

**PROGRAM-FOR-RESULTS INFORMATION DOCUMENT (PID)  
APPRAISAL STAGE**

Report No: PIDA0148226

<b>Program Name</b>	<b>Quality Learning for all Program</b>
<b>Region</b>	South Asia
<b>Country</b>	Bangladesh
<b>Sector</b>	Public Administration Education Primary Education
<b>Lending Instrument</b>	Program for Results
<b>Program ID</b>	P162619
<b>Parent Program ID</b>	
<b>Borrower(s)</b>	Bangladesh
<b>Implementing Agency</b>	Ministry of Primary and Mass Education
<b>Date PID Prepared</b>	January 15, 2018
<b>Estimated Date of Appraisal Completion</b>	February 14, 2018
<b>Estimated Date of Board Approval</b>	March 29, 2018

## I. Country Context

1. In 2014, Bangladesh became a low middle income country. This achievement was underpinned by significant social and economic transformations. Most notably, the national poverty rate fell<sup>1</sup>; population growth slowed<sup>2</sup>; women's labor force participation increased significantly between 2003 and 2013. Crucially, the country attained near universal access to primary education. Further, growth prospects for the country appear robust. Bangladesh's GDP growth has averaged 6.2 percent since 2010.

2. Despite this, Bangladesh remains one of the poorest countries in South Asia. According to the Bangladesh Country Partnership Framework, the fundamental challenge facing the country today is to create more and better jobs that contribute significantly to growth and poverty reduction. Sustained human capital development is key to combating this challenge.

## II. Sectoral and Institutional Context

3. The public education system in Bangladesh is large and administratively complex. It caters to 19 million primary students (Grades 1-5) and 15 million secondary students (Grades 6-12). Around 59% of primary schools are managed and financed by the Ministry of Primary and Mass Education (MoPME). The remaining are under the responsibility of other ministries and NGOs. On the other hand, about 98% of secondary schools and madrasahs are privately operated with public subsidies - under the responsibility of the Ministry of Education (MoE).

4. Since 1998 primary education in Bangladesh has been supported by a series of national

<sup>1</sup> from 58.8 percent in 1991-92 to 24.8 percent in 2015

<sup>2</sup> from 2.7 percent per year in the 1980s to around 1.4 percent in the 2000s

level programs - Primary Education Development Program (PEDP 1: 1998-2004), PEDP 2 (2004-2011), and PEDP 3 (2011-2017). The current program - PEDP 3 - has the following features: (i) it uses a Sector-Wide Approach (SWAp) to pool Government of Bangladesh and Development Partner (DP) funding<sup>3</sup>; (ii) it focuses on strengthening primary education service delivery; and (iii) in a major departure from previous programs, it is entirely results-based such that external financing is tied largely to the achievement of pre-agreed results.

5. Under these programs, Bangladesh has made impressive progress in ensuring equitable access to education. The net enrollment rate (NER) for grades 1-5 is 98% and for grades 6-8 is 68%. The primary survival rate has increased from 67% in 2010 to 81% in 2015.<sup>4</sup> Gender parity has been achieved in both primary and secondary education. Disparity in access across income groups has also declined - the primary NER ratio between the lowest and highest income quintiles, for example, increased from 0.72 in 2005 to 0.89 in 2014<sup>5</sup>. Further, access to pre-primary education has been improving--the percentage of grade 1 entrants who have completed at least one year of pre-primary education increased from 42.3% in 2010 to 51% in 2014.

6. Progress in improving education quality is also visible. Key achievements include the introduction of a competency based curriculum at the primary level, timely delivery of textbooks<sup>6</sup>, and increased in-service training for teachers. Nearly 23,370 new classrooms have been added during the past five years. The Primary Education Completion Exam (PECE) has been progressively transformed to assess competencies rather than content recall. And GoB has implemented three rounds of high quality national student assessments.

7. At present, GoB's strategic vision for universal basic education is captured under the National Education Policy (NEP). NEP proposes concrete measures for improving the quality of basic education. These include: introduction of one-year of pre-primary education; nationalization of non-government primary schools; improving teacher qualifications, strengthening teacher recruitment, and increasing the proportion of female teachers; creating child-friendly environments and promoting interactive teaching; and strengthening community participation in school management. It also proposes the extension of the primary cycle from five to eight years by 2018.

## Challenges

8. NEP reflects a clear focus on addressing the most pressing challenge to universal basic education - low and uneven learning outcomes, particularly for key foundational skills. Among Grade 3 students, 59% did not achieve the grade-relevant competencies in Mathematics.<sup>7</sup> The corresponding figures for Grade 5 were 90% - with children from the poorest income quintiles performing worse than those from the wealthiest quintiles. For Grade 5, school-related factors accounted for around 75% of the variation in student performance. The following factors reflect key barriers to student learning:

- Low student readiness at primary school entry due to inadequate inputs for early

---

<sup>3</sup> Including 9 DPs, apart from the World Bank.

<sup>4</sup> GoB administrative data

<sup>5</sup> Education Household Survey (EHS) Data 2014.

<sup>6</sup> In 2015, 99% of schools received textbooks on time

<sup>7</sup> National Student Assessments 2015

childhood education: While the provision of pre-primary education (PPE) is steadily increasing in the country, there are concerns regarding over-crowding of PPE classrooms, adequacy of play and learning materials in the classrooms, and the assignment of properly trained teachers in PPE classes.

- Poor quality of teaching: Around 44% of the primary teachers do not have a bachelor's degree. Anecdotal evidence suggests that teachers continue to rely heavily on lecturing and repetition, with little room for interactive learning, independent work and problem-solving. There are also concerns that many teachers themselves do not fully master the material they teach, and that the training they receive is not properly translated to the classroom.
- Insufficient time-on-task: The use of double-shifts affects 77.4% of schools and often results in fewer lesson hours than prescribed. There is high teacher absenteeism, partly due to training or other official duties; and student attendance is not regular (attendance was 86.9% in 2015).
- Inadequate institutionalization and use of student assessment system: The student assessment system lacks institutional capacity and an overarching policy framework to clarify the role of assessment. Further, although there are several assessments and examinations at the primary level, their results are not analyzed to glean useful information for pedagogy or system management.
- Shortage of key inputs: Only 32.7% of schools had an average student-classroom ratio of 40:1 or less in 2015. The percentage of schools without a separate functioning toilet for girls was 47%, and 26.8% of schools still do not have a safe water source.

9. **A second pressing challenge** to ensuring universal basic education is that around 2.5 million children aged 8-14 years remain out-of-school<sup>8</sup>, particularly in urban slums, the Chittagong Hill Tracts, and among children with special needs. In 2014, around 11% of children (M: 13.3%, F: 8.6%) aged 8-14 were out of school.

10. **Third, in addition to service delivery challenges at the school level, there are system-level management issues.**

- Inadequate financing: During the past decade, annual public expenditure on education has remained around 2% of GDP, and public education generally receives 14-16% of the total public budget<sup>9</sup>. These shares are low in comparison to developing country averages. Further, most of the government's funding in the sector goes towards teacher salaries<sup>10</sup>.
- Constraints to decentralization and local capacity. Bangladesh has a highly-centralized system for education service delivery, with fiscal and administrative powers largely concentrated in Dhaka. This stifles local initiative and contributes to weak management, transparency, and accountability. The grants allocated at the school and sub-district (upazila) levels are small and uniform. Furthermore, the school management and social audit committees often lack the needed capacities.

---

<sup>8</sup> Based on BBS projections and EHS 2014 data.

<sup>9</sup> Less than 45% of the public education budget is allocated to primary education.

<sup>10</sup> The recently approved 8<sup>th</sup> pay scale for government employees indicates that salary allocation in the education sector will increase.

- Inadequate career development opportunities. The managerial career path does not allow teaching staff to reach senior management posts. Attempts by MoPME/Department of Primary Education (DPE) to get a revised proposal for the career progression of teachers, head teachers, and DPE officials approved have not been successful so far.

11. To address these challenges, GoB seeks to implement a second-generation, results-based post-PEDP 3 program (called PEDP4) in alignment with NEP. This program will put concerted focus on improving learning outcomes, and on bringing OOSC into primary schooling.

### III. Program Scope

12. The PforR will support a subset of PEDP4, as summarized in Table 1. Specifically, the PforR will provide financing for the entire PEDP4 period, covering the whole terrain of PEDP4 results areas and activities, except for some specific exclusions<sup>11</sup>.

**Table 1: PforR Scope**

Item	Government Program	Program Supported by WB PforR
<b>Title</b>	PEDP4	QLEAP
<b>Implementation Period</b>	FY18/19–FY22/23	FY18/19–FY22/23
<b>Geographic scope</b>	Nationwide	Nationwide
<b>Objective</b>	To provide quality education to all children of Bangladesh from pre-primary up to Grade 5 through an efficient, inclusive and equitable education system.	PDO: To improve the quality of and enhance equitable access to education from pre-primary to grade 5.
<b>Activities or outputs</b>	<ul style="list-style-type: none"> <li>● Covers pre-primary and grades 1–5 in government primary schools (GPS), newly nationalized GPS (NNGPS), madrasahs, learning centers and all other institutions under the purview of MoPME</li> <li>● Finances both development and non-development expenditures.</li> <li>● Program Results Areas are Quality (curriculum reforms; textbooks and teaching learning materials; teacher recruitment, deployment and advancement; teacher education; continuous professional development; ICT in education; assessments and examinations; assessments and examinations reforms; pre-primary education; Equitable Access and Participation (need based infrastructure, including water and sanitary hygiene (WASH) facilities; out of school children; special education needs; education in emergencies; communication and social mobilization); and Management, Governance and Financing (data systems for decision-making; institutional strengthening;</li> </ul>	<ul style="list-style-type: none"> <li>● Coverage same as in the Government’s PEDP4 except for the following exclusions: production (printing) of textbooks; procurement of ICT equipment and accessories; procurement of motor vehicles; procurement of furniture; pensions and gratuities; purchase/acquisition of land; unadjusted advances loans; procurement of goods that require international procurement</li> <li>● Provision of textbooks and ICT equipment are national commitments of the government, and these activities have been managed well by GoB. Goods purchases are capital cost items and do not provide any value-added or strategic focus from the World Bank. Pensions and advances do not contribute much to the PDO.</li> </ul>

<sup>11</sup> The DPs planning to finance PEDP4 have agreed to a common program boundary of support, which is also the Bank’s PforR boundary

	school level improvement plans (SLIPs) and upazilla level improvement plans (UPEPs); strengthened budget and fiduciary system).	
<b>Financial Management</b>	Uses country system; expenditures will be pre-financed by GoB through the treasury system using both development and non-development budgets; audit will be conducted according to the mandate of the Office of the Comptroller and Auditor General (OCAG); and General Financial Rules (GFR) and Treasury Rules (TR) apply for program accounting.	Uses country system and existing financial rules; IDA disbursement will be made to the treasury; annual audits will be required.
<b>Procurement method and approval</b>	Uses country procurement system; PPA/PPR shall apply subject to any exceptions	Uses country system subject to any exceptions; no prior or post review required on individual contracts; annual fiduciary reviews (AFRs) to be used to check system effectiveness
Program expenditure	US\$ 18.1 billion	Tentative US\$ 17.7 billion
Financiers	GoB, World Bank, ADB, EU, JICA, DFID, GAC Canada, DFAT Australia, UNICEF, UNESCO, USAID	GoB, World Bank, ADB, EU, JICA, DFID, GAC Canada, DFAT Australia, UNICEF, UNESCO, USAID

13. QLEAP supports activities in all three results areas of PEDP4: (a)Quality; (b)Equitable access and participation; and (c) Management, governance and financing. A subset of the PEDP 4 interventions, outputs, and outcome across the three results areas is chosen as the DLIs (table 2).

**Table 2. Results Areas and DLIs**

Results Area	DLI
Results area 1: Quality	<ul style="list-style-type: none"> <li>● Strengthened curriculum and textbook development and distribution</li> <li>● Teacher recruitment, and deployment</li> <li>● Improved teacher education and continuous professional development (CPD)</li> <li>● Improved learning outcomes</li> </ul>
Results area 2: Equitable access and participation	<ul style="list-style-type: none"> <li>● Need-based infrastructure development</li> <li>● Improved educational opportunities for out of school children (OOSC) and student retention</li> </ul>
Results area 3: Management, governance and financing	<ul style="list-style-type: none"> <li>● Strengthened fiduciary system and budget</li> <li>● Strengthened Data System, Monitoring and accountability</li> <li>● Strengthened decentralized management</li> </ul>

#### **IV. Program Development Objective(s)**

14. The Program Development Objective (PDO) is to improve the quality of and enhance equitable access to education from pre-primary to grade 5.

## **V. Environmental and Social Effects**

15. An Environmental and Social Systems Assessment (ESSA) was undertaken to (a) identify risks and impacts associated with the Program, (b) assess the strengths and weaknesses of the legal, institutional, and implementation frameworks, and (c) recommend measures to strengthen national systems and capacity to deliver the PforR in a sustainable manner. National level consultations were organized with all key stakeholders related to primary education to seek feedback on the implementation of provisions to enhance transparency and accountability and other related environment and social issues.

16. Environmental safeguards. QLEAP will support small scale civil works, including construction of additional classrooms and water and sanitary hygiene (WASH) facilities and regular maintenance of the education system infrastructure. An Environmental Management Framework (EMF) was previously developed by MoPME/DPE for PEDP3 and was agreed by the DPs of PEDP 3. The EMF is adequate to address environmental safeguard issues associated with civil works as well as water supply and sanitation provision for QLEAP. The Program Action Plan includes the following: (i) update, adopt and operationalize the EMF; (ii) adopt and circulate WASH block maintenance manual; (iii) develop and circulate hygiene promotion manual; (iv) test the water quality annually for each water source; and (v) focal point assigned for safeguards at DPE.

17. Social safeguards. The ESSA concludes that the social risks and adverse impacts of the Program are moderate while positive impacts are significant. The positive social impacts include: (a) enrollment of OOSC, including children from the urban slums and the Chittagong Hill Tracts (CHTs); (b) opportunities for Tribal (TP) children to learn in their mother tongues and Bangla simultaneously in early grades to facilitate their transition to Bangla medium after grade three; (c) exposure of students to emergency safety drills and use of protective equipment; and (d) more effective mainstreaming of children with special needs in regular schools by identifying their needs early, and identification of children with special needs requiring services from specialized educational institutions.

18. Key social risks include: (a) limited enrollment of the OOSC from urban slums and CHTs; (b) students from special groups (e.g. snake charmers and similar nomad groups) not availing institutional education; (c) delays in publication of books in TP languages; (d) protective equipment to be used for emergency safety drills not reaching all schools; and (d) inadequate presence of National Academy for Autism and Neuro-developmental Disabilities (NAAND) trained teachers at the primary schools to assist children with special needs.

19. MoPME/DPE can address these challenges by timely implementation of the Program. It will also need to ensure that the necessary manpower, including social safeguards consultants, continues to be in place for effective monitoring of safeguards compliance. Results Area 3.4 ensures that adequate budget is available for Program implementation. The Program Action Plan includes the following: (i) update, adopt and operationalize the Social Management Framework; (ii) teachers trained to teach students with special needs; and (iii) focal point assigned for safeguards at DPE.

## VI. Financing

20. The Government's five-year PEDP4 cost and QLEAP (the World Bank's PforR) cost are estimated to be US\$18.1 billion and US\$17.7 billion, respectively. QLEAP will be financed primarily from government sources, with support from the World Bank, and other DPs (see Table 2). The planned contribution from the World Bank is US\$ 700 million, while other DPs are expected to finance approximately US\$ 900 million. The detailed estimate for the resource envelope, cost requirements, and Program financing are presented in the technical assessment report.

**Table 3: PforR Financing (\$ Billion)**

Source	Amount	%
Government	16.1	91.0
IBRD/IDA	0.7	4.0
Other DPs (anticipated)	0.9	5.0
Total Program Financing	17.7	100.0

## VII. Program Institutional and Implementation Arrangements

21. The Program will use country financial management systems for budget execution, accounting, internal controls, financial reporting and auditing. Development Partner funds will be directly disbursed to the government's treasury, and DPE will access funds according to the normal government budgeting process. MoPME will be the Executing Agency responsible for overall policy guidance, coordination and oversight. DPE of MoPME will be the main implementing agency. Headed by the Director General (DG), and supported by an Additional Directors General (ADG), DPE will be responsible for overall implementation and coordination of the Program activities across MoPME/DPE and other implementing agencies. The ADG will handle the daily coordination of program implementation while the DPE line directors<sup>12</sup> and the different implementing partners will be responsible for the implementation of key areas of the program. The ADG will be supported by the Program Management Team, consisting of a dedicated team of specialists who will be responsible for progress reporting, and timely and effective planning and utilization of required technical assistance. The Monitoring & Evaluation (M&E) Division will be responsible for managing M & E activities. An independent verification agency (IVA) commissioned by MOPME will carry out the verification of the achievements of the DLIs.

## VIII. Contact point

### World Bank

Contact: Saurav Bhatta; Syed Rashed Al Zayed Josh

Title: Senior Economist

Email: [sbhatta@worldbank.org](mailto:sbhatta@worldbank.org); [salzayed@worldbank.org](mailto:salzayed@worldbank.org)

---

<sup>12</sup> The line directors will head the following divisions at DPE: (i) Administration, (ii) Finance, (iii) Procurement, (iv) Planning and Development, (v) Training, (vi) Policy and Operation, (vii) Monitoring and Evaluation, (viii) Coordination, and (ix) Information Management.

**Borrower/Client/Recipient**

Contact: Kazi Shofiqul Azam  
Title: Secretary, Economic Relations Division  
Tel: 9180675  
Email: addl-secy2@erd.gov.bd

**Implementing Agencies**

Contact: Md. Mohammad Asif-Uz-Zaman  
Title: Secretary  
Tel: 9540484  
Email: scy@mopme.gov.bd

**IX. For more information contact:**

The InfoShop  
The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 458-4500  
Fax: (202) 522-1500  
Web: <http://www.worldbank.org/infoshop>