



1. Project Data:		Date Posted : 08/15/2002	
PROJ ID: P040199		Appraisal	Actual
Project Name: Mx: Basic Educ.development Phase I	Project Costs (US\$M)	150.0	214.5
Country: Mexico	Loan/Credit (US\$M)	115.0	115.0
Sector(s): Board: ED - Primary education (53%), Tertiary education (21%), Secondary education (12%), Central government administration (7%), Sub-national government administration (7%)	Cofinancing (US\$M)		
L/C Number: L4333			
	Board Approval (FY)		98
Partners involved :	Closing Date	06/30/2001	12/31/2001
Prepared by :	Reviewed by :	Group Manager :	Group:
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2. Project Objectives and Components

a. Objectives
The objectives were to: (a) expand and improve efficiency and quality of rural lower secondary education by supporting distance education and by developing a new model of community-based rural education; (b) develop and implement improved school-based management strategies and improve the supervision system at the primary school level; (c) design and pilot new education modalities to better meet the needs of migrant children, children aged 9-14 in urban marginal areas who are out of school, and indigenous children in general primary schools; and (d) strengthen institutional capacity for system management and for planning, programming, and evaluation at the federal and state levels.

b. Components
The components, which complemented those of the Second Basic Education Project, were: (a) quality improvement in initial and basic education (US\$ 126.5 million, 84% of total project costs) to finance educational materials and equipment; training of teachers, principals and supervisors; support for parents' associations and school councils in school based management activities; school supervision; construction and rehabilitation of school infrastructure; and (b) strengthening institutional capacity at federal and state levels (US\$ 23.5 million, 16% of total project costs) to support technical assistance to develop the national assessment and evaluation system; studies and pilot tests for innovative programs; a fund for implementing their institutional development proposals; and incremental operational costs to support project administration.

c. Comments on Project Cost, Financing and Dates
The estimated project costs were US\$150.0 million, of which US\$115.0 million was to be financed by the World Bank, and US\$35.0 million by the government. Project costs rose to US\$214.5 million largely due to an increase in the scope of works and goods procured. As a result, government's contribution was US\$99.5 million (284.3%). The loan closing date was extended six months to December 31, 2001.

3. Achievement of Relevant Objectives:
The achievements of this first phase of the three phase program have been satisfactory, and are as follows:
Enrolment in *telesecundarias* (distance education schools) increased by 78% from 82,722 in 1998/99 to 147,508 in 2001, (appraisal estimate, 231,000). Repetition rates fell from 1.5% to 0.5%, failure rates from 21.1% to 4.8%, and drop out rates from 9.7% to 9.0%. The quality of the learning environment was

Improved through construction of 6,667 school facilities (83.9% of the target.), and 18,631 rehabilitation works (315.9% of targets); provision of equipment (154.5% of estimates) and instructional materials (96.1% of estimates). Furthermore, a total of 97,297 teachers, principals and community trainers received training. This exceeded the target of 59,448. It is premature to assess the impact on completion and achievement rates since the program of study is 4 years and the project was two and a half years.

Normative guidelines for school projects were developed through the General Directorate for Educational Research, and following successful implementation of 200 pilot projects, the model has been expanded throughout the country.

New models for post-primary education in small, isolated, rural areas, migrant and indigenous students were designed and piloted, and have been incorporated into the regular education system. The implementation of the model for out of school children 9-14 in marginal areas was less successful. Institutional strengthening included support for school mapping and micro-planning at the state level, consolidation of the management information system of the National Council for Educational Development; provision of training and equipment to facilitate the administration and analysis of student achievement tests; preparation of strategic plans for institutional development in 20 states, and management training.

Studies on parental participation and the *postprimaria* program confirmed the effectiveness of the interventions.

4. Significant Outcomes/Impacts:

The decentralization process has been enhanced: states have a greater capacity to respond more effectively to the needs of disadvantaged children.

The successful pilot program for post-primary education led to the creation of the *postprimaria* program which started with 32 learning centers in 8 states, and expanded to 321 centers in 25 states by the close of the project. These centers now function as life long learning centers for persons of all ages. Several Latin American countries have expressed interest in replicating the model in their countries.

Adjustments have been made by the Secretariat of Public Education to facilitate the education of migrant children by ensuring that school work successfully completed in one location is given credit in another, thus reducing repetition.

Procurement practices were highly satisfactory. Acquisition for *telesecundarias* was rated best practice in Latin America and the Caribbean region.

A management training model, "Training for Education Management", which was developed incorporating recommendations for the reform of public administration has been institutionalized.

5. Significant Shortcomings (including non-compliance with safeguard policies):

Expanding coverage of pre-school education fell short of targets since funds were reallocated to finance the improvement of rural lower secondary education. Approximately 31,413 students (4.8%) were reached compared with the estimated 656,500. Further pre-school education expansion was postponed to Phase II. The pilot program for out of school children aged 9-14 in marginal urban areas was not implemented because the agency designated to implement the program changed its mandate, restricting services to adults only.

School supervision activities were largely limited to provision of educational materials, and per diem allowances to facilitate school visits. The objective of preparing supervisors to support rural teachers in multi-grade methodologies proved difficult to attain due to the high turn over of supervisory staff.

There were shortcomings with respect to the Institutional Development Fund to finance state proposals on a competitive basis: the formula for selection of proposals was too complicated, and arrangements for the technical analysis were deficient. The fund has therefore been re-designed for Phase II.

6. Ratings:	ICR	OED Review	Reason for Disagreement /Comments
Outcome:	Satisfactory	Satisfactory	
Institutional Dev.:	Substantial	Substantial	
Sustainability:	Highly Likely	Highly Likely	
Bank Performance:	Satisfactory	Satisfactory	
Borrower Perf.:	Satisfactory	Satisfactory	
Quality of ICR:		Satisfactory	

NOTE: ICR rating values flagged with '*' don't comply with OP/BP 13.55, but are listed for completeness.

7. Lessons of Broad Applicability:

- The APL's flexibility in allowing for the incorporation of lessons learnt in subsequent phases of the program is an ideal instrument for providing assistance to education sector programs that require long term investment.
- Provision of resources at the state and regional level fosters innovation in meeting local needs, such as for compensatory programs. National programs can then be informed to address identified needs.
- The educational needs of street children, although urgent and acute, still require careful analysis, identification of appropriate agencies and development of a system to implement the proposed interventions to address the range of needs.
- Innovations such as schemes involving inter-state competition must take into account political issues, strive to ensure that regulations are not unduly complex, and the human resources to provide technical assistance, assess proposal are readily available.
- Publicizing and disseminating project objectives and activities at the state and local levels serve to strengthen ownership and improve the implementation process.

8. Assessment Recommended? Yes No

9. Comments on Quality of ICR:

The ICR provides useful information on critical issues affecting compensatory education programs and the management requirements at federal, state, and local levels. It emphasizes the need for continued focus on measuring learning outcomes.