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

Evaluation for the European Commission

Dissemination seminar Brussels, February, 2011

Contract n° EVA 2007/social LOT2
Structure of presentations

✓ Presentation 1: Findings
✓ Presentation 2: Conclusions
✓ Presentation 3: Recommendations
1. Evaluation objectives, scope and process
2. Trends of implementation of EC support to education: Inventory results
3. Evaluation Questions (EQs)
4. Main findings
1. Evaluation objectives, scope and process
### Object, purpose and scope of the evaluation

<table>
<thead>
<tr>
<th>Evaluation object:</th>
<th>EC support to basic and secondary education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evaluation objectives:</td>
<td>Has EC support been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector? Was it well co-ordinated and complementary with other donors and actors, and coherent? Overall judgment: has EC support contributed to the achievement of the objectives and intended impacts?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Scope</th>
<th>Period</th>
<th>Countries</th>
<th>Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>EC support to basic and secondary education in partner countries. Not covered: support to vocational training activities and co-operation in higher education</td>
<td>Aid implementation over the period <strong>2000-2007</strong></td>
<td>All regions where EC co-operation is implemented. Not covered: countries under the mandate of DG Enlargement</td>
<td>Support financed from thematic and geographical budget lines/instruments, EDF and other financial instruments</td>
</tr>
</tbody>
</table>
The evaluation process

Main Tasks
- Overview of EC support to education
- Inventory
- Determination of EQs, JCs and Indicators
- Refining the methodology
- Drafting Inception Report
- Interviews at HQ
- Analysis of policy and strategic documents
- Questionnaire survey to selected EUDs
- Analysis of ROM reports, CSPs and CLEs
- Literature review and statistical analysis
- Select field visit countries
- Drafting Desk Report (preliminary findings, hypothesis, information gaps)
- Providing guidance for country visits
- 6 focused country visits: Bangladesh, Dominican Republic, Niger, South Africa, Tunisia, Pakistan
- Debriefing with the EUDs
- Drafting Country Notes
- Drafting Inception Report
- Drafting Desk Report
- Debriefing presentation Country Notes
- Drafting conclusions & recommendations
- Drafting Final Report
- Presentation of Final Report
- Analysis of ECA reports
- Analysis of focus groups (video-conferences)
- Dissemination presentations

Meetings
- RG: Reference Group meeting; DS: Dissemination Seminar

Structuring phase
- 05/2009
- RG

Desk phase
- 11/2009
- RG

Field phase
- 04/2010
- RG

Synthesis phase
- 07/2010
- RG

Dissemination seminar
- 12/2010
- GS

05/2009
11/2009
04/2010
07/2010
12/2010
2/2011
On what are findings and analyses based?

Data collection

- Desk phase
- Interviews
- Survey
- Country missions

Inventory

- Intervention logic
- 5 DAC criteria
- Coherence, Added value
- 3 other issues

Facts

- Findings
- Analysis
- Answers to EQs
- Conclusions
- Recommendations

5 Evaluation Questions
31 Judgement Criteria
86 Indicators
2. Trends of implementation of EC support to education: Inventory results
### EC support to the education sector: Overview

<table>
<thead>
<tr>
<th>Type of support</th>
<th>Type of intervention</th>
<th>Financial support of the Commission</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;Direct&quot; support</td>
<td>Support to sector programmes (excluding SBS)</td>
<td>€404m</td>
</tr>
<tr>
<td></td>
<td>Sector Budget Support (SBS)</td>
<td>€1027m incl HE&amp;VET</td>
</tr>
<tr>
<td></td>
<td>Individual projects</td>
<td>€894m incl HE&amp;VET</td>
</tr>
<tr>
<td></td>
<td>Financing of Trust Funds</td>
<td>€419m incl HE&amp;VET</td>
</tr>
<tr>
<td></td>
<td>General Budget Support</td>
<td>€197m incl HE&amp;VET</td>
</tr>
</tbody>
</table>

Full amount education specific

- ~ €1.9bn
- ~ €2.8bn incl HE&VET

GBS with reference to education

- ~ €3.2bn incl HE&VET

(1) This concerns GBS which refers through performance indicators or stated objectives to the education sector, among others. No statement can be made on the share of the €3.2bn that effectively went to the education sector.
a) Direct support
Sector breakdown by education DAC sectors, contracts, 2000-2007 (excl HE & VT)

- **Education, level unspecified**: 38%
- **Primary education**: 37%
- **Basic education**: 12%
- **Secondary education**:
  - Basic life skills for youth and adults: 2%
  - Education facilities and training: 4%
  - Education policy and administrative management: 3%
- **Teacher training**: 1%
- **Early childhood education**: 0.5%
- **Educational research**: 0.5%

(1) All interventions (including sector programmes) that cover the entire education sector and that cannot be classified under a specific education sub-sector
(2) All interventions supporting basic education but that cannot be further classified under a sub-sector of basic education

Source: CRIS and ADE analysis
Regional breakdown by education DAC sector, contracts, 2000-2007

Regional breakdown for the education sector (scope of the evaluation)

- **ACP** €758m
- **ENP** €189m
- **ASIA** €735m
- **LATIN AMERICA** €186m
- **ENP - MEDA** €14m
- **MULTI REGION** €32m

Note: (1) MULTI REGION: covering several regions or unspecified location
Source: CRIS and ADE analysis
Total direct support to basic and secondary education, per country (2000-07)
Breakdown of education support by channel, contracts (excl. HE & VT), 2000-2007

Source: CRIS and ADE analysis
Note: Other: federations, municipalities, individuals (for scholarships), associations and unidentifiable names
b) GBS
Evolution of the amount transferred through GBS between 2000 and 2007 (€m)

Source: CRIS and ADE analysis

GBS
Total: ~ €4bn

GBS with reference to education
Total ~ €3.2bn
# Breakdown of the amount transferred by country

<table>
<thead>
<tr>
<th>Region/Country</th>
<th>Amount transferred (€m)</th>
<th>% on total amount transferred</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ACP Region</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mozambique</td>
<td>370</td>
<td>11,59%</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>314</td>
<td>9,84%</td>
</tr>
<tr>
<td>Zambia</td>
<td>279</td>
<td>8,72%</td>
</tr>
<tr>
<td>Tanzania</td>
<td>226</td>
<td>7,07%</td>
</tr>
<tr>
<td>Ghana</td>
<td>182</td>
<td>5,68%</td>
</tr>
<tr>
<td>Mali</td>
<td>173</td>
<td>5,43%</td>
</tr>
<tr>
<td>Niger</td>
<td>155</td>
<td>4,84%</td>
</tr>
<tr>
<td>Rwanda</td>
<td>145</td>
<td>4,52%</td>
</tr>
<tr>
<td>Ouganda</td>
<td>157</td>
<td>4,90%</td>
</tr>
<tr>
<td>Kenya</td>
<td>137</td>
<td>4,29%</td>
</tr>
<tr>
<td>Madagascar</td>
<td>118</td>
<td>3,70%</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>118</td>
<td>3,69%</td>
</tr>
<tr>
<td>Jamaica</td>
<td>102</td>
<td>3,20%</td>
</tr>
<tr>
<td>Benin</td>
<td>88</td>
<td>2,75%</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td>77</td>
<td>2,41%</td>
</tr>
<tr>
<td>Sénégal</td>
<td>75</td>
<td>2,36%</td>
</tr>
<tr>
<td>Malawi</td>
<td>63</td>
<td>1,97%</td>
</tr>
<tr>
<td>Tchad</td>
<td>54</td>
<td>1,69%</td>
</tr>
<tr>
<td>Burundi</td>
<td>43</td>
<td>1,35%</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>38</td>
<td>1,18%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Region/Country</th>
<th>Amount transferred (€m)</th>
<th>% on total amount transferred</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ACP Region</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central African Republic</td>
<td>30</td>
<td>0,95%</td>
</tr>
<tr>
<td>Cap-Vert</td>
<td>25</td>
<td>0,77%</td>
</tr>
<tr>
<td>Haiti</td>
<td>20</td>
<td>0,63%</td>
</tr>
<tr>
<td>Mauritanie</td>
<td>15</td>
<td>0,48%</td>
</tr>
<tr>
<td>Lesotho</td>
<td>15</td>
<td>0,45%</td>
</tr>
<tr>
<td>Turcs &amp; Caico</td>
<td>11</td>
<td>0,33%</td>
</tr>
<tr>
<td>Papoua-New-Guinea</td>
<td>10</td>
<td>0,31%</td>
</tr>
<tr>
<td>Gambie</td>
<td>9</td>
<td>0,27%</td>
</tr>
<tr>
<td>Djibouti</td>
<td>8</td>
<td>0,24%</td>
</tr>
<tr>
<td>Ivory Coast</td>
<td>5</td>
<td>0,16%</td>
</tr>
<tr>
<td>Vanuatu</td>
<td>4</td>
<td>0,12%</td>
</tr>
<tr>
<td>Gabon</td>
<td>3</td>
<td>0,11%</td>
</tr>
<tr>
<td>Guyana</td>
<td>3</td>
<td>0,10%</td>
</tr>
<tr>
<td>Sao Tomé-et-Principe</td>
<td>3</td>
<td>0,08%</td>
</tr>
<tr>
<td>Guinea-Bissau</td>
<td>1</td>
<td>0,04%</td>
</tr>
<tr>
<td><strong>ENP - MEDA Region</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>West Bank &amp; Gaza strip</td>
<td>98</td>
<td>3,07%</td>
</tr>
<tr>
<td><strong>Latin America Region</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Paraguay</td>
<td>23</td>
<td>0,72%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>3.196</td>
<td>100,00%</td>
</tr>
</tbody>
</table>
3. Evaluation Questions (EQs)
## The Evaluation Questions

<table>
<thead>
<tr>
<th>EQ1</th>
<th>Relevance</th>
<th>Relevance, alignment and coherence</th>
</tr>
</thead>
<tbody>
<tr>
<td>EQ2</td>
<td>Sector results</td>
<td>Access to basic education</td>
</tr>
<tr>
<td>EQ3</td>
<td>Access to secondary education</td>
<td></td>
</tr>
<tr>
<td>EQ4</td>
<td>Quality of education</td>
<td></td>
</tr>
<tr>
<td>EQ5</td>
<td>Skills</td>
<td></td>
</tr>
<tr>
<td>EQ6</td>
<td>Governance and sector management</td>
<td>Service delivery and resources</td>
</tr>
<tr>
<td>EQ7</td>
<td>Transparency and accountability</td>
<td></td>
</tr>
<tr>
<td>EQ8</td>
<td>Aid effectiveness</td>
<td>Coordination and complementarity</td>
</tr>
<tr>
<td>EQ9</td>
<td>Modalities</td>
<td></td>
</tr>
</tbody>
</table>
4. Main findings
To keep in mind: Changes in EC organisational set-up and staffing related to education

- Between 2000-07 substantial organisational changes in EC external aid
  - Merging DGs, creation EuropeAid
  - Deconcentration

- Staffing
  - Heavy dependance on contracted-in staff (for education).
  - Staffing still limited, despite deconcentration (EC study 2009).
  - Emphasis now on policy analysis and dialogue, leading to increased workload
EC support is highly relevant.

1. Considerable improvements in aligning EC support with national priorities and policies.

2. Increased harmonisation with various actors occurred in correlation to the shift towards more “joint” aid modalities.

3. EC support to education is generally coherent in terms of the DGs involved, financing modalities employed, and the levels at which it is targeted - but room for improvement remains.
The EC has been an active player in education sector co-ordination, taking a leading role, and providing considerable added value (e.g. shift towards more budget support).

1. **Added value through promoting better and more efficient co-ordination**
   - Good level of complementarity between EC, EU MS and other DPs.
   - SBS: potential at sectoral level to strengthen effective co-ordination with both government and donors.
1. Coordination between EC support to global partnerships and development banks appeared rather weak at country level.
   • FTI CF and MDTFs can facilitate the move towards EC sector support.
   • FTI has not played a significant role in preparing for a rapid shift towards wider EC support to the sector.
   • MDTFs with mixed results.
EQ9-modalities: Appropriateness of aid modalities and funding channels and contribution to improving access to, equity of, and policy-based resource allocation in education

General:

✓ SBS, other forms of sector support and GBS, are now key aid implementation modalities.

✓ 98 GBS operations financed in evaluation period, out of which 73 with reference to education sector (25-30% of variable tranches linked to education indicators).

The EC has based its choice of aid modalities on international best practices supported mostly by robust analytical effort, thus ensuring high efficiency.

Challenges still persist in structuring engagements in fragile countries and in contexts with poor governance quality.
1. Where feasible, the EC opted for SBS and/or GBS.
2. Improved analytical thoroughness in selection and implementation of aid modalities and channels.
   ➔ Rarely uncritical adoption of budget support, if conditions are not conducive.
3. Efficiency of delivery of EC support to education has improved.
4. Significant EC support FTI.
5. Mixed results in terms of being catalytic.
6. Mixed evidence regarding added value of EC support to development banks.
1. Access considerably increased, completion remains weak – (MDG 2 and EFA 2).
   • Fragile states and some Sub-Saharan countries lagging behind.
3. Tangible results in making education compulsory and free, but costs are still a major problem.
4. Some successes in reaching disadvantaged groups, mainly in Asia.

EC support has helped partner countries to progress towards Universal Primary Education, contributing to improving access; completion remains an issue.
EQ3-secondary: Contribution to improving transition to secondary level (both lower and upper)?

Gradually, the EC is assisting partner countries in responding to the growing need for secondary education.

Type of EC support:

- Total direct support to secondary education very low – 41.5 mio. Euro, i.e. 2% of the total.
- Partly covered by SBS and GBS - indicators related to secondary education, e.g. Uganda.
1. Broader support focused on medium human development countries.
2. In fragile context mainly focus on secondary school construction and rehabilitation.
3. Focus on removing barriers to female participation, e.g. South Asia
5. Little emphasis on increasing capacity for enrolment in secondary.
6. Some contribution to improving transition to secondary education (both lower and upper), including in remote areas and for disadvantaged pupils.
EQ4-quality: Contribution to improving the quality of education, at primary and secondary levels

Overall:

- Little evidence of support to broad quality enhancing strategies.
- Quality indicators increasingly set for SBS and some GBS programmes, but doubts about reliability, validity and prognostic value.

1. Support to access leaves little room for quality of learning and teaching.
2. In middle-income countries: SBS and sector support programmes assisted in setting quality improvement strategies system-wide.
1. Support to NGOs focused on
   • Quality improvements in under-reached areas
   • Mainstreaming of quality improvement strategies.
2. Some support for more and better teachers and school leaders mainly in Asia.
3. Overall, quality picture still gloomy, given low internal efficiency.
   • Hard-to-reach children remain marginalised.
   • Drop-outs and repeaters remain high
EQ5-skills: Contribution to enhancing basic education skills, especially literacy and numeracy

Irrespective of support, literacy and numeracy acquisition levels are alarmingly low, with virtually no improvements over the evaluation period.

General:

- Results of international and regional learning assessment surveys show overall low achievement (e.g. TIMMS, PASEC, PISA).
- Pattern of adult illiteracy not changed between 2001 and 2007 concentrated in LDCs in Sub-Saharan Africa and South Asia; females overrepresented.
- Large number of youth still illiterate in Sub-Saharan Africa (28%) and South Asia (21%).
1. EC support focused on literacy and numeracy in schools rather than on functional literacy and numeracy.

2. **Quality crisis:**
   - Learning achievements not significantly improved in almost all partner countries.
   - Learning achievement targets in GBS and SBS are often not met.

3. Danger of jeopardising successes related to enrolment (and completion) of basic education of sufficient quality, unless high priority is given to improving quality of learning.
1. Delivery of education services improved where reform efforts were integrated into a wider governance reform agenda in the partner country.

2. GBS assisted partner governments to meet budgetary requirements stemming from the enrolment increase in Sub-Saharan Africa.
   • GBS support often essential for system survival, but does not in itself enhance system delivery.
1. Linkages between education sector reform and broader national reforms; decentralisation, civil service reform and PFM reform are emerging but complicated to manage.

2. Governments facing difficulties in resource allocations to meet sector requirements.

3. SBS, sometimes with EC TA, assisted governments to meet the system transformation required for complying with the triggers and indicators.

4. Overall, huge capacity needs for addressing education reform and management issues.
   - EC successful in establishing/improving EMIS.
   - Challenge: Operational MTEFs.
1. Institutional and procedural framework on transparency and accountability: (Still) no major improvements.

2. Role and involvement of NSAs, civil society and local government in sector management processes, and policy dialogue increasingly strengthened.

3. Progress regarding decentralisation of sector management rather stalling (SMCs, budget managed at decentralised levels).

EC support to transparency and accountability remains a challenge.
1. EC-government partnership - Mutual accountability and predictability:
   • Delays in disbursement are frequent – non-compliance, due to complex rules and weak capacities of national staff.
   • Alignment to fiscal cycle remains a challenge.
Overall assessment
Overall assessment

1. EC support to education is **matching broad global trends**
   - related to the sector itself – EFA, MDGs,
   - related to shifts in general paradigms - aid modalities, PRS, country ownership.

2. EC support to basic and secondary education has been **highly relevant** matching policy shifts and new approaches.

3. EC funding to basic and secondary education of Euro 1.9 billion is considerable. **Good impact on improving access** including of girls.

4. Quality improvements lagged behind with limited impact, remaining a major challenge requiring increased attention (Most quality improvements especially in Asia through SBS and NGOs).

5. **Efficiency** of EC support improved through introduction of new aid modalities
   - However, still delays in start up and disbursement due to procedures, non-compliance and unrealistic or lack of reliability/validity in indicator and target setting

6. EC support to education has **added value** through significant role in donor coordination and ensuring complementary which increases the rate of return on its substantial financial investment
Thank you!