

AFRICAN DEVELOPMENT BANK GROUP



**REVIEW OF BANK ASSISTANCE EFFECTIVENESS
IN THE EDUCATION SECTOR (1975 – 2005)**

APPROACH PAPER

**OPERATIONS EVALUATION DEPARTMENT
(OPEV)**

16 April 2007

Contents

	<u>Page N°.</u>
I. Introduction.....	1
II. Objective.....	1
III. Scope and Structure	1
IV. Analytical Background	2
V. African Educational Challenges	3
VI. Bank Education Interventions before 1986.....	4
VII. Bank Education Policy 1986.....	4
VIII. Bank Group Revised Education Policy 2000.....	5
IX. The Bank Education Financing.....	7
X. Evaluation questions	8
XI. Evaluation Methodology.....	9
XII. Evaluation Deliverables	10
XIII. Dissemination	11
XIV. Time Line.....	11
XV. Staffing and Management.....	11
XVI. Financing.....	12

ANNEXES

N°. of Pages

1 Analytical Framework	1
2 Evaluation Criteria	1
3 Summary of Essential Analyses and Results	2
4 Data Available	2
5 Detailed Financial Cost of the Review	2
6 Provisional outline of the Summary Report	2
7 References	2

This approach paper was prepared by Albert-Enéas Gakusi, Principal Evaluation Officer, Operations Evaluation Department (OPEV). It has benefited from the preparatory work done by M.P. Madhusoodhanan (Long Term Consultant, OPEV) and the preliminary findings of the portfolio analysis carried out by Joseph Mouanda (Evaluation Assistant). Any matters related to this paper should be addressed to D.A Barnett, Acting Director, OPEV ext. 2041 or to A-E. Gakusi, Team Leader and Task Manager, ext. 3449.

I. Introduction

1.1 This approach paper aims at presenting mainly the background, the rationale, the expected deliverables, and the timeframe for undertaking the review of Bank assistance to the education sector of the Regional Member Countries (RMCs). The Bank started its lending activities in 1967 but it was in 1975 that it started assistance to the education sector when it financed the first education project in Mali. In 1986, the Bank adopted its education sector policy, which was revised in 2000 to better address long-standing as well as new challenges. After 30 years of assistance to the education sector in Regional Member Countries, it has become imperative to take stock and carry out an independent review in order to provide a complete picture of projects/programmes financed by the Bank in terms of quality-at-entry, implementation process, outcome performance and impacts, and to identify future directions for Bank interventions based on the lessons learned from past experience.

1.2 For different reasons, this review is also timely as: a) the Bank is approaching the setting of priorities towards its assistance to Regional Member Countries for the ADF XI with an emphasis on infrastructure; b) the Bank has to re-examine its approach to human development after five years of implementation of the education policy 2000; c) the Bank has to examine what it can do more and/or better, with less than 10 years left to the Millennium Development Goals target date; and d) the Regional Member Countries are in the process of producing 10-year educational action plans, and the Bank has to assess how to assist them in achieving the best results.

II. Objective

2.1 The review aims at evaluating the Bank's assistance effectiveness in the education sector. This implies the assessment of the relevance, efficacy and efficiency of Bank's policies and projects/programmes in the education sector, as well as their sustainability, institutional development impact, and overall impact on development process in the RMCs, including the impacts on poverty reduction, gender equality, good governance (including corruption), environment, and regional integration.

2.2 Based on the evidence gathered and appropriate judgements, the review will draw lessons, and formulate recommendations for the new policy and strategic directions and measures to be taken to improve operations performance. This will be done by taking into account the Bank's capacity and strengths in the context of division of labour and responsibilities with other partners.

2.3 The review will, finally, serve as a means for the Bank to be accountable to its shareholders and the African people.

III. Scope and Structure

The review covers a thirty-year period (1975-2005) with an emphasis on two education policy periods, i.e. 1986-1999 and 2000-2005. It is limited to the Bank assistance to the public education sector, as the Bank had not financed any education projects in the private sector.¹ The review is based on internationally agreed evaluation criteria described in

¹ Correspondence with the Director of the Bank's Private Sector, 20 June and 9 August 2006.

Annex 2. Section IV is a brief presentation of the analytical background of education sector as key determinant of economic and societal change. Section V recalls the African education challenges. The sections VI-VIII summarise the Bank response through educational policies. Section IX presents the Bank education financing assistance. Section X delineates the evaluations questions. The remaining sections describe the methodology and approach (section XI), the expected evaluation deliverables (section XII), the dissemination strategy (section XIII), time line (section XIV), staffing and management (section XV), and financing of the review (section XVI).

IV. Analytical Background

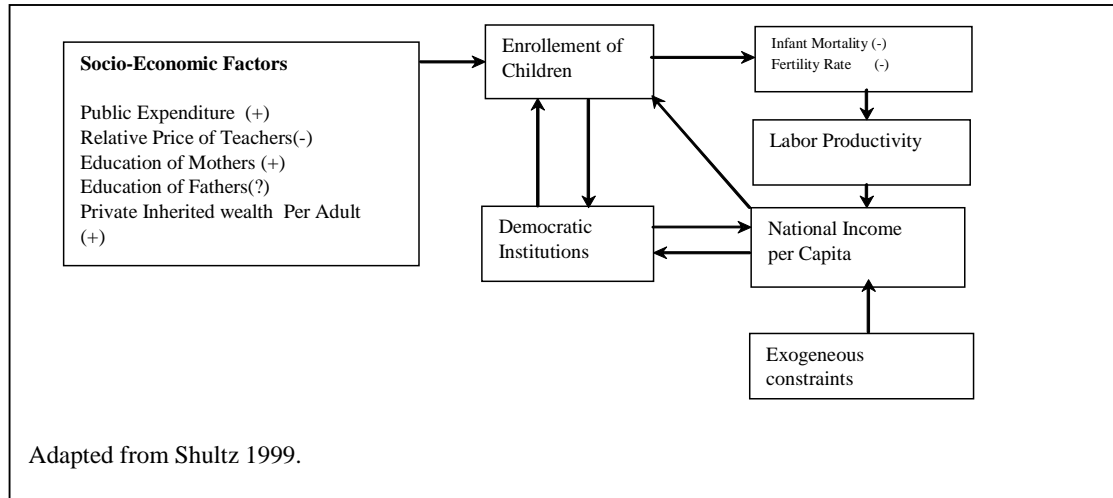
4.1 It is common to consider education as a powerful determinant of economic, social and political modernisation. It is assumed that: a) within societies, the expansion of educational opportunities enables individuals to improve their economic circumstances; b) the number of persons educated is central to national economic development, as better-educated citizens are more productive; c) educational expansion narrows social inequalities within nations by promoting a meritocratic basis for status attainment; d) countries with better-educated citizens have healthier populations, as educated individuals make more informed health choices, live longer, and have healthier children; e) the populations of countries with better educated people grow slower, as educated citizens are able to implement a virtuous cycle of having fewer children; f) countries with better educated populations are more democratic, as their citizens are able to make informed political decisions (Hannum and Buchmann 2003).

4.2 Despite this conventional wisdom, it is important to recall that education has received different considerations over time and space. It is only since the nineteenth century that education, skills, and knowledge have been recognised as crucial determinants of a person's and a nation's productivity and ensuing economic prosperity, social and political change.² The importance of education and training as factors in promoting economic growth was ignored in the writings on economic development in the 1950s and 1960s. It was believed that physical capital and protected domestic market were the keys to growth. International assistance was mainly directed to investments in machinery, plants and other physical capital, but human capital was neglected including in research and country studies. The human capital theory, which was developed since the beginning of 1960s and the endogenous growth theories which were developed since 1980s, consider that education and other human capital aspects – on-the-job training and health – have substantial economic effects at micro and macro levels.

4.3 In human capital and endogenous growth theories, education is considered as a factor of cumulative growth process where individuals and societies with substantial investments in human capital have high income, low mortality and fertility, and continuing growth (see figure below adapted from Schultz 1999). In this framework, it is assumed that countries concerned about population growth and high levels of mortality can take important indirect steps to reduce family size, especially by encouraging elementary and secondary education, particularly among women (Becker 1995; Caldwell 1975).

² Expenditures on schooling, on-job training, and other forms of investment in human capital were quite small. This situation changed radically during the nineteenth century with the application of science to the development of new goods and more efficient methods of production, first in Great Britain, and then gradually spreading to other countries.

4.4 As a matter of fact, there is overwhelming empirical evidence of reduction in child mortality and fertility with an increase in school attainment especially by girls and of demographic dividend of fewer children per woman (Schultz 1999; Bloom, Canning and Sevi 2002). Hence the importance for African countries to invest adequately in education and health to address different challenges related to high population growth, health, low productivity and governance.



V. African Educational Challenges

5.1 Development of education in Africa is taking place within the difficult context of poverty, insufficient economic growth compared to the high population growth, low productivity, high unemployment, HIV/AIDS pandemic, and persistent weak governance and armed conflicts in some cases.³ In recent years, the challenges of globalisation and the consequent intensification of international competition, as well as the rising prominence of science and technology, all have combined to pose significant new challenges, which must be faced if Africa is to emerge as an equal partner in the global arena in the 21st century.

5.2 The problems of relevance, unequal and low access to educational opportunities, poor quality of education, poor managerial and planning capacity, poor financing mechanisms, weak link between education and labour market, still remain as major constraints.⁴ The inadequacy of and inefficiency in delivery of resources to education and health has led to limited human capital in Africa and prevent African countries from taking substantial benefit from economic globalisation.

³ For instance, the First Decade of Education for Africa (1997 – 2006) declared at the Heads of State Summit in Yaounde in 1996 witnessed conflict in up to twenty-one African countries that disrupted education systems or undermined its gains (Njenga, 2006).

⁴ This refers both to internal and external efficiency. Internal efficiency denotes the relationship between the outputs of the education system (as measured by the number of successful graduates) and the inputs into the education system (such as student enrolment, teachers, instructional materials and other physical resources by the education system). External efficiency describes the accuracy of the match between the supply of potential employees leaving the education system and the manpower requirements of the economy. In sub-Saharan Africa, in average, about 47 percent of children are out of school, schools are overcrowded, the primary school retention rates are less than 70 percent, and the repetition rate is more than 15 percent in more than half of countries (Social Watch 2006, data to be verified during the review).

5.3 Since the beginning of 1960s, several international initiatives have been launched to overcome African education challenges including: a) the meeting of UNESCO Conference on African Education in 1961, where sub-Saharan African countries committed themselves to achieving, by 1980, universal primary education (Al-Samarrai et al. 2003, p. 124); b) the Monrovia Declaration, which was adopted by the Assembly of the Heads of State and Government in the Sixteenth Ordinary Session held on 17-20 July 1979; c) the Jomtien declaration adopted in 1990 for Education for All by 2000; d) the First Decade of Education for Africa (1997–2006) declared at the Heads of State Summit in Yaoundé in 1996; e) the Dakar Action Plan in April 2000; f) the MDGs adopted by United Nations in December 2000, and g) the Fast Track Initiative launched in 2002 to help low-income countries achieve a free universal basic education by 2015.

5.4 All these initiatives insist on the priority to be given to the education system and performance of African countries where education attainment levels are the lowest in the world and where there are high expectations of private, social and economic returns from improved education. However, the experience shows that most of the goals are not achieved (Sperling 2001) and that contrary to expectations, the support to education from major international agencies and Africa's development partners UNESCO, UNICEF, UNDP, UNFPA, and other Jomtien partners, remains weak and not well co-ordinated. Further, in this context, African countries tend to negotiate their education sector development programmes with development partners without explicit aim of achieving the agreed on goals.

VI. Bank Education Interventions before 1986

Between 1975 and 1985, the Bank did not have any articulated policy for the education sector. An indicative classification of portfolio performed in 1984 shows that the education projects addressed almost all levels of the formal education system as well as some level of non-formal training (see education sector definitions in the box below). For the period 1975-1979, the secondary education was predominant with 48 percent though it decreased during 1979-1984 to 43.5 percent. Primary education occupied the second rank and was stable at 20.5 percent over the period. Higher and non-formal education followed opposite directions with the percentage of higher education having increased from 12.0 percent during 1975-1979 to 32.2 percent during 1980-1984 and non-formal education declined drastically from 19.4 percent to 3.8 percent during the same period. The review will look into the causes of such abrupt changes in relative shares of these sub-sectors.

Table 1. Education Lending, 1975-1984 (%)

Level	1975-1979	1980-1984	Total
Primary	20.5	20.6	20.6
Secondary	48.0	43.5	44.6
Higher	12.0	32.2	27.1
Non-Formal	19.4	3.8	7.7

Education Sector Policy Paper, 1986, table 1.4.

VII. Bank Education Policy 1986

7.1 In January 1986, the Bank published its first education policy to respond to the following concerns: (a) access and equity in education; (b) quality and internal efficiency of education; (c) relevance, utility, and external efficiency of education; (d) management, organisation and planning of education; and (e) education cost and financing of education.

The Bank Education Sector Definition

- Education infrastructure
- General, primary, secondary and higher education
- Technical and professional education
- Adult literacy

7.2 The 1986 policy placed great emphasis on the early years of schooling, and accordingly the Bank supported development of the much-needed infrastructure to help expand access to basic education in RMCs. However, assessment of Bank's assistance to education shows that between 1975 and 1990, priority was given to secondary education, including general and vocational education, technical and teacher training, accounting for 48.8 percent of the total education portfolio. Since then, in line with the recommendations of the education policy and the 1990 Jomtien Conference on Education for All, basic education became prominent by receiving 52.8 percent of the total education lending. About 80 percent of the amount for education was spent on hardware (civil works and construction, furniture and equipment) with relatively little attention having paid to software components including teacher training and provision of educational materials and technical assistance.

7.3 At the policy level, the experiences from the implementation of the first policy, as they are reported in the revised education policy in 2000, are: a) the Bank education interventions failed to adopt an integrated and balanced approach to addressing both quantitative and qualitative aspects of education; b) the Bank neither did pay due attention to co-ordination of education projects with other development activities at the community level, nor gave adequate support to programmes that target girls and women and other disadvantaged groups; c) operations were often prepared after little or no consultation with stakeholders and the beneficiaries whose lives the schools were supposed to impact; d) issues of sustainability did not receive adequate attention as did the role of the Bank in assisting RMCs in education sector programmes, in promoting private sector and regional education projects (ADB 2000).

7.4 At the operational level, the Bank projects were characterised by unrealistic schedules, high cost due to long delays at different stages of project cycle, inadequate and irregular supervision and weak database for monitoring evaluations and impact studies (ibid.).

VIII. Bank Group Revised Education Policy 2000

8.1 Following the agenda set by global conferences,⁵ the Bank redefined its priorities and strategic approach for its support to the development of education. The Education Sector Policy 2000 was also developed in concert with the new Vision of the Bank (1999), which attached a great deal of importance to human resource development leading to poverty reduction. It also was in tune with the operational priorities of ADF VIII that emphasised universal primary education by 2015 and elimination of gender disparity in primary and secondary education by 2005.⁶

⁵ Among conferences which outlined the importance of education and its place in development and which contributed to setting a new agenda for education in Africa are: (a) the Conference on Education for All in Jomtien (1990); (b) the Fourth World Conference on Women in Beijing (1995); (c) the Social Summit in Copenhagen (1996); (d) the World Conference on Higher Education in Paris (1998). The Assembly of Heads of States and Governments of the Organization for African Unity endorsed the outcome of these conferences and the period 1997-2006 was declared "Decade of Education in Africa."

⁶ ADF VII emphasised primary and vocational training, institutional development stressing on educational management, selective interventions in tertiary education, support to labour market reforms, employment creation and provision of training, and addressing the problem of child labour practices.

8.2 Among the new areas of educational interest emerging from the agenda set since 1986 Education Sector Policy are women's and girls' education, application of new technology and distance education, environmental education, population and AIDS education, and peace education.

8.3 The revised policy places greater emphasis on impact and sustainability of educational outcomes. Its financing is guided by five principles: a) a more holistic approach to education that continues to give priority to improved access to basic education, while advocating development of secondary, technical and vocational, and tertiary education sub-sectors; b) RMCs ownership, responsibility and control of operations; c) a participatory approach including partnership with other stakeholders, an active role played by the civil society along the project cycle; d) promotion of regional integration to increase opportunities to face the challenge of globalisation through financing international institutions 'centres of excellence'; and e) support to non- and for-profit private sector which represents an opportunity for expanding access to education. Furthermore, the revised policy puts greater emphasis on Bank's increased involvement in policy formulation and implementation. It recognises the importance of sectoral linkages and the role of private sector and civil society alongside the public sector.

8.4 Based on the analysis of the most critical issues of education in Africa and in order to assist in consolidation and expansion of qualitative achievements of the past, the Bank defined three main priority areas:⁷ (a) quality basic education for all including formal and non-formal education; (b) provision of middle- and high-level skills that involves the expansion and quality improvement of general secondary education, technical and vocational education and training, and higher education; (c) organisation and management of the education sector.

8.5 The revised education policy defines five strategic actions for achieving these policy objectives consisting of improving: (a) access to educational opportunity with an emphasis on policies supporting Universal Primary Education in RMCs by the year 2015; (b) social and gender equity in education; (c) quality of instruction and output by strengthening physical and human resources at all levels of the education system, stressing on qualitative investments which had been neglected in past interventions; (d) management and planning capacities including Ministry of Education data gathering/analysis/storage, decentralisation, and professional education networks; and (e) educational financing mechanisms.

8.6 To address specific needs of RMCs, the policy recommends new adaptable lending instruments (Project Loans, Policy Based Lending, Sector Investment Programmes) and Non-Lending Instruments (Technical Assistance Grants). The Bank is committed to support a Sector-wide Approach sustained by extensive investigative and analytical work in order to operate within a common framework with other development partners. It is also committed to promote participatory approaches in all stages of project cycle to ensure broad-based ownership and sustainability, donor co-ordination for enhancing the synergy in education sector financing and development of institutional and human resource capacities; and institutional arrangements with attention paid to the involvement of all stakeholders and provision of technical assistance grants, the support to the design and formulation of policies

⁷ Basic education includes primary education and the first cycle of secondary education, covering duration of 9 or 10 years depending on countries.

and sector programmes, the preparation of projects and programmes, and other technical support as appropriate.

8.7 This review will assess to what extent the Bank has been effective in delivering on its commitments and will draw lessons and recommendations that will assist the Bank management in redefining its operational priorities in the education sector, relative to other sectors as well.

IX. The Bank Education Financing⁸

9.1 From 1975 to 2005, the Bank approved 185 projects – including 24 studies – representing 231 operations (loans and grants) totalling UA 2.25 billion, of which the concessional ADF window represents 62.3 percent, the ADB window 36.6 percent, and the NTF resources 1.1 percent. The education portfolio is characterised by a quasi-monotonic increase for the period 1975-1985 after which it started to widely fluctuate with a maximum of UA 193.93 million in 1993 and zero commitment in 1994 and only UA 3.05 million in 1995. This period corresponds almost to the crisis the Bank faced in the early nineties to the extent that by 1994-95 due to non-availability of ADF resources, the Bank financed very few projects. The education portfolio corresponds to 5.2 percent of the Bank total net lending for 1975-2005 period.

9.2 The Bank has subscribed to different international community commitments towards education including: a) Education for All in 2000 through the Jomtien declaration in 1990; b) Dakar declaration in 2000; and c) Millennium Development Goals in 2000. Despite those commitments and the fact that African countries have been recognised to be supported on a priority basis, the Bank education sector financing did not increase significantly. Overall, contrary to the World Bank, the Bank's lending portfolio did not experience any shift toward the social sector during the 1990s.⁹

9.3 A preliminary analysis of the bank portfolio shows that support went mainly to Technical and Vocational Training (35.3 percent), followed by Primary Education (26.6 percent), Secondary General (20.3 percent), Higher Education (10.3 percent), Literacy and Non-Formal Education (5.9 percent), Skills Development (1.6 percent). The project objectives have been deepened over time from provision of infrastructure to more institutional support. Infrastructure represented 82.9 percent during 1975-1986, 78.4 percent for 1987-1999 and 55.1 per cent for 2000-2005.

9.4 Of the 53 RMCs, 49 were borrowers, as South Africa, Sudan and Zimbabwe did not seek support from the Bank for education sector.¹⁰ Ten countries mobilised 49.1 percent of total Bank education lending (Morocco, Côte d'Ivoire, Botswana, Tunisia, Egypt, Algeria,

⁸ Data presented in this paper are very preliminary and they will be revised after a careful examination of data and documents related to the education sector portfolio.

⁹ A study published in August 1995 showed that the World Bank portfolio experienced a sectoral shift with the social sectors and environment being allocated 20 percent of lending in 1994 compared to less than 8 per cent in 1985 (Devarajan et al. 1995). However, during the past five years, the share of overall education lending for Africa, where education needs are most compelling, has steadily declined over this period. Such behavior reflects the low commitment to MDGs attainment despite official declarations. Data will be updated during the evaluation. Also, the Independent Evaluation Group Report on primary education support indicates that since the Jomtien conference, the number of projects and the financial commitments considerably increased although new commitments leveled off since 1995-99 (IEG, 2006).

¹⁰ Libya is a non-borrowing regional member country of the Bank.

Angola, Gabon, Kenya and Ethiopia). The Northern countries received 81.7 percent of the education assistance from ADB whereas the other regions are dominated by ADF resources, which represent 90.1 percent of the assistance to Eastern countries, 67.8 percent for Southern countries, 69.7 percent for the Central and Eastern and 77.9 percent for Western countries. In terms of approval per capita, the Southern countries received the higher level (UA 5.12), followed by the Northern (UA 3.63), Central (UA 2.96), West (UA 2.67) and East (UA 1.80).

9.5 Of the 185 projects, 92 (109 operations) were completed but a Project Completion Reports (PCR) were prepared for only 51 projects and a Project Performance Evaluation Report was prepared for 19 projects. However some PCRs and PPERs do not contain ratings, which are available for only 27 PCRs/PPERs.¹¹

X. Evaluation questions

The review will strive to respond to the following evaluation questions:

- a) How does the Bank's education policies and strategies relate to its overarching objectives as stated in its Goals, Vision and the Strategic Plan 2003-2007?
- b) How are these policies and strategies aligned to the contemporary thinking and African specificities and how the Bank education sector policies and strategies responded to African countries' needs and priorities?
- c) What are the Bank's strengths and weakness and how efficient is the division of responsibilities and partnership arrangements with other development partners?
- d) How has the Bank integrated and implemented the international education initiatives such as Education for All adopted in 2000 in Jomtien in 1990, later in Dakar in 2000; the Millennium Development Goals formulated in 2000 by the United Nations? How are these initiatives mainstreamed in the Bank activities, practices and procedures?
- e) How has the Bank policy-based lending including multi debt relief and the structural adjustment plans affected the education sector?
- f) How have gender, poverty and other crosscutting issues notably the private sector involvement, the regional integration, and the governance (including corruption) been addressed?
- g) How has the Bank adjusted to current trends in education policy reforms, including education systems development, institutional and human resource development, education financing?
- h) How has the Bank adopted and implemented the new lending instruments including budget support and Sector-wide Approach?
- i) What is the Bank's internal capacity to develop education projects and provide policy advice and knowledge to its regional member countries?
- j) What are the main features of the Bank portfolio in terms of performance trends, sub-sectors and types of costs distribution, instruments, and co-financing?
- k) What is the quality of the Bank's education projects from the point of view of project design quality including: concept, objectives and approach; technical, financial,

¹¹ This information will be verified during the review.

economic analysis; environmental analysis; stakeholders' analysis; institutional capacity analysis; risk assessment and sustainability; readiness for implementation; and lessons learned, monitoring and evaluation?

- l) What has been the Bank's achievement in terms of educational outcomes and impacts?

XI. Evaluation Methodology

11.1 The review is organised in four complementary components: (a) critical analysis of the Bank education policies and strategies; (b) quality-at-entry assessment; (c) portfolio performance analysis; and (d) country case studies. The review will use different techniques including: a) literature review; b) in-depth interviews; c) analysis of project related data; and c) field visits.

11.2 **Critical analysis of the education policies and strategies:** This component will carry out a comprehensive assessment of education sector situation, the trends, prospects and challenges of meeting the education development targets in Africa to situate the Bank's involvement in the sector in proper context and its contribution to RMCs' education outcomes and impacts. The study will proceed by a critical and detailed review and analysis of the evolution of the Bank education policies and strategies in relation to their adequacy to effectively address African education issues and priorities including the Bank's responsiveness to emerging development problems in relation to education. The study will perform a comparative analysis of policies and strategies of other multilateral and bilateral development agencies operating in Africa. It will identify areas of overlap, collaboration/competition, and complementarity with the main international development partners in the education sector and will define fields and levels where the Bank may focus its interventions.

11.3 **Quality-at-Entry Assessment:** Experience from several donors show that there is a strong positive correlation between quality of project design and the achievement of development objectives. The Quality-at-Entry Assessment (QEA) will analyse how the Bank envisioned education projects in terms of the country context and the ability of the Bank to deliver on its plan. Towards this end, the project QEA will systematically analyse a sample of appraisal projects with reference to different criteria notably: Project Concept Objectives and Approach; Technical, Financial and Economic Analysis; Environmental Analysis; Social and Stakeholder Analysis including gender mainstreaming; Risks Assessment and Sustainability; Readiness for implementation; Institutional and Political Analysis; Performance Indicators, monitoring and Evaluation; Public Policy Reform; Human Resources Development; and Regional Economic Integration. The QEA report will draw specific recommendations to inform future project design.

11.4 **Portfolio analysis:** The portfolio analysis will deal with the resources distribution according to selected criteria: evolution over time, distribution by region and instruments, implementation performance,¹² and sub-sectors. It also will assess the intermediate outcomes including: relevance, efficacy, efficiency, sustainability, and institutional development impact, Bank and borrower performance in education sector interventions. Based on project QEA, implementation and outcome performance, the cross-country portfolio review will

¹² These include several aspects: financial, procurement, project management, development objective, compliance with the conditions, overall performance, problem projects, etc.

attempt to assess the determinants of project implementation performance and development outcomes. It will draw lessons and recommendations for future interventions. Further, the portfolio analysis, and the QEA, will delineate specific issues to be systematically addressed in detail during country case studies.¹³ Finally, an attempt will be made to quantify the share of the education activities in the context of non-education sectors. For such projects, however, it could be particularly difficult to assess the performance indicators, as the PCRs do not report on performance by project components.

11.5 Country Case Studies: Six countries will be selected in order to carry out a comprehensive assessment of Bank assistance to the education sector at country level. The Bank has already carried out at least three country education sector reviews. Their outcome results will be strengthened mainly by a deeper analysis by using the evaluation criteria. An effort will be made to assess the impact of Bank assistance taking into account different constraints related to budget, time and data constraints (IEG 2006). The case studies will try to assess the counterfactual by answering to the question: what would have been the situation had the Bank not intervened? To this end, the country case studies will use in-depth data collection and interviews with Bank education experts, country level education managers, education assistance beneficiaries, other donors and stakeholders. These will also rely on the analysis of all relevant Bank documents: Country Strategy Papers, Project Appraisal Reports, Portfolio Analysis Reports, Project Completion Reports, Project Performance Evaluation Reports etc. For the selected countries, the review will concern all Bank interventions including lending and non-lending activities (policy dialogue, analytical work, and aid co-ordination). As for the cross-country assessment, the country case studies will assess project performance, outcomes and impact¹⁴ together with assessments of the Bank's and the Borrower's performance. Through interviews with key informants conversant with the Bank's assistance, they also will examine the quality and efficacy of the Bank's partnerships in the education sector. Selected consultants will be invited to Tunis for a 2-weeks training in evaluation methodology to be applied, for interviewing task managers, and collecting/reviewing relevant Bank documents. Every field study will draw the lessons learned and make recommendations to inform future education policy, strategy and operations.

XII. Evaluation Deliverables

Every component of the review will produce a draft report addressed to the Operation Evaluation Department after the Task Manager's review. Once all reports are available, a synthesis report will be written comprising conclusions, lessons learned, recommendations and the way forward. This synthesis report, after having reviewed by peer reviewers will form the final report to be sent to the Boards of Directors for consideration. The deliverables comprise background documents on: policy and strategy review; portfolio performance analysis; quality-at-entry assessment; 6 country case studies; a summary report of country case studies; a synthesis report; 2-page OPEV *Sharing* issues on portfolio analysis, policy and strategy study, and quality-at-entry assessment; and possibly journal articles.

¹³ The preliminary portfolio analysis shows that Bank operations are marred by lack of maintenance and heavy emphasis on inputs versus outcome/impacts.

¹⁴ Using the evaluation criteria of relevance, efficacy, efficiency, institutional development impact, and sustainability.

XIII. Dissemination

After the Board approval of the evaluation report, a dissemination workshop will be organised with the participation of international education experts. Also, the report will be disseminated by e-mail or using hard copies to the education ministries in the RMCs and to educational institutions in Africa. It will be posted on the Bank's website and made available through the Bank's Public Information Centre and Field Offices. Finally, dissemination products such as reader-friendly 2-page papers, slightly more elaborate 'Précis,' or peer-reviewed academic journals (time permitting) will be written as appropriate, and/or presented to evaluation seminars.

XIV. Time Line

The collection of data for a preliminary analysis of the education portfolio started in August 2006 but with several long interruptions. The recruitment of consultants for Policy Assessment, Quality-at-Entry Assessment, and Portfolio Analysis has taken place in March 2007. The first draft reports for the three assessments are expected to be available at the end of May 2007. The Country Case Studies are planned to start at the beginning of June 2007 and the draft reports to be produced at the end of July 2007. The final report should be available in December 2007.

Evaluation Time Line

Evaluation Task	Selection of Consultants	Starting Date	First Draft	Final Draft	Boards
Approach Paper		October 2006	24 Nov 2006	March 2006	March 2007
TORs Drafting				Feb. 2007	Information
Portfolio Analysis		Ongoing	30 May 2007	30 June 2007	Background doc.
Design Quality	March 2007	28 March 2007	30 May 2007	30 June 2007	Background doc.
Policy Assessment	March 2007	15 March 2007	30 May 2007	30 June 2007	Background doc.
Country Case Studies	May 2007	1 June 2007	30 July 2007	30 Aug. 2007	Background doc.
Peer Reviews	Dec. 2006	Dec. 2006		30 Oct. 2007	
Final Report		August	30 Oct. 2007	Dec. 2007	Consideration

XV. Staffing and Management

15.1 Under the overall management of OPEV Director, the OPEV social sector task manager will lead technical operations in providing guidance to consultants for smooth execution of their assignments. The execution of policy assessment, QEA and portfolio analysis requires consultants of international stature with relevant experience to critically examine policy and process questions in the Bank to draw evidence based lessons and recommendations from the cross-country data and documents analysis. For investigations in individual countries local consultants guided and supervised by OPEV task manager – mainly to ensure adherence to common standards of evaluation – will be hired. Further, two external peer reviewers will be hired to help guide the evaluation, review all written reports, assess the quality of fieldwork and attest the technical merit of the evaluation at completion. The peer

reviewers should contain at least one education specialist with relevant experience from the RMCs' education systems.

15.2 The OPEV social sector task manager will be assisted by a portfolio analysis assistant for timely provision of required data and documents and by OPEV secretary and administrative assistant for day-to-day tasks.

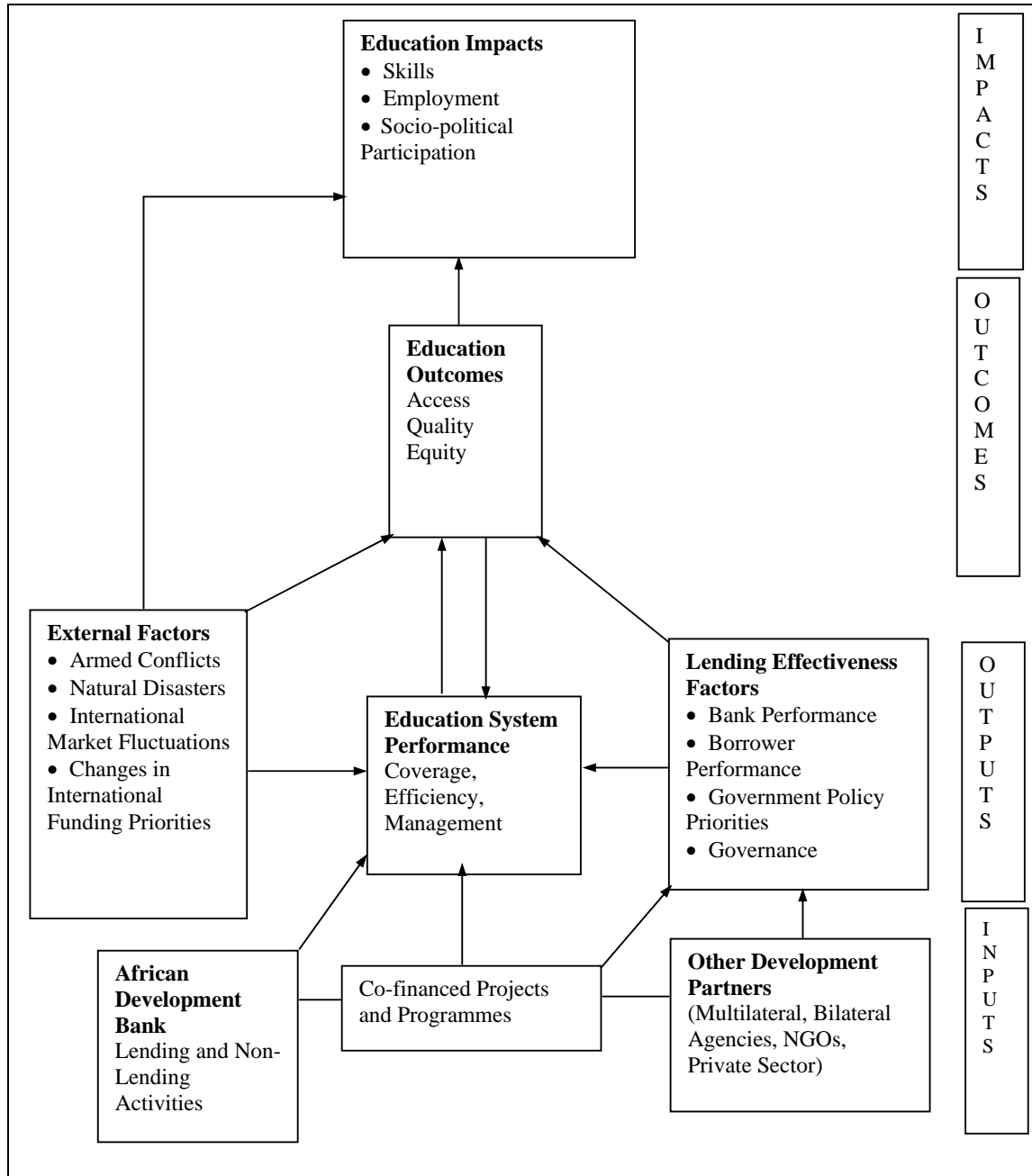
XVI. Financing

The review will be carried out mainly with the financial support received from the Ministry of Foreign Affairs of Government of Finland amounting to UA 128,125. OPEV budget will cover the gap between the amount required to carry out the review and the bilateral fund support. It will notably finance the cost for: a) field missions and training for the consultants to carry out country case studies; b) the external peer reviews; c) the per diems for consultants, the Bank staff on mission, and the data analysis assistance. This cost is estimated as follows:

Estimate of Cost of the Review and Sources of Funds in \$US (cf. details in Annex 5)

Items	Finnish Bilateral Fund	Total Amount for the Review	OPEV Contribution
Policy Review	40,560	40,190	-370
Design Quality Analysis	33,000	36,190	3,190
Portfolio Analysis	33,000	40,425	7,425
Local Consultants	80,000	81,153	1,153
Data Analysis	--	13,500	13,500
Two Peer Reviewers	--	15,000	15,000
Task Manager Travels	--	14,200	14,200
Total	186,560	240,638	54,058

Analytical Framework



Evaluation Criteria

The review of Bank education policy, projects and programmes are evaluated based on the standard evaluation criteria of Relevance, Efficacy, Efficiency, Institutional Development Impact, Sustainability, Bank Performance and Borrower Performance. These criteria are explained below:

Relevance: How the Bank's operations were consistent with the Country's overall development strategy and the Bank's assistance education policy and strategy for that country as respectively reflected in the education policy paper and the CSPs? Any changes introduced in the project since Board approval should be taken into account?

Efficacy: To what extent the project achieved development objectives articulated at approval and specified in categories such as policy goals, physical, financial, institutional, social and environmental, recognizing any change introduced in the project since Board approval?

Efficiency: To what extent the project benefits are commensurate with inputs, looking at cost and implementation time? Economic and financial rates of return should be used or, if not possible, other measures of cost-effectiveness.

Sustainability: What is the likelihood that project results will be maintained over the intended project life (note the need for consistency on anticipated life with ERR calculation for efficiency, where applicable)? Following are eight factors to be considered in establishing likely sustainability: technical soundness; government commitment (including supportive legal/regulatory framework); socio-political support; economic viability, financial viability, institutional, organizational and management effectiveness; environmental impact, and resilience to exogenous factors.

Institutional Development Impact: To what extent the project has contributed to improvements of norms and practices (institutional capacities, policy framework etc.) that enable the country to make more effective use of its human, financial and natural resources, whether these changes were intended under project objectives or otherwise?

Borrower Performance: What is the adequacy of Borrower's assumption of ownership and responsibilities during all phases? Main focus on effective measures taken by Borrower to establish basis for project sustainability, especially – and right from the identification stage – through fostering participation by the project's stakeholders, in addition to its own support.

Bank Performance: What is the quality of services provided by the Bank during all project phases? Main focus on Bank's role in ensuring project quality at entry, and that effective arrangements were made for satisfactory implementation and future operation of the project.

Summary of Essential Analyses and Results

Research Components	Sources of Data / Information	Methods of Analysis	Expected Results
A. Education Policy Analysis and Strategy Review	<ul style="list-style-type: none"> ○ Published literature and data on education situation in Africa ○ Bank Education Sector and related Policies and strategy papers ○ Project Appraisal Reports ○ Bank Staff 	<ul style="list-style-type: none"> ○ Document Review ○ Statistical analysis ○ Interviews with Bank Staff ○ Interviews with the staff of other Multilateral and Bilateral Institutions 	<ul style="list-style-type: none"> ○ A review of the African education situation, trends, prospects and challenges ○ Assessment of the Bank policies and strategies and their adequacy to address education conditions in Africa ○ Comparative analysis of Bank policies and strategies with that of other multilateral and bilateral institutions ○ Findings, lessons and recommendations
B. Cross-Country Portfolio Review:			
<ul style="list-style-type: none"> ● Analysis of Project Design 	<ul style="list-style-type: none"> ○ Appraisal Reports ○ PCRs ○ Country sector reviews ○ Bank Staff 	<ul style="list-style-type: none"> ○ Coverage: Representative sample of all projects (completed and ongoing) ○ Document Review ○ Indexing and rating of Appraisal Reports to analyse design quality ○ Statistical analysis ○ Interviews with Bank Staff 	<ul style="list-style-type: none"> ○ Project characteristics and strategy to achieve development outcomes ○ Project Design Quality with respect to : (a) Economic and Educational Analysis; (b) Performance Indicators and Evaluation; (c) Project Management; and (d) Objectives and Components ○ Findings, lessons and recommendations
<ul style="list-style-type: none"> ● Analysis of Outcomes 	<ul style="list-style-type: none"> ○ PCRs ○ PPERs ○ CPRs ○ APPRs ○ Country Sector Reviews ○ Country Case Studies ○ Supervision Reports with ratings ○ Reviews of Evaluation Results (RER) ○ Bank Staff 	<ul style="list-style-type: none"> ○ Coverage: All projects (completed and ongoing) ○ Aggregation and analysis of available information (according to regions; sub-sectors; financing instruments; and policy periods) on Relevance, Efficacy, Efficiency, Sustainability, Institutional Development, Bank Performance and Borrower Performance ○ Interviews with Bank Staff 	<ul style="list-style-type: none"> ○ Relevance of Bank interventions to promote education system performance and improved outcomes; ○ Effectiveness and efficiency in achieving the stated objectives; ○ Effectiveness in strengthening education care institutions; and ○ Sustainability of the initiatives; ○ Findings, lessons and recommendations.
<ul style="list-style-type: none"> ● Analysis of Determinants of Project Performance (implementation and outcomes) 	<ul style="list-style-type: none"> ○ Project related data ○ Supervision Reports and ratings on implementation progress and development outcomes ○ Socio-economic data at the country level 	<ul style="list-style-type: none"> ○ Coverage: All projects ○ Multiple Regression analysis with the dependent variables of implementation progress and development outcomes by taking as independent variables the design quality, Bank and Borrower performance, and societal factors such 	<ul style="list-style-type: none"> ○ Delineation of the prominent determinants of project performance (implementation and outcomes) and their interrelationships; ○ Bank's contribution to achievement of outcomes; ○ Findings, lessons and recommendations.

Research Components	Sources of Data / Information	Methods of Analysis	Expected Results
		as governance and GDP.	
C. Country Case Studies	<ul style="list-style-type: none"> ○ Bank Documents and Data 	<ul style="list-style-type: none"> ○ Data collection, interviews, analysis of documents 	<ul style="list-style-type: none"> ○ AFDB's local and education sector impacts in a country
D. Final Report	<ul style="list-style-type: none"> ○ Analytical inputs from the above components 	<ul style="list-style-type: none"> ○ Integration of the above analyses into one single report 	<ul style="list-style-type: none"> ○ Will include all the above components of evaluation research, findings, lessons and recommendations.

Data Available

In order to carry out the required analysis, it is necessary to collate or sometimes generate quantitative data from various project-related and other documents produced by the Bank. The data available with the Bank are as follows:

1. ***Project Specific Data:*** including details about the status of the project, financial disbursements and availability of PCRs and PPERs.
2. ***Data on Project Supervision:*** including the year of supervision and the ratings on Implementation Progress (IP) and Development Outcome (DO). Individual ratings that constitute the IP (compliance with conditions; procurement performance; financial performance; and activities and works) and DO ratings (Likelihood of achieving project objectives; Sustainability of benefits; Contribution to institutional capacity; and Expected rates of return) are also available for further analysis. These data can be used for the analysis of outcome determinants. The APPR 2000 produced by POPR carries a brief analysis of education sector projects and the database available with ORPC (previously POPR Department) can be appropriately used. Country Portfolio Reviews (CPRs) also provide ratings on the same criteria followed by APPR and country level sectoral and portfolio information.
3. ***PPERs:*** provide ratings on project performance indicators such as Relevance and Quality at Entry; Achievement of Objectives and Outcomes; Efficiency; Institutional Development Impact; Sustainability; Borrower Performance; and Bank Performance. The individual scores that constitute these major indicators are also available and can be used in the determinants analysis.
4. ***PCRs:*** present a set of ratings on Project Implementation Performance [compliance with implementation schedule, compliance with cost schedule, fulfilment of conditions, adequacy of supervision, satisfactory operations]; Bank Performance during Project Cycle [at identification, preparation, appraisal, and supervision]; and Impact of the Project on Development [pertinence and achievement of objectives, institutional strengthening, sustainability, rate of return] can be used for the determinants analysis.
5. ***ARDE Data:*** *Sector and Thematic* classification of the projects available for relatively recent projects (earliest approval date: 1988). This data can provide additional information on sectoral and thematic priorities of the Bank Group operations and trends over time, among other things.
6. ***Project Appraisal Reports:*** The appraisal reports will yield data and information on design quality parameters, which can be effectively used also for the outcome determinants analysis. Hence it is essential to index the appraisal reports with respect to Project Concept Objectives and Approach; Technical, Financial and Economic Analysis; Environmental Analysis; Social and Stakeholder Analysis including gender mainstreaming; Risks Assessment and Sustainability; Readiness for implementation; Institutional and Political Analysis; Performance Indicators, monitoring and Evaluation; Public Policy Reform; Human Resources Development; and Regional Economic Integration. An indicative list of questions for each of these parameters will be developed. The responses to the respective questions may be coded and rated to arrive at indices of design quality.

7. ***Country Level Socio-economic Data:*** Socio-economic database available with the Bank about all the RMCs for the period under review will be used for the determinants analysis. The data include country indicators on education system, education access, attainment and achievement, other social statistics [e.g. life expectancy, infant mortality, total fertility rate, female participation to labour force], economic indicators [e.g. GDP per capita, international trade, agricultural production, annual domestic inflation], and governance [e.g. CPIA ratings].

Detailed Financial Cost of the Review

1. Policy Assessment

Items	US\$	UA
Professional fees	26,820	17,998
Incidental expenses	2,000	1,342
Per diem	5,370	5,406
Transport cost	6,000	2,013
Total	40,190	26,759

Finnish Bilateral Fund

Fees	37,500	25,165
Transport cost	3,000	2,013
Total	40,500	27,178
<i>OPEV contribution</i>	<i>-370</i>	<i>-367</i>

2. Quality at Entry Assessment

Items	US\$	UA
Professional fees	26,820	17,998
Incidental expenses	2,000	1,342
Per diem	5,370	3,604
Transport cost	2,000	1,345
Total	36,190	24,289

Finnish Bilateral Fund

Fees	30,000	20,123
Transport cost	3,000	2,013
Total	33,000	22,145
<i>OPEV contribution</i>	<i>3,190</i>	<i>2,127</i>

3. Portfolio Analysis

Items	US\$	UA
Professional fees: lump sum	37,425	24,950
Incidental expenses	1,500	1,007
Transport cost	1,500	1,007
Total	40,425	26,964

Finnish Bilateral Fund

Fees	30,000	20,132
Transport cost	3,000	2,014
Total	33,000	22,146
<i>OPEV contribution</i>	<i>7,425</i>	<i>4,950</i>

4. Field Studies

Items	US\$	UA
<i>1. Three new case studies</i>		
Professional fees (US \$350*3*40 days)	42,000	28,000
Per diem (US \$ 181*3*16 days)	8,668	5,893
Incidental expenses (US\$ 1000*3)	3,000	2,000
Transport cost (US\$ 3000*3)	9,000	6,000
Total	62,668	41,893
<i>2. Improvement in three available country sector studies</i>		
Professional fees (US\$ 350*3*15)	15,750	10,500
Per diem (US\$ 181*3*5)	2,715	1,800
Total (1+2)	81,133	54,193
Finnish Bilateral Fund		
Fees: lump sum	80,000	53,333
<i>OPEV contribution</i>	<i>1,133</i>	<i>860</i>

5. Others

Data Analysis Assistance	13,500	9,000
2 Peer Reviewers	15,000	10,000
Task Manager Travels	14,200	9,467
TOTAL COST	240,638	159,922
TOTAL FINNISH BILATERAL FUND	186,560	124,373
OPEV CONTRIBUTION	54,078	35,923

1 UA = 1.5 US\$

Provisional Summary Draft Report Outline

Title. Evaluation of Bank Assistance Effectiveness in the Education Sector
Synthesis of the Background documents for the Review

Acknowledgement 1 page

Foreword 1 page

Executive Summary 3 pages

Chapter 1. Introduction (3 pages)

- 1.1 Objectives, Scope and Methodology
- 1.2 Limits of the Review

Chapter 2. African Education Challenges, Policies and Performance (8 pages)

- 2.1 African Education Challenges
- 2.2 Major Educational Initiatives towards Africa
- 2.3 Education Performance and its determinants
- 2.4 Priorities for African education development

Chapter 3. Review of Bank Education Policy and Strategies (4 pages)

- 3.1 Bank Education Policy and strategies
- 3.2 Education Policy Implementation

Chapter 4. Trends in Education Sector Portfolio (8 pages)

- 4.1 Overall Trends of Bank Education Sector Financing
- 4.2 Distribution of Projects across Sub-Sectors
- 4.3 Education Financing Instruments
- 4.4 Education Indicators and Bank Financing
- 4.5 Bank partnership in Education Sector
- 4.6 Trends in Composition of Project Financing

Chapter 5. Effectiveness of Bank Assistance to the education sector (8 pages)

- 5.1 Project quality design
- 5.2 Trends in education implementation performance
- 5.3 Education outcome performance and impacts

Chapter 6. Enhancing Bank Effectiveness in education (8 pages)

- 6.1 Bank comparative advantage in education
- 6.2 Bank strategic areas of educational development
- 6.3 Overcoming organizational constraints
- 6.4 Improving partnership effectiveness

Chapter 7. Conclusion, Lessons Learned and Recommendations (6 pages)

7.1 Conclusion

7.2 Lessons Learned from the Bank and from the Regional Member Countries

7.3 Recommendations to the Bank and to the Governments of Regional Member Countries. The recommendations should distinguish those in short, medium and long terms.

Chapter 8. Way Forward (1 page)

This concluding paragraph will indicate how the Bank could go about prioritising the recommendations and discuss the challenges and the cost of implementing the recommendations. It at least should invite the management to undertake such endeavour if it goes beyond the OPEV responsibility. OPEV should indicate how it plans to evaluate the lessons and recommendations implementation by the management.

Annexes

Review Framework

Summary of Country Case Studies

Summary of Interviews (if necessary)

Statistical Annexes

List of Educational Projects

References

References

- African Development Bank. 1987. *Education Sector Policy*, Abidjan, Printed in January 1986 and in March 1991.
- African Development Bank. 2000. *Education Sector Policy*, Abidjan, March.
- African Development Bank. 2002. *2000 Annual Portfolio Performance Review*, 25 March.
- Aghion, P. and E. Cohen. 2004. *Éducation et croissance. Rapport du Conseil Economique et Social*. Paris. January.
- Becker, G.S. 1995. *Human Capital and Poverty Alleviation*. Human Resources Development and Operations Policy Working Paper. The World Bank, March.
- Bloom, D., D. Canning, J. Sevi. 2002. *The Demographic Dividend. A New Perspective on the Economic Consequences of Population Change*, A RAND Program of Policy-Relevant Research Communication.
- Bredie W.B. J. and Beeharry K.G. (1998). *School Enrolment Decline in Sub-Saharan Africa. Beyond the Supply Demand*. World Bank Discussion Paper No. 395.
- Colclough, C. et al. 2003. *Achieving Schooling for All in Africa. Costs, Commitment and Gender*. Ashgate Publishing Limited.
- Caldwell, J.C. 1979. "Education as a Factor in Mortality Decline. An Examination of Nigerian Data". *Population Studies*, Vol. 33, No. 3, November: 395-415.
- Devarajan et al. 1995. *Reviving Project Appraisal at the World Bank*, Policy Research Working Paper 1496.
- Dumont, R. 1966. *L'Afrique noire est mal partie*, Paris: Editions du Seuil, 1980 et 1982.
- Forum sur l'éducation pour tous. 2000. *Cadre d'action de Dakar. L'éducation pour tous : tenir nos engagements collectifs*, Dakar, Sénégal, 26-28.
- Freeman R. and D.L. Lindauer. 1999. *Why not Africa?* NBER Working Paper Series, February. <http://www.nber.org/papers/w6942>.
- Guellec, D. et P. Ralle. 1996. *Les nouvelles théories de la croissance*, Paris : Repères, La Découverte.
- Hannum, E. and C. Buchmann 2003. *The Consequences of Global Educational Expansion. Social Science Perspectives*. American Academy of Arts and Sciences.
- IEG. 2006. *Conducting Quality Impact Evaluations under Budget, Time and Data Constraints*. The World Bank, Washington.
- IEG. 2006. *From Schooling Access to Learning Outcomes. An Unfinished Agenda. An Evaluation of World Bank Support to Primary Education*. The World Bank, Washington.
- Keely, B. 2007. *Human Capital. How What you Know Shapes your Life*. OECD Insights.
- Kwapong, A.A. 1988. *The Challenge of Education in Africa*, Ota, Nigeria, October 24 to November 1.
- Michaelova, K. and A. Ehlet. 2004. "Development in Africa Must be Based on Its Youth". Paper Prepared for the Meeting of Commission for Africa, German Section, Berlin, 15 November.
- Mihyo P.B. 2005. *Education in Africa: Innovations and Challenges*, The Commonwealth Heads of Government Meeting, Malta 25-28.
- Njenga, K. 2006. *Aide Memoire on the First Meeting on Working Groups for the Second Decade of Education to be held 4th to 9th June 2006 at Kopanong Conference Centre, Johannesburg, South Africa*, contact njengab@africa-union.org.
- Radker, R. 1997. *Determinants of Educational Achievement and Attainment in Africa*. Institute for Policy Reform. Working Paper Series. February.

- Schultz, T.P. 1999. "Health and Schooling Investment in Africa", *Journal of Economic Perspectives* Volume 13, Number 3, summer, 67-88.
- Schultz, T.P. 1998. *The Formation of Human Capital and the Economic Development of Africa: Returns to Health and Schooling Investments*. African Development Bank. Economic Research Papers, No. 37.
- Schultz, T.W. 1961. "Investing in Human Capital". *The American Economic Review*, Volume LI, March, 1-17.
- Sperling G.B. 2001. "Toward Universal Education. Making Promise, and Keeping It". *Foreign Affairs*. September, 7-13.
- Temple, J. 2001. "Growth Effects of Education and Social Capital in the OECD Countries". *OECD Economic Studies* No. 33, 2001/II: 57-101.
- Wolf, R.L. 1979. "The Use of Judiciary Evaluation Methods in the Formulation of Educational Policy", *Educational Evaluation Policy Analysis*, Vol. 1, No. 3, May-June, 19-28.