

Pakistan: Basic Education Programme in NWFP

Ex-post evaluation report

OECD sector	11220 - Primary education	
BMZ project ID	1.) 1989 66 145 (Basic Education Charsadda) 2.) 1994 66 483 (Basic Education Programme in NWFP)	
Project executing agency	Government of North-West Frontier Province	
Consultant	-	
Year of ex-post evaluation	2009 (Phase 2 part of sample 2007)	
	Project appraisal (planned)	Ex-post evaluation (actual)
Start of implementation	1.) July 1991 2.) Jan. 1996	1.) Nov. 1992 2.) Jan. 1996
Period of implementation	1.) 39 months 2.) 5 years	1.) 94 months 2.) 5.75 years
Investment costs	1.) EUR 8.8 million 2.) EUR 293.5 million	1.) EUR 8.6 million 2.) EUR 161.9 million
Counterpart contribution	1.) EUR 0.51 million 2.) EUR 120.0 million	1.) EUR 0.51 million 2.) EUR 42.6 million
Finance, of which FC funds	1.) EUR 5.1 million 2.) EUR 20.4 million	1.) EUR 5.1 million 2.) EUR 18.8 million
Other institutions/donors involved	1) GTZ 2) World Bank, ODA, DGIS, GTZ	
Performance rating	3	
• Relevance	3	
• Effectiveness	3	
• Efficiency	3	
• Overarching developmental impacts	3	
• Sustainability	3	

Brief Description, Overall Objective and Programme Objectives with Indicators

Basic Education Charsadda (referred to as “Phase 1” below)

As part of the first phase of a cooperation programme with GTZ, altogether 802 classrooms in primary schools and a female teacher training centre with a hostel were constructed in Charsadda District in North-West Frontier Province (NWFP). GTZ was in

charge of training primary teachers, preparing teaching and learning materials for pupils and teachers and strengthening the monitoring system.

At final inspection, the overall objective of Phase 1 consisted in making a contribution to raising the percentage of the population receiving an adequate education, improving their ability to manage their own lives and reducing female discrimination. The overall objective was to be deemed as met, if the programme objective was reached. The programme objective of Phase 1 was the qualitative and quantitative improvement of primary education facilities in Charsadda District, particularly for girls. The programme appraisal report defined the indicators at the level of the programme objectives as a rise in girl school enrolment rates and a reduction in dropout rates.

Basic Education Programme in NWFP (referred to as “Phase 2” below)

Phase 2 of the FC programme formed part of a sectoral programme promoted by the World Bank, ODA (United Kingdom) and DGIS (Netherlands). Like Phase 1, it was also part of a cooperation programme with GTZ. FC financed the (re)construction and rehabilitation of classrooms at new or existing schools.

The overall objective of Phase 2 was the quantitative and qualitative improvement of basic education throughout the province, particularly for girls and the rural population. The overall objective was to be deemed as met on attainment of the programme objectives. According to the appraisal report, the programme was to make contributions to the substantial improvement of access to basic education through school building measures and the recruitment of new teachers. It was further supposed to make contributions to improving the quality of teaching by developing and degressively subsidising schoolbooks and teacher in-service training (programme objectives). The indicator for the attainment of programme objectives was the proportional increase in the gross enrolment rate of girls.

Assessment of set of objectives, target group

From today’s point of view, the overall objectives for both phases would be defined as follows: Increased access to an adequate quality of education and reduction of discrimination against the female population in the education system. Suitable indicators for this are gross or net enrolment rates by gender, repeater and dropout rates as well as rates of completion and transfer to higher education.

Appropriate programme objectives in hindsight are improvements in available primary school infrastructure and learning conditions, particularly for girls. Useful and available indicators for this are the capacity utilisation of classrooms (number of pupils per classroom by gender) and the teacher-pupil ratio (number of pupils per teacher, FTI standard: 1:40).

The target group for Phase 1 were children of primary school age (between 5 and 9) in Charsadda District and teachers employed there. The target group of Phase 2 were children of primary school age, particularly from underprivileged sections of the population (rural population, girls) in NWFP.

Programme Design/Major Deviations from Original Planning and Main Causes

In Phase 1, financial support was provided to construct a female teacher training centre for 112 female students (planned 100). Compared to the figures planned at programme appraisal, some deviations occurred with regards to the building measures of classrooms. Altogether, 106 classrooms were built at new schools instead of 100. Moreover, considerably more classrooms were built at existing schools than planned (407 instead of 125). Altogether, 802 instead of the planned 525 classrooms were built or rehabilitated at new or existing schools.

Instead of the planned 400, only 150 classrooms were built at new schools in Phase 2, since it proved difficult to recruit a sufficient number of male and female teachers for them. The planned seven teacher training centres were not built because the executing

agency was unable to submit a sound scheme for their use. Owing to these changes, the programme began with the reconstruction and rehabilitation of classrooms at existing schools, contrary to the original plan. Distinctly more existing schools were also extended (1,522 classrooms) than planned (1,300 classrooms). Altogether, the construction and/or rehabilitation of 4,094 classrooms (instead of the planned 1,700 classrooms) at new or existing schools were financed in Phase 2.

Key Results of Impact Analysis and Performance Rating

We assess overall developmental efficacy as follows:

Relevance: The enlargement of classroom capacities was necessary and useful, since there was a lack of schools or classrooms, particularly for girls, or they were in a very bad state of repair. It is plausible to assume that the construction and rehabilitation of classrooms especially at girls' schools improved access to educational institutions and helped lessen discrimination against the female population in education. The education sector is accorded high priority by the population and Pakistani government policy, as specified most recently in the PRSP II (2009). Moreover, besides health, microlending, renewable energy and energy efficiency, basic education remains a priority of German development cooperation with Pakistan. FC has followed up on its engagement in the education sector through the two programme phases with three debt swaps to continue to upgrade school infrastructure in NWFP. Cooperation with other donors proved difficult in part and donor coordination is still rather poor, according to GTZ. Altogether, we judge relevance as satisfactory (Subrating 3).

Effectiveness: Applying today's standards, the programme objectives are improved primary school infrastructure and learning conditions, particularly for girls. The indicators for this are the reduction of class sizes and the pupil-teacher ratio. Table 1 provides an overview of these two indicators for the school years 1999/2000 and 2006/2007 in NWFP.

Table 1: Class sizes and pupil-teacher ratio in NWFP

School year	Number of pupils per classroom		Number of pupils per teacher	
	Boys	Girls	Boys	Girls
1999/2000	39.83	48.21	34.01	54.69
2006/2007	41.53	52.73	34.85	46.12

For the school year 2006/2007, the class sizes are less favourable for girls (53 pupils per classroom) compared with boys (41 pupils per classroom) at provincial level. The pupil-teacher ratio for girls is worse than for boys (46 girl pupils per teacher as compared with 35 boy pupils per teacher). Altogether, class sizes deteriorated for boys and girls during implementation. The main reason is probably population growth (World Bank estimate: 2.2% a year nationwide). The pupil-teacher ratio has improved a little for girls (from 55 to 46 pupils per teacher), but it remains much less favourable than for boys. Nevertheless, it is plausible to infer that the two programme phases have improved educational facilities and learning conditions. Besides FC, GTZ made a large contribution to improving learning conditions. It has been engaged in education in NWFP for over 25 years, supporting curriculum development and teacher qualification in particular. Altogether, we therefore assess the effectiveness of the programme as satisfactory (Subrating 3).

Efficiency: Substantially more classrooms than planned could be built or rehabilitated, mainly thanks to exchange rate effects. The unit costs of about EUR 7,000 for classrooms at new schools (Phase 2) can rate as rather favourable. The considerable delays in construction during Phase 1 did not impair the economical unit costs. During final inspections, the building quality was assessed as good (Phase 1) and satisfactory (Phase 2) respectively. The facilities are put to good use on average. There have been

occasional reports of vacant school premises or lack of staff in the past. The risk of unused facilities due to teacher shortages for remote schools was, however, the reason for building fewer new schools than planned in the nineties. More existing schools were enlarged and rehabilitated instead. Altogether, we assess efficiency as satisfactory (Subrating 3).

Overarching developmental impacts: Phase 1 sought to increase the gross enrolment rate for girls by 4 percentage points. Amounting to 20% at programme appraisal, the gross enrolment rate in Charsadda came to 48% in 2006/07. The objective was therefore clearly attained. The gender gap for the gross enrolment rate in Charsadda District declined from 60 percentage points at appraisal to 20 percentage points in 2006/07. The school enrolment rate for girls is nevertheless still below that for boys both in Charsadda District and NWFP.

The intention for Phase 2 was to increase the gross enrolment rate from 36% to 44% for girls and from 71% to 76% for boys. These indicators were also met in 2004/05, i.e. two years after completion of the programme, if the private schools are included (gross enrolment rate for boys 98.5%, 70.0% for girls). Accounting for all schools, the gender gap in NWFP currently (2006/07) amounts to about 29 percentage points (gross enrolment rate for boys: 98.5%, for girls: 70.0%). This is an improvement of 5 percentage points on the situation at appraisal of Phase 2.

The programme did not achieve as much when it comes to repeater and dropout rates as well as rates of completion and transfer to higher education: Only 35% of the girls manage to reach 5th grade, 31%, to reach 6th grade. The corresponding transfer rates for boys are better at 64% and 56% respectively. The figures are similar at provincial level. The reasons for the high dropout rates for both sexes include: costs of attending school, lack of interest on the part of parents, remote schools and the attendant security risks and absenteeism of teachers. Catering for the overall objective indicators, we assess the overarching developmental impacts as satisfactory (Subrating 3).

Sustainability: According to current official school statistics in NWFP for 2007/08, about two-thirds of all classrooms are in need of repair or rehabilitation (Charsadda District: 60%). Looking at schools only attended by boys, the figure is as high as 82%. The underlying problem of lack of maintenance was repeatedly broached by KfW during programme implementation, but with little success to date, despite considerable efforts, particularly on the part of GTZ. The current programme proposal by GTZ of October 2008 envisages qualifying and supporting parent-teacher associations in dialogue with headmasters, representatives of the school sector administration, the lower policymaking level and local community organisations to enable them to participate in school development, including the construction and maintenance of school infrastructure. Further assistance measures for maintenance and quality of education (development cooperation and many other donors) are planned for the next decade, so that the two programmes can be expected to remain effective. Considering the significance that donors attach to the education sector as an instrument for national political stabilisation, sustainability is rated as satisfactory overall (Subrating 3).

Performance rating: Altogether, the performance of the two phases is assessed as satisfactory (Rating 3).

List of abbreviations

BMZ	German Federal Ministry for Economic Cooperation and Development
DGIS	Netherlands Directorate-General of Development Cooperation
DoE	Department of Education (NWFP)
FC	Financial Cooperation
FTI	Fast Track Initiative Education for All
GTZ	Gesellschaft für Technische Zusammenarbeit
KfW	Kreditanstalt für Wiederaufbau
MDG	Millennium Development Goal

MoE	Ministry of Education
NWFP	North-West Frontier Province
DfID/ODA	Department for International Development/Official Development Assistance
PRSP	Poverty Reduction Strategy Paper
TC	Technical Cooperation

Notes on the methods used to evaluate project success (project rating)

Projects are evaluated on a six-point scale, the criteria being relevance, effectiveness (outcome), “overarching developmental impact” and efficiency. The ratings are also used to arrive at a final assessment of a project’s overall developmental efficacy. The scale is as follows:

- 1 Very good rating that clearly exceeds expectations
- 2 Good rating fully in line with expectations and without any significant shortcomings
- 3 Satisfactory rating – project falls short of expectations but the positive results dominate
- 4 Unsatisfactory rating – significantly below expectations, with negative results dominating despite discernible positive results
- 5 Clearly inadequate rating – despite some positive partial results the negative results clearly dominate
- 6 The project has no positive results or the situation has actually deteriorated

A rating of 1 to 3 is a positive assessment and indicates a successful project while a rating of 4 to 6 is a negative assessment and indicates a project which has no sufficiently positive results.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability)

The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability)

The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected.)

Sustainability level 3 (satisfactory sustainability)

The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability)

The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and an improvement is very unlikely. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. A rating of 1 to 3 indicates a “successful” project while a rating of 4 to 6 indicates an “unsuccessful” project. In using (with a project-specific weighting) the five key factors to form an overall rating, it should be noted that a project can generally only be considered developmentally “successful” if the achievement of the project objective (“effec-

tiveness”), the impact on the overall objective (“overarching developmental impact”) and the sustainability are considered at least “satisfactory” (rating 3).