

Document of
the World Bank

Report No: 80211

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(P101445 / P117424 -- TF056633 / TF098073)

ON

GRANTS

IN THE AMOUNT OF SDR 9.023 MILLION
(US\$6 MILLION EQUIVALENT)

TO THE

Republic of Djibouti

for a

Primary Education Support Program

September 24, 2013

MNCO2
Human Development Sector
Middle East and North Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective June 27, 2013)

Currency Unit = Djibouti Franc (DJF)

DJF 100 = US\$0.559132

US\$1.00 = DJF 178.849

FISCAL YEAR

[January 1 – December 31]

ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (<i>Agence Française de Développement</i>)
APL	Adaptable Program Loan
CAS	Country Assistance Strategy
CFPEN	Personnel Training Center for National Education (<i>Centre de Formation des Personnels de l'Enseignement National</i>)
CRIPEN	National Education Research and Information Production Center (<i>Centre de Recherche, d'Information, et de Production pour l'Education Nationale</i>)
DHU	<i>Département d'Habitat et d'Urbanisme</i> (Department of Habitat and Urbanism)
DISED	<i>Direction de la Statistique et des Etudes Démographiques</i>
EFA	Education for All
EMP	Environmental Management Plan
EPDF	Education Program Development Fund
FM	Financial Management
FMR	Financial Management Report
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
MDG	Millennium Development Goals
MNEVT	Ministry of National Education and Vocational Training ¹
MNHE	Ministry of National and Higher Education
MOF	Ministry of Finance
MPU	Maintenance and Project Unit (<i>Service de la Maintenance et des Projets</i>)
PAAE	School Access and Improvement Project (<i>Projet d'Amélioration d'accès aux écoles</i>)
PAEP	<i>Projet d'Appui à l'Enseignement Primaire</i> . Primary Education Support Project

¹ The Ministry of Education adopted its new name and acronym in 2011 when it took over the Vocational Training portfolio from the Ministry of Labor.

PIU	Project Implementation Unit (<i>Bureau d'exécution des projets d'éducation, BEPE</i>)
PPF	Project Preparation Facility
PTA	Parent Teacher Association
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

Vice President: Inger Andersen
Country Director: Hartwig Schafer
Sector Manager: Mourad Ezzine
Project Team Leader: Noah Yarrow
ICR Team Leader: Noah Yarrow

Republic of Djibouti
Primary Education Support Program

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A. Basic Information²			
Country:	Djibouti, Republic of	Project Name:	Primary Education Support Program
Project ID:	P101445 / P117424 ³	L/C/TF Number(s):	TF056633 / TF098073
ICR Date:	09/24/2013	ICR Type:	Core ICR
Lending Instrument:	Grant	Borrower:	Republic of Djibouti
Original Total Commitment:	USD 8M (in XDR 12.03)	Disbursed Amount:	USD 11,994,300
Revised Amount:	USD 12 M (XDR 18.045 M) (US\$ 8 (US\$6 +2) + US\$ 4 M)		
Environmental Category: B			
Implementing Agencies: Ministry of National and Higher Education			
Co-financiers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	n/a	Effectiveness:	05/03/2006	
Appraisal:	11/15/2005	Restructuring(s):		07/19/2011 08/08/2012 09/30/2012
Approval:	05/03/2006	Mid-term Review:		n/a
		Closing:	08/31/2007	03/31/2013

² The data given here come from ISRs for P117424; data for P101445 remain unavailable in the World Bank system after a new project was erroneously given the same project number, thereby erasing all earlier data and ratings for the original P101445. Documents and reports do, however, survive elsewhere.

³ This ICR reviews the Primary Education Support Program (P117424), which consists of three parts. The original Primary Education Support Program (P101445) was fully financed by the EFA-FTI Catalytic Fund. The original grant amount was US\$8 million, approved by the Catalytic Fund Committee on December 2, 2005, for which a grant agreement was signed on May 3, 2006. The original amount was divided into two allocations of US\$6 million (part one) and US\$2 million (part two). An additional financing grant in the amount of US\$4 million to the Republic of Djibouti was begun in July 2010 (part three). Part one was reviewed in an ICR of January 15, 2009, while part two, described in a program document of December 20, 2008 and which closed on September 20, 2010, has not yet been reviewed. Part two will be reviewed here along with part three, the Additional Financing tranche of US\$4 million.

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Satisfactory
Risk to Development Outcome:	Low
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Unsatisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Moderately Satisfactory
Overall Bank Performance:	Moderately Satisfactory	Overall Borrower Performance:	Moderately Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	For P117424 undertaken in March 2010: Rating: MS/Likely
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
General Education Sector	100	100
Theme Code (as % of total Bank financing)		
Education for All	100	100

E. Bank Staff			
Positions	At ICR	At Approval Of USD 2M Tranche	At Approval of Additional Financing
Vice President:	Inger Andersen	Daniela Gressani	Shamshad Akhtar
Country Director:	Hartwig Schafer	Emmanuel Mbi	A.David Craig
Sector Manager:	Mourad Ezzine	Mourad Ezzine	Mourad Ezzine

Project Team Leader:	Noah Bunce Yarrow	Linda K. English	Christina Wright
ICR Team Leader:	Noah Yarrow		
ICR Primary Author:	Simon Thacker		

F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

The proposed development objective is to support Djibouti's second Education Action Plan, namely, to increase equitable access to basic education and improve the quality and effectiveness of the education system.

Revised Project Development Objectives (as approved by original approving authority)

N/A

(a) PDO Indicator(s) ⁴

Indicator	Baseline Value (as of 04/05)	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion (end of 2012/13 School Year)
Indicator 1 :	Gross Admission Rate into Primary School (GAR)			
Value quantitative or Qualitative)	56.7%	69.50%	83.6%	76.6%
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Significant improvement from baseline; original target exceeded, revised target partially met (91.6% achieved).			
Indicator 2 :	Parity index (GAR)			
Value quantitative or Qualitative)	0.87	0.90	0.96	0.89
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Improvement from baseline; original target substantially met (92.7% achieved).			
Indicator 3 :	Gross enrollment rate in primary school (GER)			
Value quantitative or Qualitative)	51.5%	65.7%	80.6%	78.5%
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013

⁴ All figures here come from the GoD, which is reproduced in Annex 10 in this ICR (Table 3 *Principle Indicators*).

Comments (incl. % achievement)	Significant improvement from baseline, even if revised target was not met (97.3% achieved).			
Indicator 4 :	Parity index (GER)			
Value quantitative or Qualitative)	0.81	0.89	0.94	0.86
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Improvement over baseline. The drop after 2008/9 might be explained by increased drop-out of girls, as the gender balance of intake rates have remained stable over this time period. The weaknesses in data collection over the course of much of the Project mean that this variance is not fully explained (91.5% achieved).			

Indicator 5 :	Primary completion rate			
Value quantitative or Qualitative)	39.0%	62.0%	71.4%	67.6%
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Significant improvement from baseline, even if target is not met (94.7% achieved).			
Indicator 6 :	# of primary school students			
Value quantitative or Qualitative)	50,651	51,000	61,200	63,368
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Target exceeded (103.5% achieved).			
Indicator 7 :	# of which girls			
Value quantitative or Qualitative)	22,500	25,900	30,000	29,315
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Significant improvement from baseline, even if final target was not met (97.7% achieved).			
Indicator 8 :	# of students in rural schools			
Value quantitative or Qualitative)	5,143	6,845	8,207	6,927 ⁵ .
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments	Original target surpassed, which is a significant achievement for equity of			

⁵ The number of rural students increases slightly from 6,845 to 6,927. What is unclear is why the target is so high.

(incl. % achievement)	access. Revised target partially met (84.4% achieved)			
Indicator 9 :	Retention rate for rural students admitted to Grade 6			
Value quantitative or Qualitative)	n/a	90.0%	90.0%	90%
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	No baseline data available. (Target 100% achieved)			
Indicator 10 :	Ratio of French, Arabic, and Mathematics textbooks for all primary levels			
Value quantitative or Qualitative)	1:4	1:1	3:2	3:1
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Target exceeded by 200%. (The ratio of 3 books per 1 student is twice as many as 3 books per two students).			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Construction (and facilities) for new schools			
Value (quantitative or Qualitative)	0	6 schools	9 schools	9 schools
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	The target of 9 schools was achieved (Target 100% achieved).			
Indicator 2 :	Rehabilitation of existing schools			
Value (quantitative or Qualitative)		7 schools	11 schools	15 schools
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Target substantially surpassed (target 136.4% achieved).			
Indicator 3 :	School kits acquired and distributed to all rural students			
Value (quantitative or Qualitative)	0	6,845	8,207	6,927
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Target substantially met (target 84.4% achieved (please see indicator 8))			

achievement)				
Indicator 4 :	Number of schools with solar panels			
Value (quantitative or Qualitative)	0	23	34	9
Date achieved	2004/2005	2008/2009	2011/2012	2012/2013
Comments (incl. % achievement)	Target partially met (26.5% achieved).			

G. Ratings of Project Performance in ISRs ⁶

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	06/08/2011	U	MU	n/a
2	01/10/2012	MU	MU	0.66
3	04/02/2012	MU	MS	0.95
4	08/18/2012	MU	MS	1.12
5	01/16/2013	S	S	2.89
6	06/24/2013	S	S	3.92

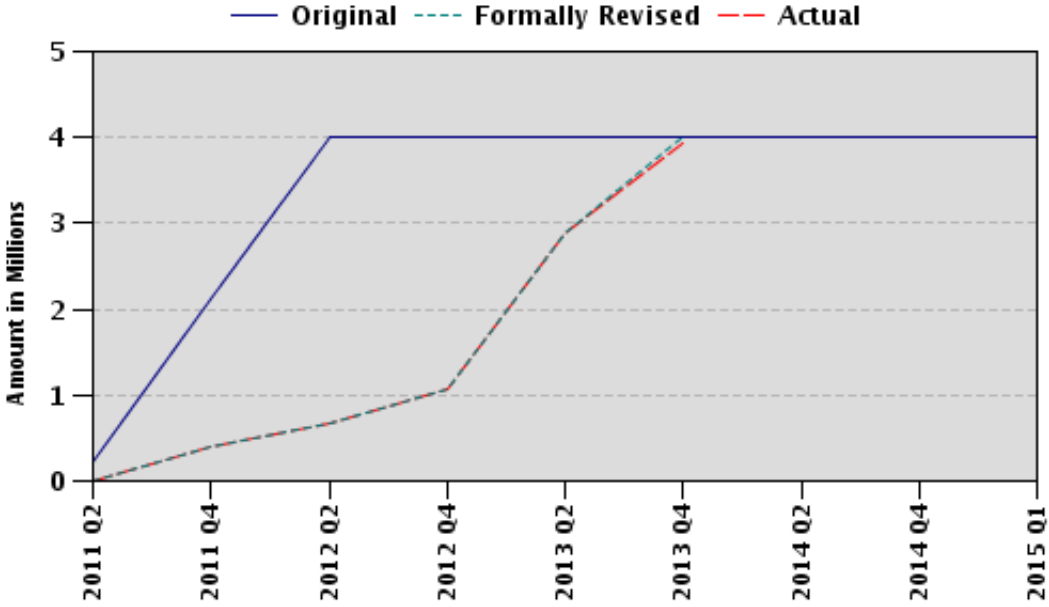
H. Restructuring (if any)

Restructuring Dates	PDO change?	Ratings of ISRs		Disbursement at Restructuring in USD Million	Reasons for Restructuring
		DO	IP		
07/19/2011	No	MU	MU	.66	GoD requested one year extension of closing date.
08/08/2012	No	MU	MS	1.12	Three reasons: (i) for a reallocation of Grant proceeds; (ii) for the addition of a category for incremental operating costs effective as of

⁶ The ratings given here are for P117424 only; those for P101445 remain unavailable after a new project was erroneously given the same project number, thereby erasing all earlier ratings for P101445.

					Grant approval in order to cover eligible expenditures already incurred by the MOE on this category; and (iii) for an extension of the Grant closing date for six months, from September 30, 2012 until March 31, 2013.
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I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. **Country Context.** At project appraisal, Djibouti ranked 157 out of 174 on the UNDP Human Development Index.⁷ Of the country's estimated population of 761,000 at the time, 65 percent lived in the capital, 83 percent in urban areas. In addition, 26 percent of the population was composed of refugees primarily from Ethiopia and Somalia. Poverty levels were extremely high: in 2002, 74 percent of the population was living below the relative poverty line, while 42.2 percent was living below the extreme poverty line, compared to 65 percent and 34 percent, respectively, in 1996. Further, a poverty map prepared in 2007 showed that poverty rates were higher in rural areas than in urban areas. Unemployment was estimated at 60 percent, affecting close to 65 percent of those living in extreme poverty.

2. Mortality rates among newborns and children under five remained extremely high (114 and 165 deaths per 1,000 live births, respectively), and the maternal mortality rate, estimated to be 740 per 100,000 live births, was one of the highest in the world. Malnutrition also posed a serious problem: 14 percent of children under five suffered from acute malnutrition, while 31 percent suffered from chronic malnutrition.

3. Endowed with few natural resources, the country saw its economic activity and prospects improve with significant foreign direct investments in the port sector and related infrastructure construction. These investments came in addition to the traditional port activities and services provided to Ethiopia and northern Somalia, as well as the international military forces stationed in the country, on which the economy traditionally depended in the past. Djibouti's economy has grown gradually and maintained relatively high growth in the medium term with foreign direct investments and institutional reforms aimed at improving the investment climate. The Government's policy program also sought to maintain macroeconomic stability, improve competitiveness, and curb inflation. With respect to the budget, the Government planned to balance the budget in the short term with a view to creating room for maneuver to finance poverty reduction activities without jeopardizing macroeconomic stability.

4. **Sector Context.** Given this context, the government of Djibouti recognized the crucial importance of developing human capital and so began to invest heavily in education.⁸ Starting in 2000, a program of reform was initiated with the objective of improving access, quality and relevance.

⁷ In 2012, by comparison, it now ranks 164 out of 186.

⁸ Figures for government financing levels for the period 1999-2007 are found on p.55 of the National Education Report (RESEN) 2010. In 1999, the percentage of National Budget devoted to Education was 16.7 which rose to 24.3 by 2007.

5. The Government's education strategy was outlined in the Ten-Year Master Plan for Education for 2000-2010, which has been implemented via shorter-term Education Action Plans (EAP) financed by the Government and its external partners. The first EAP covered the period 2000-2005. The second EAP (2006-2008) focused on the following six pillars/objectives: (i) strengthening access to and participation in education; (ii) reducing education and training disparities; (iii) improving the quality and relevance of teaching and learning; (iv) strengthening the professional development of teachers; (v) building planning, management, and guidance capacities at all levels; and (vi) supporting and improving financial sustainability. The second EAP was endorsed by the local donor community in 2005 and as such was the basis for the first funding from the Education for All – Fast Track Initiative (EFA-FTI) Catalytic Fund in the amount of US\$8 million approved in 2006 for the PAEP.⁹ This funding was a contribution to help meet an estimated financing gap of US\$13 million identified in the EAP, with the French Development Agency (AFD) and other donors providing funds to cover the remaining shortfall.

6. The education sector in Djibouti has made significant strides in recent years and World Bank support has been effective in contributing to the success of the country's education development policy. The Bank has supported the implementation of the ten-year education strategy via programmatic lending which includes three IDA-funded Projects and the current EFA-FTI Project (PAEP). The first IDA-financed Project, "School Access and Improvement Program" (PAAE), was completed in 2005, the next IDA-financed Project, "Second School Access and Improvement Program" (PAAE2), closed in December 2011, and a third IDA-financed Project began in FY12. The IDA-financed Projects and the PAEP finance similar types of activities (school construction and rehabilitation, for example), but have been designed to complement each other's activities, rather than overlap.

7. Since 2000, Djibouti has experienced a significant increase in access to primary education and there has also been progress at the post-primary level. As a consequence, progress towards achieving the two education MDGs -- increasing the primary school completion rate and reducing the gender gap -- has been remarkable.

8. **Project Context.** The Project under review, the Primary Education Support Program (P117424), constitutes an additional financing grant in the amount of US\$4 million to the Republic of Djibouti following the original Primary Education Support Program (P101445), both of which were fully financed by the EFA-FTI Catalytic Fund. The original grant amount was US\$8 million, approved by the Catalytic Fund Committee on December 2, 2005, for which a grant agreement was signed on May 3, 2006. The original amount was divided into two allocations of US\$6 and US\$2 million. The first

⁹ It is useful here to give a little more background about FTI procedures during the project period. As in many other African countries, Djibouti's education plan was appraised and endorsed by a Local Education group (the LEG) that included all donors, and then by the FTI (now EFA). All donors had similar indicators and joint supervision missions. Hence, the project objectives were circumscribed by these FTI procedures, which supported sector programs and thus sector indicators.

US\$6 million tranche was reviewed in an ICR of January 15, 2009, while the latter US\$2 million tranche, described in a program paper of December 20, 2008¹⁰ and which closed on September 20, 2010, has not yet been reviewed. It will be reviewed here along with the Additional Financing tranche of US\$4 million.

9. The implementation period for activities to be supported by the Additional Financing was expected to be 12 months (July 1, 2010 – June 30, 2011), bringing the new closing date for final financial transactions to September 30, 2011. The Project was, however, restructured twice: (i) because of delays at Project inception, the Government requested a one-year extension of the Grant’s closing date on July 19 2011, which was recorded in a World Bank Memo of September 11, 2011; (ii) a second restructuring was requested on June 26, 2012 (approved August 8, 2012) for three reasons: (i) for a reallocation of Grant proceeds; (ii) for the addition of a category for incremental operating costs which would need to be considered to be effective as of Grant approval in order to cover eligible expenditures already incurred by the MOE on this category; and (iii) for an extension of the Grant closing date for six months, from September 30, 2012 until March 31, 2013. Please see section 2.4 below for further details.

10. **Rationale for Bank assistance.** Effective in ensuring the success of Djibouti’s education development policy, ETA-FTI support has helped Djibouti with the successful implementation of the second phase of its Education Action Plan. This support, provided along with IDA financing, assisted not only in producing significant short-term quantitative and qualitative results, but also in laying the foundation for ongoing improvement of the system. It has allowed the Government to continue with its ambitious commitments to the education sector.

1.2 Original Project Development Objectives (PDO) and Key Indicators

11. Like the PDO of the US\$6 million tranche that preceded it, the objectives of the US\$2 million tranche and the US\$4 million Additional Financing were to “support Djibouti’s second Education Action Plan, namely, to increase equitable access to basic education and improve the quality and effectiveness of the education system.”

12. The US\$2 million tranche and the Additional Financing were conceived to help finance the costs associated with the scale-up of activities needed to enhance the impact of the Project and increase the number of beneficiaries – including students, teachers and administrative staff. They cover the same four project components as the original Project.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

13. The PDO was not revised.

¹⁰ This was not a Project Appraisal Document as the amount was less than US\$5 million.

Key Indicators¹¹

14. **US\$2 million tranche.** For this tranche, there were two types of performance indicators: sector indicators (to which the financing contributed) and deliverable indicators from Catalytic Fund financing. Please note: the figures in the following table, taken directly from the US\$2 million tranche Program Document of December 20, 2008, (p. 8-9) are not in line with GoD figures given in Annex 10 of this ICR, or with UNESCO Institute of Statistics (UIS) figures for these dates.¹² The WB team is in touch with UIS, relevant persons at the MENFOP and DISED, as well as other donors, and believes much of the variance is due to the figures used for the total school-age population. Progress has been made on this important topic and the team hopes to resolve the issue in the near future.¹³

(a) Sector Indicators

Indicators	Baseline	Targets
	2008/09	2009/10
Gross admission rate into primary school (GAR)	79%	81.4%
Parity index (GAR)	0.93	0.94
Gross enrollment rate in primary school (GER)	72.7%	75.1%
Parity index (GER)	0.89	0.91
Primary school completion rate	56.3	62.0
Number of primary school students ('000)	59.5	61.5
Of which girls ('000)	26.2	29.1

(b) Financing output indicators

Indicators	Baseline	Target
	2008/09	2009/10
Construction of and facilities for two new schools	0	2
10% increase in the number of students in rural schools	6,174 students	6,800
School uniforms acquired and distributed to all rural students	6,174 x 2 (12,348) uniforms	7,060 batches with two

¹¹ Please note that most indicators discussed in this section refer to national data since the country is relatively small.

¹² The fact that UIS data is different from Government data is a result of: (i) different demographic projections; and (ii) weak data analysis by the Government team in calculating the various indicators. The fact that the Government did not have a dedicated team with an appropriate working environment is a contributing factor. USAID has finance an EMIS program for several years which has improved overall data collection, but weaknesses remain, despite additional support from the Bank and FTI.

	distributed	uniforms in each batch
At least 90% retention rate for rural students admitted to Grade 6	85%	90%
Ratio of 1:1 for French, Arabic, and Mathematics textbooks for all primary levels	1:1 ratio for textbooks from Grade 1 to 4	1:1 ratio for textbooks from Grade 1 to 5

15. For the US\$4 million Additional Financing, these were:¹⁴

Indicator	Baseline as of 04/05	Target as of 08/09	Achieved as of 08/09	Change made to Target with AF ¹⁵	New Target after AF for 11/12
Sector Indicators					
Gross Admission Rate (GAR)	56.7%	69.5%	79.1%	14.1%	83.6%
Parity Index (for GAR)	.87	.90	.86	.06	.96
Gross Enrolment Rate (GER)	51.5%	65.7%	67.9%	14.9%	80.6%
Parity Index (GER)	.81	.89	.88	.03 (sic) .05?	.94
Primary Completion Rate	39%	62%	51%	9.4%	71.4%
# of Primary School Students	50,651	51,000	55,500	10,200	61,200
Of which girls	22,500	25,900	26,100	4,100	30,000
# of Rural Students	5,143	6,845	7,458	1,362	8,207
Retention Rate for	--	90%	85%	0.0%	90%

¹⁴ This table is taken directly from the Project Document for the Additional Financing of February 26, 2010. There are discrepancies between the indicators in the original project and those given here (discussed later in the ICR).

Rural Students admitted to Grade 6					
Ratio of Textbooks to Students	1:4	1:1	1:1	--	3:2
Project Output Indicators					
Construction (and facilities) for New Schools	0	6 schools	6 schools	3 schools	9 schools
Rehabilitation of Existing Schools	--	7 schools	7 schools	4 schools	11 schools
School Kits	0	6,845	7,467	1,362	8,207
# of Schools with Solar Panels	0	23	29	11	34

Please note: the figures in this table, taken directly from the Additional Financing Project Paper of February 26, 2010, are not in line with UIS figures, as mentioned above.

1.4 Main Beneficiaries

16. The project beneficiaries were: (i) students who benefitted from new/upgraded classrooms and/or equipment for dormitories, school canteens, textbooks, school kits, and school feeding; (ii) blind students who benefitted from new equipment; (iii) teachers who benefitted from new/rehabilitated classrooms, teaching guides on learning and disabilities, and other pedagogical supplies; (iv) school directors who benefitted from training in quality monitoring; (v) school communities who benefitted from new/rebuilt schools in their midst; (vi) inspection units who received materials (copiers, laptops, vehicle maintenance); (vii) ministry staff who received equipment and/or participated in workshops (EFA-FTI training).

1.5 Original Components

17. The original project development objectives remained the same for the US\$2 million tranche and the US\$4 million Additional Financing: to support Djibouti's second Education Action Plan, namely, to increase equitable access to basic education and improve the quality and effectiveness of the education system. The four original project components remained relevant and were not modified. While the US\$2 million tranche allowed for two more rural schools, the Additional Financing allowed for three more rural communities to benefit from new school construction and for all school-aged children in rural areas to receive school supplies.

18. **Component 1: Increase access to primary school education and improve retention.** This component sought to increase enrollment and retention in primary school,

through school construction, the rehabilitation of existing schools and the provision of school materials. It focused on rural areas and children from nomadic families.

19. **Component 2: Improving Equity.** This component intended to increase equal opportunities for all by providing support to children from nomadic families, girls, and disabled children. Initiatives included school construction in nomadic areas, school feeding to attract girls, and in-school screening to identify and subsequently aid students with special needs.

20. **Component 3: Improving Quality.** This component sought to improve teaching, through teacher training, and to develop strategies to monitor the performance of students, through a national evaluation.

21. **Component 4: Pedagogical Supervision and Management of Schools.** This component focused on supporting the implementation of an effective system for oversight of schools and the pedagogical supervision of teachers. The National Inspection system was aided. It also focused on the development of the ministry's statistical information management system.

COMPONENTS	US\$2 Million Tranche		Additional Financing	
	US\$	Share	US\$	Share
Component 1: Increasing access to primary education	1,136,000	56.8%	1,519,595	38%
Component 2: Improving equity	244,000	12.2%	480,345	12%
Component 3: Improving quality	460,000	23.0%	1,121,000	28%
Component 4: Building capacity to oversee and manage schools	111,000	5.6%	472,000	12%
Project management	49,000	2.5%	167,149	4%
Contingencies	—	—	239,911	6%
Total costs	2,000,000	100%	4,000,000	100%

1.6 Revised Components

22. The components were not revised.

1.7 Other significant changes

23. No other significant changes were made in the US\$2 million tranche or in the US\$4 million Additional Financing.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

24. As the US\$2 million tranche and the US\$4 million Additional Financing supported the continuation of the Project begun with the preliminary US\$6 million allocation, it is relevant to look at the initial Project in order to consider project preparation and design.

25. **Project Preparation:** The Project was designed to fit within the Ten Year Strategic Plan for the Development of Education drafted by the Djibouti government to adhere to the Education for All and the MDG movements' goals. In addition, it aligned well with two other Projects funded by the World Bank in the framework of the Strategic Plan, namely, the IDA-financed School Access and Improvement Program Project Phase I (2001-2005) and Phase II (2006-2009). Occurring within this greater context, this Project gained much in the course of its preparation from the extensive diagnostic analysis that had already been carried out.

26. The Government of Djibouti's commitment to the sector was very high. The country had devoted more than 8.1 percent of GDP to education (averaging 24 percent of public expenditure) over the preceding 10 years, and the results in terms of improvements in GER (from 51 to 73 percent) and in the admission rate to first year primary at the legal age (60 to 95 percent) over the period 2005-2009 were clear. There has been every sign that this engagement has continued in the subsequent stages of the Project.

27. **Project Design:** The US\$2 million tranche was based on the same principles as the first US\$6 million phase of the FTI Project. It did not establish new entities or management rules, but instead made use of those that were already in place and had already been tried and tested with the implementation of the two phases of the IDA-financed School Access and Improvement Program Project. Similarly, the Additional Financing tranche retained the same PDO and yet some institutional, financial, and disbursement arrangements changed in accordance with the GPE-FTI procedures introduced at that time (see section 2.2 below).

28. The strong points in project design included: (i) the Project's focus on four components which were central to the realization of the second Education Action Plan; (ii) the Project's objectives which were clear, realistic and built on the existing Project; and (iii) the results framework which was consistent with those objectives and activities. That said, there were weak points to the design as well: the revised targets were overly ambitious and have been shown difficult to attain, even if significant progress was made toward them. Secondly, for M&E purposes, there was need for more clarity in terms of sector indicators, project output indicators and outcomes indicators. Thirdly, as the Project advanced through the US\$6 million tranche, then the US\$2 million tranche, it was not clear how the activities planned for the Additional Financing would help to achieve some goals that had not been met earlier on. For instance, there appeared to be no specific sub-components added to increase girls' enrolment in primary school, even though

improvement in the GER parity index was a key outcome indicator. So, for instance, some activities were one-off injections of materials or training, raising questions of sustainability as well. Fourthly, mitigation measures were not clearly apparent for specific problematic issues like financial management, girls' equity or issues to do with improving quality of education. Finally, no specific support was included to encourage longer-term reform.

29. **Quality at Entry:** No quality of entry review was undertaken for the US\$2 million tranche, as it was for all intents and purposes part of the initial Project. An External Quality Review of the Additional Financing tranche was carried out in March 2010 which concluded that the Project would likely move the objectives of the initial project forward "incrementally," although it would be unlikely to achieve some of the goals associated with improving quality since it was designed to offer only one year of support. The EQR noted that a sustained intervention was likely needed to affect matters involving quality whose results take much longer to realize. The panel gave an overall assessment of "moderately satisfactory/likely."¹⁶

2.2 Implementation

30. **Implementation History:** Implementation was generally successful for both financings, though exogenous factors, most notably changes in EFA-FTI guidelines, affected the course of the Project, as these were misunderstood to some extent by both government and Bank teams. In addition, endogenous factors such as weaknesses in institutional capacity on the government side and oversights in project design on the Bank side had some influence on implementation as well.

31. **Government:** Between the US\$4 million Additional Financing being signed on October 30, 2010 and February 2011, the date of the first supervision mission, nothing had been disbursed. There were three reasons for this. First, the political economy of the country at the time must be cited: the government found itself in a phase of post-election inertia where very little could effectively be done until major governmental appointments were made. Secondly, the Project Management Unit (the *BEPE*) was weak. There had been personnel changes -- the procurement specialist was new for instance -- and there were going to be more: the project manager was about to be removed, due to non-performance. Thirdly, at-the-time new FTI procedures¹⁷ were to be applied to the Additional Financing tranche, but they were not apparently sufficiently well understood. Until 2010, the first tranche of US\$6 million was disbursed *en bloc*, as was the second of US\$2 million. The Bank then imposed FTI procedures that required the introduction in all subsequent projects of, among other things, a procurement plan including non-objections. These changes applied to the Additional Financing, but they were poorly explained and/or understood by the counterpart: one unfortunate reason for this was that the documents explaining the changes were sent to French-speaking government officials

¹⁶ See External Quality Review March 2010, p.3

¹⁷ The FTI procedures were in fact modified in June 2008 to be better aligned with IDA guidelines, but they were only introduced for the US\$4 million third tranche of this project that began in July 1, 2010.

in Djibouti in English. As a result, the first supervision mission also learnt that no dedicated bank account had been opened and no procurement plan was ready.

32. This delay eventually required an extension of a year, as detailed in the memo of September 11, 2011. In the meantime, a new minister of education was installed, a new project manager needed to be designated (a Project Implementation Unit (PIU) staff member had been acting), a new designated account needed to be opened and a procurement plan needed to be readied before any disbursements could be made.

33. Implementation progressed relatively smoothly following these changes over the next months and activities were back on track, even if there were still some weaknesses in FM management due to the lack of staff and the fact that, for several months, only the FM officer (who was also new to the PIU) was solely in charge of FM and accounting.

34. Almost all activities were completed as the Project closed.¹⁸ Ratings in the ISRs¹⁹ for Overall Implementation Progress in the Additional Financing reflected this: while the first two ratings were MU, the rating was upgraded in ISRs 3 and 4 to MS and finished as S. The decision to increase the ISR to a satisfactory rating was based on the notable progress in completing of all major activities as well as the disbursement of funds. These results are largely attributable to the (last) PIU Director, who contributed to significantly raise the performance of the PIU in various areas of project management, but who also closely coordinated with MENFOP departments to accelerate the completion of activities.

35. **The Bank:** It was only when disbursement began after the various delays mentioned above that an inconsistency was detected in the disbursement categories of the Project, caused by a change of classification of those categories. The traditional way the Bank categorized constituent project entities into Category I, II, III, IV (Civil Works, Goods, Consultant Services, etc.) was changed, with the new Category I now including what had formerly been included in Categories I, II, and III. This change would have not been problematic except that the Bank, misreading the new system, had in fact wrongly categorized expenses in the Grant Agreement. No one saw this in World Bank Financial Management or Procurement units at the time, probably because no disbursement had taken place. Please see section 2.4 below for further details.

36. A second challenge was the extreme rigor imposed upon the Project by the World Bank Loan Disbursement office in Zagreb. Every transaction was exhaustively checked, resulting in slow processing. In addition, the Zagreb office did not seem to be aware of the work week in Djibouti, which ends on Thursday at 2pm. One request for information was sent to the Government on Thursday at 8:58pm and a reply was expected by cob the following day, Friday, a day off.

¹⁸ For a complete list of completed activities, and explanations for the very few that were only partially completed, please see Annex 2 of this report.

¹⁹ ISR 1 of the Additional Financing is almost empty, with significant information missing in a number of sections. It is not clear why, though a move from the old to the new portal may explain the lack of information.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

37. **M&E Design.** The design of the results framework was logical, built to reflect the general objectives of the Project. However, as mentioned in section 2.1, after the Project had advanced through the US\$6 million then the US\$2 million tranche stages, it was not clear how the activities planned for the Additional Financing of US\$4 million would help to achieve the goals that had not been met earlier on. For instance, there appeared to be no specific sub-components added to the Additional Financing to increase girls' enrolment in primary school, even though improvement in the GER parity index was a key outcome indicator. For M&E purposes, there was therefore a need for more clarity in terms of sector indicators, project output indicators and outcomes indicators.

38. **Implementation.** The indicators in the results framework were meant to be monitored and reported on during implementation, with quarterly progress reports to be produced by the PIU and included in the assessments reports coordinated by the Technical Steering Committee. Monitoring of construction activities were to be carried out by the Department of Habitat and Urbanism (DHU), with independent technical and financial audits conducted by independent firms in accordance with procedures acceptable to the IDA. Comments in ISRs reveal however that M&E for this Project was not carried out successfully during most of the Project, perhaps not until the end. At first, there was very little in terms of an evaluation policy or evaluation specialists in the Ministry of Education – a situation that persisted through the first two tranches of the Project and into the Additional Financing—such that no progress report could be produced, which directly impacted understanding of how the Project was advancing. In the third ISR of the Additional Financing (March 2012), for example, it was not in fact possible, in the absence of data on indicators, to assess whether the grant was on track to achieve its PDO or not. This situation that was rectified as the Project advanced, so that a progress report was eventually produced, as noted in the ISR 5 of January 16, 2013. Nonetheless, inconsistencies in the data persist, as noted above.

2.4 Safeguard and Fiduciary Compliance

39. **FM compliance.** On the side of the counterpart, fiduciary compliance was handled by the PIU. Financial management of the Project was rated as unsatisfactory throughout most of the two project periods because of structural weaknesses. Early on, no dedicated accountant was available to the PIU, and there were delays in reporting and errors in processing withdrawal applications. At the end of the Additional Financing, an accountant was hired leading to improvements in financial management and reports. The rating was upgraded to MU, even if problems persisted, and in the last ISR, as the institutional changes lead to general processing improvements, it was upgraded yet again to MS.

40. On the Bank side: as mentioned earlier (sections 1.1 and 2.2), apart for an extension of project deadline, the restructuring paper of August 20, 2012 called for changes in FM, in particular, in (i) the reallocation of Grant proceeds and (ii) the addition of a category for “incremental operating costs.”

41. **Reallocation of Grant proceeds.** As explained in section C 4.1 (p.6) of the Restructuring Paper of August, 2012, the Bank team reviewed the Project cost information and found that there was a discrepancy between the allocation of funds in Article III “Withdrawal of Grant Proceeds” of the Grant Agreement and the allocation of funds in the Project Paper dated February 26, 2010. Article III of the Grant Agreement indicates an allocation of US\$400,000 for Category 1 (covering Part 1 of the Project) and US\$3,600,000 for Category 2 (covering Parts 2, 3 and 4 of the Project) of the Project while the Project Paper shows an allocation of US\$1,500,000 for Category 1 and US\$2,500,000 for Category 2. In reviewing project cost information, the team concluded that the allocation of funds as shown in Article III of the Grant Agreement did not reflect the original Project costs and funds needed per component, as described in the Project Paper; thus, information in Article III of the Grant Agreement needed to be rectified in order to allow further disbursement and completion of Project activities. This reallocation came about when restructuring was approved.

42. **Addition of an expenditure category for “Incremental Operating Costs.”** In addition, the Bank team determined that an “Incremental Operating Costs” Category should be added to the Grant Agreement to cover such expenses under the Project. This Category was omitted in the Grant Agreement although the Project, as initially agreed and appraised with the Recipient, included expenditures related to operating costs. It was therefore agreed with the Government to amend the Grant Agreement in order to include this Category and to be effective as of October 19, 2010 (Grant approval date) in order to cover eligible expenditures already incurred by the MOE.

43. **Safeguards.** The mention included in the PAD for the second tranche, referring to the triggering of OP 4.12 (involuntary resettlement) has been found to be baseless.²⁰ The parallel IDA Project (PAAE2) which financed the same type of components clearly did not trigger O.P.4.12, contrary to what was claimed. Similarly, in the Additional Financing tranche, OP 4.12 was not triggered. No other safeguard was triggered through the US\$2 million tranche or through Additional Financing.

2.5 Post-completion Operation/Next Phase

44. The follow-up GPE Project has been designed to support the access and quality components of Djibouti’s National Education Strategy 2010-2019 over a three-year period. The proposed Project will be a central element of the Djibouti Education Action Plan 2013-2016, which will be developed concurrently.

²⁰ See p.14 of Project Paper of US\$2 million tranche for safeguards triggered; for discussion of baselessness of this claim, see p. 10, sect 26. in Project Paper for Additional Financing (P117424).

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

45. **Relevance of Objectives.** The development objectives of the Project, identical in both the US\$2 million tranche and the Additional Financing, were relevant, being well aligned with the country's Ten-Year Master Plan for Education, as well as more specifically the shorter-term Education Action Plans, the Bank's CAS, and the country's higher level commitments to Education at the international level, particularly those related to achieving universal primary education and the Millennium Development Goals (MDGs).

46. **Relevance of Design.** The design was coherent and contributed to accelerating the Government's education sector program by: (i) increasing the availability of classrooms through construction and rehabilitation; (ii) improving equity in the system by funding school canteens, dormitories, and special facilities to entice nomadic families, girls, and disabled children into schools; (iii) improving the quality of education through the acquisition of teaching materials, textbooks, school kits, and so on; and (iv) improving pedagogical support by furnishing goods, services, and provisions to inspectors. If the project design can be faulted, it is because it suffered from poor M&E. A results framework was designed but not adhered to, mostly because the monitoring unit and the EMIS were not functional, at least not until the end of the Additional Financing.

47. **Relevance of Implementation.** The implementation arrangements were relevant. Despite the issues noted in section 2.2 that caused delays, due in part to the government and to the Bank, the choice of an existing unit within the Ministry, the PIU, as the executing agency of the Project, was relevant as it led to significant institutional strengthening, something that will serve the Ministry well in the execution of future projects.

3.2 Achievement of Project Development Objectives

48. The achievement of the higher level objective of the Project is judged to be **moderately satisfactory**. Although some targets were not met, others were exceeded and the general trend in all results was very positive.

49. It is important to note that the figures in the following discussion are provided by the Government (given in Annex 10 below), but they are not in line with UIS figures for the same indicators, which are significantly lower. The ICR figures come from the Ministry of Education's Statistical Yearbook.²¹ It is not clear what explains the

²¹ So, if we compare GER, for example, we see discrepancies, in spite of data gaps:

GER Primary	Gov't Figures Provided for ICR	UIS
2008/9	67.9	55
2009/10	72.9	-
2010/11	75.0	59
2011/12	78.2	61

discrepancy between the Government and UIS figures, though it is likely primarily related to the figures used for population, as noted above. In addition, data is sometimes missing or unavailable. The World Bank and donors are in dialogue with the Government of Djibouti on this issue.

50. ***Component 1: Increasing Access to Primary Education.*** Improvement in access was to be measured by two related indicators: the Gross Admission Ratio (GAR)²² and the Gross Enrolment Ratio (GER).²³

51. *GAR.* According to GoD figures from MNEVT reports, students enrollment in first grade increased from 72.7 percent²⁴ in 2008/9, the baseline of the US\$2 million tranche, to 73.6 percent in 2009/10. The end target for US\$2 million tranche for 2010 was 81.4 percent and was not met. Student enrollment in first grade increased further to 76.6 percent in March 2013, but failed to meet the target of 83.6 percent set for 2011/12. While the targets were not met, the GAR increased from 72.7 percent to 76.6 percent, representing a significant increase as a result of project investments.

52. *GER.* The gross enrolment ratio increased from 67.9 percent in 2008/9, the baseline of the US\$2 million tranche, to 72.9 percent in 2009/10. The end target was 75.1 percent, as per the Project Paper of 2010). The gross enrollment ratio increased to 78.5 percent by the 2012/2013 school year, a few points shy of the target of 80.6 percent set for 2011/12. Again, while the specific targets were not met, significant progress was made as a result of project investments.

53. Further evidence of increased access resulting from project investments comes from one of the output indicators that measures the number of classrooms built in the public sector. When the Project ended in March 2013, 9 schools had been built and 11 rehabilitated, as targeted.

54. Key issues with data may cause an undervaluation of actual Project impacts. The GAR and GER are ratios, and while there may be large improvements in the numerator, changes in the denominator impact the overall result. While the GAR and GER targets were not met according to GoD data, the overall number of enrolled primary students increased from 55,500 in 2008/9 to 63,368 in March 2013, *exceeding* the project target of 61,200 set for 2011/12. One target, the absolute number of primary students, was exceeded, while another target expressed as a quotient that included this same figure in

²² Gross Admission Ratio is defined as the total number of new entrants in the first grade of primary education, regardless of age, expressed as a percentage of the population at the official primary school-entrance age. (Source: UNESCO UIS Education Indicators. Technical Guidelines). A high GAR indicates a high degree of access to primary education.

²³ Gross Enrolment Rate is defined as the total enrolment in a specific level of education (in this case primary grades 1-6), regardless of age, expressed as a percentage of the eligible official school-age population corresponding to the same level of education in a given school year. (Source: UNESCO UIS Education Indicators. Technical Guidelines). A high GER generally indicates a high degree of participation, whether the pupils belong to the official age group or not.

²⁴ These figures were established in 2013, only after the M&E capacity of the Ministry was adequately strengthened.

the numerator was not met. As the Project could not reasonably influence the denominator used (the total estimated population of school age students), the actual impact of project activities may be undervalued using the GAR and GER ratios.

Component 2: Improving Equity. The focus of this component was reducing the inequality seen in the gender divide, the urban/rural divide (and to some extent nomadic families), and children with disabilities. This was to be measured using several indicators: (i) parity indices for the Gross Intake Ratio, defined as the total number of new entrants in the first grade of primary education, regardless of age, expressed as a percentage of the population at the official primary school-entrance age (ii) the Gross Enrollment Rate, (iii) the number of primary students (and female primary students), and the (iv) number of rural students.

55. *Gender.* The parity index for GIR fell from 86 percent in 2008/9, the baseline of the US\$2 million tranche, to 83 percent in 2009/10 (end target was 94 percent) and then rose to 89 percent in March 2013. While registering improvement over the time period of Project implementation, it failed to meet the target of 96 percent set for 2011/12. In contrast, the parity index for GER fell slightly *but continually* from 88 percent in 2008/9, the baseline of the US\$2 million tranche, to approximately 87.5 percent in 2009/10 (end target was 91 percent) and to 86 percent in March 2013. It failed to meet the target of 94 percent set for 2011/12. What these figures reveal is that while gender parity for new entrants was improving, it was dropping in approximately equal measure for the overall primary school student body, presumably from increased female dropout.²⁵

56. Another way to examine this issue is to assess the number of students and, in particular, female students in primary school. As noted above, the overall number of students increased from 55,500 in 2008/9 according to GoD publications to 63,368 in March 2013, exceeding the target of 61,200 set for 2011/12. The number of female students increased from 26,100 in 2008/9 to 29,315 in March 2013, shy of the target of 30,000 set for 2011/12. A significant amount of progress was made, even if the target was not reached.

57. *Children with disabilities.* No indicator was found to reflect improvements. However, several interventions were provided, most notably a center for the blind with braille and other specialized equipment.

58. **Component 3: Improving Quality.** Improvements in quality were to be measured through primary completion rate, retention rate to grade 6, and the ratio of books.

²⁵ This decline is likely due to disproportionately high female dropout. Three explanatory factors are probable, among others: the opportunity cost of girls attending school in Djibouti is still high in comparison to boys; in large families, boys' attendance is given preference over girls'; and, in rural areas, girls are expected to marry at 12 years old or earlier (and so may leave even primary school – especially if they are repeating grades). Why dropouts would increase during this time specific period is unclear. A UNICEF-sponsored study is currently underway to better understand the driving factors related to gender in enrollment and dropout in Djibouti; results are expected by the end of 2014.

59. The primary completion rate improved from 51 percent in 2008/9 the baseline of the US\$2 million tranche, to 57 percent in 2009/10 (end target was 62 percent – from Project Paper of 2010) and to 85.7 percent in March 2013, significantly exceeding the target of 71.4 percent set for 2011/12. Excellent progress was made for this indicator.

60. Retention. At 85 percent in 2008/9, the baseline of the US\$2 million tranche, the rate has risen in 2012/3 to 90 percent thus reaching the target set for 2011/2.

61. The ratio of books to students changed from 1:1, an average of one book in Arabic or in Math or in French per student in 2008/9, to 3:1, an average of three books (Arabic, Math, French) for one student in March 2013, bypassing the target of 3:2 (all three books shared between two students) set for 2011/12.

62. **Component 4: Building Capacity to Oversee and Manage Schools.** No indicator was established by the Project to reflect progress in this area, though several interventions were successfully implemented. Please see the section on M&E.

3.3 Efficiency

63. The efficiency of the Project can be evaluated through three contrasting aspects: school unit costs, which are high, textbook production, which is an attempt at cost effectiveness, and the operation of the PIU, which strives to operate efficiently.

64. **School unit cost.** The unit cost of a primary school in Djibouti is generally quite high for at least four reasons: (i) most materials and high-skilled labor are imported; (ii) commodity prices are affected by high inflation; (iii) sites for schools outside of Djibouti-city are difficult to reach; and (iv) the terrain often requires additional soil survey/works, given the geology in Djibouti. Prices vary across the country, but are in general high and rising relative to other countries. These factors have influenced the cost of construction throughout project implementation. In the Djibouti National Country Report (*RESEN*) produced by the French Development Agency in 2009, the average unit cost of one *classroom*, expressed in U.S. dollars, of the various new units built ranged from US\$19,000 to US\$30,000 dollars. These prices were considered very high at the time, in comparison to what was observed in many African countries, and also in relation to the indicative figure of the FTI framework, which was between US\$8,000 and US\$12,000.²⁶

65. Given all the possible variations in school construction, unit costs by square meter without the cost of labor are often used for comparison sake. See table below.

²⁶ Djibouti National Country Report (RESEN), 2009, p.78,9.

Average Cost of Square Meter of New Construction without labor (expressed in US\$ where US\$1=177DjF)		
Year	Lowest	Highest
2009	237	435
2009 World Bank Rural Construction Projects	271	390
2011	302	399
2013	317	419

66. The average prices quoted for 2009 come from the Djibouti National Country Report (*RESEN*) of 2009. These ranged from US\$237 to US\$435 per m² (without labor), depending on type of construction (two or three room, etc). Two World Bank rural construction projects mentioned in that report fell within that range, costing US\$271 and US\$390 per m² without labor.

67. An architect specializing in school construction who joined World Bank missions visiting Djibouti in the first half of 2013 provided estimations of costs for 2011 and 2013 which are also given in the table above. Seen in this light, prices remain high and are steadily rising. There are several factors which contribute to increasing costs: the low capacity of the MENFOP in defining specifications (especially quantities) in bidding documents, and the generally weak supervision by the national entity in charge (*Département de l'Habitat et de l'Urbanisme*), or even private supervision firms. The combination of poor specifications and supervision often result in a series of additional works and costs to the original contract.

68. In order to provide the Ministry of Education and Vocation Training (MNEVT)²⁷ with a tool to control school construction costs, the second phase of the School Access and Improvement Project (PAAE II) financed technical assistance to produce a manual for standard norms of construction and furniture for primary, middle and secondary schools.

69. ***Production of textbooks.*** The CRIPEN anticipated that producing 51 titles locally would save the MNHE about DJF 1 billion over a period of three years. Although more in-depth study is needed to fully evaluate this claim, there is convincing *prima facie* evidence that producing textbooks locally results in savings for the Ministry. The unit costs of the texts produced in-country (written in Djibouti, published in Dubai, and then shipped back to Djibouti) are approximately \$1 per book compare favorably with the common practice of purchasing from French publishers, with costs that range from approximately \$5 to \$25 per book. Further, there is the added value to having context relevant learning materials, namely Djiboutian-produced rather than French content. CRIPEN is working on strategies to ensure its financial sustainability and generate income.

²⁷ The Ministry of Education adopted this new name and acronym in 2011 when it absorbed the Vocational Training portfolio from the Ministry of Labor

70. *Other aspects contributing to efficiency.* Both the School Access and Improvement Project (PAAE II) and the EFA-FTI Catalytic Fund, which were being implemented concurrently, allowed an integrated approach to be put into place in basic education which contributed to accelerating progress toward achieving both PDOs. The fact that both PAAE II and the EFA-FTI Catalytic Fund were implemented by the same PIU and supervised by the same Bank team was an efficient way to optimize resources and maximize results.

71. In conclusion, it is fair to say that the Project’s development impact has been significant, even if it has been achieved at some cost for certain components (e.g. construction). It also seems to be the case that public sector financing has been an appropriate vehicle for Project development: the fact that activities were well targeted and complementary to other donors’ interventions also contributed to efficient support. While there have been some successful private sector-led school construction initiatives in other African countries, it is not clear that cost-savings would be achieved in the difficult context of Djibouti’s geographical remoteness. The Government has nevertheless shown that it can accomplish ambitious project objectives: the initiative to repatriate Djibouti’s curriculum, for instance, which included CRIPEN singlehandedly rewriting all textbooks and having them printed far more inexpensively than the price of French textbooks demonstrates this conclusively. The contribution of the World Bank, due principally to its comparative advantages in the field of development, has been essential in this regard: it has been and remains a key donor in Djibouti, providing regular support and training to implementing entities in the country.

3.4 Justification of Overall Outcome Rating

72. The overall outcome rating is **moderately satisfactory** for the following reasons: the Project was relevant because it was aligned with the government’s overall education program and the PDOs, while not fully achieved, showed very positive results; project efficiency is judged to have been moderately satisfactory.

Project Relevance	Achievement of PDO	Efficiency	Overall Rating
Significant	Moderately Satisfactory	Moderately Satisfactory	Moderately Satisfactory

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

73. Improvements in equitable access are to be noted. The emergence of new schools in rural areas brought access to water and, thanks to the Project’s collaboration with the work of the World Food Program, school feeding, and thus offered incentives for nomadic families to enroll their children in schools. Anecdotal evidence suggests that the presence of well-functioning latrines encourages families to send more girls to school. PTAs report that more parents of children with disabilities are willing to send their

children to school, linked to the Project's awareness campaigns run by the Ministry. Small, local economic activity was also observed in certain villages around the new schools.

(b) Institutional Change/Strengthening

74. In conjunction with other concurrent Projects, this Project has helped strengthen the capacity of the PIU, CRIPEN and CFPEN. Further, the MNHE is now clearly aware of the importance of such institutional capacity and of good management of the education system in general, as a means to successfully achieve its reform objectives.

(c) Other Unintended Outcomes and Impacts (positive or negative)

75. The introduction of EFA-FTI procedures, though time consuming to adopt and master, has lent rigor to the operational procedures of the Project Implementation Unit, a fact which they now appreciate

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

N/A

4. Assessment of Risk to Development Outcome

Rating: Low

76. The context in which this Project was developed, characterized by great commitment to education on the part of the Government, strong ownership of projects on the part of the Ministry, and by the present strength of the institutional capacity within the project unit, in conjunction with the strong support of the Donor partners within the country, provides the basis to assess the risk to development outcomes as **low**.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: Moderately Satisfactory

77. The Bank ensured quality at entry in the following ways:

- a. **Soundness of background analysis.** As we have seen earlier in this report, the background analysis supporting the Project was generally good and the rationale for Bank intervention was sound. However, lessons learned from the earlier US\$6 million tranche were only partially incorporated in the Additional Financing.

- b. **Assessment of project design.** The project design was relevant in the sense that it was aligned with World Bank country and Government of Djibouti (GoD) strategies, and with Education for All and MDG goals. However, there were weak points: for M&E purposes, there was a real need for more clarity in terms of sector indicators, project output indicators and outcomes indicators; in addition, the targets for many indicators in the Additional Financing were too optimistic. Also, in the Additional Financing phase, mitigation measures were not clearly apparent for specific problematic issues like financial management, girls' equity or issues to do with improving quality of education.
- c. **Assessment of risks.** The risks were well assessed. As the US\$2 million tranche and the Additional Financing came on the heels of the US\$6 million tranche, the risks had already been weighed up during project execution of the first tranche.

(b) Quality of Supervision

Rating: Satisfactory

78. This rating is given because supervision was generally good. There were regular implementation support missions and overall Bank-side administration of the Project was sustained throughout the year thanks in great part to the industriousness of the operations officer. In addition, when more than day to day challenges were identified, those related to the stagnation in initial disbursement of the Project for instance, they were overcome with the appropriate measures, such as the restructuring. Overall, Bank/MNEVT relations were excellent, which accounts in considerable measure for the success of the Project.

(c) Justification of Rating for Overall Bank Performance

Rating: Given the sound background analysis, relevant project design, adequate assessment of risks and generally good quality of supervision, Bank performance is judged to be **moderately satisfactory**.

5.2 Borrower Performance

Rating: Moderately Unsatisfactory.

(a) Government Performance

Rating: Moderately Satisfactory

79. Overall, government ownership and commitment to achieving development objectives in the education sector are very strong, and the relationship and coordination they maintain with donors/ partners/stakeholders are equally positive.

80. In the case of this particular Project, there was however a noticeable lack of readiness. Key staff were not in place, the capacity of staff, most notably those in fiduciary and procurement roles in the PIU, was limited, and implementation arrangements were not clear. To some extent this was caused by the change in EFA-FTI rules. Nevertheless, there was not enough pro-active management of the Project as a whole by government. As a consequence, the Project was delayed at the outset, then

started sluggishly and disbursed poorly and, until a turn-around came about at about the time of restructuring of the Additional Financing, there was no timely resolution of implementation issues.

81. Finally, monitoring and evaluation arrangements were patchy: although the Ministry had made concerted efforts to address M&E and had even produced some in-depth reports (such as the evaluation of reading and math in second grade produced in 2010), staffing was not in place for this Project and the M&E unit in government was unready at Project inception and remained that way for far too long throughout the project period. Consequently, the utilization of M&E data in decision-making and resource allocation in the Project was insufficient.

(b) Implementing Agency or Agencies Performance

Rating: Moderately Unsatisfactory

82. With the restructuring of the PIU, around the time of the restructuring of the Additional Financing, a new PIU director was selected. Known for his competence and responsiveness, he moved the Project ahead convincingly through continuous follow-up and communication. Though the capacity of the staff was limited, he worked hard to hire new staff and encourage others. However, before this, in the second tranche of the Project, this agency's commitment to achieving development objectives seemed to depend too heavily on the staffing challenges it was facing (see above section 2.2). There were fiduciary difficulties at the outset as no project-specific accountant was yet onboard. Further, it may have been that the overall capacity of the PIU was simply overextended, given that other Projects financed by other donors such as the ADB were being implemented at the same time.

(c) Justification of Rating for Overall Borrower Performance

Rating: Borrower performance is judged to be **moderately unsatisfactory** based on continuing capacity challenges.

6. Lessons Learned

83. **It is essential to ensure that projects are ready for implementation before effectiveness is declared.** Some initial delays in project implementation were due to the fact that some important administrative steps (such as setting up a bank account for the project) were not fully understood by the Borrower. These delays can be avoided if proper guidance is provided to the Borrower before or by effectiveness, so that all administrative procedures are in place to start implementation.

84. **The expansion of access creates its own challenges.** As the Government of Djibouti expands access to education, it must ensure that this access remains equitable and that quality is maintained. The current strategy is sound but must be sustained.

85. **Teacher training is critical.** The foremost factor influencing student achievement, teaching quality must be addressed through improved pre-service and in-

service training. And through a focus on a comprehensive training strategy which includes monitoring of that training. Many initiatives at the World Bank address this question: the Human Development Network, for example, is rolling out the SABER Teacher Policies benchmarking exercise with the objective of allowing National Governments to identify gaps, and so areas of development, in their Teacher Training policies. The GPE is also focusing on this question, identifying Teacher Training as one of five Strategic Objectives in its 2012-2015 Plan.

86. **Better use of assessment at the class-room, school, regional, and national level is critical.** The importance of continual assessment of student performance must be understood and put into practice. For it to be useful, it must be used. Reflective practice is an important concept in this regard: for an instructor, understanding how effective their teaching is presupposes that they assess student achievement regularly, systematically, and objectively; for a school leader, assessment allows him or her and the school as a unit to gauge how effectively it is functioning; for a regional official, assessment is the measure by which they can evaluate how well a region is faring.

87. **Importance of M&E within the Ministry.** The advantage of good M&E needs to be underlined within the Ministry as well as for the subsequent gains in sector management. The new DISED must work with the World Bank, the GPE, and other donors, alongside the UIS to harmonize all figures.

88. **If capacity in the PIU is limited, or falters, immediate attention is essential.** In addition, to help ensure continuity of support to the PIU, stable supervision team and joint supervision missions with core and fiduciary teams which can also provide on-going capacity building in FM and procurement, are important.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

89. Comments were received from the Government of Djibouti on September 24, 2013. Satisfied with the content of the ICR, they pointed out that slight changes were needed to a few incorrectly translated words in the French version.

(a) Borrower/implementing agencies

(b) Co-financiers

(c) Other partners and stakeholders

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

COMPONENTS	US\$ before Additional Financing	US\$ before Additional Financing	US\$ for Additional Financing only	Share of Additional Financing
Component 1: Increasing access to primary education	1 136 000	56.8%	1 519 595	38%
Component 2: Improving equity	244 000	12.2%	480 345	12%
Component 3: Improving quality	460 000	23.0%	1 121 000	28%
Component 4: Building capacity to oversee and manage schools	111 000	5.6%	472 000	12%
Project management	49 000	2.5%	167 149	4%
Contingencies (n/a for original project)			239 911	6%
Total costs	2 000 000	100%	4 000 000	100%

(b) Financing

COMPONENTS	US\$ before Additional Financing	US\$ before Additional Financing	US\$ for Additional Financing only	Share of Additional Financing
Works	883 000	44.2%	1 141 800	29%
Goods	908 000	45.4%	2 257 140	56%
Consultant Services	160 000	8.0%	194 000	5%
Project management	49 000	2.5%	167 149	4%
Contingencies (n/a for original proj.)			239 911	6%
Total costs	2 000 000	100%	4 000 000	100%

Annex 2. Outputs by Component

Sub-Component	Principal Activity of the sub-Component	Anticipated Result	Date anticipated	Progress	Observations
Component 1 : Expanding Access to Primary Education					
1.2 : Improving access	Rehabilitation of Schools	One ECD classroom is rehabilitated	13/12/2011	100 % completed	
		Two classrooms for the blind are rehabilitated	26/06/2012	100 % completed	
		Rural schools rehabilitated following a tornado	Assa-Eylla : 30/12/12 Ripta : 18/02/2013 Orobor : 05/01/2013 Guirori : 24/03/2013	100 % completed	
		5 rural schools rehabilitated	01/09/2012	100 % completed	
		The fence surrounding the teachers lodgings at the school called Q5	Q5 : 06/06/2012	100 % completed	
		Rehabilitation of the school at Ali Addée to prepare for electrification	20/12/2012	100 % complete	
		1. Construction : New schools and new classrooms	Construction of 3 primary schools, each equipped with three classes welcoming 25 students / per room and a total of 225 students for the academic year 2011-2012 (total reception capacity of 270 students).	Bihidleh : 02/08/11 Dodahola: 28/01/12 Boli : 10/12/12	100 % completed
	2.				

		Extensions on Primary Schools in Galafi, Assa-Eylla, Assa-Guella	2011 and 2012	100 % completed	
	3. Acquisition of School Equipment	Acquisition of Braille equipment and school furniture for blind students	28/03/2013	100 % completed	
		Acquisition of school furniture / desks for the rehabilitated CPME classrooms	01/10/2013	100 % completed	
Sub-Component	Principal Activity of the sub-Component	Anticipated Result	Date anticipated	Progress	Observations
Component 2 : Improving Equity					
2.1 : Canteens and dormitories	4. Goods purchased for canteens	Distribution of dried goods in selected establishments	2010/2011	100 % completed	
2.2 : Schooling for students with special needs	Detection of students in need through visits	Medical visits and observation of students to detect visual and auditory disabilities. A total of 857 pairs of glasses were distributed	13/05/2010	100 % completed	
	In-school detection	Teacher training to identify children with special needs	02/02/2013	100 % completed	
Component 3 : Improving Quality					

3.1 : Availability of pedagogical material in schools	Improvement of operating conditions in primary schools	Purchasing school materials for poor students	01/12/2011	100 % completed	This support is not only educational but also allows schools to save scarce cooperative funds to enable children to enjoy more extracurricular activities.
		School kits for the poor	Delivery July 2012	100 % completed	
		Solar Panels and other related electrical equipment for 6 schools without any electricity	28/03/2013	100 % completed	
3.2 : Support for Teacher Training		A vehicle for in-service training acquired.	9/10/2011	100 % completed	
3.2 : Availability of School Books		Production of 10.000 of each of the following textbooks : 1- Second and third year French, 2- Third and Fifth year Math 3- Fifth year Arabic.	Textbooks delivered June 30, 2012	100 % completed	The support of the FTI allowed CRIPEN to reach the student-textbook ratio goal.
3.2 : Student Assessment	Preparation, administration and analysis of tests on national samples in French and Math	Evaluation of 2,000 students in the second year and 2000 students in the seventh year; 8,000 students in the fifth year of studies and 9000 in the 9th year	09/08/2012	100 % completed	USAID evaluated reading only. The project has funded various ancillary supplies for evaluation (organizational costs, analysis and dissemination of test results and the acquisition of

					equipment for copying)
Component 4 : Supervision and management of schools					
4.1 : Capacity-building for Inspectors	Support to Inspectors	Upkeep (maintenance and gasoline) for vehicles used by the Inspectorate.	On-going till 31/03/2013	100 % completed	
4.2 : Supervision and management of quality initiatives	Quality improvement using IT to support the educational monitoring and updating of training programs for teachers	Support offered to French Development Agency for providing In-Service Training	01/08/2012	100 % completed	
		Creation of a multi-media classroom ready for September 2012	01/09/2012	100 % completed	
4.3 : Support to the DPI	Improving management capacity of the DPI	8 month in-service training for one member of the DPI	01/07/2011	100 % completed	
4.3 : Communication	Support to Ministry	Acquisition of a vehicle and office equipment	03/03/2012	100 % completed	
Component : Project Management					
Improving Accounting and FM		Recruitment of an Accounting Assistant	01/05/2012	100 % completed	

Annex 3. Economic and Financial Analysis

The internal efficiency of the system has improved modestly over the course of the project, which can be ascribed, on the one hand, to repetition and completion rates that have improved slightly as access has increased, even while, on the other, government spending on education has dropped marginally.

Repetition and completion rates. As access increased, important measures were taken to maintain and improve the quality of education (through adjustments to teacher/student ratio, teacher training, acquisition of textbooks, and so on). Since government figures are not available for repetition and completion rates²⁸ -- the main indicators for internal efficiency -- we must refer to UIS figures that are more complete, though not fully complete. In 2008-2009, the repetition rate in primary level stood at 11 percent, while by 2011/12 it was 9 percent. No data is available for 2009/10 nor yet for 2012/3. For the completion rate, UIS data is patchy, so we must turn to other alternatives: for instance, survival rate to grade 4 was 77 percent in 2007/8 rising to 87 percent in 2010/11, while gross intake ratio to last year of primary was 36 percent in 2008/9, 46 percent in 2010/11, and 57 percent in 2011/12. The gross primary graduation ratio was 37 percent for 2008/9, 37 percent for 2010/11, and 38 percent for 2011/12. Going by these figures repetition rates dropped modestly over the project period, while completion, on the whole, appears to have improved marginally.

Government Expenditure on Education. From earlier and recent Project Appraisal Documents, and from a State Report on National Education,²⁹ we learn that in 2007, 23.1 percent of the national budget went to education (in 2005, by comparison, it was 25.8 percent) and 8.73 percent of GDP. In 2010, 19.8 percent of the national budget went to education and about 8 percent of GDP. So, government expenditure dropped somewhat during the project period and yet remained nevertheless around the threshold of 20 percent recommended by the Fast Track Initiative.

Quantitative and comparative efficiency of the education system. The State Report also provides a quantitative and comparative assessment of the performance of Djibouti's education system. Quantitatively, two measures are employed, notably, school-life expectancy and an efficiency coefficient³⁰ with Djibouti's system assessed in relation to

²⁸ Repetition rate is defined as 'Proportion of pupils from a cohort enrolled in a given grade at a given school year who study in the same grade in the following school year', while completion rates are defined as 'Total number of graduates from the last grade of (primary) education, regardless of age, expressed as a percentage of the population at the theoretical graduation age for primary' Survival rate is 'Percentage of a cohort of pupils (or students) enrolled in the first grade of a given level or cycle of education in a given school year who are expected to reach successive grades.' Source: UNESCO (<http://www.uis.unesco.org/Library/Documents/eiguide09-en.pdf>)

²⁹ « *Diagnostic sectoriel et perspective pour la politique éducative* », AFD, Avril 2009.

³⁰ The efficiency coefficient is the ratio between school-life expectancy and the public education current expenditure as a percentage of GDP. This corresponds to an average number of years of schooling for 1 percent of the GDP allocated to the running of this sector. The higher the level of this indicator, the more efficient the country is in its use of public resources for allocation.

21 other countries in the Middle East and North Africa region. The study shows that with an allocation of 7.2 percent of GDP to the education sector, Djibouti provides between 7.4 and 9.6 years of schooling. In terms of the efficiency coefficient, Djibouti has a ratio of 1.02 compared to the average of 1.87 for all 22 countries selected for the study. These results suggest that Djibouti's performance remains modest and, in spite of a high percentage of GDP allocated to education, the country provides a lower number of years in school compared to many other countries (only 3 countries out of the sample of 22 countries show a lower ratio than Djibouti). That said, the study suggests that Djibouti's performance has significantly improved since 1999, even if considerable effort remains to be made in the future to meet the demand for education.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Noah Yarrow	Education Specialist	MNSHE	TTL 3
Safaa El Tayeb El-Kogali	Senior Economist	MNSHE	TTL 2
Christina D. Wright	Operations Officer	MNSHE	
Linda K. English	Senior Education Specialist	MNSHE	TTL 1
Claudine Kader	Senior Program Assistant	MNSHD	Senior Program Assistant
Karine M. Pezzani	Operations Officer	MNSHE	Operations Officer
Ahmedou Hamed	Lead Procurement Specialist	MNAPR	
Wassim Turki	FM specialist	MNAFM	Consultant
Anas Abou El Mikias	Sr Financial Management Specialist	MNAFM	
Walid Dhouibi	Procurement Specialist	MNAPR	
Andrew Michael Losos	Environmental Specialist	MNSEN	Environmental Specialist
Jean Charles de Daruvar	Legal Counsel	LEGAM	Senior Legal
T. Mpoy-Kamulayi	Legal Counsel (retired)		
Hassine Hedda	Finance Officer	CTRLA	
Emmanuel Mbi	Country Director (retired)		

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending/Supervision		
FY10		
FY11		9,519.70
FY12		28,587.55
FY13		85,148.30
Total:		123,255.55 ³¹

³¹ If these figures seem low, it is because the majority of SPN costs were paid for by an EFA-FTI SPN TF.

Annex 5. Beneficiary Survey Results

N/A

Annex 6. Stakeholder Workshop Report and Results

N/A

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

Summary

In October 2010, additional funding (AF) of US\$4 million for the EFA-FTI project was approved, enabling the Government to continue the successful implementation of the second phase of the Educational Action Plan (PAAE2, 2006-2010), which aimed to achieve universal primary education by 2015. This AF was intended to strengthen primary education. While the project experienced minor difficulties, it has allowed the achievement of expected results.

The specific objectives of the project were: (i) improving access to education; (ii) ensuring equity in access to education; (iii) strengthening the quality of education; and (iv) improving the school supervision and management system.

The Minister's proposal for this additional funding was based on the document of the second phase of the PAE, also called PAE2.

This completion report presents the effective state of execution of the project, analysis and evaluation by the Government of results and impacts achieved, and the main lessons learned from this experience.

Project Objectives

The goal of the project was to strengthen primary education by increasing access to education, ensuring equity in access, and by enhancing quality and improving the supervision and management of the education system.

This AF, which was planned to last one year, from 30/09/2010 to 30/09/2011 was prolonged twice: first for an additional year from 30/09/2011 to 30/09/2012 and then for six months from 30/09/2012 to 31/03/2013.

The project included four components:

- I. Improving Access to Education
- II. Guaranteeing Equity of Access
- III. Strengthening the Quality of Education
- IV. Improving School Supervision and Management.

Component 1: Improving Access to Education

The objective of the first component was to improve access to education. The planned activities were all completed. The most important included the construction of three schools and the rehabilitation and extension of a number of other primary schools.

Component 2: Guarantee Equity of Access

The objective of the second component was to guarantee equity of access, by permitting students with special needs to benefit from education adapted to their needs. The planned activities were completed with the exception of the second stage that included examining and offering glasses to students in rural schools (US\$8000 remained left over).

Component 3: Strengthening the Quality of Education

The objective of the third component was to strengthen the quality of education by providing schools with the necessary equipment and expertise. Most of the planned activities were completed. The project provided school kits, in-service training material for teachers, basic education textbooks, and so on.

Component 4: Improving School Supervision and Management

The objective of this component was to improve school supervision and management. The entirety of the planned activities was completed. The project financed the training of 120 principals in the use of an experimental tool to monitor school quality. In the same vein, the project helped to restructure the system used by inspectors to monitor quality.

Evaluation of Project Achievements

Increase in Access

The project achieved its objectives in terms of increased access in primary education as construction, extension and rehabilitation helped accommodate and improve the conditions for all students and teachers involved. The project contributed to the improvement in gross enrollment rates in primary education, which rose from 75 percent in September 2010 to 78.5 percent in September 2012. The project has also helped to increase enrolment in the number of primary school students, which rose from 61,392 in 2010 to 63,398 in 2012. Planned activities for this component have all been completed. The largest work corresponded to the construction and equipment of three new schools Bihidleh (Ali Sabih) Dadahalou (Dikhil) and Bolivia (Tadjourah). These schools are functional and currently house about 225 students. Emergency repairs in three primary schools damaged by tornadoes (Yoboki Agna, Gourabous) and the construction of five additional classrooms to Gallafi, Assa Eyla and refectory Assa Guella have been completed. The repair of the roof of four elementary schools damaged by tornadoes (Assa Eyla, Ripta, Orobor, Guirori) was completed. A repair of the school in Guirori saw some delay in progress (80 percent), but the PIU quickly followed up with the company and the work was completed on 24/03/2013.

Equity of Access

The project has contributed to the reduction of disparities by including as activities, school canteens and dormitories and the education of children with special needs. Following a delay in the implementation of the grant, the Government supported, for the 2010-2011 school year, the purchase of dry goods for canteens and dormitories in the major towns in the districts of Ali Sabieh, Dikhil, Obock and Tadjourah.

In the pilot project for the blind and deaf, medical visits were carried out in different schools to detect visual impairment, subsequent to which 857 pairs of glasses were acquired for poor students in rural schools. The first phase was completed in 2010 by the Manhal Charity - Kw with the delivery of 857 pairs of glasses (384 cylindrical glasses at \$30 and 473 normal glasses offered at \$16 a pair). The second phase was to identify and provide eyeglasses to one or two classes in rural schools (with a balance of \$8,000). The latter activity could not be carried out before the closing date of the grant due to lack of time and lack of response from the service provider.

However, the project has not only allowed students with special needs to be educated but also raised awareness in parents of the importance of education for these children. In fact, the largest project is the establishment of a private pilot class for blind students in Djibouti city. Among other things, training workshops in the use of new teaching guides for the detection of learning disabilities were also organized.

Quality of Education

The project has generated improvements in conditions in classes in primary schools and has supported the training of teachers.

Support for the availability of educational material in schools

This sub-component aimed at improving the working conditions of primary school classes.

Teaching materials and supplies for classrooms

The distribution of educational supplies (8,500 packets of chalk and 7500 reams of paper) in December 2011 to all primary schools, allowed schools to save their scarce cooperative fund and use it instead to enable children to enjoy more extracurricular activities. An additional educational provision was provided (reams of paper, chalk and printing materials (ink cartridges, etc.) to support the printing of final examinations for the 2012 school year.

School furniture

This activity has in recent years provided support to the neediest children through grants for school supplies: bags, notebooks, pencils, geometry boxes, rulers, etc. to encourage children to continue their education. Children in priority areas benefit from these donations.

Education Material and School Furniture

School furniture has been delivered to all of the rehabilitated schools. Schools in the most remote regions (Galafi, Assa-Eylla, etc.) also received their furniture.

Purchase and installation of solar panels

The panels are installed and working in all schools destined to receive them. In addition, the electrification of rural schools has provided the required energy (1) to use computers to support training, (2) to encourage children to work in the evening with tutoring given

by teachers, and (3), for some children in remote areas, to discover the television, computer and other electrically-run equipment.

Teacher Training

For this activity, only one vehicle to be used for in-service training was acquired. This will help inspectors reach difficult to reach locations more frequently. In addition, these unplanned visits will help to reduce absenteeism in teachers and principals.

Availability of School Texts

As part of the support offered by CRIPEN in the publishing and printing of textbooks, 10,000 copies of each of the following texts were produced: second and third year French, third and fifth year math, and fifth year Arabic.

By supporting CRIPEN, the grant has helped improve the textbook per student ratio in each discipline and year of primary school.

Supervision and Management of Schools

Strengthening Facilities for Inspectors

The project supported vehicle maintenance, fuel, and the purchase of tires and spare parts. This support helped to maintain Inspectors' regular quota of educational visits per month per school, visits which are essential to ensure the quality of education provided.

Supervision and management of the quality of education

The activities under this component were funded and carried out by the French Development Agency (AFD). Indeed, the AFD provided several training workshops (using the OPAD tool) to CFPEN. AFD also funded training materials. The FTI grant, on the other hand, financed the acquisition of computer equipment for primary schools in Djibouti and regions (75 PCs, printers, UPS, video projectors and accessories) needed to carry out the activities of the AFD. This activity strengthened the management of schools and the quality of education through the use of computer media for educational monitoring and updating of training programs for teachers.

Support to the Director of Planning (DPI)

The training of the DPI was carried out over a period of eight months. The training focused on the planning, formulation of public programs, simulation models, school mapping, micro planning and finally budgeting. The Project also acquired office supplies and computer equipment to enable the Planning Service to fulfill their tasks in the best conditions (circulation of the Statistical Yearbook, operation of the service). This activity allowed the frame to acquire the necessary skills in planning and collection and analysis of data to assist the Ministry in educational policy and outlook by rationalizing expenditure.

Communication

A vehicle was acquired for the School Radio and office communication units at CRIPEN. The Communications Office also received office furniture to staff the new office, which

accompanies the department's communication. This activity has helped CRIPEN's work enormously.

Improving school supervision and management

Five primary schools in large towns of the five regions were each equipped with 15 computers, a network printer, and video projection equipment. The Grant financed equipment allowed the establishment of a media room in the interior regions for the school year starting September 2012. This pilot project has not enhanced the use of IT tools by the principals (improve the management of their business), but also provided a room connected to the Internet. The entire school community, teachers and students now have access to computers and the Internet.

Project Management Unit (PMU)

The PMU is responsible for the execution of all education projects including those of the World Bank. This office coordinated all activities of the FTI project. It fully met its responsibilities by working closely with the beneficiaries of the FTI services: (i) Members of the unit benefited, from the many missions, from the guidance and support of various specialists from the World Bank; (ii) The unit experienced some slowness in financial management, and so was trained by the World Bank Zagreb office to learn how to accelerate disbursements; (iii) Procurement also experienced some delays, particularly during the summer, which slowed construction and rehabilitation. The extension of the closing date of the Grant helped to deal with this problem.

Statistics and Evaluation Unit (formerly the DPI)

The Department of Statistics and Monitoring and Evaluation Service played a central role in the design and monitoring of action plans. It received strong support in equipment and supplies from the project. This support has helped improve the efficiency of management in terms of collection and dissemination of statistical information in the form of various publications.

The Executive Secretariat of the Higher Education Committee

The project funded the Executive Secretariat of the Higher Education Committee as the responsible body for the coordination and monitoring of the reform. More specifically, the Executive Secretary chairs the Steering Committee for Education Projects which monitors all projects from the Action Plans. This Committee consists mainly of technicians of the Ministry and partner institutions, coordinates the activities of various projects and ensures their consistency in terms of objectives. The Executive Secretariat also coordinates with the technical and financial partners within the Group of Education Partners, chaired by the French Development Agency since its creation in 2004.

The Executive Secretariat should also monitor the activities of the Regional Education Committees chaired by the Commissioners of the Republic and the heads of districts whose operation is still quite embryonic. They will be more involved in decisions about school boards, school canteen management and the maintenance of local infrastructure.

PROJECT PREPARATION

As this project was part of a grant that included funding phases, it did not require extensive preparation. The remainder of the budget of the previous project was reallocated to existing departmental needs. We can say that the preparation was a success because it met the most important needs.

PROJECT IMPLEMENTATION

Effectiveness and start-up

It was expected that the project would be completed in one year starting in September 2010 but it was extended twice to achieve its objectives.

Reports

The Project Management Unit transmitted all information requested by the World on a regular basis. The audit report covering the period is being prepared. The procurement unit launched the tender for this, has received nominations, and is in the process of selecting a candidate (which should be finalized very quickly).

Goods and Services

The PMU respected the correct modes of procurement of goods and services as defined in the evaluation report of the project and the loan agreement.

FOLLOW-UP of PROJECT

The FTI project achieved its objectives by helping to improve access, equity, quality and school supervision and management system. The project has also helped to cope with the vagaries of nature such as tornadoes and floods that have greatly disturbed the functioning of schools. Such support should continue to address the specific needs of the Department. We must continue to strengthen access to education, the quality of teachers' professional development, capacity planning, and financial sustainability. The Government shall obtain the necessary funds from development partners who want to help the country with its educational policy that will lead to the goal of education for all. The studies that preceded the introduction of the new 2010-2019 Master Plan have revealed some new phenomena: they have shown that access to and coverage of education has improved, but gaps exist in terms of teaching quality and especially in terms of consistency between the education provided and the education needed to develop the country. It is in this context that the Master Plan for 2010-2019 for Education was established to ensure continuity in the objectives of development. This new plan pays particular attention to the quality of the education system, the role of technical education and vocational training and development programs modeled on the needs of the labor market.

PERFORMANCE OF THE WORLD BANK, THE BORROWER AND OTHER DONORS

Performance of the World Bank

The performance of the World Bank was satisfactory and sustained throughout the project. The project has benefited from many supervision missions over the course of project implementation. In fact, these missions have been very beneficial in many ways as the missions have improved disbursement delays and strengthened the capacity of staff in various fields (Procurement, Financial Management, disbursement methods, etc.). The World Bank was always available and always adopted appropriate solutions to address operational issues.

Performance of the Borrower

Borrower performance was also satisfactory and sustained throughout the project. Recommendations of the World Bank and other key partners were always greeted with much enthusiasm. The borrower fulfilled all its responsibilities -- although some activities were delayed due to lack of staff, and indeed the need to strengthen human resources has become an important objective of the borrower in order to improve implementation capacity and project supervision. Weaknesses in management were identified during the last audit that took place in June 2012. These related to the operation of the project, asset management and the manual of administrative, financial and accounting procedures. Some weaknesses have been corrected and others will be addressed progressively. For instance, the PMU has recently recruited a specialist in monitoring and evaluation, a civil engineer and an accountant.

Performance of Other Donors

The performance of other donors was satisfactory and sustained throughout the project. The AFD and USAID funded some of the project activities. Their input has helped facilitate the achievement of project objectives.

LESSONS, RECOMMENDATIONS, AND CONCLUSIONS

Lessons

A survey (in person and by telephone) was made on a sample of seven recipients at random from the list of beneficiaries of the last portion of the FTI project. The following tables show the results of the survey:

General Appreciation of the Project

	Yes	No	Total
Q1: The project met its objectives?	100%	0%	100%
Q2: The project was designed according to expectations?	100%	0%	100%
Q3: The project was executed as expected?	100%	0%	100%

Evaluation of the design

Q4: Recommendations concerning the design?	Results
Q4-1: Be more involved in the design	29%
Q4-2: Participate in the design of procurement	14%
Q4-3: Satisfied	14%
Q4-4 : No recommendation	43%
Total:	100%

Evaluation of implementation

Q5: Recommendations concerning implementation?	Results
Q5-1: Need to have more control over contractors	29%
Q5-2: Need to discuss procurement more interactively	14%
Q5-3: No recommendation	57%
Total:	100%

Comments and suggestions

Q6: Comments and suggestions for the future?	Results
Q6-1: Achievements need to be sustained	14%
Q6-2: Establish a steering committee composed of representatives of different beneficiaries	14%
Q6-3: Have more control over contractors	14%
Q6-5: More attention needed to certain units	14%
Q6-6 : No recommendation	43%
Total:	100%

The survey showed that the beneficiaries are generally satisfied with the results of the project. Most say they are 100 percent satisfied while mentioning some alterations and adjustments are sometimes necessary especially during the construction and rehabilitation.

Several other lessons have been learned from the implementation of this project. Some of them have already been taken into account in the formulation of projects and new projects. These measures include, among others:

1. The value of strengthening the project management team (PMU) through effective training (in procurement, disbursement and financial management).
2. The importance of raising awareness in all stakeholders of project objectives and the importance of information sharing within departments (via an effective communication strategy).
3. The need to clearly define the responsibilities of each unit for better transparency.

4. The importance of strategic and operational meetings to improve coordination and monitoring of activities.

5. The importance of improving the operational knowledge in the project management team. The employees systematically employ World Bank procedures in procurement, human resource management, and administrative management.

Recommendations

Recommendations for the World Bank are:

- Improve the response-time for correspondence from the borrower, including the requests for non-objections
- Continue training sessions for greater efficiency in the management of World Bank projects
- Improve coordination among various departments of the World Bank

Recommendations for the Government are:

- Continue to strengthen the capacity of institutions in charge of project implementation,
- Retain qualified Implementation Officers in the PMU
- Reduce the number of signatories for projects
- Reduce the time it takes signing a contract
- Accelerate the administrative procedures of the Ministry of Finance (eg opening a bank account on behalf of a project)
- Accelerate sending specimen signatures to the World Bank

Conclusions

All activities were carried out as initially planned. However, the project experienced a certain delay due to changes in project procedures from previous phases of the FTI, but this did not affect the quality of the project. The project achieved its original objectives which were to help increase access to education, equity in access, and the quality and school supervision and management of the education system. The contributions of this project were significant and enabled the Government to attain the results it had set in its goal of universal enrollment in primary education by 2015. The project benefited from the existence of a clear and coherent reform program, derived from a broad national consensus and supported by a strong political Governmental will, that made Education the main way to fight against poverty. The project was a success and the World Bank and the Government will continue to collaborate to repeat this success. In 2013, the World Bank launched the ACIGEF project and the GPE project is now under preparation. In view of past achievements and the current continuity of efforts in improving the education system, the Ministry of Education will be able to achieve its sectorial objectives.

Annex 8. Comments of Co-financiers and Other Partners/Stakeholders

N/A

Annex 9. List of Supporting Documents

- ICR of p101445 (US\$ 6 million tranche) of January 15, 2009
- Program Document US\$2 Million Tranche (December 20, 2008)
- Project Paper of P117424 of February 26, 2010
- QER of EFA-FTI Fund March 2010
- Restructuring Paper (US\$4 million tranche) of August 2012
- Djibouti National Country Report 2009 (RESEN)

Annex 10 Principal Indicators
(Provided by GoD)

Indicators	Baseline (08/09)	2009-2010	2010-2011	Target 11/12	2011-2012	2012-2013
Sector Indicators for Primary						
Gross Admission Ratio (GAR) or Gross Intake Ratio	0.73	0.74	0.77	0.84	0.76	0.77
Parity Index (GAR)	0.86	0.83	0.88	0.96	0.87	0.89
Gross Enrolment Ratio (GER)	0.68	0.73	0.75	0.81	0.78	0.79
Parity Index (GER)	0.88	0.86	0.88	0.96	0.87	0.86
Completion Rate	0.51	0.57	0.61	0.71	0.72	0.68
Number of Primary Students	55500	59708	61392	61200	63612	63368
Number of Primary Girls Students	26100	27624	28659	30000	29744	29315
Number of rural students	7458	5828	5983	8207	6993	6927
Retention of rural students	0.85			0.90		0.90
Textbooks per student	1:1	3:2	3:2	3:2	3:2	3:1
Project Indicators						
Construction of New	6			9	9	6
Rehabilitation of Existing Schools	7			4	4	15
School Kits distributed	7467			8207	6993	6927
Number of w/ Solar Panels	29			34	34	16

DJIBOUTI

- SELECTED CITIES AND TOWNS
- ⊙ REGION CAPITALS
- ⊛ NATIONAL CAPITAL
- ~ RIVERS
- MAIN ROADS
- RAILROADS
- REGION BOUNDARIES
- - - INTERNATIONAL BOUNDARIES



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