triggers for financing, they did generate a climate where delivery encouraged the GoB to expand its own resources within the pooled fund to the attainment of the DLIs.

▪ **The comprehensive nature of PEDP-3 required a higher degree of programmatic and technical assistance coordination across all partners and activities than required for a collection of stand-alone interventions.** While designed as a comprehensive and coordinated program, the evidence shows that there was insufficient interaction and feedback among the various interventions which constituted PEPD-3. Stakeholders have noted that this may have led to a lack of synergistic benefits. This particular lesson also points to the unrealized benefit of establishing a GPE comprehensive national partnership, as opposed to its absence in Bangladesh, as a means of increasing the value of a multidimensional initiative such as PEPD-3.

6.4   Strategic questions for GPE arising from this CLE

222.   The following strategic questions for GPE arise from this CLE and may be particularly relevant in thinking about the role that GPE plays in a context like Bangladesh, which has systems for planning, financing, monitoring and implementation that appear to promote system-level change, but which do not seem to contribute to improvements in key educational outcomes related to quality.

▪ How effective is the GPE Secretariat's use of the current ESPIG decision-making model to advocate with DCPs to focus on GPE priority issues and improve the quality of education?

▪ Is measuring the overall quantity of domestic education financing against a pre-determined global standard (rather than its quality or efficiency) appropriate to all countries? Is holding some countries

to account realistic when other countries (notably fragile and conflict-affected countries) are given more leeway?

- Given the very limited scope of overall ODA for education in Bangladesh in comparison to GoB domestic funding, and in particular to GPE financial support, what if any macro-level influences are possible to increase domestic education funding to fill gaps acknowledged by the GoB?

- What traction did/does GPE as a comprehensive partnership have on key priority issues like OOSC, equity and quality?

- Traditionally, it is assumed that GPE's support for a country helps it secure additional ODA support from others. In Bangladesh, for reasons described earlier, that assumption did not transpire. More importantly in the present, what may be the consequences for GPE of several major development partners withdrawing from PEDP-4 in Bangladesh?

- What contribution will an upcoming ESP and ESA have on the current multi-dimensional approach to education sector planning?

- How can GPE as a partnership improve the quality of educational statistics in a country such as Bangladesh that has fragmented reporting systems?

- In the context of a pooled fund, was the PEDP-3 approach of basing release of funding and tying primary monitoring on the achievement of DLIs the most effective means of ensuring long term quality?

- Will the processes for the planning and subsequent implementation of an upcoming ESA/ESP and potential ESPIG duplicate elements of the already existing PEDP-4?

- Can/how can increased civil society participation in education sector planning and dialogue be promoted?

- Are CL and CA roles sufficiently discrete given the pooled fund nature of primary education in Bangladesh? The evidence arising from Bangladesh tends to show that the effectiveness of the role of the CA is in large part related to the willingness of the CA to assume a leadership and advocacy role for the GPE partnership. In Bangladesh, the custom of having the duality between the co-chair of the ELCG and the CA may have formalized the CA role, reducing the need to ensure that a CA is fully willing to undertake this crucial role for the partnership as a whole. Assessing the perception of GPE as a partnership globally as well as in DCPs may be a worthwhile exercise in the context of the larger strategic discussions of GPE in 2020. Comparative analysis across DCPs could shed light on whether certain perceptions of GPE (e.g., as a donor or a partnership) are specific to a country case such as Bangladesh or whether this needs to be treated at a more strategic level.

- How can the role of the CL be strengthened in the context of pooled fund operations such as those which have existed in Bangladesh, given the historic pattern of limited direct participation by CLs in general? While it is not realistic to contemplate having an individual CL for each country in question, are there not alternate mechanisms that could be more immediate than the current model?

- Although a GPE grant has been provided to develop an ESA, ESP and an eventual ESPIG, what mechanisms may be contemplated to disburse future ESPIG funding? Issues of overlap and duplication are central to this consideration, as are those related to potentially differing priorities between a new ESP and the existing PEDP-4 planning framework.

Appendix I Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?[386] If so, then how?			
CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review? [387] How?			
CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review?[388] What are likely reasons for strong/weak sector planning?	• Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines[389] – ESP is guided by an overall vision – ESP is strategic, i.e., it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e., it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e., it starts from an education sector analysis	• Sector plan(s) for the period covered by the most recent ESPIG • Education Sector Analyses and other documents analyzing key gaps/issues in the sector • GPE ESP/TEP quality assurance documents	• Descriptive analysis • Triangulation of data deriving from document review and interviews

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[386] OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

[387] The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

[388] This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e., briefly summarizing key characteristics of the existing sector plan.

[389] Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	− ESP is achievable − ESP is sensitive to context − ESP pays attention to disparities (e.g., between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines[390] − TEP is shared (state-driven, developed through participatory process) − TEP is evidence-based − TEP is sensitive to context and pays attention to disparities − TEP is strategic, i.e., it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision − TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) − TEP is operational (feasible, including implementation and monitoring frameworks)	• GPE RF data (Indicator 16 a-b-c-d)[393] • Other relevant reports or reviews that comment on the quality of the sector plan • Interviews	

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[390] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation

[393] If the respective ESP has not been rated by GPE (i.e., if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS

	• Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)[391]
	 • Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies)
	 • Extent to which the process of sector plan preparation has been country-led, participatory, and transparent[392]
	 • Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of:
	  – Leadership for and inclusiveness of sector plan development
	  – Relevance, coherence and achievability of the sector plan		

CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?	• ESP/TEP objectives/envisaged results and related targets
	 • <u>For ESPs</u>: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines[394]
	  – ESP is guided by an overall vision
	  – ESP is strategic, i.e., it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities)
		• Sector plan(s) for the period covered by the most recent ESPIG
		 • GPE ESP/TEP quality assurance documents
		 • GPE RF data (indicator 16 a-b-c-d) [397]
			• Descriptive analysis

[391] If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

[392] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: http://unesdoc.unesco.org/images/0023/002337/233768e.pdf

[394] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation

[397] If the respective ESP has not been rated by GPE (i.e., if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	- ESP is holistic, i.e., it covers all sub-sectors as well as non-formal education and adult literacy - ESP is evidence-based, i.e., it starts from an education sector analysis - ESP is achievable - ESP is sensitive to context - ESP pays attention to disparities (e.g., between girls/boys or between groups defined geographically, ethnically/culturally or by income) - For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines[395] - TEP is shared (state-driven, developed through participatory process) - TEP is evidence-based - TEP is sensitive to context and pays attention to disparities - TEP is strategic, i.e., it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision - TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) - TEP is operational (feasible, including implementation and monitoring frameworks)	Other relevant reports or reviews that comment on the quality of the sector plan	

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[395] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d) [396]		
CEQ 1.2a (prospective CLE) Has GPE contributed to the observed characteristics of sector planning? How? If no, why not? a) Through the GPE ESPDG grant- (funding, funding requirements) b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)[398]	a) Contributions through GPE ESPDG grant and related funding requirements: • ESPDG amount as a share of total resources invested into sector plan preparation. • Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development b) Contributions through other (non ESPDG-related) support to sector planning: • Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan • Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: – Improving the quality (including relevance) of education sector plans – Strengthening in-country capacity for sector planning	• Draft and final versions of the sector plan • Related GPE ESP/TSP quality assurance documents • Secretariat reports, e.g., country lead back to office/mission reports • Other documents on advocacy/facilitation provided by Secretariat, CA or GA • Country-specific ESPDG grant applications • Interviews • Education sector analyses and other studies conducted with ESPDG funding	• Triangulation of data deriving from document review and interviews
CEQ 1.2b-d (summative CLE – currently in Part B of the			

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[396] If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

[398] Advocacy can include inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
matrix below and labelled CEQ 9-11)			

CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review?
 	
What are likely reasons for strong/weak sector plan implementation?
	• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas).
	• Extent to which sector plan implementation is funded (expected and actual funding gap)
	• Evidence of government ownership of and leadership for plan implementation (country specific).[399]
	• Government implementation capacity and management, e.g.:
	  – Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring
	  – Clear roles and responsibilities related to plan implementation and monitoring
	  – Relevant staff have required knowledge/skills/experience)
	• Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner.
	• Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable)
		• Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG
		• DCP government ESP/TEP implementation documents including mid-term or final reviews
		• Relevant program or sector evaluations, including reviews preceding the period of GPE support under review
		• JSR reports
		• Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government
		• CSO reports
		• Interviews
		• DCP's plan implementation progress reports
			• Descriptive analysis
			• Triangulation of data deriving from document review and interviews

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[399] For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g., achievability, prioritization of objectives). • Stakeholder views on reasons why plan has or has not been implemented as envisaged		
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not? a) Through GPE PDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)[400] b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)[401]	a) Contributions through GPE PDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable) • Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Degree of alignment of ESPIG objectives with ESP objectives. • Grant implementation is on time and on budget • Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives) • Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable) • Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under	• ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g., country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on GPE advocacy/facilitation • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper	• Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)

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[400] Where applicable.

[401] Facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g., Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS

	the NFM, compared to progress made in areas without specific targets (where applicable)
	• PDG/ESPIG resources allocated to(implementation) capacity development
	• Stakeholder views on GPE PDG and ESPIG grants with focus on:
	  − Value added by these grants to overall sector plan implementation;
	  − the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche;
	  − how well GPE grant application processes are working for in-country stakeholders (e.g., are grant requirements clear? Are they appropriate considering available grant amounts?);
	b) Contributions through non-financial support
	• Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation
	• Relevance of GPE non-financial support in light of DCP government's own capacity development plan(s) (where applicable)
	• Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on:
	  − GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation
	  − GPE non-financial facilitating harmonized development partners' support to plan implementation
	• Possible causes for no/ limited GPE contribution to plan implementation.		

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 1.5 How has education sector financing evolved during the period under review? a) Amounts of domestic financing b) Amounts and sources of international financing c) Quality of domestic and international financing (e.g., short, medium and long-term predictability, alignment with government systems)? 1. If no positive changes, then why not?	a) Amounts of domestic education sector financing • Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) • Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review • Changes in education recurrent spending as a percentage of total government recurrent spending b) Amounts and sources of international financing • Changes in the number and types of international donors supporting the education sector • Changes in amounts of education sector funding from traditional and non-traditional donors (e.g., private foundations and non-DAC members) • Changes in percentage of capital expenditures and other education investments funded through donor contributions c) Quality of sector financing • Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country • Changes in the quality of domestic education financing (e.g., predictability, frequency and timeliness of disbursements, program versus input-based funding) • Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%) • Changes in allocation of specific/additional funding to marginalized groups	• Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g., Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • GPE results framework indicator 29 on alignment	• Trend analysis for period under review • Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Changes in extent to which other donors' funding/conditional budget support is tied to the education sector		
CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not? a) Through ESPIG funding and related funding requirements? b) Through the GPE multiplier funding mechanisms (where applicable)? c) Through other means, including advocacy[402] at national and/or global levels?	a) Through ESPIG funding and related requirements • Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) • Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms • Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external financing and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Alignment of GPE education sector program implementation grants with national systems[403] • Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) b) Through the GPE multiplier funding mechanism • Amount received by DCP government through the GPE multiplier fund (if applicable) • Stakeholder views on clarity and efficiency of multiplier application process c) Through other means (especially advocacy)	• ESPIG grant applications and related documents (country commitment on financing requirement • Donor pledges and contributions to ESP implementation) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g., Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • Interviews with national actors (e.g., Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)	• Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data

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[402] Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

[403] GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Likelihood of of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education • Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy404 (e.g., JSRs attended by senior MoF staff) • Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels • Amounts and sources of non-traditional financing (e.g., private or innovative finance) that can be linked to GPE leveraging		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?	• Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • ESPIG grant applications (section V – information on stakeholder consultations) • Interviews	• Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping

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404 This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS

	review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms
	• Frequency of LEG meetings, and changes in frequency during period under review
	• LEG members consulted for ESPIG application
	• Stakeholder views on changes in sector dialogue in terms of:
	  – Degree to which different actors lead, contribute to, or facilitate dialogue
	  – Inclusiveness
	  – Consistency, clarity of roles and responsibilities
	  – Meaningfulness (i.e., perceptions on whether, when and how stakeholder input is taken into account for decision making)
	  – Quality (evidence-based, transparent)
	  – Likely causes for no/limited (changes in) sector dialogue		

CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?	• Extent to which plan implementation is being monitored (e.g., results framework with targets, performance review meetings, annual progress reports… and actual use of these monitoring tools) • Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings…) • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period)	• LEG and JSR meeting notes • Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews	• Pre-post comparison • Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Evidence deriving from JSRs is reflected in DCP government decisions (e.g., adjustments to sector plan implementation) and sector planning • Stakeholder views on changes in JSRs in terms of them being: – Inclusive and participatory, involving the right number and types of stakeholders – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)[405] and recommendations are acted upon and implemented • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector. • Likely causes for no/ limited (changes in) sector monitoring.		
CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?	a) Grants and funding requirements • Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments	• Triangulate the results of document review and interviews

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[405] Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS

a) Through GPE grants and funding requirements[406]
 	
b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)[407]
	• Proportion of total costs for sector monitoring mechanisms (e.g., JSR) funded through GPE grants
	• Stakeholder views on extent to which GPE funding process (e.g., selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring
	b) Non-grant related support
	• Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring
	• Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG
	• Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country]
	a) and b)
	• Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to:
	   – Addressing existing needs/priorities
	   – Respecting characteristics of the national context
	   – Adding value to country-driven processes (e.g., around JSRs)
		• Grant agent reports
		• Back to office reports/memos from Secretariat
		• Interviews
		• CSEF, KIX documents etc.	

[406] All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

[407] Capacity development and facilitation primarily through the Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through the Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g., Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g., other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Possible causes for no/ limited GPE contributions to dialogue/monitoring.		
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?	• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) – Political context (e.g., changes in government/leadership) – Economic context – Social/environmental contexts (e.g., natural disasters, conflict, health crises) – Other (context-specific)	• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g., donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g., media) reports on changes in relevant national contexts and implications for the education sector • Interviews	• Triangulate the results of document review and interviews
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	• Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements • Types of unintended, positive and negative, effects deriving from other GPE support.	• All data sources outlined for CEQs 1 and 2 above • Interviews	• Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?			
CEQ 4 During the period under review, how has the education system changed in relation to: a) Improving access to education and equity? b) Enhancing education quality and relevance (quality of teaching/instruction)? c) Sector Management?[408] If there were no changes in the education system, then why not and with what implications?[409]	a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g., related to:[410] • Changes in number of schools relative to children • Changes in the average distance to schools • Changes in costs of education to families • Changes in the availability of programs to improve children's' readiness for school) • New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups • New/expanded measures put in place to ensure gender equality in education b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g., related to: • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) • Changes in relevance and clarity of (basic education) curricula • Changes in the quality and availability of teaching and learning materials	• Education Management Information System (EMIS) • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews	• Pre-post comparison of statistical data for periods under review • Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

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[408] The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

[409] Implications for education access and equity, quality and relevance, and sector management as well as likely implications for progress towards learning outcomes and gender equality/equity.

[410] The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Changes in teacher pre-service and in-service training • Changes in incentives for schools/teachers c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g., related to: • Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g., staffing, structure, organizational culture, funding) • Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring • If no functioning EMIS is in place, existence of a realistic remedial strategy in place • Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review (a-c): • Likely causes for no/ limited changes at system level (based on literature review and stakeholder views)	• ESPIG grant applications • Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g., on restructuring, internal resource allocation)	
CEQ 5 How has sector plan implementation contributed to observed changes at education system level?	• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level • Alternative explanations for observed changes at system level (e.g., changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)	• Sources as shown for CEQ 4 • Literature on good practices in education system domains addressed in country's sector plan • Education sector analyses • Country's poverty reduction strategy paper	
Key question III: Have improvements at education system level contributed to progress towards impact?			
CEQ 6 During the period under review, what changes have occurred in relation to:	Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:	• Sector performance data available from GPE, UIS, DCP government and other reliable sources	• Pre-post comparison of available education sector

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
a) Learning outcomes (basic education)? b) Equity, gender equality and inclusion in education?	a) Learning outcomes • Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations) b) Equity, gender equality, and inclusion • Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban) • Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower-secondary education • Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group) • Changes in out-of-school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location) • Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education • Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)	• Teacher Development Information System (TDIS) • Education Management Information System (EMIS) • National examination data • International and regional learning assessment data • EGRA/EGMA data • ASER/UWEZO other citizen-led surveys • Grant agent and Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings	data (examination of trends) during and up to 5 years before core period under review • Triangulation of statistical data with qualitative document analysis
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have	• Insights deriving from answering evaluation questions above e.g., in relation to: − Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors)	• All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)	• Triangulation of data collected and analysis conducted for other evaluation questions

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
emerged related to how GPE supports countries? [411]	− Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e., through a partnership approach) − The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable) − Extent to which logical links in the GPE theory of change are, or are not, supported by evidence − Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why − Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g., relationship sector dialogue and sector planning) − Stakeholder satisfaction with GPE support		
CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries	• Insights deriving from answering evaluation questions above e.g., in relation to: − Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation. − Successful, promising, and/or contextually innovative approaches taken as part of sector plan	• All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)	• Triangulation of data collected, and analysis conducted for other evaluation questions

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[411] For both questions CEQ 7 and 8 the notion of 'good practice' refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally 'good practice'.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
operate during different elements of the policy cycle?[412]	implementation to address specific sector challenges[413]		

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[412] This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

[413] For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that 'innovative' means 'innovative/new in the respective context', not necessarily globally new.

Appendix II GPE country-level theory of change for Bangladesh

S.O. # 5

Partnership strengthening:
GPE fosters clear roles, responsibilities, and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues

Knowledge and information exchange:
GPE promotes and facilitates cross-national sharing of evidence and good practice including through GRA

S.O. # 5

1.3

GPE promotes evidence-based and inclusive national sector monitoring and adaptive planning

CSEF grant to CAMPE 2013-2019

GPE advocates for increased, harmonized, and better aligned international financing for education

2.7

GPE ESP standards and processes, quality assurance procedures, guidelines, capacity building and technical guidance

S.O. # 1

2.1

S.O. # 2

2.2

PDG funding (US$100,000) in 2015 and requirements

ESPIG funding and requirements (US$100 m) in 2015-2017

GPE quality assurance processes, guidelines, capacity building and technical guidance for ESPIG development/implementation

Effective and efficient education system delivering equitable, quality educational services for all

Improved and more equitable student learning outcomes

Government produces and owns credible and evidence-based sector plan that addresses: Education access, equity and completion, quality and relevance of education, and systems strengthening

1.2

Mutual accountability for education sector progress through inclusive sector policy dialogue (Local Education Group) and monitoring (annual Joint Sector Reviews).

S.O. # 4

International financing is mobilized for education

1.1

S.O. # 3

2.4

2.5

2.6

3.1

4

ESPDG funding (US$465,000) in 2019 and requirements

2.3

Country implements and inclusively monitors credible evidence-based, nationally-owned sub-sector plan and thereby ensures three main priorities (as expressed in PEDP-3): (a) increasing participation and reducing social disparities in primary education; b) increasing the number of children completing primary education and improving the quality of the learning environment and measurement of student learning; and c) improving the effectiveness of resource use for primary education.

Country produces and shares disaggregated data on equity, and efficiency, through functional EMIS and annual statistics yearbooks

3.2

Improved equity, gender equality in education

1.4

2.8

Country-specific contextual factors (Positive: strong government leadership)

Direction of change

LEGEND

xxx	Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE financial inputs/support (grants) and related funding requirements
	Country-level objectives that GPE support/influence directly contributes
	Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	Intermediate outcomes: Education system-level changes
	Impact: Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1	Numbers represent the key areas where logical linkages (explanatory mechanisms) connect different elements of the theory of change to one another ('*because of x, y happens*'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact.

Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.[414] The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Bangladesh (Appendix II).[415]

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.[416]

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

This country level evaluation (CLE), of GPE's support to the national education system of Bangladesh, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. In October 2018, the approach for the summative evaluations was slightly modified. Starting in FY18, these new 'summative plus' (including this evaluation) will have the following modifications:

- ▪ 'Summative plus' CLE will not only explore one policy cycle[417] and related GPE support ('first policy cycle'), but also include the beginning of the following policy cycle (the 'second policy cycle'). This will allow addressing questions around the transition from one ESP to the next and related GPE contributions,

- ▪ The CLEs will also explore strengths, weaknesses and value added of the revised GPE Quality Assurance and Review (QAR) and ESPDG mechanism.

- ▪ The reports for 'summative plus' will include a final section on Strategic Questions, which will summarize – if applicable – suggestions for how GPE support to the respective country can be

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[414] In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do <u>not</u> constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

[415] This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

[416] See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex,* R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

[417] i.e., from sector planning and related sector dialogue to sector plan implementation and monitoring during the period covered by the most recent fully or mostly disbursed ESPIG.

improved, and/or which will outline overarching questions about the GPE operational model that may be worth further exploring in the context of other summative and prospective CLE.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an ten-working day mission to Bangladesh from June 16 to June 27, 2019; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)

- Stakeholder consultations through individual and group interviews in Dhaka, Bangladesh. In addition, telephone interviews were conducted with the Secretariat country lead and the World Bank. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 53 individuals (see Box iii.1), of which 12 were women.

- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.[418]

> **Box iii.1: Consulted Stakeholders**
>
> Education ministries (including agencies): 19
> Other ministries: 7
> Grant and coordinating agents: 6
> Development partners/donors: 14
> Civil Society/Teacher Organizations/Parent organizations: 6
> GPE Secretariat: 1

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

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[418] The key sources of data are the UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org; the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), https://stats.oecd.org/Index.aspx?DataSetCode=CRS1; and country-level datasets and data sources.

Appendix IV Stakeholder Mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	Interest: High. Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Board members (from developing countries included in the sample)	Interest: High. Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. Importance: High	Bangladesh is represented on the Board through the Asia and the Pacific constituency. These board members were *not* consulted during the course of this country evaluation.
Country-level		
Ministry of Primary and Mass Education	Interest: High. Influence: High. Leading ministry for pre-primary and primary education as well as non-formal education. Importance: High.	Key informants consulted at country level. (see Appendix V, list of stakeholders).
Ministry of Education	Interest: High. Influence: High. Leading ministry for secondary, tertiary education, and TVET and overseas Madrasah education. Importance: High. One of the parties involved in the implementation of PEDP-3 components.	Key informants at country level (see Appendix V, list of stakeholders).
Directorate of Primary Education (DPE)	Interest: Influence: High. Functions as the implementing arm of MoPME. Main responsible for the planning, monitoring, and implementation of PEDP-3.	Key informants consulted at country level. (see Appendix V, list of stakeholders).

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
	Importance: High. Main responsible for implementing measures planned in PEDP-3.	
Directorate of Secondary and Higher Education (DSHE)	Interest: Medium. Influence: Medium. Responsible for administering secondary and higher education. Importance: Medium. One of the parties involved in the implementation of PEDP-3 components.	No consultations conducted.
Bureau of Non-Formal Education (BNFE)	Interest: High. Influence: Medium. Main responsible for non-formal education in Bangladesh. Importance: High. Responsible for implementing the Second Chance Education initiative.	Key informants consulted at country level. (see Appendix V, list of stakeholders).
Bangladesh Bureau of Educational Information and Statistics (BANBEIS)	Interest: High. Influence: Medium. Responsible for data collection on education. Importance: High. Main responsible for EMIS.	Key informants consulted at country level. (see Appendix V, list of stakeholders).
Bangladesh Bureau of Statistics	Interest: Medium-low. Influence: Medium-low. Provides quality assurance services to other ministries. Importance: Medium-low.	Key informants consulted at country level. (see Appendix V, list of stakeholders).
Ministry of Finance	Interest: High. Influence: High. Main responsible for financial oversight of the implementation of PEDP-3. Importance: High.	Key informants consulted at country level. (see Appendix V, list of stakeholders).
Key Education Sector Stakeholders (national level)		
Grant Agent: World Bank	Interest: High. Influence: High. Responsible for managing the ESPIG in Bangladesh. Importance: High.	Key informants at country level were consulted during the country site visit.
Coordinating Agency: EU, DFID, USAID, UNICEF	Interest: High. Influence: Medium-High. Through its facilitating role, the coordinating agency plays	Key informants at country level were consulted during the country site visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
	an important role in the functioning of the LEG. Importance:	
Development Partners (donor agencies, multilateral organizations): JICA, DFID, USAID, Global Affairs Canada, ADB, Australian High Commission, EU, SIDA	Interest: High. Influence: High, through their participation in the LEG and their contributions to the PEDP-3. Importance: High.	Key informants at country level were interviewed in person during the country visit.
Multilateral organizations: World Bank, UNICEF, UNESCO, UNHCR	Interest: High. Influence: High, through their participation in the LEG and their contributions to the PEDP-3 and/or the Rohingya emergency response. UNESCO is further assisting in the future development of the ESP and ESA (acting as the grant agent). Importance: High.	Key informants at country level were interviewed in person during the country visit.
Domestic non-governmental organizations: BRAC, Campaign for Popular Education (CAMPE)	Interest: High. Influence: Medium, through their participation in the LEG, in sector monitoring exercises as well as to their own activities in the education sector. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.

Appendix V List of Consulted Stakeholders

In total, 53 individuals were interviewed in Dhaka, of which 12 were women. All consulted individuals were based in Dhaka.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/F
Ministries and Agencies of Bangladesh			
Ministry of Primary and Mass Education (MoPME)	AKRAM-AL-HOSSAIN, Md.	Secretary	M
	BHUIYAN JONI, Md. Alauddin	Assistant Chief, MoPME	M
Directorate of Primary Education (MoPME)	KADIR, A.F.M Manzur (Dr.)	Director General	M
	CHOWDHURY, Md. Nurul Amin	Deputy Director, Planning and Development	M
	MANNAN, Md. Abdul	Additional Director General, PEDP-4, Program Division	M
Bureau of Non-formal Education (MoPME)	GHOSH, Tapan Kumar	Additional Secretary, Director General of BNFE	M
	SARKER, Mohammad Rukunuddin	Deputy Director (Planning, Monitoring & Evaluation)	M
	HOSSAIN, Md. Mosharraf	Deputy Director (Implementation and Training)	M
	HAIDER, Md. Zoglul	Assistant Director (Planning)	M
Ministry of Education (MoE)	KHAN KAGDIH, Md. Asaduzzamen (Dr.)	Research Officer, SEDP-PCU	M
Technical and Madrasha Education Division (MoE)	FARUQUE, Md. Omar (Dr.)	Joint Secretary	M
DSHE (MoE)	GOLAM FAROOK, Syed (Prof.)	Director General	M
Directorate of Technical Education (MoE)	ALAM, Md. Jahangir	Director (Planning & Development)	M
Madrasha Education Board	SAIF ULLAH, A.K.M (Prof.)	Chairman	M
Bangladesh Bureau of Educational Information and Statistics (BANBEIS), Ministry of Education	FAASHIULLAH, Md.	Additional Secretary, Chief of Statistics	M
	BHUIYAN, Md. Osman	Deputy Secretary	M
	ALAM, Md. Shamshul (Prof.)	Project Director, IEIMS Project	M
	KHAN, Md. Abu Taher	Senior Systems Analyst & Deputy Project Director UITRCE	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/F
	Azam, A Q M Shafiqul (Dr.)	Chief, DLP Division	M
Bangladesh Bureau of Statistics (BBS), Ministry of Planning	GAYEN, Krishna (Dr.)	Additional Secretary	F
	HOSSEN, Md. Alamgir	Deputy Director	M
	JESMIN, Reshma	Deputy Director	F
Ministry of Finance	RAHMAN, Habibur	Additional Secretary, Budget Wing	M
	ADISUZZAMAN	Deputy Secretary, Budget -1, Finance Division	M
	MOBAREK, Nazma	Joint Secretary, Budget-3, Finance Division	F
	SIDDIKA, Mir Taifa	Deputy Secretary, Budget-8, Finance Division	M
Bilateral and multilateral donor agencies			
GPE Secretariat	KANAZAWA, Danisuke	Country Lead	M
UNICEF	KUCITA, Pawan	Chief, Education Section	M
	RUSSELL, Kenneth	Education Specialist	M
	MOHSIN, Mohammad	Education Manager (Early Learning & Non-Formal Education) Education Section	M
World Bank	JOSH AL-ZAYED, Syed Rashed	Task Team Leader	M
	FAN, Qimao	Former Country Director	F
	BHATTA, Saurav Dev	Senior Economist	M
UNESCO	LEI, Sun	Education Programme Specialist	F
	AKTHER, Shereen	Programme Officer, Education	F
UNHCR	NAKASHIBA, Haruno	Senior Programme Officer	F
	BISWAS, Sudeb Kumar	Assistant Education Officer	M
JICA	HANAYA, Akiko	Primary Education Officer	F
Australian High Commission, DFAT	HENNINGS, James	Education Consultant, Former Chair of PEDP-3 DPC	M
	MEHREEN, Farah Naj	Program Officer	F
Global Affairs Canada	SHAHIDUZZAMAN, Ali Md.	Education Technical Specialist, Field Support Services Project	M
Asian Development Bank	LI, Zhigang (Dr.)	Social Sector Specialist, Bangladesh Resident Mission	M
DFID	KIBRIA, Mohammad Golam	Education Adviser	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/F
USAID	MALONEY, Kate	Education Team Leader, Office of Population, Health, Nutrition and Education	F
	MOINUDDIN, Muhammad	Program and Development Specialist, Program Office	M
Delegation of the European Union to Bangladesh	WATERSCHOOT, Wieke	Attaché, Program Manager- Education and Human Development	M
	RASHID, Nadia	Programme Manager, Education and Human Development	F
Civil Society			
BRAC	BARMAN, Proufulla Chandra	Programme Head Education	F
	HASAN, Md. Mahmud	Chief of Party (COP) Second Chance Education, BRAC Education Programme	M
	ISLAM, Safiqul	Director, Education	M
Campaign For Popular Education (CAMPE)	DAS, Tapon Kumar	Deputy Director	M
	ROUF, Md. Abdur	Deputy Program Manager (CSEF) Research Monitoring Evaluation & Documentation Unit	M
	Hoque, K M Enamul	National Coordinator (CSEF)	M

Appendix VI List of Reviewed Documents

Note: all web links in this document as of 20th August, 2019.

- "2.3 AMWG -JARM Working Group sessions Information pack- Administration and Monitoring Working Group Detailed Component Descriptions" No Author. 26 June 2014

- "2014 Joint Annual Review Mission - Combined minutes from working group sessions 1,2,8 &9 June 2014- AMWG Working Group" No Author. June 2014.

- "2014 Joint Annual Review Mission - Combined minutes from working group sessions 1,2,8 &9 June 2014- Disparity Working Group" No Author. 2014

- "2014 Joint Annual Review Mission - Combined minutes from working group sessions 1,2,8 &9 June 2014- Procurement and Finance Working Group" No Author. 2014.

- "2014 Joint Annual Review Mission - Combined minutes from working group sessions 1,2,8 &9 June 2014- Quality Working Group" No Author. 2014.

- "AMWG JARM Working Group Information pack- PEDP-3 Program Matrix Draft 3: version for WG review at JARM Workshop on 1 June 2014" No Author. 26 June 2014

- "Annex 2: Checklist for organizing an Effective JSR" No Author. 2017.

- "Annex 3" JSR standards Matrix" No Author. 2017.

- "Annex 4: Overall Program Performance: Key Performance Indicators and Primary School Quality Levels" No Author. 2017.

- "Bangladesh Third Primary Education Development Program (PEDP-3) Joint Consultative Meeting Record of Discussions Annexes" No Author. October 2015

- "Bangladesh Third Primary Education Development Program (PEDP-3) Joint Consultative Meeting Record of Discussion" No Author. October 2015

- "Bangladesh Third Primary Education Development Program (PEDP-3) Mid Term Review Closure and Additional Financing Appraisal (14-24 September 2014) Record of Discussion" No Author. 24 September 2014

- "Bangladesh Third Primary Education Development Program (PEDP-3) Mid Term Review Closure and Additional Financing Appraisal (14-24 September 2014) Record of Discussion- Annexes" No Author. 24 September 2014

- "Biannual Social Safeguard Management Report (Jul-Dec16)" No Author. 2017.

- "Disparity Working Group Presentation on AOP (2016-17)" (PowerPoint Presentation) No Author. 2016.

- "DWG: Year 6 (2016-17) Activities" No Author. 2017.

- "Education Watch 2015 Moving From MDG to SDG: Accelerate Progress of Quality Primary Education" Campaign for Popular Education (CAMPE), Dhaka. 4 May 2016

- "Final Report of PEDP-3 Activity On Mainstreaming Gender and Inclusive Education Action Plan for JARM 2017" No Author. 2017.

- "Go-NGO Partnership in PEDP-3" (PowerPoint Presentation) No Author. 8 July 2014

- "JARM 2014 Introduction to the Plenary Sessions on PEDP-3 Performance at Mid-Term" (PowerPoint Presentation). No Author. 6 July 2014

- "Joint Annual Review Mission (JARM) - Administration and Monitoring Working Group Report" (PowerPoint Presentation) No Author. 4 May 2016

- "Joint Annual Review Mission (JARM) 2016 Schedule" No Author. May 2016

- "Joint Annual Review Mission 2017 Third Primary Education Development Programme (PEDP-3) Quality Working Group (QWG)" No Author. June 2017

- "Longitudinal Study ion the Implementation of Each Child Learns (ECL)" No Author. 2015.

- "Mapping of Teacher Training and Materials, JARM PEDP-3" (PowerPoint Presentation) 3 May 2016

- "Meeting with MoPME Secretary on Grade 5 Exam (PECE)- Briefing Note Shared with Secretary Prior to Meeting" 15 May 2016

- "Outline of AMWG working Group Discussions" No Author. 2015.

- "Outline of DWG working Group Discussions" No Author. 2015.

- "Outline of PFWG working Group Discussions" No Author. 2015.

- "Outline of QWG working Group Discussions" No Author. 2015.

- "PEDP 4 Draft for AM" No Author. No Date.

- "PEDP-3 Final AOP" No Author. No Date.

- "PFM Action Plan JARM 2017" No Author. 2017.

- "Priority Action Points from JARM" (PowerPoint Presentation) No Author. 8 July 2014

- "Standard Analysis Form – JSR advisory process" No Author. June 2017

- "Strategic Direction Agreed Throughout MTR" No Author. No Date.

- "Third Primary Education Development Program (PEDP-3) "Joint Consultation Meeting 27-28 April 2014-Annex4 – Status of 6 Year 3 DLIs" No Author. 29 April 2014

- "Third Primary Education Development Program (PEDP-3) "Joint Consultative Meeting 21-24 November 2016 Record of Discussion" No Author November. 2016

- "Third Primary Education Development Program (PEDP-3) Biannual Environmental Management Report (July- Dec 2016)" No Author. 2017.

- "Third Primary Education Development Program (PEDP-3) Joint Annual Review Mission (JARM) Briefing note on the Meeting with Mr. Humayan Khalid, Member SEI Division Planning Commission (4 June 2015)" No Author. June 2015

- "Third Primary Education Development Program (PEDP-3) Joint Annual Review Mission (JARM) Briefing note on the Meeting with Ministry of Education (27 May 2015)" May 2015

- "Third Primary Education Development Program (PEDP-3) Joint Annual Review Mission (JARM) Briefing note on the Meeting with Finance Division (31 May 2015)" No Author. May 2015

- "Third Primary Education Development Program (PEDP-3) Joint Annual Review Mission (JARM) Agenda" No Author. May 2015

- "Third Primary Education Development Program (PEDP-3) Joint Annual Review Mission (JARM) Quality Working Group" (PowerPoint Presentation) May 2016

- "Third Primary Education Development Program (PEDP-3) Joint Consultation Meeting 27-28 April 2014- Record of Discussions" No Author. 29 April 2014

- "Third Primary Education Development Program (PEDP-3) Joint Consultation Meeting 27-28 April 2014-Annex 2 – DLIs for which evidence was submitted" No Author. 29 April 2014

- "Third Primary Education Development Program (PEDP-3) Joint Consultation Meeting 27-28 April 2014-Annex 3 – No Evidence Received Year 2 DLIs" No Author. 29 April 2014

- "Third Primary Education Development Program (PEDP-3) Joint Consultation Meeting (JCM) (8 November- 12 November) Record of Discussion Annexes" November 2014

- "Third Primary Education Development Program (PEDP-3) Joint Consultation Meeting (JCM) (8 November- 12 November) Record of Discussion" No Author. November 2014.

- "Third Primary Education Development Program (PEDP-3) Joint Consultative Meeting 21-24 November 2016 Record of Discussion Annexes" No Author. November 2016

- "Third Primary Education Development Program (PEDP-3) Joint Consultative Meeting 14 October - 1 November 2015 Draft Record of Discussion" No Author. November 2015

- "Third Primary Education Development Program (PEDP-3) Joint Consultative Meeting Records of Discussion" No Author. November 2016.

- "Third Primary Education Development Program (PEDP-3) Joint Consultative Meeting Records of Discussion Annexes" No Author. November 2016

- "Third Primary Education Development Program (PEDP-3) Mid-Term Review Closure and Additional Financing Appraisal (14 Sept-24 Sept) Record of Discussion" No Author. 24 September 2014.

- "Third Primary Education Development Program (PEDP-3) Mid-Term Review Closure and Additional Financing Appraisal (14 Sept-24 Sept) Record of Discussion- Annexes" No Author. 24 September 2014.

- "Third Primary Education Development Program (PEDP-3) Mid-Term Review 2013-2014 Final Report" No Author. June 2015

- "Third Primary Education Development Program (PEDP-3) Proposed Date for Joint Annual Review Mission (JARM)" (Letter from the Chair of the PEDP-3 Development Partners' Consortium to the Director General of the Directorate of Primary Education) 16 April 2015

- "Third Primary Education Development Program (PEDP-3) Record of Discussions of the Third Joint annual Review Mission (JARM) and the Mid-Term Review (MTR) – List of Annexes" No Author. July 2014

- "Third Primary Education Development Program (PEDP-3) Record of Discussions of the Third Joint annual Review Mission (JARM) and the Mid-Term Review (MTR) 28 May-17 July 2014" No Author. July 2014

- "Third Primary Education Development Program (PEDP-3) Record of Discussions and Agreed findings of the Second Joint Annual Review Mission (JARM) 19 May-11 June 2013" No Author. 11 June 2013

- "Third Primary Education Development Program (PEDP-3) Record of Discussion (RoD) of the Fourth Joint Annual Review Mission (JARM) – List of Annexes" No Author. May 2015

- "Third Primary Education Development Program (PEDP-3) Record of Discussion (RoD) of the Fourth Joint Annual Review Mission (JARM)" No Author. May 2015

- "Third Primary Education Development Program (PEDP-3) Record of Discussions of the Fifth Joint Annual Review Mission – List of Annexes" No Author. May 2016

- "Third Primary Education Development Program (PEDP-3) Record of Discussions of the Fifth Joint Annual Review Mission 2-15 May 2016" No Author. May 2016

- "Third Primary Education Development Program (PEDP-3) Record of Discussions of the Fifth Joint Annual Review Mission– List of Annexes" No Author. May 2016

- "Third Primary Education Development Program (PEDP-3) Record of Discussions of the Fifth Joint Annual Review Mission" No Author. May 2016

- "Third Primary Education Development Programme PEDP-3 Financing Plan (2011-17)" No Author. March 2014.

- "Third Primary Education Development Programme, the Joint Consultation Meeting 27-29 December 2017 Records of Discussions (RoD)" No Author. November 2017

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- "Third Primary Education Development Programme, the Sixth Joint Annual Review Mission 2017- Agenda" No Author. 2017.

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- Australian Department of Foreign Affairs and Trade (DFAT) "Teaching & Learning Quality in Primary Education: Assessment & Recommendations Third Primary Education Development Program and Post-PEDP 3 Planning Quality Study" Government of Australia, 30 November 2016 https://dfat.gov.au/about-us/publications/Pages/bangladesh-teaching-learning-quality-primary-education-assessment-recommendations.aspx

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- Bhatta, S. D., Sharma, U. "Wither Quality? What Do Recent National Assessments of Student Learning Outcomes in Bangladesh Tell Us?" World Bank. March 2019.

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- Campaign for Popular Education (CAMPE) "Bangladesh Education Sector- An appraisal of basic education (pre-primary and primary with reference to secondary), Prepared on behalf of Education Local Consultative Group (ELCG) and the Ministry of Primary and Mass Education, December 2014

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- Department for International Development (DFID) "Development Partner Appraisal and Endorsement of Bangladesh Primary Education Development Programme 3 (PEDP-3) Sector Plans" (letter from DFID to the CEO of GPE) 18 December 2014

- Director Finance "Presentation on Discussions and Recommendations of PFWG JARM 2014", (PowerPoint Presentation), Directorate of Primary Education (DPE) 7 July 2014

- Director P&D Division "Presentation on Inclusive education & Gender Action Plan" (PowerPoint Presentation) Directorate of Primary Education (DPE), 7 July 2014

- Director Policy Operations and Director Planning "Presentation on Social Safeguards" (PowerPoint Presentation) Directorate of Primary Education (DPE), 7 June 2014

- Directorate of Primary Education (DPE) "Implementation Guide- Third Primary Education Development Programme (PEDP-3)" Ministry of Primary and Mass Education (MoPME), June 2011

- Directorate of Primary Education (DPE) "PEDP-3 Financing Plan (2011-17) –year wise Financial and Physical Target Plan" (Excel Spreadsheet), Ministry of Primary and Mass Education (MoPME), December 2014

- Directorate of Primary Education (DPE) "Program Document – Fourth Primary Education Development Program" February 2018

- Directorate of Primary Education (DPE) "Revised Development Project/Proforma Proposal- Third Primary Education Development Program (PEDP-3)" Ministry of Primary and Mass Education (MoPME). No Date.

- Directorate of Primary Education (DPE) "Revised Program Document January 2015 – Program Overview and Implementation Guide – Third Primary Education Development Program (PEDP-3)". January 2015

- Directorate of Primary Education (DPE) "Second Primary Education Development Programme Bangladesh Primary Education Annual Sector Performance Report 2011" Government of the People's Republic of Bangladesh, May 2011

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- Directorate of Primary Education "Presentation on Environmental Report" 7 July 2014

- Directorate of Secondary and Higher Education "2015 Learning Assessment of Secondary Institutions" 18 July 2016

- Emran, M. (Director, M&E Division) "Presentation on Component 1- Teaching and Learning PEDP-3 MTR/JARM" (PowerPoint Presentation). Directorate of Primary Education (DPE). 6 July 2014.

- EY "Annual Fiduciary Review of Third Primary Education Development Program (PEDP-3) Final Report Volume I" May 2017

- EY "Annual Fiduciary Review of Third Primary Education Development Program (PEDP-3) Final Report Volume II (Part 1)" May 2017

- EY "Annual Fiduciary Review of Third Primary Education Development Program (PEDP-3) Final Report Volume II (Part 2)" May 2017

- Foreign Aided Projects Audit Directorate "Audit Inspection Report on the accounts for "Third Primary Education Development Programme (PEDP III)" Part 1 – Executive Summary and Audit findings" Dhaka, 23 April 2013

- Freedom House "Bangladesh Country Report" 2019 https://freedomhouse.org/report/freedom-world/2019/bangladesh

- Global Partnership for Education (GPE) "Bangladesh" (GPE web site - last updated 21 June 2019) https://www.globalpartnership.org/country/bangladesh.

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Appendix VII Progress on PEDP-3 2011-2017 implementation

Table vii.i   KPI indicators

	KPI indicators			Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
Component 1: Teaching and Learning													
KPI 1	Percentage of Grade 3 Students who achieve Grade 3 competency (boys, girls and all) in Bangla and Mathematics	Bangla	Girls	68%	68%	n/a	75%	n/a	66%	n/a	n/a	75%	Not on track
			Boys	66%	66%	n/a	73%	n/a	62%	n/a	n/a	75%	Not on track
			All	67%	67%	n/a	74%	n/a	65%	n/a	74%	75%	Not on track
		Mathematics	Girls	49%	49%	n/a	57%	n/a	40%	n/a	n/a	60%	Not on track
			Boys	51%	51%	n/a	59%	n/a	37%	n/a	n/a	60%	Not on track
			All	50%	50%	n/a	58%	n/a	41%	n/a	41%	60%	Not on track
KPI 2	Percentage of Grade 5 students who achieve Grade 5 competency (boys, girls and all) in Bangla and	Bangla	Girls	26%	26%	n/a	25%	n/a	24%	n/a	n/a	35%	Not on track
			Boys	25%	25%	n/a	24%	n/a	22%	n/a	n/a	35%	Not on track
			All	25%	25%	n/a	25%	n/a	23%	n/a	12%	35%	Not on track
		Mathematics	Girls	32%	32%	n/a	25%	n/a	11%	n/a	n/a	40%	Not on track
			Boys	33%	33%	n/a	25%	n/a	10%	n/a	n/a	40%	Not on track
			All	33%	33%	n/a	25%	n/a	10%	n/a	17%	40%	Not on track

	KPI indicators			Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
	Mathematics												
KPI 3	Grade 5 Primary Education Completion Pass Rate	PECE	Girls	92%	97.10%	n/a	98.50%	97.97%	98.50%	98.51%	95.4%	95%	Target surpassed
			Boys	92.70%	97.50%	n/a	98.60%	97.88%	98.50%	98.44%	94.93%	95%	Target surpassed
			All	92.30%	97.30%	n/a	98.50%	97.93%	98.60%	98.56%	95.18%	95%	Target surpassed
Component 2: Participation and Disparities													
KPI 4	Percentage of children (never enrolled and dropped out) out of school (boys, girls and all; 6-10 years old and 11-14 years old)	6 to 10	Girls	13%	13%	n/a	n/a	17.40%	n/a	n/a	n/a	5%	Not on track
			Boys	17%	17%	n/a	n/a	18%	n/a	n/a	n/a	5%	Not on track
			All	15%	15%	n/a	n/a	17%	n/a	n/a	n/a	5%	Not on track
		11 to 14	Girls	17%	17%	n/a	n/a	9%	n/a	n/a	n/a	10%	On Track
			Boys	28%	28%	n/a	n/a	19.40%	n/a	n/a	n/a	10%	On Track
			All	22%	22%	n/a	n/a	14.40%	n/a	n/a	n/a	10.00%	On Track
KPI 5	Gross enrollment rate, primary education (boys, girls and all)	All (%)		107.7	101.5	104.4	108.6	108.4	109.2	112.12	111.7	105	Not on track
		Boys (%)		103.2	97.5	101.3	106.8	104.6	105	109.32	108.1	103	Not on track
		Girls (%)		112.4	105.6	107.6	110.5	112.3	113.4	115.02	115.4	107	Not on track

	KPI indicators		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
KPI 6	Net enrollment rate, primary education (boys, girls and all)	All (%)	94.8	94.9	96.7	97.3	97.7	97.94	97.96	97.97	98	On Track
		Boys (%)	92.2	92.7	95.4	96.2	96.6	97.09	97.1	97.66	97	Target surpassed
		Girls (%)	97.6	97.3	98.1	98.4	98.8	98.79	98.82	98.29	99	On Track
KPI 7	Gender parity index of gross enrollment rate		1.09	1.08	1.06	1.03	1.03	1.08	1.05	1.067	1.03	Not on track
KPI 8	Net enrollment rate – Top and Bottom 20% of households by consumption quintile	Top 20% of households	88%	80%	n/a	n/a	88%	n/a	n/a	n/a	90%	On Track
		Bottom 20% of households	77%	58%	n/a	n/a	80%	n/a	n/a	n/a	82%	On Track
		Range between Top and Bottom 20% of Households	11%	22%	n/a	n/a	8%	n/a	n/a	n/a	8%	On Track
KPI 9	Upazila composite performance index - Top and Bottom 10% of Upazilas	Top 10% of Upazilas	2.3	2.23	2.27	2.38	2.34	2	n/a	n/a	2.5	On Track
		Bottom 10% of Upazilas	1.1	1.15	1.17	1.24	1.44	1.04	n/a	n/a	1.5	On Track
		Range between Top and Bottom 10% of Upazilas	1.2	1.1	1.1	1.14	0.9	0.96	1.14	n/a	1	On Track
		Upazila composite performance indicator - Bottom 20% (Used to derive annual improvement of bottom 20%)	1.3	n/a	n/a	n/a	n/a	n/a	n/a	n/a	1.56	No Data

	KPI indicators		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
Component 3: Decentralization and Effectiveness												
KPI 10	Percentage of AOP budget allocation for unconditional block grants (UPEP & SLIP) for Upazilas and schools	Total (Upazilas & Schools)	5.10%	6.90%	5.37%	4.82%	4.24%	7.01%	6.06%	n/a	10%	On Track
		Upazilas (UPEPs)	0.10%	6.90%	0.09%	0.35%	0.01%	0.01%	0%	n/a	10%	Not on track
		Schools (SLIPs)	5.20%	0%	6.17%	4.47%	4.19%	7%	5.10%	n/a	10%	Not on track
KPI 11	Expenditure of unconditional block grants (UPEPS & SLIP) by Upazilas and schools	Total (Upazilas & Schools)	95%	99.70%	100.00%	100%	101%	100%	96.40%	n/a	95%	On Track
		Upazilas (UPEPs)	5%	100%	95%	100%	119%	100%	80.00%	n/a	No target	No target set
		Schools (SLIPs)	96%	n/a	95%	100%	101%	100%	100%	n/a	No target	No target set
KPI 12	Cycle Completion rate, primary education (boys, girls and all)	Girls	60.80%	70.30%	73.80%	78.60%	79%	83%	83.90%	84.08%	82%	Target surpassed
		Boys	59.80%	67.60%	71.70%	75.10%	76%	76.10%	77.70%	78.28%	78%	Target surpassed
		All	60.20%	70.30%	73.80%	78.60%	79%	79.60%	80.80%	81.2%	80%	Target surpassed

	KPI indicators		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
KPI 13	Cycle Drop Out Rate (boys, girls and all)	Girls	39.30%	27%	24.20%	17.90%	17.50%	17%	16.10%	15.9%	18%	Target surpassed
		Boys	40.30%	32.40%	28.30%	24.90%	24.30%	23.90%	22.30%	21.7%	22%	On Track
		All	39.80%	29.70%	26.20%	21.40%	20.90%	20.40%	19.20%	18.8%	15%	Target surpassed
KPI 14	Coefficient of efficiency & Number of input years per graduate	Coefficient of efficiency	62.20%	69.10%	77.40%	79.70%	80%	80.10%	80.90%	85%	85%	Target met
		Number of input years per graduate *all	8	7.2	6.5	6.3	6.2	6.2	6.18	6.1	6	On Track
KPI 15	Percentage of GPS/NNGPS that meet 3 of 4 school-level quality indicators (PSQL)		17%	24%	24%	24%	28%	29.30%	32.80%	n/a	No target	On Track

Table vii.ii   *PSQL indicators*

	PSQL Indicators	Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
Component 1: Teaching and Learning											
PSQL 1	Percentage of schools which received all new textbooks by January 31	33	47	98	99	99	99	99	n/a	100	On track
PSQL 2	Percentage of (assistant and head) teachers with professional Qualification (C-in-Ed/Dip-in-Ed, B.Ed., M.Ed.)	83	82	89	90	83.8	88.7	94.3	n/a	95	On track
PSQL 3	Percentage of (assistant and head) teachers who receive subject based training	18	75.9	61.1	62.4	61.2	73.4	88.2	n/a	95	On track
PSQL 4	Percentage of (assistant and head) teachers who receive sub-cluster) training	95	78	86	89	73.7	89.7	88	n/a	95	Mixed progress
Component 2: Participation and Disparities											
PSQL 5	Percentage of schools (GPS/NNPS) with pre-primary	43	81	91	95	97	97.5	99.5	98.4	98	Target surpassed
PSQL 6	Number of enrolled children with disabilities	83023	90960	89994	82708	76522	67793	67022	75021	No target	No target set

	PSQL Indicators	Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
PSQL 7	Percentage of schools with at least one functioning toilet	96	97	85	83	83.2	87.5	81.7	n/a	95	Not on track
PSQL 8	Percentage of schools with separate functioning toilets for girls	31	48	63	64	64.9	52.6	52.5	n/a	95	Not on track
PSQL 9	Percentage of schools have safe water sources: functioning tube wells and other sources	71	82	92	83	69.3	73.2	97.2	n/a	95	Target surpassed
PSQL 10	Percentage of schools that meet the SCR standard of 40:1	21	21.3	21	21	28	32.7	35.4	30	25	Target surpassed
PSQL 11	Percentage of standard size classrooms and larger constructed	43	40	38	38	71	71.4	75.9	n/a	55	Target surpassed
Component 3: Decentralization and Effectiveness											
PSQL 12	Percentage of schools which receive SLIP grants	64	67	27	62	76	74.6	100	n/a	98	Target surpassed
PSQL 13	Percentage of head teachers who received training on leadership	71	77	46	65	26	49.3	49	n/a	85	Not on track
PSQL 14	Percentage of schools that meet the STR standard of 46:1	44	45	49	51	62	66.7	61.8	n/a	75	Mixed progress

Table vii.iii   *Non- KPI indicators*

	Non-KPI Indicators		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
Component 1: Teaching and Learning													
Non-KPI 1	PECE Participation rate of PE and EB (based on Descriptive Row) (%)	All	87.7	93.1	92.7	94.3	95.3	93.6	96.48	n/a	95	Target surpassed
		Boys	87.4	92.5	92	93.6	94.6	92.7	95.94	n/a	95	Target surpassed
		Girls	89.6	93.7	93.4	94.87	95.9	94.4	96.93	n/a	95	Target surpassed
Component 2: Participation and Disparities													
Non-KPI 2	Repetition rate, Primary Education (%)	All	12.6	11.1	7.3	6.9	6.4	6.2	6.1	5.6	5	On Track
		Boys	12.8	11.6	7.7	7.3	6.9	6.4	6.4	6.2	5	On Track
		Girls	12.4	10.6	6.9	6.5	6	6	6	5.1	5	On Track
Non-KPI 3	Percentage of Grade1 new intakes who completed PPE (%)	All	48	39.02	50.03	47. 28	51.07	96	96.6	n/a	80	Target surpassed
		Boys		37.73	50.01	46.5	50.55	96	96.1	n/a	80	Target surpassed
		Girls		40.37	51.83	48.09	51.63	97	97	n/a	80	Target surpassed
Non-KPI 4	Student attendance rate (%)	All	83.4	85.1	86	86.3	86.7	86.9	87.5	87.8	92	On Track
		Boys		84.5	86	86.2	86.6	86.8	87.2	n/a	90	On Track
		Girls		85.7	86	86.5	86.8	87	87.7	n/a	95	On Track
Non-KPI 5	Number of children from NFE institutions taking Grade 5 PECE	All	209,929	193,451	246,565	109,196	70,645	260,859	226,426	n/a	No target	No target set

	Non-KPI Indicators		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
Non-KPI 6	Survival Rate (%)	All	67.2	79.5	75.3	80.5	81	81.3	82.1	83.3	85	On Track
		Urban Primary School	67.3	n/a	n/a	n/a	n/a	n/a	n/a	n/a	85	No data
		Rural Primary School	67.3	n/a	n/a	n/a	n/a	n/a	n/a	n/a	85	No data
		Range between urban and rural primary schools	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No target	No data/ no target set
Non-KPI 7	Number of schools running single shift		8190	8,188 (22.38%)	7,992 (21.85%)	8,178 (22.36%)	8,178 (22.36%)	8,255 (21.6%)	9,282 (21.6%)	54,111 (% n/a)	28%	On Track
Non-KPI 8	Percentage of sanctioned posts filled in district (staff) and upazilas (teachers).		92.1	87.8	100	94.8	94.5	89.2	n/a	n/a	No target	No target set
Component 3: Decentralization and Effectiveness												
Non-KPI 9	Gross Completion Rate (Primary Education) (%)		n/a	56.5	83.3	70.5	76.4	83.9	82.9	81.2	n/a	No target set
Non-KPI 10	Transition rate from Grade 5 to Grade 6 (%)		n/a	n/a	n/a	94	95.6	96.1	95.4	n/a	n/a	No target set
Component 4: Planning and Management												
Non-KPI 11	Public education expenditure as percentage of GDP (EFA-7) (%)		2.3	2.2	2.06	2.11	2.18	1.9	2.02	n/a	n/a	No target set
Non-KPI 12	Public expenditure on primary education as % of total public expenditure on education (EFA-8)		45	45.2	45.9	47.5	46.8	43.4	45.05	n/a	n/a	No target set

Table vii.iv   DLI indicators

	DLIs		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
DLI 1	Production and Distribution of Textbooks	Percentage of schools that receive all new textbooks by January 31	33	47	98	99	99.8	99	99	n/a	100	On Track
		Percentage of schools which received full set of (revised) teacher guides for all teachers	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	100	No Data
DLI 2	Teacher Education and Development	Percentage of (assistant and head) teachers with professional qualification (C-in ED, DPEd, B. Ed. And M.Ed.)	83	82	89	90	84	89.1	94.3	n/a	95	On Track
		Percentage of (assistant and head) teachers who receive subject based training	18	78	86	89	61.2	73.4	88.2	n/a	95	Mixed progress
		Percentage of (assistant and head) teachers who receive sub-cluster training	95	78	86	89	73.7	89.7	88	n/a	95	Mixed progress
		Number and percentage of new teachers each year receiving DPEd	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	12000	No Data
		Percentage of new teachers received induction training	0	n/a	n/a	n/a	n/a	n/a	n/a	n/a	100	No Data
		Number of teachers participate in the	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	12000	No Data

	DLIs		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
		training on Teacher Support and Networking										
		Percentage of PTIs deployed 16 instructors	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	90	No Data
		Percentage of PTIs deployed 12 instructors or more.	N/A	n/a	n/a	n/a	n/a	n/a	n/a	n/a	100	No Data
DLI 3	Pre-primary Education	Percentage of schools (GPS/NNPS) with pre-primary	43	81	91	95	97	97.5	99.5	n/a	98	Target surpassed
		Number of children enrolled in formal GPS/NNPS PPE programs	1222597	1,545,828	1,680,104	1,827,950	1,950,366	1,817,739	1,766,387	1,817739	All eligible children	No target set
DLI 4	Percentage of GPS providing PPE are assessed against minimum quality standards	Needs based infrastructure development	N/A	n/a	n/a	n/a	n/a	n/a	n/a	n/a	75	No Data
		Percentage of schools that meet the SCR standard of 40:1	21	21.3	21	21	28	32.7	35.4	n/a	25	Target surpassed
		Percentage of standard size classrooms and larger constructed	43	40	38	38	71	71.4	75.9	n/a	55	Target surpassed
		Percentage of classroom using for classroom teaching	43	40	38	38	71	71.4	75.9	n/a	55	Target surpassed
DLI 5	Decentralized School Management	Percentage of schools having received SLIP grants	64	67	27	62	76	74.6	100	n/a	98	Target Surpassed

	DLIs		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
	and Governance	Percentage of Upazilas which have prepared UPEP	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No target	No Data
DLI 6	Grade 5 PECE Strengthened	Percentage of test items that are competency based	0	n/a	n/a	n/a	n/a	50	65	65	80	On track
DLI 7	Teacher Recruitment and Deployment	Percentage of schools that meet the student teacher ratio (STR) standard of 46:1	44	45	49	51	62	66.4	61.8	n/a	75	Not on track
		Percentage of teacher vacancies filled	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	95	No Data
		Percentage of head teacher vacancies filled	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	95	No Data
		Number of pre-primary teachers recruited	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	37672	No Data
DLI 8	Annual Primary School census	Timely completion of APSC report (within school year)	April	n/a	n/a	n/a	n/a	December	December	December	December	On Track
		Number of schools covered by APSC	78685	89712	104017	106859	108537	122176	126615	133901	115000	Target surpassed
		APSC data accuracy according to third party validation	96	n/a	n/a	n/a	n/a	n/a	n/a	n/a	99.5	No Data
DLI 9	Sector finance	Non- Development and Development share of MoPME Budget	n/a	n/a	n/a	n/a	57	48	n/a	n/a	No target	Insufficient Data
		Percentage of execution of both Non-Development and	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No target	No Data

	DLIs		Baseline 2010	2011	2012	2013	2014	2015	2016	2017	*2017 Target*	Comment
		Development budget of MoPME										
		Percentage of Development budget allocated to discrete projects	n/a	n/a	n/a	n/a	16	12	n/a	n/a	No target	Insufficient Data

Appendix VIII Bangladesh sector financing data

ISSUE	DATA
Total domestic educ. expenditure	Absolute government spending on education has increased – the overall education budget **more than doubled** from approximately 20 crore Taka in 2011-12 to 55 crore Taka in 2018-19 (roughly US$2.4 billion to US$6.5 billion in 2019 exchange rates[419]. In real terms, according to the World Bank[420], the education budget has been **increasing** at an annual rate of 9% between 2002-03 and 2016-17 (after adjusting for inflation).
Education share of total government Expenditures	The precise relationship between education spending and the overall government budget **is unclear due to the strong variation in trends reported across several sources**. Point estimates for education spending's share of total government spending for a given year vary from 10.7 percent to 17.2 percent in 2015-16[421]. Overall, although education continues to be one of the largest areas of government spending, it does not appear to have been increasingly prioritized in recent years.
% of domestic education financing allocated to Pre-Primary education	No data available
% of domestic education financing allocated to Primary education	**Increased** from 45% in 2011-12 to 48% in 2013-14 but **decreased** to 42% in 2018-19.
% of domestic education financing allocated to Secondary education	**Decreased** from 43% in 2010-11 to 40% in 2015-16.
Funding by expenditure type (recurrent)	Recurrent costs have made up between 70-75% of education funding in Bangladesh for the past decade. More spe3cifically, recurrent costs make up 60-70% of MoPME education funding and 75-85% of MoE funding.
Amount of international financing	Net ODA per capita reached its highest year on record in 2017 at US$23 per capita. Between 2011 and 2017, gross disbursements **more than doubled** from under US$2 billion to over US$4.5 billion per year in real terms

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[419] According to the 2018 Bangladesh Education Statistics book.

[420] World Bank Education Public Expenditure review for Bangladesh (2019)

[421] Two sources report progress towards the GPE-recommended 20 percent mark, one source (UIS) reports a decline in the share of education spending, and two domestic sources report fluctuations around 12 percent. Although some of the differences in these figures are due to known differences in computation methodologies, the scarcity of raw data and overall discrepancies in trends prevent a comprehensive quantitative assessment. In-country consultations with both development partners and government officials suggest that while absolute education spending has indeed risen, its share relative to total government expenditures has not progressed significantly and remains well below the twenty percent mark (see e.g., GPE mission report June 2017, p.1).

ISSUE	DATA
Education ODA as share of overall ODA	Has been **relatively stable** since 2011, with some variance (increased from 16% in 2011 t19% in 2016). Overall, there has been a **slight decline** from 16% in 2011 to 14% in 2017.
ESPIG amount as % of education ODA during review period	ESPIG amount of US$100 million represented approximately 5.6% of overall education ODA between 2015 and 2017.
ESPIG amount at % of <u>actual</u> ESP financing	The 2015-2017 ESPIG of US$100 million provided 1% of the revised PEDP-3 budget.

Appendix IX Selected system-level country data

Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	**Pre-primary** • Number of pre-primary institutions tripled from 30,696 to 106,852 between 2010 and 2018. **Primary** • The number of primary schools steadily increased over the period 2011-2018 from 89,712 to 134,147. • Investment in classroom construction and school infrastructure resulted in a 3.3 percent increase in GPS schools (from 37,627 in 2011 to 38,916 in 2018) and a 17.6 percent increase in NNPS schools (from 22,632 to 26,613).
Changes in average distance to school	No data on actual average distance to school is available.
Changes in costs of education to families	No data on actual average cost of education to families is available. Primary Education Stipend Program funded by the government completed its third cycle and has benefitted 13 million primary students as of 2017. There have been similar initiatives at the secondary levels that reached more than 4.1 million secondary school children. Between 2009 and 2018, over 3 million children benefitted from school feeding programs.
Changes in availability of programs to improve children's readiness for school	In 2018, 106,805 institutes provided pre-primary education. In June 2017, 99.5% of Government Primary Schools (GPS) and Newly Nationalized Primary Schools (NNPS) had PPE classes, depicting a steady increase from 81% since 2011. Enrollment in formal GPS/NNPS classes has remained fairly constant between 2015 and 2018 (on average 1.7 million children). As of 2016, 10.2 million copies of PPE teaching materials were printed and distributed among DPE managed schools.
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	The Government of Bangladesh has not developed any comprehensive plans addressing children with special needs. • Data on children with special needs is often inadequate and inconsistent. For instance, the number of children with some form of disability was estimated to range from 805,000 to 10 million.[422] APSC data on special needs students show a decrease in enrollment from 90,960 to 61,347 in GPS/NNPS schools between 2011 and 2016 and an increase to 96,385 in 2018, yet it is difficult to compare data across time and sources.

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[422] ASPR 2017, p.163.

ISSUE	OBSERVATIONS
	• Based on these numbers it is unlikely that Bangladesh's education system is adequately equipped to cater to this population – only 15.6% of the classrooms in primary schools (GPS, NNPS, Kindergarten, non-formal schools and Ebtedayee madrasahs) were "disable friendly" in 2014 since they could be accessed through ramps[423].
New/expanded measures put in place to further gender equality in education	• There has been a lot of improvement in terms of girl's access to education. Near-gender parity in access has been achieved in the primary and secondary levels- so much so that girls are now surpassing male counterparts in completion rates. • The challenge now is of higher drop-out rates for boys in primary education, especially from poor households and also a higher percentage of male out-of-school children than female in both rural and urban areas. • Gender parity index for primary completion rates decreased from 1.12 to 1.07 between 2010 and 2017; GPI for enrollment remained stable around 1.07 in the same time period. • There has also been an increase in the share of female primary school teachers, since the government reserved 60% of new teaching posts for women.
Other (may vary by country)	• The Government of Bangladesh has funded a larger number of school feeding programs. Between 2009 and 2018, 3 million children benefitted from the program. In 2017, MoPME drafted the first National School Feeding Policy, which aims to cover all students, but this policy has not been adopted yet. • Schools with at least one functioning toilet decreased from 96% to 81.7% between 2010 and 2016, while those with access to safe water resources increased from 83% to 97.2% over the same period. As of June 2018, a total of 46,556 WASH blocks were constructed in GPS and NNPS.

Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios	• The average student to teacher ratio has decreased from 45:1 to 25:1 between 2011 and 2018, many of the schools have not yet met the expected targets, • Between 2011 and 2016, the percentage if schools that met the minimum STR standard of 46:1 increased from 45% to 61.8% but fell short of thee 75% target in the PEDP-3.
Changes in pupil/trained teacher ratio	Improved from 78.3 to 59.5 between 2009 and 2017 for primary education. (UIS)

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[423] CAMPE, Education Watch 2015- Moving from MDG to SDG

ISSUE	OBSERVATIONS
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)	N/A
Changes in relevance and clarity of (basic education) curricula	There is a **lack of data on results of the curriculum revision**. A new competency-based curriculum for grades 1-5 was developed with the aim to move away from traditional memorization and introduce more interactive learning and problem solving into the classroom setting. Due to limited capacities to conduct on-site monitoring means there is a lack of data on the utilization and impact of the revised curriculum. As of 2016/2017, 95,328,708 free grade 1 to 5 textbooks were distributed. Textbook distribution was mostly on time with at least 98% of schools receiving all textbooks within one month of school opening between 2013-2017 (target: 100%).
Changes in availability and quality of teaching and learning materials	Under PEDP-3 new teacher guides were developed to support the competency-based curriculum, however there were delays in the supplying them to the teachers. Again, due to lack of on-site monitoring, there is insufficient data to understand the impact. As of March 2016, around 71,900 GPS/NNPS teachers had received ICT training. As of June 2017, 8,434 laptops and 21,688 multimedia equipment were distributed to GPS/NNPS schools. One multi-media classroom with the required equipment was provided to all designated model schools, one in each upazila.
Changes to pre-service teacher training	N/A
Changes to in-service teacher training	• The government put in place a new Diploma in Education and Each Child Learns initiative to provide in-service training and support networks, training on competency-based test items for grade 5 completion examination as well as subject-based and sub-cluster training for teachers. • The Diploma in Education introduced new teaching practices based on the revised curriculum, yet it has only reached a small group of GPS and NNPS teachers (11,312 as of 2016). • The expansion of the Each Child Learns pilot did not progress as envisaged as discussed in the section on implementation. The percentage of primary teachers receiving subject-based training increased from 75.9% to 88.2% between 2011 and 2016.
Changes in incentives for schools/teachers	No data available for changes in incentives for schools/teachers
Other (may vary by country)	

Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g., staffing, structure, organizational culture, funding)	The education system is highly centralized, with fiscal and administrative responsibilities concentrated in the capital. The bifurcation of the education sector between the Ministry of Education and the Ministry of Primary and Mass Education further complicated governance and management. The sub-sectoral nature of education planning tends to create a degree of competition between the two ministries for both financial resources and for access to decision makers to address competing priorities. Recent efforts to strengthen local school authorities' planning and management capacities through UPEPs and SLIPs have not resulted in substantial changes. The SLIPs and UPEP grants were found to be too small and did not cover all upazilas, even though the proportion of GPS and NNPS schools preparing SLIPs and receiving funds significantly increased from 27 to 90 percent between 2012 and 2016 and UPEP coverage increased from 50 to 252 upazilas during the same period. The results of training efforts targeting school management committees and parent-teacher associations have not been tracked to date
Is a quality learning assessment system (LARS) within basic education cycle in place?	The student learning assessments are in place and have evolved in the past years. There has been an increase in the number of students participating in the examinations at the primary and secondary levels and the number of types of examinations has increased. The number of students registered or the PECE increased from 1.9 million to 2.7 million from 2009 to 2014.
Changes in how country <u>uses</u> LARS	Despite the availability of rich data from these assessments, the GoB has not yet used the results to inform reforms at the policy level or for teacher training and curricula. Most of the comprehensive analyses were conducted by non-government actors – development partners or civil society organizations.
Does country have functioning EMIS?	The EMIS is fragmented among sub-sectors, this is mainly due to capacity challenges in terms of financial resources and staff capacities, especially for conducting comprehensive analyses of data. In 2015, in collaboration with Save the Children, DPE piloted an android enabled school monitoring application to reduce dependency on paper-based school monitoring tools. The pilot was deemed successful in showing higher efficiency and effectiveness. In 2017, the program was rolled out to 40 upazilas; the results have not been assessed.
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	No data available
Other (country specific)	

Appendix X Selected impact-level country data

Impact level trends

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	
Changes/trends in **learning outcome**s (basic education) during period under review (<u>by gender, by socio-economic group, by rural/urban locations</u>)	PECE results between 2011 and 2018 show that average scores have remained high with more than 95 percent of exam takers passing the test. Boys and girls perform at almost the same level The difference in pass rates between boys and girls was consistently lower than 0.5 percentage points between 2011 and 2018.
	The government also conducted the National Student Assessment in 2011 for the first time and has repeated the assessment on a nationally representative sample every two years since,[424] allowing for a comparative analysis of learning outcomes at the primary level over time. the NSA results are overall significantly low and show almost no improvement in Bangla language and Math skills in grades 3 and 5 since 2011.
	The low NSA results appear in strong contradiction to the high success rates of the PECE and raises questions about the quality of learning outcomes among primary students. Given that the GoB has not yet conducted a systematic comparative analysis of the two assessments, there is no explanation for this great discrepancy in reported learning outcomes.
	Gender differences in outcomes are small across primary and secondary education, with girls performing slightly better than boys overall.
	There are visible **regional differences**. Urban students perform better than those in rural areas. These differences were minimal in the NSA learning outcomes in 2013, but the gap widened in Bangla learning in 2017 (rural students perform worse than urban students). Gaps for both Bangla and Math learning outcomes become more significant at the junior secondary level
	There are also **differences between children from different socio-economic groups**, socially disadvantaged students perform lower than those from wealthier backgrounds. A World Bank study from 2019 found that the magnitude of differences in NSA results between rich and poor students increased between 2013 and 2015. Learning gaps along income groups remains significant at the secondary level.

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[424] The sample of schools gradually increased from 726 schools in 2011 to 1,600 schools in 2017.

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Equity, gender equality and inclusion	
Changes in (i) **gross and (ii) net enrollment rates** (basic education <u>including pre-primary</u>) during review period (by gender, by socio-economic group, by rural/urban	**Pre-Primary** enrollment improved both in terms of absolute numbers from 1.2 million to 3.5 million between 2010 and 2018 and the GER also increased from 24.7% to 40.3% between 2011 and 2017 (UIS data). The GPI for gross pre-primary enrollment marginally increased from 0.97 (2011) to 1.03 (2017). (UIS) **Primary** GER increased from 101.5% to 114.2% between 2010 and 2018 while the NER increased from 94.0% in 2011 to 97.8% in 2018 (UIS and APSC data). The number of special needs student at the primary level increased from 12,147 to 25,381 between 2013 and 2018. From 2011-2014, the gap I the enrollment of children in primary school between the top 20% of households and the bottom 20% of households was reduced significantly, from a 22% gap to an 8% gap. (ASPR). At the primary level, GPI stayed stable, going from 1.08 (2011) to 1.07 (2018). (APSC) **Secondary** GER increased from 61.9% to 7.3%, while he NER increased from 56.5% to 69.4% between 2011o 2017 (UIS Data). The GPI for secondary enrollment remained stable at 1.3 in favor of girls between 2011 and 2017. (UIS).
Changes in (i) **primary completion rate** and (ii) **lower secondary completion rate** (by gender)	**Primary completion rate** improved from 70.3% to 80.8% from 2011 to 2016 (APSC data). The GPI is in favour of girls and decreased marginally from 1.12 to 1.07 between 2010 and 2017 (UIS data). Cycle completion rates recorded greater improvements for girls (from 70.3% to 83.9%) than for boys (67.6% to 77.7%) between 2011 and 2016. (ASPR)
Changes in **out of school rates** for (i) **primary** and (ii) **lower secondary**	There is no systematic data on the number of OOSC int the country and different reports use a variety of methods and do not track data systematically over time. • According to UIS data, the number of primary age out-of-school children decreased from 841,000 in 2010 to 753,000 in 2017. The rate of out-of-school children of primary school age decreased from 5 to 4.8 percent between 2010-2017. • The World Bank estimates that 2.9 million children (6-10 years) and 5.5 million children (6-14 years) remain out-of-school • The Education Watch Household Survey data calculates a total of 985,366 primary aged and 1,818,353 11-14-year-old OOSC in 2013, showing a downward trend since 2008. • Reporting on PEDP-3 KPI 3 "Percentage of children (never enrolled and dropped out) out of school (boys, girls and all; 6-10 years old and 11-14 years old)" reports an increase from 15 to 17.9% of 6-10 year-olds between 2011 and 2014, compared to a great reduction in OOS children (ages 11-14) for both girls (17% to 9%) and boys (28% to 19.4%) .

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
	• The 2017 ASPR estimates that the percentage of OOSC fluctuated between 15% and 25% in the past decade.
Changes in the **distribution of out of school children** (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	Between 2011 to 2014, there was a greater increase in the percentage of out of 6-10-year-old OOS girls (from 13% to 17.4%) than OOS boys (from 17% to 18.9%). (ASPR)
Changes in **transition rates** from primary to lower secondary education (by gender, by socio-economic group)	Transition rates from primary to secondary remained stable overall, with a marginal increase from 95.1% in 2011 to 96.3% in 2018. (BANBEIS)
Changes in **dropout and/or repetition** rates (depending on data availability) for (i) primary, (ii) lower-secondary education	Between 2011 and 2018, **primary** repetition rates decreased significantly from 11.1% to 5.4% (BANBEIS), while drop-out rates decreased from 29.7% to 18.6%. (APSC) **Secondary** drop-out rates decreased from 53.3% to 37.6%. (BANBEIS). Gender disaggregated data is not available beyond 2015. Repetitions dropped from 3.6% (2010) to 2.6% (2015) for girls but remained overall higher compared to boys, which stayed at 2.1% (2010-2015). However, drop-out rates were lower for girls and decreased from 15.4% (2010) to 11.6% (2015) (UIS).