

Status of Moving Towards Sector-Wide Approach

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STATUS OF MOVING TOWARDS THE SECTOR-WIDE APPROACH IN SECONDARY EDUCATION IN BANGLADESH

A. Background

1. The Bangladesh National Education Policy (NEP) (2010) serves as the primary policy document providing strategic guidance for development and strengthening of education in Bangladesh. The NEP supports a more strategic and coherent approach to improving education in all areas, and government is working closely with development partners to find new and innovative ways to be more efficient and effective for sustainable education development.

2. A sector-wide approach (SWAp) for education development has emerged as an important strategy that emphasizes more cooperation and collaboration among ministries, more coordinated collaboration within ministry line agencies, partnerships between the public and private sector, and coordination and collaboration among development partners with government towards common development goals. The Third Primary Education Development Program is a good example of this approach.¹

B. Steps Taken to Move Towards Sector-Wide Approach

3. Building on successes in primary education, the Ministry of Education (MOE) has decided to undertake a phased transition to a SWAp modality for development in secondary education, and has commenced this transition. Towards this end, (i) in 2012, the MOE approved the SWAp Road Map (2013–2023) for secondary education development through wide consultations that identified long-term targets including full introduction of SWAp from 2018–2022; (ii) in 2013, MOE adopted the treasury model/disbursement-linked indicator (DLI)-based disbursement mechanism through the Secondary Education Sector Investment Program and approved a long-term Secondary Education Development Program under a common framework aligned with the SWAp Road Map.

4. Other important steps taken by MOE and development partners are as follows: (i) The additional financing of Secondary Education Quality and Access Enhancement Project has been closely aligned with the Secondary Education Sector Investment Program, which has been formalized in a memorandum of understanding (MOU) between the World Bank and Asian Development Bank (ADB). (ii) The support provided by Korea International Cooperation Agency (KOICA) for information and communication technology (ICT) education has been aligned with the overall ICT strategy in secondary education which is also supported by the Secondary Education Sector Investment Program (Tranche 1) and has been formalized in an MOU between KOICA and ADB. (iii) There has been further alignment of mutual support to secondary education following the signing of another collaborative cofinancing MOU on 17 April 2017 by ADB and the Export–Import Bank of Korea with respect to the implementation of cofinanciers' respective projects—Secondary Education Sector Investment Program (Tranche 2) and the establishment of 160 ICT Training Resource Center for Education (Phase II) based on the government's Secondary Education Sector Program Framework (SESPF). (iv) The Department for International Development-supported English-in-Action project has been working closely with several other secondary education projects including ADB-supported Second Teaching Quality

¹ The Third Primary Education Development Program is being undertaken by the Ministry of Primary and Mass Education, where nine development partners are working together under a common program framework for primary education development. The participating development partners are ADB, Australia, Canada, Department for International Development, European Union, Japan International Cooperation Agency, Swedish International Development Cooperation Agency, United Nations Children's Fund (UNICEF), and the World Bank.

Improvement in Secondary Education Project. (v) In the design of The Secondary Education Sector Investment Program, several SWAp features are included which resulted in:

- (i) establishment of a new Finance and Procurement Wing in the Directorate of Secondary and Higher Education (DSHE);
- (ii) formation of the Development Harmonization Committee for the Second Teaching Quality Improvement in Secondary Education Project, Secondary Education Sector Investment Program, and Secondary Education Quality and Access Enhancement Project;
- (iii) organization of two successful joint sector reviews (February 2015 and August 2016) by the Secondary Education Sector Investment Program with technical assistance (TA) support of ADB, participated by MOE, its co-implementing agencies, and all development partners for moving towards SWAp;
- (iv) joint development of the terms of references (TORs) and commissioning of a study for harmonization of stipend programs by the Government of Bangladesh, ADB, and the World Bank;
- (v) full alignment of the Secondary Education Quality and Access Enhancement Project and Secondary Education Sector Investment Program;
- (vi) Second Teaching Quality Improvement in Secondary Education Project activities to come under the Secondary Education Sector Investment Program after its closure; and
- (vii) approval of the SESPF by MOE in 2015 which was a major output of the first joint sector review laying the foundation for introduction of SWAp.

5. The SESPF is a planning and development instrument to implement the NEP (2010). It is MOE's key document that defines the way forward for a SWAp to secondary education development. It is a "living document" and will be regularly reviewed and revised through sector-wide consultations among the government, development partners, and other stakeholders. With support from ADB, DSHE had presented the draft SESPF to the Development Partners' Dialogue Platform on 16 October 2014 which was well received by the participants. Expressing their full support to it, the development partners noted that the draft SESPF is a comprehensive planning document and expressed interest to remain engaged in the dialogue for developing the secondary education SWAp.

6. DSHE serves as the coordinating body to work with other MOE co-implementing agencies and development partners towards a common framework for development. In collaboration with DSHE, ADB had initiated a process for establishing a development partners' dialogue platform to facilitate the process for moving towards the SWAp. This has intensified coordination and cooperation among secondary education development partners and it was agreed by all that in the future, new investments will be aligned under the common framework. The strengthening of partnerships is seen as another important step towards a more coherent approach to secondary education development in line with the spirit of SWAp.

C. Progress so Far

7. Substantial progress has been made in program preparation towards introduction of SWAp supported by SESIP Tranches 1 and 2. Key achievements include: (i) two joint sector reviews participated by all key MOE agencies and development partners (February 2015 and August 2016) which paved the way for a harmonized sector program; (ii) identification mission (October 2016) that agreed on the results-based financing with DLIs for both ADB and the World Bank (under this arrangement, the program will be pre-financed by the government and

the financing support from the World Bank and ADB will be disbursed to treasury based on achievement of DLIs); (iii) high-level interministerial meeting chaired by the Minister of Finance (14 December 2016) which endorsed the use of program-for-results (PforR) instrument for World Bank financing, “Transforming Results in Secondary Education”; (iv) preparation mission (February 2017) that identified the government program and results framework and the scope of the PforR program; (v) in principle agreement by the highest authority of the government in April 2017 to introduce full SWAp in secondary education through a single budget approach (revenue and development budget merged together abandoning the traditional development project proforma approach); and (vi) formation of the government’s program preparation team which mobilized DSHE staff and consultants, including those from ADB (Tranche 3) and World Bank-funded projects, and prepared a detailed draft results framework including program results areas, activities, and program targets. The mission pre-appraised the preliminary government program documents.

8. The preparation mission was followed by the World Bank’s pre-appraisal mission (19–27 March 2017) and ADB’s consultation mission (19–30 April 2017). Both the missions were participated, among others, by interested development partners in the secondary education SWAp such as KOICA, United Nations Children’s Fund (UNICEF), and United Nations Educational, Scientific and Cultural Organization (UNESCO). Also, the World Bank’s appraisal mission (16–25 May 2017) and ADB’s fact-finding mission (6–14 June 2017) followed to develop the program design.

D. Next Steps

9. The government is finalizing the Secondary Education Development Program document that would include, inter alia, program objectives, key performance indicators, program description, program expenditure framework, implementation arrangements, and TA. It will also include the program results framework, implementation plan, indicative year-wise costing, and procurement plan. Based on the approved program document, the World Bank will provide financing support through the PforR instrument and ADB will support through a multitranche financing facility (Tranche 3). Detailed program activities, budget (including TA projects), and work plan for any given year will be elaborated in the program annual operation plan approved through the annual budgeting process. The five-year Secondary Education Development Program will be approved by the Cabinet Division endorsed by the Ministers of Finance and Education.

E. Harmonization Process of Development Partner Support in the Secondary Education Development Program Sector-Wide Approach including TA Projects

10. The Secondary Education Development Program has already established a strong foundation for a SWAp by bringing the government and the development partners together under one program in the secondary education sector for the first time instead of separate projects funded by different development partners, particularly ADB and the World Bank. The implementation structure will be further streamlined and rationalized with an aim to complete the harmonization (of program interventions, institutions, and development partner support) in line with the SWAp principles. However, currently the scope of the proposed World Bank’s Transforming Secondary Education for Results Program with PforR modality will be to support the subset of the government’s Secondary Education Development Program whereas ADB’s program will support the entire government program through the Secondary Education Sector Investment Program (Tranche 3).

11. The World Bank will provide an additional TA Facility (TAF) (\$10 million credit from the International Development Association and \$10 million grant from Global Financing Facility). TA funds from the World Bank will be disbursed to treasury on reimbursement basis (pre-financed by the Government of Bangladesh). Consultant services under the TAF will follow the procurement guidelines of the International Development Association. ADB supports TOR preparation and is involved in consultant recruitment together with the government. The TAF will finance, among others, services associated with the independent verification agency, specialized international and national agencies, and expertise on technical areas and fiduciary systems.

12. ADB will provide TA on annual fiduciary review (AFR) that includes financial management and annual post-procurement review. A special review may also be conducted should needs arise. The government, ADB, and the World Bank will jointly select themes of the AFR and agree on the TORs every year. ADB will finance and recruit the AFR consultants through separate sources. The government, ADB, and the World Bank will agree on actions to be implemented based on the recommendations of AFR and update the procurement and financial management action plan. Implementation of agreed actions in the updated action plan will trigger achievement of DLI related to fiduciary management. ADB's TA will also be utilized for implementation support if the need arises.

13. The UNICEF is expected to provide TA support, partially through the common pool (government treasury) and remaining by the parallel funding mechanism to be agreed between the government and the development partners. The United Nations Educational, Scientific and Cultural Organization (UNESCO) has shown interest to provide technical oversight to ensure that the Secondary Education Development Program results matrix is aligned with Sustainable Development Goal 4. KOICA also expressed strong interest and committed to harmonize its support to the Bangladesh Bureau of Educational Information and Statistics to be aligned with the common results matrix.

14. As a common SWAp principle, all agreed TA projects to be provided under the Secondary Education Development Program must be reflected in the annual operation plan and all TORs must be agreed by the government and the concerned development partners. They will refrain from providing any other additional parallel TA for the program without prior consultation and agreement with other development partners.

15. **Common reporting format and joint review/DLI assessment missions.** As a pre-requisite of SWAp principle, the government and the concerned development partners will agree on a common reporting format for all development partners to be submitted on a quarterly or semiannual basis. The schedule and the process of joint review and DLI verification missions will also have to be jointly agreed.

16. **Harmonization and partnership arrangements.** Development partners will establish its platform to coordinate and harmonize its assistance to implement the program. The MOE will take a strong leadership to continue the dialogue with the development partners.

Annex 1
Sector-Wide Approach Road Map for Secondary Education

Areas	Current Status (FY2013)	FY2014 – FY2017	FY2018 – FY2023
I. Sector Planning, Financing, and Management			
1. Sector program	No coherent sector program 22 GOB-funded and DP/GOB-funded projects are running parallel under DSHE MTBF provides an overall framework	SEPF developed, approved, and implementation of a Secondary Education Program initiated	SEPF fully implemented SEPF to provide overall framework to develop and implement a full SESP (grades 6–12) covering both development and nondevelopment budgets
2. Projects	Isolated projects with limited communication	Discrete projects continue under SEPF with further effort to coordinate review and monitoring All new projects developed and approved in line with SEPF Some projects merge into a secondary education program	Secondary education program is the main sector program Discrete projects are only for special interventions Number of discrete projects gradually reduced All projects contribute to SEPF objectives and targets
3. Management of projects	Most of the projects implemented through PIUs headed by a PD	Implementation through PIUs continues with possibility of sharing PIUs Assigning PD to regular positions of MOE functional units encouraged (e.g., DG, DSHE can be designated as PD)	Regular MOE functional units implement secondary education program and serve as PIUs for concerned projects with exception of few discrete projects
4. Budget and financing	Artificial categorization of development and nondevelopment projects and DP support provided only for development projects	Revenue and capital budget categorization initiated and DP funds to be used for the program as a whole under MTBF Channelling funds through treasury system is initiated	All DP funds channelled and managed through treasury system and donor funds used to finance all eligible items under revenue and capital budgets under MTBF
5. Institutional development	Regular functions of MOE/DSHE and other MOE functional units such as planning, finance, procurement, M&E weakened because of over-reliance on PMUs	MOE functional units restructured in line with SEPF and institutional development plan including decentralization plan developed and approved by 2017 Some key regular functions of	Institutional development plan including decentralization plan implemented in a phased manner

Areas	Current Status (FY2013)	FY2014 – FY2017	FY2018 – FY2023
	Weak decentralization	MOE/DSHE supported through projects as transition arrangements	Regular functions of MOE/DSHE and other MOE functional units strengthened Staff positions regularized under non-development budget
II. Development Partners' Coordination and Aid Harmonization			
6. DP coordination and harmonization	Genuine efforts for coordination, but limited or no harmonization Project-specific mechanisms and procedures set up in areas such as stipends, M&E, and EMIS	Joint planning and review missions initiated Gap analysis of approach and mechanism conducted Harmonized approach in some technical areas initiated where feasible	Full harmonization of procedures with common reporting, review, and disbursement mechanism Harmonized approach in all technical areas JFA signed
7. Alignment with country system	DPs use their own procedures including financial management (e.g. separate accounts) and procurement management	Country system assessed Use of country system initiated where feasible and relevant Policy dialogue and capacity development in areas of needs for improvement initiated Joint fiduciary oversight conducted where feasible	Expanded use of country system DP contribute to system improvement Joint fiduciary oversight conducted
8. DP aid modality	Project aid and transaction-based support	Result-based approach (use of DLI)	Expanded use of result-based financing
9.TA	TA to implement projects	TA to support the Institutional Development Plan Institutional assessment completed, and TA arranged for concerned institutions TA coordination initiated	Continued TA support through a coordinated TA facility

DG = director general, DLI = disbursement-linked indicator, DP = development partner, DSHE = Directorate of Secondary and Higher Education, EMIS = Education Management Information System, GOB = Government of Bangladesh, JFA = joint financing arrangement, M&E = monitoring and evaluation, MOE = Ministry of Education, MTBF = medium-term budget framework, PD = project director, PIU = projection Implementation Unit, PMU = project monitoring unit, SEPF = Secondary Education Program Framework, SESP = Secondary Education Sector Program, TA = technical assistance.

Source: Asian Development Bank.