

Document of
The World Bank
FOR OFFICIAL USE ONLY

Report No: ICR00006338

IMPLEMENTATION COMPLETION AND RESULTS REPORT

TF A3052

ON A

GRANT

IN THE AMOUNT OF US\$100 MILLION

TO THE

DEMOCRATIC REPUBLIC OF THE CONGO

FOR AN

EDUCATION QUALITY IMPROVEMENT PROJECT

August 24, 2023

Education Global Practice
Eastern And Southern Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective May 23, 2023)

Currency Unit =	Congolese Francs (CDF)
-----------------	---------------------------

CDF 2335.00 =	US\$ 1
---------------	--------

FISCAL YEAR

January 1 – December 31

Regional Vice President: Victoria Kwakwa

Country Director: Albert G. Zeufack

Regional Director: Amit Dar

Practice Manager: Muna Salih Meky

Task Team Leader(s): Hamoud Abdel Wedoud Kamil, Yevgeniya Savchenko,
Maroua Sallami

ICR Main Contributor: Sandra Beemer, Eliot Faron de Goer

ABBREVIATIONS AND ACRONYMS

ASLO	Local Groups (<i>Association Locale</i>)
AVR	<i>Agences de Verification des Resultats</i>
BG	School Management Office (<i>Bureau Gestionnaire</i>)
CAS	Country Assistance Strategy
CIEAS	<i>Cellule Indépendante d'Évaluation des Acquis Scolaires</i> (Independent Learning Assessment Unit)
COPA	Parents Committees (<i>COPA Comités des Parents d'Elèves</i>)
COVID	Coronavirus disease
CPF	Country Partnership Framework
CS	Special Provincial Commissioners (<i>Commissaire Spécial</i>)
CSD	Special Commissioner Deputies
CSR	Country Status Report
DCR	Democratic Republic of Congo
DIFORE	Teacher Training Directorate (<i>Direction de la Formation de l'Enseignant</i>)
ECE	Early Childhood Education
EESSE	Emergency Equity and System Strengthening in Education
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EQUIP/PAQUE	Education Quality Improvement Project (<i>Projet d'Amélioration de la Qualité de l'Education</i>)
ESMF	Environmental Social Management Framework
EYS	Expected Years of Schooling
FM	Financial Management
GBV	Gender Based Violence
GER	Gross Enrollment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRM	Grievance Redress Mechanism
HCI	Human Capital Index
HP	Pedagogical Humanities (<i>Humanités Pédagogiques</i>)
IAI	Interactive Audio Instruction
ICR	Implementation Completion Results Report
IDP	Internally Displaced People
IFR	Interim Financial Report
IPF	Investment Project Financing
IRI	Intermediate Results Indicator
IRR	Internal Rate of Return
ISR	Implementation Status Results Report
LEG	Local Education Group
MASSAH	Ministry of Social Affairs (<i>Ministère des Affaires Sociales, Solidarité et Action Humanitaire</i>)
M&E	Monitoring and Evaluation

MEPSP	Ministry of Primary, Secondary and Professional Education (<i>Ministère de l'Enseignement primaire, secondaire et professionnel</i>)
MEPST	Ministry of Primary, Secondary and Technical Education (<i>Ministère de l'Education Primaire, Secondaire, et Technique</i>)
MESU	Ministry of Higher Education (<i>Ministère de l'Enseignement Supérieur et Universitaire</i>)
MFPMA	Ministry of Professional Training, Trades and Crafts (<i>Ministère de la Formation Professionnelle, Métiers et Artisana</i>)
NPV	Net Present Value
PAD	Project Appraisal Document
PASEC	<i>Programme d'Analyse des Systèmes Educatifs de la CONFEMEN</i>
PBF	Performance Based Financing
PCT	Project Coordination Team
PDO	Project Development Objective
POM	Project Operations Manual
PRGSP II	Government's Second Poverty Reduction and Growth Strategy Paper
PROVED	Provincial Education Directorate (<i>Province Educationnelle</i>)
SC	Steering Committee
SCD	Systematic Country Diagnostic
SDI	Service Delivery Indicators
SDP	School Development Plan
SEA/SH	Sexual Exploitation and Abuse and Sexual Harassment
SERNAFOR	National Service of Training (<i>Service National de Formation</i>)
SPACE	Permanent Secretariat of Support and Coordination of the Education Sector (<i>Secrétariat Permanent d'Appui et de Coordination du Secteur de l'Education</i>)
SSA	Sub-Saharan Africa
SSEF	Education and Training Sector Strategy (<i>Stratégie Sectorielle de l'Education et de la Formation, 2016-2025</i>)
STEP	Systematic Tracking of Exchanges in Procurement
TA	Technical Assistance
TENAFEP	Primary Education Cycle Test (<i>Test National de Fin d'Etudes Primaires</i>)
TTI	Teacher Training Institution
TVET	Technical and Vocational Education and Training

TABLE OF CONTENTS

DATA SHEET	1
I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES.....	5
A. CONTEXT AT APPRAISAL	5
B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)	12
II. OUTCOME	16
A. RELEVANCE OF PDOs	16
B. ACHIEVEMENT OF PDOs (EFFICACY)	17
C. EFFICIENCY	26
D. JUSTIFICATION OF OVERALL OUTCOME RATING	28
E. OTHER OUTCOMES AND IMPACTS (IF ANY).....	28
Not Applicable	29
III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME.....	30
A. KEY FACTORS DURING PREPARATION	30
B. KEY FACTORS DURING IMPLEMENTATION	32
IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME ..	32
A. QUALITY OF MONITORING AND EVALUATION (M&E)	33
B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE	33
C. BANK PERFORMANCE	35
D. RISK TO DEVELOPMENT OUTCOME	36
V. LESSONS AND RECOMMENDATIONS	36
ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS.....	39
ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION	53
ANNEX 3. PROJECT COST BY COMPONENT	56
ANNEX 4. EFFICIENCY ANALYSIS.....	57
ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS ...	69
ANNEX 6. 2020 MODIFICATIONS TO STRETCH INDICATORS AND VARIABLE PART FINANCING	70
ANNEX 7. 2020 MODIFICATIONS TO STRETCH INDICATORS VERIFICATION PROTOCOLS	74
ANNEX 8. RESULTS CHAIN OF ORIGINAL PROJECT DESIGN	77
ANNEX 9. RESULTS CHAIN OF RESTRUCTURED PROJECT	82

ANNEX 10. 2020 MODIFICATIONS TO THE INTERMEDIATE RESULTS INDICATORS	86
ANNEX 11. PRE-RESTRUCTURING ACHIEVEMENT OF PROJECT INDICATORS	88
ANNEX 12. SUPPORTING DOCUMENTS	91

**DATA SHEET****BASIC INFORMATION****Product Information**

Project ID	Project Name
P157922	DR Congo - Education Quality Improvement Project (EQUIP)
Country	Financing Instrument
Congo, Democratic Republic of	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

Organizations

Borrower	Implementing Agency
Ministry of Finance	Ministry of Primary and Secondary Education and Induction to New Citizenship

Project Development Objective (PDO)

Original PDO

The Project Development Objectives are to: (a) improve quality of learning in primary education; and (b) strengthen sector management.

Revised PDO

The Project Development Objectives are to improve the quality of learning conditions in primary education and to strengthen sector management.

**FINANCING**

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
TF-A3052	100,000,000	100,000,000	99,418,356
Total	100,000,000	100,000,000	99,418,356
Non-World Bank Financing			
Borrower/Recipient	0	0	0
Total	0	0	0
Total Project Cost	100,000,000	100,000,000	99,418,356

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
18-Apr-2017	09-Aug-2017	30-Sep-2019	28-Feb-2021	30-Dec-2022

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
20-Aug-2020	38.31	Change in Project Development Objectives Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Change in Safeguard Policies Triggered Change of EA category Change in Implementation Schedule

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial



RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	30-Aug-2017	Satisfactory	Satisfactory	0
02	23-May-2018	Moderately Satisfactory	Moderately Satisfactory	8.74
03	30-Jan-2019	Moderately Unsatisfactory	Moderately Unsatisfactory	12.45
04	21-Nov-2019	Moderately Unsatisfactory	Moderately Unsatisfactory	24.44
05	13-Aug-2020	Moderately Unsatisfactory	Moderately Unsatisfactory	38.31
06	11-Mar-2021	Moderately Satisfactory	Moderately Satisfactory	58.09
07	16-Jan-2022	Moderately Satisfactory	Moderately Satisfactory	92.52
08	13-Jul-2022	Moderately Satisfactory	Moderately Satisfactory	97.78
09	05-Jan-2023	Moderately Satisfactory	Satisfactory	99.80

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Education 100

Early Childhood Education 20

Primary Education 80

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)



Social Development and Protection		0
Social Inclusion		96
Indigenous People and Ethnic Minorities		17
Other Excluded Groups		62
Participation and Civic Engagement		17
Fragility, Conflict and Violence		5
Forced Displacement		5
ADM STAFF		
Role	At Approval	At ICR
Regional Vice President:		
Country Director:		
Director:		
Practice Manager:		
Task Team Leader(s):	Dung-Kim Pham, Waly Wane	Hamoud Abdel Wedoud Kamil, Yevgeniya Savchenko, Maroua Sallami
ICR Contributing Author:		



I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

1. **Country Context.** The Democratic Republic of Congo (DRC) was a fragile country due to its long history of conflict, political upheaval and instability, and authoritarian rule. DRC remained one of the poorest countries in the world despite being endowed with abundant natural resources, 80 million hectares of arable land, and promising economic growth. Real gross domestic product (GDP) growth in the DRC averaged more than seven percent annually between 2010 and 2015, well above the average for Sub-Saharan Africa (SSA). This economic performance was due to robust growth in extractive industries and related investments, as well as public investments. The medium-term economic outlook for DRC continued to be promising, characterized by low inflation and high economic growth driven by a buoyant mining sector and a growing services sector. However, the impact of the global economic slowdown, a significant decline in the demand and price for minerals, and domestic political uncertainty exacted a toll on the economy in the last quarter of 2015 and the first half of 2016. GDP growth in 2015 declined to 6.9 percent from 9.5 percent in 2014. The Government revised growth estimates for 2016 downwards to 4.3 percent. Moreover, despite generally strong economic performance and a significant natural endowment, the country's wealth had not significantly impacted the lives of the majority of Congolese people. The DRC ranked 176th among the 188 countries surveyed in the 2015 Human Development Index (HDI) (United Nations Development Program, 2015). In 2012, 64 percent of the population lived below the national poverty line, and 77.2 percent survived on less than US\$1.90 per day.
2. **In the medium term, the DRC needed to address a range of political, economic, and social challenges.** There had been growing pressure on the country's budget resources in 2015-16 due to several things: (i) elections related spending, (ii) the need to increase the fiscal space to protect the economy from possible shocks arising from falling commodity prices, and (iii) to scale up public spending in support of priority sectors, particularly in support of education, health and basic infrastructure. The economic slowdown in China - one of the DRC's major trading partners - was expected to impose additional economic risks in the short to medium term. Fostering inclusive growth would be critical for preserving the DRC's economic and social development path, and for solidifying the DRC's transition out of fragility.
3. **The DRC was also undergoing a demographic transition characterized by declining child mortality and sustained fertility rates.** The country had a young population: approximately 67 percent of the population was less than 24 years-old, and almost 50 percent were under the age of 14. This trend was expected to continue for 20 to 30 years. The 2015 World Population Report estimated that by 2050, the DRC would be among the ten most populous countries in the world, and that the country would be the fifth most populous in 2100. These trends would bring enormous pressure to bear on the education system and the absorptive capacity of the labor market. Improving educational attainment, and the quality of education and training programs had the potential to fuel faster, more equitable economic growth, and improve social cohesion.
4. **On January 9, 2015, the country's Parliament adopted a law which increased the number of administrative provinces from 11 to 26.** The new administrative provinces were closely aligned with the administration of the education sector, which was structured around 30 educational provinces. Discontinuities between the new structure of provincial administration and the existing Provincial Education Directorate (*Provinces Educationnelles—PROVED*) primarily affect



Kinshasa and Kivu. The election of new governors was being done progressively and governors were in the process of being elected. However, the conclusion of the process was expected to take time. In the interim, special provincial commissioners had been appointed to manage the day-to-day functioning of the new provinces. Additionally, the process underpinning future presidential elections had been controversial. The ruling coalition and some small opposition parties had agreed to delay presidential and parliamentary elections by 18 months until April 2018, leading to violent protests. The positions of the primary opposition parties remained unclear contributing to heightened political uncertainty. Given the fluidity of the political situation, the stakes remained high for consolidating and building on the economic gains of the recent past.

5. **It should be noted that as of 2023 DRC continues to suffer from one of the world's most complex and protracted humanitarian crises in the world.** The humanitarian situation continues to deteriorate in many parts of the country, particularly in the eastern provinces, where there has been a recent increase in conflict and violence. Attacks against civilians, including internally displaced people (IDPs), have increased over the past year, especially in North Kivu, South Kivu, and Ituri. According to the United Nations Office for the Coordination of Humanitarian Affairs, in 2023, there are 5.97 million IDPs in the country and 500,000 refugees and asylum seekers from neighboring countries.

6. **Sector Context.** The 2014 National Education Law established an 8-2-2 structure for primary and secondary education (eight years of basic education, two years of junior secondary and two years of senior secondary), and the gradual adoption of the License, Maîtrise, Doctorat system in higher education. Primary and secondary education was characterized by a de-concentrated managerial and organizational structure. In line with the restructuring of sub-national government, special provincial commissioners (Commissaire Spécial – CS) were appointed to oversee provincial administration. At the provincial level, the Deputy CS in charge of development was responsible for the education portfolio. The day-to-day administration of education was overseen by the 30 PROVEDs, which was further divided into sub-PROVEDs (sub-Provincial Education Offices) at the district level. In December 2016, the Government was reshuffled and created a new ministry structure responsible for administering the education system: The Ministry of Primary, Secondary and Technical Education—*Ministère de l'Éducation Primaire, Secondaire, et Technique--MEPST* (formerly the Ministry of Primary, Secondary and Professional Education (*Ministère de l'Enseignement primaire, secondaire et professionnel – MEPSP*), the Ministry of Professional Training, Trades and Crafts (*Ministère de la Formation Professionnelle, Métiers et Artisanat – MFPMA*) and the Ministry of Higher Education (*Ministère de l'Enseignement Supérieur et Universitaire – MESU*) who collectively administer formal education; and the Ministry of Social Affairs (*Ministère des Affaires Sociales, Solidarité et Action Humanitaire – MASSAH*) which oversees literacy initiatives and non-formal education.

7. **Between 2005 and 2014, the DRC had made progress in improving access to primary education.** There was a rapid increase in enrollment underpinned by: (i) the roll out of a large government school infrastructure investment program¹; (ii) support from the donor community for improving access to education; and (iii) an increase in average household income.² The gross enrollment rate (GER) increased from 93 percent to 107 percent, driven primarily by increases in female participation. This led to a progressive closing of the gender gap, and a concurrent increase in the gender parity index (GPI) from 90 to 96 percent over the same period. Notwithstanding this progress, important challenges persist related to the quality of education delivered, equity and the overall management of the sector.

¹ *Programme de Reconstruction et de Réhabilitation des Infrastructures Scolaires (PRRIS).*

² *Analyse de la Situation des Enfants et des Femmes (SITAN), UNICEF (2015).*



8. **The most pressing challenge facing primary education was persistently low learning achievement.** The results of the 2010 *Programme d'Analyse des Systèmes Educatifs de la CONFEMEN* (PASEC) assessment indicated that by the end of the fifth year of primary education, average student scores in French and mathematics were only 39.2 and 45.2 percent, respectively, and in the second year of primary education, the equivalent scores were 55.3 percent and 55 percent. Approximately 51 percent of fifth grade students and 26 percent of the second-grade students were unable to demonstrate proficiency in French and mathematics. By the end of primary education, only 47 percent of students were literate (compared to 59 percent, on average, in comparator countries). Furthermore, primary school completion rates averaged about 60 percent. The Government attributed the low learning outcomes among students, in large part, to the fact that students entered primary school without adequate preparation and inadequate early childhood education (ECE). The 2014 National Education Law in 2014 guaranteed the provision of preschool education for children aged three to five but the quality of ECE was a challenge.

9. **Teacher effectiveness was also low due to the limited skills of teachers, poor motivation, and inadequate mechanisms to support teachers.** In 2013-2014, there were approximately 370,000 primary school teachers in the DRC, of whom more than 95 percent held the diploma required to teach. Yet, teaching quality remained low, in part because teachers were not getting the skills required for effective classroom instruction and did not receive adequate support, or incentives to motivate improved performance. A 2013 early grade reading assessment (EGRA) demonstrated that only 50 percent of surveyed teachers passed the reading-comprehension test, and 36 percent passed the written test. Effective teacher performance is also undermined by limitations within the existing teacher training system: no directorate had been tasked with quality assurance, or with leading and coordinating teacher training. The poor quality of teaching was the result of various factors including low quality *preservice training*, inadequate and irregular *in-service training*, and weak *pedagogical support and management*. Efforts had been made to strengthen in-service training, although these efforts had demonstrated limited success. There was a policy framework for in-service training, institutionally supported by the National Service of Training—(*Service National de Formation—SERNAFOR*), and a technological platform developed with the support of development partners (DPs). However, implementation of SERNAFOR had been inhibited by limited capacity of staff in designing training programs and monitoring their implementation. The system also suffered from problems associated with limited incentives for teachers, in terms of compensation, work conditions and their professional career path. The payment of salaries was often unpredictable and teacher remuneration in DRC was among the lowest in the region (in comparison with other SSA countries with similar levels of economic development).³

10. **Shortages of teaching and learning materials were common due to flaws along the textbook supply chain, from in-house manuscript development to the distribution of textbooks to schools.** Despite improved textbook production and distribution, the Education and Training Sector Strategy (*Stratégie Sectorielle de l'Education et de la Formation, 2016-2025 – SSEF*) highlighted existing shortages in learning and teaching materials and describes a problematic textbook distribution system which prevents students, particularly those who are poorer and in more isolated schools from accessing textbooks.⁴ The distribution of textbooks in the DRC was particularly challenging given the climate, size and topography of the country, as well as the lack of a well-established distribution system.

11. **In 2009, the Government developed a policy for the use of national languages (*Stratégie nationale d'utilisation des langues nationales*) which requires that the national language (within each area) would be the language of**

³ Country Status Report (2014): In 2012, the annual average earnings of a primary teacher paid by the Government was 719 000 FCFA, equivalent to 1.9 times the GDP per capita while the comparator countries recorded an annual average salary of 3.7 times the GDP per capita.

⁴ In 2014, on average eight students shared one French and one mathematics textbook.



instruction, in addition to being a stand-alone subject for grades 1 through 4 of the primary education cycle. Rather than one national language, each of the four national languages will be used in the geographic area where it is most commonly used. Shifting languages of instruction from one international language (French) to four national languages (Lingala, Kikongo, Kiswahili and Tshiluba) constitutes a major reform with far reaching implications for teacher management and training, the role of parents and communities, and orthography and vocabulary research for manuscript development. Additionally, in 2013, the Government introduced interventions to elevate *reading-writing* as a self-standing subject of learning. Prior to this intervention reading writing was a sub-category of learning under the French and national languages programs. has developed reading-writing syllabi had been developed that was aligned with the 2014 curricula with matching manuscripts for the textbooks and teachers' guides for grades 1 through 3. The manuscripts for grade 1 had been validated, while the validation of the other grades was on-going. For mathematics, while syllabi for the first and second grades in alignment with the 2011 curricula exist, they had not been translated into national languages and, therefore, the manuscripts for textbooks and the teachers' guides were available only in French.

12. **There were disparities in access to education by household wealth, location, and gender.** Financial and geographic barriers to entry constituted the principal obstacle to school attendance, preventing poor households from sending their children, especially girls, to school. Children living in underserved and hard-to-reach regions were disproportionately excluded from the education system. In rural areas, 32 percent of girls were out of school compared to 30 percent of boys; in urban areas, 19 percent of girls were out of school compared to 17 percent of boys. The 2014 Country Status Report (CSR) also demonstrated that the performance of girls on the exam administered at the end of the primary education cycle (*Test National de Fin d'Etudes Primaires - TENAFEP*) was lower than that of boys.

13. **The Government's adoption of the Education and Training Sector Strategy (Stratégie Sectorielle de l'Education et de la Formation, 2016-2025), on January 21, 2016 constituted a major step towards expanding the sector using a sector-wide approach, with the ultimate objective of improving the quality of education delivery.** The SSEF, which was developed with the support of the Local Education Group (LEG), covers all levels of education from ECE to tertiary education, in alignment with the Government's vision of "Developing an inclusive and a quality education system that would contribute effectively to national development, the promotion of peace and active democratic citizenship". The SSEF aimed to support three strategic areas: (i) promotion of a more equitable education system in support of growth and employment; (ii) creation of an environment for the delivery of quality education; and (iii) establishment of a governance system premised on transparency and efficiency. The SSEF was to be implemented through eight programs, with seven programs dedicated to the sub-sectors/cycles of education (ECE, primary education, non-formal education, lower secondary education, upper secondary education, technical and vocational education, and training (TVET), and higher education), and one cross-cutting program aimed at improving system management.

Theory of Change (Results Chain)

14. **The Education Quality Improvement Project (EQUIP) (in French—*Projet d'Amélioration de la Qualité de l'Education—PAQUE*) original theory of change (presented in Annex 6) illustrates the key inputs, activities, outputs, and outcomes of the original Project design.** The theory of change based on the 2020 restructured Project design is presented in Annex 7. Both the original and revised Project development objectives (PDO) and supporting Project activities were based on internationally recognized research that has identified the key ingredients to improve learning as (i) prepared learners; (ii) effective teaching; (iii) learning-focused inputs at the school level; and (iv) skilled management and governance.⁵ The EQUIP was anchored on quality and equity through different activities and

⁵ 2018 World Development Report (WDR)



interventions related to (i) supporting pre-service and in-service teacher training particularly related to teaching early grade reading and numeracy, (ii) increasing school readiness by supporting ECE⁶ with the establishment of national quality standards and improved teacher competencies; (iii) provision of textbooks and materials for children and teachers; and (iv) improved management through capacity development and the use Performance-based Financing (PBF)⁷ at the local level. Equity was to be addressed mainly through the PBF program⁸ that had a focus on the promotion of girls' education. The original Project design activities were selected with an overall coherence of the theory of change; albeit with a design that complex and turned out to be unwieldy and challenging to implement particularly given the fragile context of the DRC. The 2020 restructuring of activities remained consistent with the theory of change but was more realistic given the fragile context of DRC.

Project Development Objectives (PDOs)

15. **The Project's development objectives (PDO) were to: (a) improve the quality of learning in primary education; and (b) strengthen sector management.** The PDO statement in the Project Appraisal Document (PAD) and Grant Agreement are consistent.

Key Expected Outcomes and Outcome Indicators

16. **The 12 original PDO-level indicators were directly linked to the overarching objectives and were supplemented by 37 intermediate results indicators (IRIs).** There were 12 PDO-level indicators that corresponded to objective 1 (improve the quality of learning in primary education) and two (2) PDO-level indicators that corresponded to objective 2 (strengthen sector management).

- **Outcome 1— Improve the quality of learning in primary education** —was to be measured by (i) primary completion rate in the Project provinces⁹ (disaggregated by female); (ii) increase in average early grade reading score, in national languages for 2nd grade students in the Project provinces (total) (disaggregated by female); (iii) increase in early grade reading (EGRA) score, in French for 4th grade students in the Project provinces—total¹⁰ (disaggregated by female); (iv) increase in EGRA score, in French for 4th grade students—female (phonemic awareness); (v) increase in EGRA score, in French for 4th grade students—female (letter name knowledge); (vi)

⁶ International research has shown that early childhood education programs can prepare children to develop the social and emotional skills they need to succeed and graduate high school. Other benefits of ECE can include earning higher grades and having a lifelong enthusiasm for reading and learning. The first 5 years of life, positive experiences and warm, responsive relationships stimulate children's development, creating millions of connections in their brains. In fact, children's brains develop connections faster in the first 5 years than at any other time in their lives.

⁷ The PBF was based on school and administrative offices plans. Examples of school plan indicators included but were not limited to: early learning in reading and numeracy, regular support from administrative offices, availability of textbooks, teacher and student attendance, transparency of school budget etc. At the administrative offices level, the indicators included but were not limited to: planning and monitoring in-service training, transparency in teacher recruitment and deployment, site visits to schools, assessing school performance etc.

⁸ The PBF was to support girls through specific incentives on the basis of results including increases in female enrollments, increases in the number of female students taking the *Test National de Fin d'Etudes Primaires* (National test of the end of primary studies (TENAFEP), and decreases in female retention at the end of grade 1, coupled with relatively higher financial rewards for the attainment of these indicators.

⁹ The Project targeted nine provinces: Equateur, Sud-Ubangi, Tshuapa, Mongala, Nord-Ubangi, Kasai, Kasai Central, Lomami and Tanganyika. They were selected following a consultative process with the LEG and the Government and based on criteria intended to identify the most marginalized provinces which included: poverty rates, enrollment rates, exam results, and gender parity.

¹⁰ The early grade reading score was comprised of several domains that the Project M&E system would monitor. These were: phonemic awareness, letter name knowledge, listening comprehension, dictation, passage reading and passage comprehension. These were all included as separate indicators in the results framework.



increase in EGRA score, in French for 4th grade students—female (listening comprehension); (vii) increase in EGRA score, in French for 4th grade students—female (dictation); (viii) increase in EGRA score, in French for 4th grade students—female (reading passage); (ix) increase in EGRA score, in French for 4th grade students (passage comprehension); and (x) increase in EGRA score in the national languages (4th grade students) in the Project provinces—total (disaggregated by female) (Lingala/Tshiluba language).

- **Outcome 2— Strengthen sector management**—was to be measured by: (i) one large-scale standardized student learning assessment undertaken; (ii) share of resources from school fees paid by the households that finances administrative offices in the Project provinces.

17. **The Project also had a variable¹¹ part of the grant that depended on achieving the Global Partnership for Education (GPE) required “stretch indicators” for disbursements.** It should be noted that the **DRC was a pilot country for this new GPE financing modality.** The Project stretch indicators were:

- Stretch Indicator 1: Improved reading test scores¹² in national languages for grade 2 and 4 students and in French for grade 4 students—GPE learning dimension [US\$10 million].
- Stretch Indicator 2: Reduce the dropout rate at the end of Grade 1, especially in low efficiency provinces – GPE efficiency dimension [US\$10 million].
- Stretch Indicator 3: Elimination of all direct fees in primary schools and reduction of households’ out-of-pocket for education especially the poorest—GPE equity dimension [US\$10 million].

Components

18. **Component 1: Quality of Learning in Primary Education (Original allocation-US\$65.5 million; actual US\$60.40 million).** This component aimed to improve the quality of teaching and learning in primary education through a conducive education environment enabled by the strengthening of ECE, improved training and support to teachers, and the provision of instructional materials.

19. **Subcomponent 1.1: Strengthening the ECE system for Quality Service Provision.** This subcomponent aimed to strengthen ECE delivery through: (i) the establishment of national quality standards; and (ii) interventions to improve ECE teacher competencies with the strengthening of training modules and the delivery of training; (ii) the development of teacher guides, and guides for assembling teaching materials using locally available products; and (iii) the delivery of interactive audio instruction (IAI) with the acquisition and distribution of basic equipment.

20. **Subcomponent 1.2: Enhancing Teacher Effectiveness.** In a holistic manner the Project aimed to support a study to inform the organizational design of the Teacher Training Directorate that would be responsible for the teacher training system. Additionally, the Project aimed to improve teacher effectiveness under the three dimensions of: (i) teacher training; (ii) teacher support; and (iii) teacher management.

- **Teacher Training. Pre-service** activities to be supported were: (i) the establishment of four pilot Teacher Training Institutions (TTIs) to serve as model institutions in selected provinces that included renovation and rehabilitation works, equipment, development of prospectus, and training of trainers; (ii) a study of the rationalization of the existing pedagogical stream, “*Humanités Pédagogiques*” (HP), along with revision of the training curricula to better align the HP’s training with the support for the planned TTIs and (iii) a

¹¹ The variable part of the GPE grant was expected to be 30 percent of the overall GPE grant of US\$100 million.

¹² The test scores were to be based on an EGRA-type standardized assessment done by the teachers and supervised by the parents committee (COPA). The results were to be publicly discussed and available – Learning Outcomes Dimension. An Independent Student Learning Assessment Unit (Cellule Indépendante d’Evaluation des Acquis Scolaires – CIEAS) in charge of national standardized learning assessments was to be set up to administer assessments.



communication campaigns and workshops to disseminate information to the public about the content of the teacher training reform. **In-service activities** to be supported were: (i) in-service training; (ii) an organizational review of SERNAFOR and subsequent capacity building; (iii) standardized tools for class observation; and (iv) TA and workshops to develop national and sub-national in-service training plans. **National Language training.** In line with the national strategy on the use of four national languages (Lingala, Kikongo, Kiswahili and Tshiluba) the Project was to support training of inspectors, school directors and teachers in early grade literacy and numeracy in national languages through enhanced pre-service and in-service teacher training.

- **Teacher support activities** were to include: (i) the development of a new model for school inspection and pedagogical support, and the development of new job descriptions for school directors and a redefining of the role of the inspection; (ii) the development of a training program for school leadership, school development plans (SDPs) and classroom observation techniques; and (iii) transportation for the inspectors for school visits.
- **Teacher Management** by supporting the development of mechanisms for the recruitment and deployment of teachers, with a view to increased teaching quality.

21. **Subcomponent 1.3: Supporting the supply chain of learning and teaching materials.** This subcomponent aimed to support a two-pronged intervention by: (i) providing and distributing learning and teaching materials to improve literacy and numeracy during the early grades of primary education that included provision of reading-writing textbooks and teachers guides in four national languages¹³ (Lingala, Kikongo, Kiswahili and Tshiluba) in grades 1, 2 and 3 as well as publishing, printing and distribution of mathematics student textbooks; and (ii) strengthening the sustainability of the textbook supply chain.

22. **Component 2: Strengthen sector management (Original allocation-US\$21.8 million; actual US\$25.2 million).** This component aims to improve knowledge of sector performance and to build systems of accountability to be leveraged in support of improved learning outcomes at the school level, with a special emphasis on girls' learning. Concurrently, the component was to operationalize a strategic position advocated by the SSEF to improve education quality by relying on school-level initiatives and the use of incentives for improved performance.

23. **Subcomponent 2.1: Institutionalizing standardized student learning assessment.** The Project was to support the creation of an independent unit for learning assessment (*Cellule Indépendante d'Évaluation des Acquis Scolaires* – CIEAS and operations-related activities as well the undertaking of EGRA and other standardized student learning assessments.

24. **Subcomponent 2.2: Institutionalizing Accountability in the Administrative and Pedagogical Support Chain through the Performance-based Financing (PBF) Approach/Program.** This subcomponent aimed to support the PBF program to incentivize the achievement of specific results on the part of (i) the offices that provide administrative and pedagogical support to the schools; and (ii) the schools in the implementation of their SDPs. School and parent committees would be empowered in approximately 1,350 schools in the nine targeted Project provinces to take part in decision-making on issues related to improving learning achievement.

25. **Subcomponent 2.3: Support to Girls' Education.** This subcomponent will reflect actions and activities planned under the other subcomponents. Specifically, steps will be taken to ensure that textbooks are free of gender

¹³ The provision of teaching and learning materials in national languages was to be coordinated through programs supported by different development partners, namely the "ELAN" (*Ecoles langues nationales*) program by OIF in Kiswahili, UNICEF's program to develop and generalize the literacy programs in Ciluba, Kikongo and Lingala, and USAID-DFID's "ACCELERE!" Project as well as previous waves of textbooks distribution by CTB, the World Bank and GPE.



stereotyping before their printing and distribution. Under the PBF program¹⁴, there would be promotion of girls' education. In addition, the Project will ensure complementarity and efficiency in the dissemination of information relating to gender-based violence, discrimination against girls/females and child marriage.

26. **Component 3: Management, Monitoring and Evaluation (M&E) of the Program (Original allocation-US\$12.7 million; actual US\$13.8 million).** The Project was to support activities to ensure effective Project implementation and coordination, and the M&E of Project outcomes. Consultancy services were to be provided to expand knowledge on core subjects and evaluation work primarily to the technical directorates of MEPSP tasked with implementing the Project, and their sub-divisions in decentralized units.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

Revised PDOs and Outcome Targets

27. **The PDO was revised at the time of the August 2020 restructuring to “*improve the quality of learning conditions in primary education and to strengthen sector management*”.**

28. **The changes were made because of several exogenous factors that had a considerable impact on the achievement of the Project objectives.** Firstly, DRC remained a fragile state due to its weak governance and institutions, mismanagement of natural resources, and protracted conflict and violence (particularly between 2018 and 2019) that hinder access to some of the Project areas and slowed implementation in those areas as well as the country's progress in developing human capital and infrastructure. Secondly, the Coronavirus Disease 2019 (COVID-19) pandemic closed all schools in the country between March and October 2020 when they reopened only to be closed two months later during the second wave until February 2021. This prevented school visits, data gathering, and other implementation activities from going forward. Finally, in 2020 the Government announced the fee free school policy. This policy was a platform during the 2018 presidential elections but was formally announced in 2020. Immediately following an estimated 2.5 million additional children nationwide entered the public primary system (of which an estimated 95 percent come from poor households), bringing the total number of children in the public system to approximately 17 million nationwide. Given school closures during COVID-19 and the 2020 influx of new students into the system, it was unlikely that there would be any increase in average learning levels during the life of the Project. It was recognized that the original EQUIP design could not mitigate all of the risks associated with reaching the goals of improved quality of learning and therefore was restructured. It should be noted that along with the restructuring the Bank also supported a US\$356 million equivalent Emergency Equity and System Strengthening in Education Project (P172341) in May 2020 to assist in the mitigation of overall risks to the education system with the substantial influx of new students and to support the Government with implementation of the fee free school policy. It is also important to note that the restructuring was completed in August 2020 at the height of COVID-19 which was a strong indication of the proactivity of the Government and the Bank to quickly respond to the COVID-19 as well as the new fee free school policy.

¹⁴ Girls were to be supported through specific incentives on the basis of results including increases in female enrollments, increases in the number of female students taking the TENAFEP, and decreases in female retention at the end of grade 1, coupled with relatively higher financial rewards for the attainment of these indicators.



Revised PDO Indicators

29. At the time of the August 2020 restructuring there were 10 PDO indicators dropped that were all linked to student learning achievement because the revised PDO was modified to focus on the quality of learning conditions. See Table 1 for the dropped PDO indicators. Measuring student learning would continue to be a focus of the Project through support to the CIEAS, and the Variable Part indicators. Three (3) new PDO indicators were introduced to measure the revised PDO, in particular indicators of textbook availability and teacher activity and two (2) existing PDO indicators were revised (see Tables 2 and 3).

Table 1: Dropped PDO Indicators

Dropped Indicator
Primary completion rate in the Project provinces
Increase in average early grade reading score in the national languages (2 nd grade students) in the Project provinces
EGRA score French (4 th grade students) in Project provinces
Phonemic awareness
Letter name knowledge
Listening comprehension
Dictation
Passage reading
Passage comprehension
Increase in early grade reading score in the national languages (4 th grade students) in the Project provinces (Lingala/Tshiluba) (disaggregated by female)

Table 2: Revised PDO Indicators

Original	Revised	Comments:
One large-scale standardized student's learning assessment undertaken (Yes/No)	Large-scale standardized student learning assessment undertaken (Text)	End target would be revised to "Twice", rather than the original target "Yes".
Share of resources from school fees paid by households that finances administrative offices (BGs) in the Project provinces	Reduction in public primary school fees paid by households in targeted provinces	Data source: Service Delivery Indicator (SDI) School Questionnaire, Module 8D; Baseline measured in May 2019, End target to be measured in May 2022 ¹⁵

Table 3: New PDO Indicators

New Indicator	Comments
Percentage of 2 nd grade students with a reading textbook in targeted provinces	2019 Baseline = 30 2022 Target = 70 Data source: SDI School Questionnaire, Module 4B; Baseline measured in May 2019, End target to be measured in May 2022
Percentage of 4 th grade students with a mathematics textbook in targeted provinces	2019 Baseline = 29 2022 Target = 45 Data source: SDI School Questionnaire, Module 4B; Baseline measured in May 2019, End target to be measured in May 2022

¹⁵ Note that this PDO indicator and the new PDO indicators were only to be measured twice during the life of the Project: at baseline and prior to Project closing. Therefore, there are no intermediate targets.



Percentage of 2 nd grade teachers in targeted provinces who report having and frequently utilizing a teacher's guide for reading	2019 Baseline= 65 2022 Target = 80 Data source: SDI School Questionnaire, Module 4D; Baseline measured in May 2019, End target to be measured in May 2022
---	---

Revised Components

30. **Component 1: Improve the Quality of Learning Conditions in Primary Education – Original cost: US\$65.5 million; Revised: US\$61.6 million.** The name for Component 1 would be revised to: “**Improve the Quality of Learning Conditions in Primary Education**” to reflect the changes to its objective and activities.

- **Subcomponent 1.1: Strengthening the ECE System for Quality Service Provision – Original cost: US\$2.2 million; Revised: US\$3.5 million.** The IAI training program and its impact evaluation would be **dropped** from the Project given: (i) the lack of advancement related to the IAI training program; and (ii) the shift in priorities to focus implementation capacity on Project activities related to primary education, in line with the implementation of the fee-free policy. Regarding the development and delivery of ECE teacher training, additional technical assistance (TA) would be recruited to support SERNAFOR-*Maternel* to carry out these activities in a timely and effective manner.
- **Subcomponent 1.2: Enhancing Teacher Effectiveness – Original cost: US\$27.2 million; Revised: US\$4.9 million.** **Teacher training. Pre-service training,** the renovation and operationalization of four TTIs was **dropped**¹⁶ because the associated activities were no longer realistic to achieve by Project closing. Instead, the activities were modified to support a substantive planning phase for the establishment of the TTIs, including a prospectus, and technical studies and designs. The information and communication campaign to disseminate information to the public about the reform of the pre-service teacher training curricula would also be **dropped** to allow the Government to focus on the finalization of the curricula itself. In addition, the sub-component would continue to finance the finalization of the study on the HP pedagogical stream and revision of current pre-service training curricula, but it was not expected that implementation of the revised curricula will occur within the life of the Project. **In-service training,** the sub-component would focus on supporting the strengthening of in-service teacher training provision, based on the recommendations from the audit of SERNAFOR. However, the majority of in-service teacher training activities would be financed under sub-component 1.3 as described below. Total costs for this subcomponent decreased because of the elimination of the renovation activities related to the TTIs.
- **Subcomponent 1.3: Supporting the Supply Chain of Learning and Teaching Materials – Original cost: US\$36.1 million; Revised: US\$53.2 million.** This subcomponent was **scaled up** to meet additional needs related to the quality of learning conditions in the sector and the provision of materials nationwide as well as additional grades. This subcomponent added financing to support the provision of: (i) reading-writing textbooks in four national languages for grades 1-3 nationally (rather than Project provinces) and to aim for the provision of a textbook-to-student ratio of 1:1 based on student enrollment, nationally (rather than the previously targeted ratio of 1:2); (ii) reading-writing textbooks in French for grades 3 and 4 (which was added), as well as supplementary learning materials—including national language-to-French dictionaries—nationally, and (iii) in-service training in the teaching of national languages for grade 1-3 teachers, to be financed in coordination with the distribution of materials nationally (instead of training only for teachers of grades 1 and 2 in the nine provinces targeted by the Project).

¹⁶ Support for the development of model TTIs was delayed because MEPST thought that the Project was to support new construction for TTIs. MEPST spent considerable time identifying new sites while the financing agreement indicated only rehabilitation of existing structures. This ultimately led to cancelling support for the TTIs because of the limited time remaining to begin rehabilitation.



31. **Component 2: Strengthen Sector Management – Original cost: US\$21.8 million; Revised: US\$24.7 million.**
- **Subcomponent 2.1: Institutionalizing Standardized Student Learning Assessment – Original cost: US\$2.5 million; Revised: US\$3.3 million.** There were **no changes** in the sub-component activities, but existing activities were **increased in scale** with more funding. In particular, technical assistance to support the CIEAS to further develop the capacity of the unit to fulfill its mandate.
 - **Subcomponent 2.2: Institutionalizing Accountability in the Administrative and Pedagogical Support Chain through the Performance-based Financing (PBF) Approach/Program – Original cost: US\$18.2 million; (not Revised).** There were **no changes** in the activities planned under this subcomponent.
 - **Subcomponent 2.3: Support to Girls' Education – Original cost: US\$1.1 million; Revised: US\$3.2 million. Several new activities were added to this subcomponent.** In the nine Project provinces, the new activities were: (i) development and implementation of training modules on Gender Based Violence (GBV) prevention for teachers and system actors at the central, provincial, and local levels, to be integrated into ongoing in-service teacher training activities; (ii) development, agreement, and signing of codes of conduct for teachers; (iii) mapping of GBV services; and (iv) establishment of a grievance redress mechanism for GBV. These activities would be carried out in close coordination with other World Bank-financed education Projects, for total coverage of approximately 20 of the country's 26 provinces and support ongoing dialogue with the Government to roll out these measures nationally in the medium term.
32. **Component 3: Management, Monitoring & Evaluation of the Program – Original cost: US\$12.7 million; Revised: US\$13.7 million.** Under Component 3, two important activities would be added: (i) endline evaluation of Project activities and (ii) identification of primary school teachers who are not included on the Government payroll. In addition, Project management costs would increase in line with the revised closing date of the Project.

Other Changes

33. **As indicated, the August 20, 2020, restructuring modified the PDO, PDO indicators, and Project component activities to align with the new PDO.** Additionally, the Project closing date was extended from February 28, 2021 to December 30, 2022. There were also changes made to the GPE "stretch indicator" objectives and associated disbursement amounts which are reflected in Annex 6 and 7. The restructuring also modified the intermediate results indicators by revising 11 indicators; retaining 11 of the original IRIs with no modifications required; introducing one new indicator tracking citizens' involvement in the receipt of student textbooks; and eliminating 16 indicators in line with activities that were eliminated from the Project as well as to focus on intermediate results rather than activities (see Annex 10 for details). Overall, there were 22 IRIs to track after the restructuring rather than the original 37. Finally, since all the planned renovation and rehabilitation activities related to the TTIs were dropped the Environmental Assessment category classification for the Project was changed from B to C, in accordance with the Bank's environmental assessment, and the Safeguard Policy - Environmental Assessment (OP) (BP 4.01) was not triggered. Safeguard Policy – Indigenous Peoples (OP) (BP 4.10) remained triggered, as the presence of Indigenous Peoples had been reported in the Project area. The main framework documents—the Environmental and Social Management Framework and the Indigenous Peoples Policy Framework—were to be updated by the Government to reflect the restructured activities and publicly disseminated.



Rationale for Changes and Their Implication on the Original Theory of Change

34. **The modifications did not affect the original theory of change because the Project aimed to create conditions for an education system of quality by establishing an education environment favorable to learning.** The PDO was revised because of the anticipated change in Project impact given the August 2019 Government policy that abolished direct primary school fees nationally and the associated increase in enrollments. The increased enrollment in primary school during the 2019-20 school year was expected to show a decrease in the average levels of student learning as new students entered the education system and schools adapt to teaching progressively larger numbers of students. At the time of the August 2020 restructuring, it was no longer realistic to expect an improvement in the average student learning scores by Project closing. A more appropriate measure of the impact of the Project at the time of restructuring was the extent to which the Project would improve learning conditions (in particular, the availability of teaching and learning materials in French and national languages) with now much larger number of students in primary education. As indicated, measuring student learning would continue to be a focus of the Project through support to the CIEAS, and the Variable Part indicators.

II. OUTCOME

35. **The changes made to the PDO and the PDO level indicators at the time of the August 2020 restructuring require a split evaluation per guidance in the Implementation Completion Results Report (ICR) regarding changing the Project development objectives.** The analysis of the achievement of the PDO is done with respect to two periods (pre and post August 2020 restructuring).

A. RELEVANCE OF PDOs

36. **The PDO was highly relevant to the country's sectoral needs when the Project was developed.** EQUIP was aligned with the Government's Second Poverty Reduction and Growth Strategy Paper (PRGSP II) that aimed to support the country's transition from emergency recovery to a period of sustained economic growth and development.¹⁷ The PRGSP II focused on improving the quality of human capital to accelerate growth and promote employment; and on securing long-lasting peace and safety for the country. EQUIP also supported the Government's National Development Plan (2017-2021), in which education had been identified as a priority sector to support improved economic development and sustainable growth. The Project objectives were aligned to the World Bank Group's FY13-FY16 Country Assistance Strategy (CAS) (Report No. 66158-ZR) for the DRC and its objectives of improving social services delivery and increasing human development indicators. It was also aligned with the World Bank Education Strategy 2020 that was structured around three pillars - invest early, invest smartly, invest for all – which set goals for achieving "Learning for All", and knowledge and skills acquisition. The Project was aligned with the GPE 2012-2015 Strategic Plan that aimed to ensure: (i) fragile and conflict affected states were able to develop and implement their education plans; (ii) all girls in GPE-endorsed countries successfully complete primary school and go to secondary school in a safe, supportive learning environment; (iii) a dramatic increase in the number of children demonstrating basic literacy and numeracy skills by Grade 3; and (iv) improvements in teacher effectiveness through improved training, recruitment and retention, and support to teachers in providing quality education to children. Furthermore, the overall strategic scope of the Project was aligned with the extended goals of GPE 2020 Strategic Plan (December 2015) by: (i) strengthening of equity, gender equality and inclusion; (ii) improving the quality of teaching and learning; and (iii)

¹⁷ Second Poverty Reduction and Growth Strategy Paper, 2011-2015. ¹⁰ Lutz and al. 2008.



increasing the efficacy and efficiency of education systems. Finally, the interventions under the Project were aligned with the World Bank's twin goals of eradicating extreme poverty and increasing shared prosperity through investment in human capital. The literature on human capital has documented a positive correlation between investment in human capital and social and economic development.

37. **At the time of the 2020 restructuring both the original PDO and the revised PDO were relevant and continue to be relevant in the context of the DRC.** The challenge with the first PDO was not the relevance of the PDO but how best to measure improved quality of learning given the 2019 Government's policy that abolished direct primary school fees nationally and the associated increase in enrollments. Both the original and revised PDOs were still aligned with the government's achievement of the education objectives of the National Strategic Development Plan (2019-2023) and the first strategic axis of the DRC's Education Sector Plan (2016-2025) that which aims to promote an equitable education system for growth and employment through the implementation of an effective free primary education policy and create condition for a quality system. In addition, the Project remains aligned with the WBG FY22-26 Country Partnership Framework (CPF) for DRC (discussed by the Board on February 22, 2022, Report No. 168084-ZR) Focus Area 2: Strengthen systems for improved service delivery and human capital development specifically strengthen systems to increase access to and quality of services in education and improve gender disparities and inclusion across sectors. The FY22-26 CPF was informed by 2018 Systematic Country Diagnostic (SCD) (Report No.112733-ZR) that identified (i) building human capital and (ii) building inclusive institutions and strengthening governance as two of five priority areas where policy actions could spark "cumulative and virtuous cycles to sustain inclusive growth and foster resilience and shared prosperity in the next decade". On the basis of the information provided above, the revised remains PDO was, and continues to be, **highly** relevant today.

38. **The original Project design was highly relevant and transformational albeit complex particularly within the DRC context as a fragile country with limited capacity.** The transformational aspects of the design were: (i) the inclusion of performance-based financing through the inclusion of variable portion of the overall Project financing and the inclusion of PBFs; (ii) support for ECE and development of standards, (iii) support for the creation and institutionalization of assessment; (iv) the inclusion of teaching reading in national languages in the early grades; and (v) the introduction of girl's education and GBV prevention awareness raising campaigns in the nine Project provinces. All of these design features were extremely important in the context of DRC. The restructured design refocused the PDO to improved quality of learning conditions; pared down some activities while remaining focused on the key ingredients to improve quality of learning; and maintained the transformational aspects of the design, as such, it remained highly relevant.

Assessment of Relevance of PDOs and Rating

B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

PRE-RESTRUCTURING—AUGUST 2017-AUGUST 29, 2020 (overall efficacy: Modest)

39. The original (pre-restructuring) Project overall results framework consists of 12 PDO-level results indicators (PDOs) and 37 intermediate-level results indicators (IRIs), for a total of 49 indicators. During this period the



Implementation Status Results Reports (ISRs) were mostly rated **moderately unsatisfactory**. As indicated, the Project pre-restructuring period was defined by exogenous factors related to political turmoil, COVID-19, and the 2019 announcement of fee free primary education that had a considerable impact of achievement of the Project objectives. Overall, two (2) of the 12 PDO indicators had reported progress. The nine (9) EGRA PDO indicators had baseline data and the PDO indicator related to reduced share of school fees supporting the BGs could not be measured. Additionally, there were 14 of the 37 IRIs that the PIU had reported on and these were updated in the ISRs prior to the restructuring (see Annex 11). However, as indicated below, the Project completed foundational activities during this period related to each of the objectives that ultimately led to successful completion of the restructured Project.

40. **Outcome 1— Improve the quality of learning in primary education.** Achievement of this objective for the pre-restructuring period is judged to be **modest**. This objective involved a combination of interventions that focused on improving learning through support of ECE teacher training, primary pre-service and in-service teacher training; provision of learning materials for the early grades, particularly reading and mathematics materials. Objective 1 had ten (10) PDO indicators and 13 IRIs. During this period, the results of one PDO indicator was being reported and two (2) IRIs were being reported as indicated in Annex 11. Although there was limited data available for Objective 1 indicators, there were many foundational activities being implemented that were critical to ensuring achievement of the Project's development objectives.

41. **The foundational activities were many and were necessary for ensuring the transformational aspects of the Project.** During this period, CIEAS was created, fully staffed and operational. They conducted the first EGRA baseline survey in 2020 in the Project Provinces and a learning assessment framework was developed and validated under the variable part of the Project. Additionally, the Project completed foundational activities related to the quality of learning. For **ECE services these were:** (i) the validation of ECE national standards that were then synthesized into user-friendly guidance documents (ii) provision parental education for early childhood care by focusing on two activities to reach parents via radio as the most scalable and context appropriate during COVID-19; (iii) adaptation of six interactive audio instruction modules in the Lingala language for radio broadcast aimed at parents caring for preschool-age children at home during COVID-19; and (iv) supported the validation of parental education modules on early childhood development that were developed for delivery via health centers (also through previous Bank trust fund financing) and their adaptation for radio broadcast. For **teacher training the activities were:** (i) establishment of the DIFORE-BG with the mandate to harmonize pre- and in-service teacher training; (ii) conducting organizational audits of both SERNAFOR and the Teacher Training Directorate (*Direction de la Formation de l'Enseignant*—DIFORE-BG) to identify strengths that would be used to develop plans to support the implementation of the audits' key recommendations; (ii) specifically for pre-service teacher training, the Project had begun supporting the revision of the *Humanités Pédagogique* curriculum based on the validated rationalization study as well as development of the organizational specifications and curriculum for the planned teacher-training institutes (iii) specifically for in-service training, SERNAFOR had also completed the development of a pedagogical leadership module for school directors targeted provinces on this module; (iv) 33,000 teachers and school director had been trained in teaching reading and writing in national languages by DIPROMAD and SERNAFOR in the Project provinces. **In support of the provision of teaching materials** the Project original orders for textbooks and teachers' guides, as well as the reading-writing textbooks and teacher guides and manuals for grades 1-3 in three of the four national languages (Lingala, Swahili, and Tshiluba) had been delivered to the provincial education directorate (*Province Educationnelle*—PROVED) headquarters and plans for the delivery of the materials were being developed. Additional awareness-raising activities related to the need for national languages materials were also being planned for the opening of the next school year in September 2020. The Project worked with donors and the Department for Programs and Education Materials (*Direction des Programmes et du Matériel Didactique*—DIPROMAD) for more than a year to ensure that the teachers manuals/guides were the same for all teachers and was also gender sensitive. This



was an important achievement because of the importance of having a single manual validated by all development partners and government for all provinces in the country. Additionally, during this period, the Project successfully lobbied for the inclusion of 6,400 previously unpaid primary school teachers in the nine Project provinces to be added to the government payroll. This work was critical for the government in the rollout of the fee free primary education policy because of the need for additional teachers to handle the increased enrollment of children in primary schools.

42. **Outcome 2— Strengthen Sector Management.** Achievement of this objective for the pre-restructuring period is judged to be **modest**. This objective involved a combination of interventions that focused on strengthening management by institutionalizing student learning assessments, institutional accountability using PBF and raising awareness and capacity on the importance of girl's education throughout the system. There were two PDO and 24 IRIs related to Objective 2. During this period, one (1) PDO had been met; eight (8) IRIs had been met and four (4) had been partially achieved as indicated in Annex 11.

43. **Institutionalizing standardized student learning assessment was making substantial progress with the creation of the CIEAS and staffing completed.** As indicated, CIEAS, with support from international technical assistances (TA), had overseen the EGRA baseline and had developed the national student assessment framework that was validated by stakeholders with learning targets in French established. TA had also supported the CIEAS in the development of an SDI¹⁸ survey to be administered in Project provinces. This was to be the first SDI survey ever administered in DRC related to education. The MEPST had contracted Cordaid International to support the implementation of the PBF. There were 1,350 schools and their associated management offices (BGs/BdPs) that had been selected to participate in the PBF. All 1,350 schools and associated BG/BdPs had been trained, management plans developed, and contracts (protocols) signed. The verification procedures had been developed, and five *Agences de Verification des Resultats* (AVRs) had been contracted. There are also 24 local groups—Association Locale—ASLO that were doing satisfaction surveys of community members. PBF payments to schools and management offices had been made for the first trimester of 2020. However, the large increases in enrollment coinciding with the fee free schooling policy created challenges for the PBF schools around providing enough infrastructure and materials. In addition, the administrative units were increased (14 PROVEDs had now become 18) creating additional complexities for the Project and costs, as performance-based grants for new administrative teams had to be added. It should be noted that during COVID the PBF program was able to continue capacity building activities at the local level by following social distancing and hygiene protocols. The support to girls' education activities were also advancing. This included: (i) drafting and development of a GBV prevention action plan that included a training module on GBV awareness and prevention for education staff; (ii) a plan to implement the training, coordinated with other training supported by the Project, was being developed; and (iii) a Code of Conduct for teachers and education staff had been drafted that would be applied to all education sector staff.

POST-RESTRUCTURING—SEPTEMBER 2020-DECEMBER 30, 2022 (overall efficacy: High)

44. **Outcome 1— Improve the quality of learning conditions in primary education.** The achievement of this objective for the post restructuring period is judged to be **high**. Overall, of the three (3) PDO indicator targets two (2) were exceeded and of the 9 IRI targets, six (6) IRIs were met or exceeded, two (2) were close to achievement (more than 97 percent achieved) and one (1) was missed. This objective continued to be focused on improving learning through support of ECE teacher training, primary teacher pre-service and in-service teacher training and assessment. The new PDO indicators used to measure achievement of Objective 1 were: (i) increased percentage of 2nd grade students with a

¹⁸ The SDI was developed for key actors in the education system (questionnaires for pupils, teachers, schools, and households) to measure their performance in the delivery of educational services as well as pupils' performance.



reading textbook in targeted provinces; (ii) increased percentage of 4th grade students with a mathematics textbook in targeted provinces; and (iii) increased percentage of 2nd grade teachers in targeted provinces who report having and frequently utilizing a teacher's guide for reading. The nine (9) IRIs that supported achievement of Objective 1 were: (i) national minimum quality standards adopted (ECE) (original); (ii) 1st, 2nd, and 3rd grade teachers trained in how to effectively teach reading in national languages nationwide (new and scaled up); (iii) implementation of standardized class observation method (original); (iv) textbooks in reading (grades 1, 2, 3) in national languages distributed to schools nationwide (scaled up); (v) French textbooks for grades 3 and 4 distributed to schools nationwide (new); (vi) textbooks in math (grades 1, 2, 3 and 4) distributed to schools nationwide (scaled up); (vii) textbooks in science (grades 2, 3, 4) distributed to schools nationwide; (viii) more than 70 percent of textbooks distributed to the schools before the start of the targeted school year (original); and (ix) number of direct beneficiaries (students in grades 1-4 benefitting from textbooks and teacher benefitting from training) (scaled up).

45. **The results of the PDO indicator—percentage of 2nd grade students with a reading textbook in targeted provinces** increased from the 2019 baseline of 30 percent to 80 percent exceeding the 2022 end target of 70 percent by 10 percentage points. Related was the PDO indicator—**percentage of 4th grade student with a mathematics textbook in target provinces** increased from the 2019 baseline of 29 percent to 33 percent missing the 2022 target of 45 percent by 12 percentage points. This target was largely missed due to a delay in the delivery of mathematics textbooks due to difficulties in obtaining exemptions from customs for the exit of the manuals from the port. The results of the PDO indicator—**percentage of 2nd grade teachers in targeted provinces who report having and frequently utilizing a teachers' guide for reading** increased from the 2019 baseline of 65 percent to 93.28 percent surpassing the target of 80 percent by 13.28 percentage points.

46. The IRIs:

- **Textbook Distribution IRIs.** In addition to monitoring the overall numbers of textbooks distributed, the Project supported a review of the textbook distribution process with support from a logistics consultant. The consultant also helped the MEPST oversee the textbook distribution of process using KoBoToolBox¹⁹ for data collection. The MEPST was able to: (i) finalize the planning and budgeting of the distribution campaigns; (ii) develop the calls for proposals (Dossier d'appel d'offres) specifications for the recruitment of carriers; and (iii) set up and make available tablets and other tools for data collection, monitoring and reporting of activities. Overall, EQUIP successfully developed a last-mile textbook distribution system to resolve situations where textbooks were delivered to the district level but never actually reached the school. Achievement of the indicators directly related are as follows:
 - **French textbooks for grades 3 and 4 distributed to schools nationwide** increased from the 2017 baseline of 0 to 1,520,000 exceeding the 2022 target of 1,500,000 by 20,000. However, the Project purchased 1,827,236 for a 22 percent increase over the target. Again, all schools received the needed textbooks, and the additional books will be distributed for the next school year as needed. In addition to the textbooks, the Project provided 60,000 vocabulary boards for learning oral French (and science) for Grade 1.
 - **textbooks in math (grades 1, 2, 3 and 4) distributed to schools nationwide (scaled up)** increased from the 2017 baseline of 0 to 4,839,896 slightly missing the target of 5,000,000 by 160,104 or 97 percent achievement. This is a substantial achievement given that some of the distribution areas were conflict areas that could not be accessed during the last year of implementation and major flooding was experienced in some of the

¹⁹ KoBoToolBox is a free toolkit for collecting and managing data in challenging environments and is the most widely-used tool in humanitarian emergencies.



distribution areas. To ensure textbooks could be delivered to the areas impacted by weather, the Bank worked with the MEPST to use United Nations flights to deliver textbooks. All-in-all a substantial achievement.

- ***textbooks in science (grades 2, 3, 4) distributed to schools nationwide*** increased from the 2017 baseline of 0 to 2,967,457 slightly missing the 2022 target of 3,000,000 by 32,543 or 98.9 percent achievement. Again, distribution was impacted by conflict and weather.
 - ***more than 70 percent of textbooks distributed to the schools before the start of the targeted school year*** was fully met. Independent verification through the variable part of the Project validated that textbooks were available at the start of the school year and were available for use.
- **National Languages IRIs.** A highly successful aspect of the Project was the introduction of the four national languages of instruction in place of French in the first four years of primary school constituted a major reform for DRC, with far reaching implications for teacher management and training, the role of parents and communities, and orthography and vocabulary research for manuscript development. In addition to the IRIs that measured national language activities, the Project also supported: (i) the development, acquisition, and distribution of bilingual teaching boards for Grade 1, and (ii) sensitization workshops for 31,909 stakeholders from 53 educational provinces on the importance of teaching in national languages in the early grades. Achievement of the IRIs was as follows:
 - ***Grades 1, 2, and 3 teachers trained in how to effectively teach reading in national languages nationwide*** increased from the 2017 baseline of 0 to 80,387 missing the target of 150,000 by 69,613 teachers or 53.6 percent achievement of the target. The challenge for meeting this target was on onset of the COVID-19 pandemic. This was primarily because the number of participants in the training sessions had to be reduced to adhere to social distancing requirements. As a result, the number of training sessions needed to be increased, which had financial implications and ultimately Project resources and time remaining meant the target could not be achieved. The Project was able to train all the first and second grade teachers in reading in national languages. Going forward the grade 3 teachers will be covered under the new project being developed with GPE.
 - ***textbooks in reading (grades 1, 2, 3) in national languages distributed to schools nationwide*** increased from the 2017 baseline of 0 to 9,153,871 exceeding the 2022 target of 9,000,000 by 153,871 textbooks. Overall, the Project supported the purchase of 9.69 million textbooks and distributed 9,153,871 to schools. All schools received the needed books. The remaining books were surplus books and will be used for the next school year as needed.
 - **National minimum quality standards (ECE) adopted** had been fully met. As indicated, the standards had been developed, validated in 2019 and adopted during the pre-restructuring period and are begin used throughout the system. In addition to the standards there were other complementary activities that were supported in the ECE sub-sector. These were: (i) updating the national preschool curriculum; (ii) printing 20,000 copies of the new curriculum for preschool education; (iii) sensitization of approximately 900 officials and other preschool stakeholders on the national preschool curriculum; (iv) training for 30 mobile preschool and primary school trainers on the preschool curriculum; (v) training of 540 provincial level supervisors on the operation of the national preschool program; (vi) training for 900 local supervisors on interpretation of the preschool education standards; (vii) training for 1,656 pedagogical advisors from 18 provinces on the new preschool education standards; (viii) design of six training modules and pedagogical tools on improving teachers skills²⁰; and (ix)

²⁰ The modules included: (i) interpretation of the national curriculum of nursery education; (ii) operation of the national nursery Education programme; (iii) management of a preschool structure; (iv) exchange forum pédagogique; (v) manufacture, use and preservation of teaching materials and (6) development of pre-reading, pre-writing and pre-mathematical skills.



distribution of 216 copies of the module on the national program to pedagogical advisors. To raise awareness of parents on the importance of ECE the Project supported: (i) design and distribution of parenting modules; (ii) production and dissemination of communication tools for parental education (e.g., educational songs, banners etc.); and (iii) training and sensitization of 540 provincial supervisors and 900 pedagogical advisors on parental education.

- **Implementation of standardized class observation method** was fully met. The observation tool was designed with a Principal's Leadership training module by the SERNAFOR. Upon completion of the training module on leadership and pedagogy the principals use the tool in their support of teachers. As of December 2022, approximately 13 percent of principals nationwide were equipped to use the tool.
- **Number of direct beneficiaries (students in grades 1-4 benefitting from textbooks and teacher benefitting from training) (scaled up)** increased from the 2017 baseline of 0 to 14,222,497 surpassing the 2022 target of 11,000,000 or an approximately 30 percent increase over the original target. There were 14,142,110 students that benefitted and 80,387 teachers.

47. Finally, although the EGRA indicators were dropped at the time of the restructuring, the Project did support an impact evaluation²¹ of the PBF program in Project supported schools that included the endline EGRA assessment²² to determine reading skills in grades 2 and 4. The EGRA assessment in grade 2 focused on reading in national languages and the grade 4 focused on reading in French. The average of the subskills results nationally showed that reading tests scores had increased by a little more than 2.5 points and Project provinces had mixed results. Going forward, these results will be very useful nationally as MEPST assesses learning loss related to COVID-19 and the impact of increased enrollments from the free primary education policy on learning. Additionally, the results will help Project provinces and SERNAFOR design reading training programs for teachers as well as help teachers understand the learning challenges of their students. Table 5 shows the average EGRA results for the Project provinces as well as DRC nationally.

Table 5. Grades 2 and 4 National and Project Province Average EGRA Results

	Equateur	Kasi	Kasi-Central	Lomami	Mongala	Nord-Ubangui	Sud-Ubangui	Tanganyika	Tshuapa	DRC National Score
Grade 2										
2022 Progress	2.881	-1.761	-8.105	9.831	6.124	4.876	0.646	7.531	3.522	2.696
2019 Baseline	23.515	14.118	26.356	8.350	17.420	10.954	16.942	14.593	24.412	17.426
Grade 4										
2022 Progress	1.788	16.156	-9.891	11.515	20.264	3.668	4.950	4.332	13.555	7.142
2019 Baseline	35.993	35.758	41.849	36.503	29.067	33.177	30.594	40.398	36.613	35.435

48. **Outcome 2— Strengthened sector management. The achievement of this objective for the post restructuring period is judged to be high.** Overall, both of the PDO indicators were met or exceeded and 12 of the 14 IRIs were met or exceeded. This objective involved continued to be focused on strengthening management by institutionalizing student learning assessment, PBFs, girls' education, and capacity development. The revised PDO indicators used to measure

²¹ Rapport Final Pbf-Paque. *Rapport final de l'exécution de la convention de maîtrise d'ouvrage délégué signée par le Ministère de l'Enseignement Primaire, Secondaire et Technique et Stichting Cordaid pour la mise en œuvre de l'approche de Financement Basé sur les Performances « PBF » dans le cadre du Projet d'amélioration de la qualité de l'éducation N°ZR-PAQUE-39066-CS-CDS. Période du 18 Mai 2018 au 31 Decembre 2021 Kinshasa. Cordaid. Mars 2022.*

²² There were 1,735 schools targeted for the final assessment. The assessment included 24,290 grade 2 students and 17,350 grade 4 students.



achievement of Objective 2 were: (i) large-scale standardized student learning assessment undertaken and (ii) reduction in public primary school fees paid by households in targeted provinces. The IRIs along with results are in Table 6.

49. **The results of the PDO indicator—*one large scale standardized student learning assessment undertaken*** fully met the 2022 target of twice with the completion of the EGRA baseline (2019) and endline (2022) as indicated above. In addition to meeting the target, the Project supported the creation, for the first time in DRC, of an independent unit for assessment—CIEAS that is fully staffed and has been operational since 2019. The CIEAS was formalized in the signing of Ministerial Order No. MINEPST/CABMIN-ETAT0116/2020 on February 12, 2020. As indicated, the Project supported technical assistance to provide capacity development within CIEAS to the extent that, since 2019, CIEAS: (i) supervised the baseline and endline EGRA surveys that were imbedded in a PBF impact evaluation, (ii) administered the first ever national assessment to 7,881 students in 200 schools in 13 administrative provinces; and (iii) developed an assessment framework for elementary students; and (iv) conducted an SDI—also imbedded in the PBF impact evaluation.

50. **The results of the PDO indicator—*reduction in public primary school fees paid by households in targeted provinces*** increased from the 2017 baseline of 0 percent to 89 percent exceeding the 2022 target of 20 percent by 69 percentage points. During the Project period school fees paid by households in the targeted provinces decreased from 31,660 FC (or US\$13.92) to 3,524 FC (or US\$1.55)²³. This was largely due to the introduction of fee free primary school education by the Government.

51. **Performance-based Financing.** In addition to meeting the Project indicators under Objective 2, the objectives associated with institutionalization of the performance-based financing related to Objective 2 were considerable. The impact evaluation of the PBF showed: (i) that the performance level of PBF schools increased from 30 percent to 85 percent; (ii) that pedagogical supervision increased by 50 percent and (iii) 75 percent of the 1,350 schools obtained a minimum score (70 percent indicator performance). Moreover, the PBF approach has been institutionalized given that the MEPST was able to negotiate a line item in the State budget to continue financing the PBF subsidies when external financing ends. The PBF outputs supported by the Project included but were not limited to: (i) geolocation of the 1,350 participating schools with contracts signed between 2018 and 2021; (ii) development and validation of the PBF-PAQUE methodological guidance document since 2018; (iii) training for 223 MEPST staff at the national, provincial, district, and sub-district and school level; (iv) development of eight tools²⁴ for implementation of the PBF; (v) development of a web portal that is fully functional for monitoring the PBF performance of schools; (vi) 705 investigators (25 from ASLOs) were trained on monitoring of the PBF; and (vii) community satisfaction surveys were conducted in 25 subdivisions. Finally, the MEPST was able to secure a new funding line item in the State budget because of the successful implementation of the PBF activities.

52. **Achievement of the IRIs is summarized in Table 6.**

Table 6: Objective 2 Post-restructuring Intermediate Indicators

Objective 2 IRIs	Baseline 2017	Actual December 2022	End-Target December 2022
<i>MEPST elaborates a pre-service teacher training policy and a budget action plan</i> —end target fully met.	No	Yes	Yes

²³ Exchange rate 1 CF = US\$0.00044 as of May 20, 2023.

²⁴ The tools included: (i) procedure manual, management plan, memorandum of understanding, benefit slip, indicators tool, operational guide, community survey sheet and indicators.



<ul style="list-style-type: none"> The MEPST did develop a preservice teacher training policy with technical assistance support and based on finding from the study the Project supported on the preservice training pedagogical stream for primary and ECE. 			
<i>Establishment of the teacher training Directorate within MEPS-INC with clearly defined institutional mandate in coordination with the Ministry of Civil Service—end target fully met.</i> <ul style="list-style-type: none"> The framework for the directorate (DIFORE – BG) has been signed by the Minister of Public Service with the mission and structures fully articulated and it is a Director and staff are assigned. 	No	Yes	Yes
<i>Inter-school pedagogical training networks in Project provinces meet regularly—target met.</i> <ul style="list-style-type: none"> There were regular meetings of neighborhood schools for pedagogical training in the targeted provinces all held with local funding. It should be noted that the meetings were put on hold during the 2019-2020 school year due to COVID. However, prior to school closures approximately 56 percent of schools had met. Once COVID restrictions were lifted meetings began again. 	No	Yes	Yes
<i>Increase in percentage of school directors in Project provinces trained in leadership—end target missed by 64.1 percentage points.</i> <ul style="list-style-type: none"> Although the target was missed, there was considerable progress in developing the leadership training. The Project did support development of the leadership training modules which has been validated. There were 22 master trainers trained and they have now trained trainers in 18 provinces. By June 30, 2022, 2,418 school directors had been trained. 	0.0	15.9	80.0
<i>Communication/Sensitization campaigns on national languages—end target exceeded.</i> <ul style="list-style-type: none"> Communications campaigns were carried out at the provincial level when the national languages campaign began. The awareness building continued with the distribution of the language manuals at the subdivision level and at the provincial and subdivision levels with the distribution of the textbooks. There were 32,869 participants in the communications activities. 	0	5	4
<i>Independent Unit for Learning Assessment created and functional—fully met.</i> <ul style="list-style-type: none"> As indicated, the CIEAS has been created and is fully functional. 	No	Yes	Yes
<i>Increase in the share of targeted schools (PBF schools) receiving funds for including dropout reduction in grade 1 as a part of their management plan—2022 end target missed.</i> <ul style="list-style-type: none"> Although the 2022 end target was missed, the target was on track to be achieved. School year 2018-2019 54.12 percent of schools included dropout reduction; in school year 2019-2020 74.37 percent of schools included dropout reduction. In the final plans under the Project, school year 2020-2021, 48.26 percent of schools included dropout. This can be attributed to the challenges of recovering from the COVID-19 school closures as well as the free primary school program that had been initiated and management plans were trying to cope with the increased enrollments with limited resources. 	0.0	48.26	80.0
<i>Increase in the number of Programs and related textbooks revised for elimination of stereotypes—end target exceeded.</i>	0.0	21.0	8.0



<ul style="list-style-type: none"> All four of the reading manuals for grades 1, 2, and 3 were revised. The four mathematics texts for grades 1, 2, 3, and 4 were revised. The three science textbooks for grades 2 and 4 and the two French textbooks for grades 3 and 4 were revised. 			
<i>Semi-annual communication campaigns to prevent violence against females and early child marriage conducted</i> —was met. <ul style="list-style-type: none"> The training was provided on a semi-annual basis with 716 trainers (174 women) trained and 2,156 people (597 women) trained. 	No	Yes	Yes
<i>Annual campaigns for girl's education conducted</i> —was met. <ul style="list-style-type: none"> Annual campaigns were conducted based on provincial plans for girl's education that had been developed. 	No	Yes	Yes
<i>Impact evaluation of PBF scheme on learning outcomes</i> —fully met with results made available. <ul style="list-style-type: none"> As indicated above the EGRA was part of the impact evaluation. Additionally, the impact evaluation: (i) conducted an Early Grade Mathematics (EGMA) assessment for grades 2 and 4, (i) administered contextual questionnaires such a SDI to pupils, teachers schools and households. 	No	Yes Results Available	Yes Results Available
<i>Sector annual reviews organize by SPACE</i> —end target met. <ul style="list-style-type: none"> SPACE conducted annual reviews in 2019 and 2021. The annual review planned for 2020 could not take place due to COVID. 	No	Yes	Yes
<i>Increase in the share of school management plans co-signed by parent committees in targeted schools (citizen engagement)</i> —end target exceeded. <ul style="list-style-type: none"> All 1,350 schools (100 percent) had co-signed the targeted school management plans exceeding the target of 60 percent. 	0.0	100.0	60.0
<i>Increase in the share of schools receiving textbooks where parent or student representative confirms receipt (citizen engagement)</i> —end target exceeded. <ul style="list-style-type: none"> A sample survey of 1,456 schools of the 15,000 schools receiving reading and writing books in national languages showed that 98 percent of Parent's Committees indicated that their children's schools had received their reading and writing books. This was validated by the third-party verification unit ALLO ECOLE. 	0.0	98.0	65.0

53. Finally, all revised variable part activities, targets and indicators were achieved and funds fully disbursed. Stretch Indicator 1 (GPE-Quality Domain)—*reliable measurement of student learning, particularly in the early grades, is established* was met. As indicated CIEAS used the EGRA assessment and administered the first national learning assessment which was supported by the Project. Stretch Indicator 2 (GPE Efficiency Domain)—*strategies to improve retention and encourage re-enrollment of students are identified and have been rolled out* was met. The PBF impact evaluation looked at the dropouts and provided MEPST with results of the study and a workshop was held to discuss the findings. In addition, the PBF school management plans included activities on ways to address dropouts as indicated. Stretch Indicator 3 (GPE Equity Domain)—*elimination of direct school fees and reduction of households' out-of-pocket expenses for primary education* which was fully met given that the government eliminated school fees for primary education. Moreover, the results that were disseminated within the study refers to a document that includes quantitative or qualitative analysis on the scope of school dropout, factors causing dropout, and possible approaches to reducing dropout.



Justification of Overall Efficacy Rating

54. **For the pre-restructuring period Phase 1 (2017-August 2020) the rating is Modest.** This period was challenging due to the complexity of the Project design, exogenous factors related to political unrest and COVID-19 and the Government's implementation of fee free education in primary school. Despite these challenges, there were overarching achievements during this period related to laying a foundation for improving the quality of learning. During this period, the Project supported key reforms that were not necessarily captured in the reported indicators but critical building blocks for final achievement of the Project objectives. These important achievements were: (i) setting minimum ECE quality standards for better services and strengthening the skills of preschool teachers that enable the MEPST to offer children in DRC with a holistic development and good preparation for integration into primary school; (ii) development and operationalization of the renovated curricula of pedagogical humanities (HP), (iii) a competency framework for teachers of basic education, (iv) developing all the PBF criteria and documentation and beginning implementation of the PBF in 1,350 schools and (v) establishing the CIEAS as an independent unit for learning assessment.

55. **For the post-restructuring period (September 2020-December 2022), efficacy is judged to be High.** On balance, given that the majority/preponderance of the project indicators were surpassed during Phase 2, the ICR team decided that a highly satisfactory rating was more appropriate, particularly as this phase was implemented directly during the COVID-19 pandemic which makes the achievements even that much more impressive. In addition to meeting the objectives and associated indicators, there have been achievements that were institutionalized and transformational within the fragile context of DRC. The key transformations were: (i) establishment of a fully functional assessment unit (CIEAS) that conducted the first ever primary education national assessment; (ii) institutionalization of performance-based financing with a new funding line item in the State budget and strengthened community participation at the school level through the PBF activities, (iii) development of a last-mile textbook distribution system, (iv) teaching and learning with textbooks in the four national languages which international research has shown is critical for improving learning outcomes, particularly in the early grades, and (v) the introduction of GBV activities, particularly at the school and community level. The Project also focused attention and resources on improving ECE so that children would be prepared for primary school as well as the use of national language reading in the early grades which is critical to helping children learn how to read before learning French. These are all important contributions that the Project made to improving the quality of learning conditions in the DRC that can lead to improved learning.

C. EFFICIENCY

Assessment of Efficiency and Rating

56. **The overall efficiency under the Project efficiency is rated Substantial.** This section summarizes the economic and financial analysis of the DRC PAQUE Project by presenting the economic rationale for education investment in DRC, and the results of the Project cost-benefit analysis at the Project implementation completion stage. The detailed economic and financial analysis is presented in Annex 4.

57. **Improved learning conditions are necessary in DRC to reap the benefits of universal primary education.** DRC scores well relative to its income level on expected years of schooling (EYS): on average, students receive 9.1 years of education, whereas slightly richer nations like Mozambique and Niger respectively only attain 7.6 years and 5.5 years.²⁵ However, DRC falls short when accounting for the quality of education. At the start of primary school, 42 percent of students in DRC met minimum competency requirements in reading; by the end of primary, the proportion had dropped

²⁵ Source: World Bank Human Capital Project, 2020



to only 27 percent (in mathematics, the drop is even higher, from 77 percent at the start of primary to only 22 percent by the end).²⁶ In other PASEC countries, the proportion was rather stable, with a 3 percentage-point increase in students meeting requirements.

58. **Mean yearly income data shows that completing primary, and subsequent levels of education, is associated with higher income trajectories in life.** In 2020, those having attained any grade of primary school earned on average 7 percent more than those having never been to primary school, and 18 percent more when controlling for age and experience.²⁷ Compared to having completed no education, and controlling for experience and age, girls can expect 20 percent returns to primary school, and 84 percent to secondary school. Labor market rewards to education scale with education levels, meaning that attending tertiary is associated with even larger rewards (226 percent compared to no education/pre-primary).

59. **Cost-benefit analysis shows that the Project was successful in generating important benefits and a high rate of return, and this holds true under a broad set of varying assumptions.** Table 7 breaks down the costs and benefits for the quantifiable portions of the Project at the ICR stage for actual Project beneficiaries. The Project has a positive net present value (NPV) and an internal rate of return (IRR) well in excess of the discount rate. Overall, Component 1 has an NPV of USD 588 million and an IRR of 16.9 percent. At the appraisal stage, the Project was estimated to have an NPV of USD 294.7 million and an IRR of 16.1 percent.²⁸ The analysis therefore shows that the quantifiable portions of the Project showed substantial efficiency in its investments.

Table 7. Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR)

	Component 1
IRR	16.9%
Discounted cost (present value of costs)	127.6
Present value of incremental benefits	715.3
NPV	587.7

NB: In millions of USD, adjusted for inflation.

Source: author's estimates.

60. **The non-quantifiable portions of the Project also contributed to the Project's strong efficiency.** First, Component 2 institutionalized standardized student learning assessments. Prior to the Project, DRC did not have an independent structure capable of organizing a large-scale learning assessment, which in turn meant that the country lacked important tracking of student performance in school. Additionally, textbooks in four national languages that are now used for teaching reading and numeracy is particularly important for improving learning outcomes and a decrease in dropouts, particularly in the early grades. Finally, the efforts to protect girls against GBV will lead to positive outcomes for girls which drop out of school at much higher rates than boys, especially at the secondary level. While these portions of the Project have impacts that are difficult to measure, they contribute to the overall efficiency of the Project. The Project also successfully managed to implement a last-mile textbook distribution system that bridges the final stage of textbook delivery from the district level to the schools, in partnership with stakeholders on the ground, which will have lasting impacts on future projects' ease of implementation.

²⁶ PASEC (2019)

²⁷ EGIODD (2020)

²⁸ The differences between the PAD and the ICR estimates are due to Project restructuring.



61. **The Project showed strong efficiency of the investments undertaken.** The Project activities financed several critical activities that were necessary for the provision of higher quality primary education in DRC. The use of funds made available for the Project was adequately monitored over the course of the Project implementation as evidenced by the unaudited interim financial reports (IFRs) and external financial audits that were submitted to the World Bank in a timely manner. Additionally, the estimated IRR of the quantifiable portions of the Project is high. This was achieved thanks to the Project's high adaptability, highlighting significant efficiency in the Project's implementation. Therefore, overall implementation efficiency was Substantial and positively and significantly contributed to the successful attainment of the Project's envisaged outputs and outcomes.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

62. **The overall outcome is satisfactory based on high relevance, modest and high efficacy for the relevant phases of the Project, and substantial efficiency.** Additionally, the rating is a testament to early restructuring and the proactivity of the Government and the Bank to move quickly to make needed adjustments for the successful completion of a Project that was transformational for DRC. The split evaluation below shows an overall value for outcome as 4.835 which, if rounded, would yield a **Satisfactory** rating.

Table 8. Overall Outcome Rating

Rating Dimension	Phase 1	Phase 2
Relevance of Objectives	High	
Efficacy		
Objective 1: Improve quality of learning (conditions) in primary education	Modest	High
Objective 2: Strengthen sector management	Modest	High
Overall Efficacy	Modest	High
Efficiency	Substantial	
Outcome Rating	Moderately Unsatisfactory	Highly Satisfactory
Outcome Rating Value	3	6
Amount Disbursed (US\$, millions) ¹	38.53	60.89
Disbursement (%)	38.75%	61.25%
Weighted value of the outcome rating	1.16	3.675
Overall Outcome Rating	Satisfactory (4.835)	

¹The total Project disbursement was US\$99.42 million. There were US\$0.58 million undisbursed.

E. OTHER OUTCOMES AND IMPACTS (IF ANY)

Gender

63. **The EQUIP Project was gender informed. The relevant Project indicators were gender disaggregated thereby ensuring that implementation focused attention improving gender equity throughout the Project.** In addition, the Project supported: (i) girl's education and GBV prevention awareness raising campaigns in the nine Project provinces, (ii) the establishment of a grievance redress mechanism (GRM) for GBV; (iii) provided training of the national staff on the GRM; (iv) training of 1,076 provincial teacher trainers on the prevention of school-related GBV; (v) conducted



sensitization workshops for 3,236 community and religious leaders on the prevention of GBV in schools; (vi) training of provincial and sub-provincial focal points on the GRM; and (vii) conducted GBV awareness raising on the code of conduct for teachers in 12 educational provinces. However, gender equity remains tremendous challenges for DRC. In March 2023, the World Bank Board of Directors approved an International Development Association (IDA) grant in the amount of US\$400 million equivalent for the DRC Girls Learning and Improvement Project (P178684) that aims to put in place the basic elements needed to create an effective learning environment and promote knowledge, skills and behavior changes necessary to make teaching more effective and schools safe, inclusive and free of Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH), and to provide sexual reproductive health and menstrual health management education in secondary school classrooms and through extracurricular activities.

Institutional Strengthening

64. There has been institutional strengthening for a Project that was implemented within a complex political and pandemic environment. There are many key areas where the Project helped institutional strengthening in DRC's education sector: first, the Project supported the development of minimum standards for ECE and built capacity within the sector to focus and implement the ECE standards. Second, the Project supported institutional strengthening of assessment with the establishment of the CIEAS which is fully staffed and functional with a State budget line item for continued funding of the CIEAS. Third, PBF has strengthened the MEPST's ability to manage performance-based financing. The PBF has contributed to improving the schools and local communities' abilities to plan through the development of SDPs and to carryout micro-Projects for schools based on the SDPs. It also increased the awareness of parents of their roles and responsibilities in monitoring and supporting student learning both at school and home. Fourth, the GBV awareness raising has been strengthened as indicated. Finally, EQUIP successfully developed a last-mile textbook distribution system to resolve situations where textbooks were delivered to the district level but never actually reached the school. All-in-all these achievements provide a strong foundation for further institutional strengthening.

Mobilizing Private Sector Financing

Not Applicable

Poverty Reduction and Shared Prosperity

65. **The Project did not include any specific impact measurement on poverty reduction and shared prosperity.** However, the Project supported the Bank's twin goals of eradicating extreme poverty and increasing shared prosperity through investment in human capital. The EQUIP contributed to poverty reduction and shared prosperity by providing needed inputs to improve learning conditions in the Project support provinces that were specifically focused on early grade reading and numeracy. DRC still needs to make considerable progress in its human capital development to fully realize its economic potential and allow the country to further reduce poverty and increase shared prosperity. DRC ranks 164th out of 174 countries on the 2020 Human Capital Index (HCI), reflecting decades of conflict and fragility, and limiting development and growth. DRC has an HCI score of 0.37, which is below the 0.40 average for Sub-Saharan Africa (SSA), meaning that a Congolese child born today can expect to achieve only 37 percent of his/her potential, compared to what would have been possible if provided with a full, quality schooling experience and optimal health conditions. The main contributors to this low HCI are the low child survival rate of children under the age of 5 years (0.91), stunted growth of children (the share of non-stunted children is 0.57) and quality of education (while a 4-year-old child is expected to complete 9.1 years of schooling before his/her 18th birthday, factoring in what children actually learn, the number of expected years of schooling is only 4.5. While girls fare better in terms of the health components of HCI, they lag behind



boys both in terms of expected years of schooling (4.3 for girls and 4.7 for boys) and learning outcomes (Harmonized Test Scores of 308 for girls and 312 for boys).²⁹ DRC must continue to improve the quality of teaching and learning throughout the system to make progress in human capital development.

Other Unintended Outcomes and Impacts

Not Applicable

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

66. **Project Design.** As indicated, the original Project design was transformational yet complex in the context of the DRC. The transformational aspects of the design were: (i) the inclusion of performance-based financing through the inclusion of variable portion of the overall Project financing and the inclusion of PBFs; (ii) support for the creation and institutionalization of assessment; (iii) the inclusion of teaching reading in national languages in the early grades, (iv) GBV prevention and (v) ECE. The theory of change behind the Project was sound and completely focused on the key ingredients to improve quality of learning through ensuring that learners were prepared (ECE); there was effective teaching; learning-focused inputs at the school level; and skilled management. The original PDO was focused and appropriate given the need to improve the quality of learning. However, exogenous factors made it difficult to measure the original PDO which led to the 2020 restructuring and introduction of the new PDO. The Results Framework (RF) was developed to measure all the PDO areas. However, the RF had far too many indicators—49 total. The RF indicators coupled with the variable portion disbursement criteria made the monitoring and evaluation (M&E) aspects of the Project unwieldy for the MEPST to manage with limited capacity and political instability of the country. The original component activities, as inputs to achieve the PDO, were comprehensive and selected in close collaboration with the government and donor community—again, too many to effectively implement with limited capacity. The 2020 pared down restructured design maintained the transformational aspects of the Project while reducing the complexity thereby making design more appropriate for the capacity of the MEPST to implement.

67. **Project Financing.** The Project was financed by a GPE grant in the amount of US\$100 million. The instrument used was Investment Project Financing (IPF). Seventy percent of the grant (*fixed part* as designated by GPE) was to be disbursed based on the traditional input financing modality and 30 percent (*variable part* as designated by GPE) would be disbursed based on attainment of agreed targets. As indicated, **EQUIP was one of the GPE pilot projects with a variable part.** Funds under the variable part were to be disbursed concurrent to funds under the fixed part once the pre-set criteria were met based on actions leading to transformative strategies for improving equity, efficiency and learning outcomes. Principles used to determine the activities that are included in the variable part were those activities that (i) required significant funding and were not dependent on the completion of activities either upstream or downstream; and (ii) did not affect the coherence of the overall Project activities or Project objectives if they were not completed in full. The IPF was judged to be the most appropriate instrument because of the need for targeted short-term investments, the need to carefully track individual activities and expenditures for this innovative operation and the limited capacity of the government within the sub-sector. The IPF allowed for provision of the needed technical assistance and institutional

²⁹ World Bank (October 2022): Human Capital Country Brief, Democratic Republic of Congo UNDP: Human Development Report 2021/22.



strengthening schemes necessary to build the capacity within the government to implement skills development and youth employment schemes.

68. **Implementation Arrangements.** The implementation arrangements were mainstreamed within government structures and included technical assistance to support civil servants' responsibilities and strengthen the executing ministries capacities. This design aimed to build stronger ownership of the Project's intended reforms. MEPST was responsible for the day-to-day management of the Project under the authority of the Secretary General (SG) and was accountable for achieving Project objectives. A Steering Committee (SC) was established to oversee the strategic direction of the sector provided oversight of Project activities. The SC was to meet twice a year to assess implementation progress and make decisions relating to Project implementation. MEPST PBF Unit (*Cellule Technique d'Appui Financement basé sur la Performance – CTA PBF*) supported implementation of the PBF program. The coordination and monitoring of Project implementation was Project Coordination Team (PCT) was to function under the authority of the SG, to coordinate Project activities that will be executed by technical directorates of the MEPST. The PCT also assumed overall responsibility for Project M&E. The Financial Affairs Directorate (*Direction des Affaires Financières – DAF*) was to be created. However, the PCT would be responsible for FM of Project activities until the DAF was created. Procurement functions was conducted by the MEPS Procurement Unit. The PCT was headed by the Secretary General who served as Project Coordinator with procurement and financial management (FM) staff. The Permanent Secretariat Department of Support and Coordination of the Education Sector (*Secrétariat Permanent d'Appui et de Coordination du Secteur de l'Éducation – SPACE*)³⁰. SPACE was to collaborate with the PCT in the context of donor coordination, annual reviews of the SSEF; and to provide technical expertise on educational issues.

69. **Implementation at the deconcentrated levels.** The Special Commissioner Deputies (CSD) in charge of development oversee education development in their administrative provinces, together with the provincial education office—*Provinces éducationnelles*—PROVED and sub-PROVEDs (directors at provincial level and associate directors at subprovincial level) were accountable for education results and the implementation of Project activities. The CSDs assumed strategic direction for overall education development in their related provinces while the PROVED and sub-PROVED were mandated to implement specific education activities, notably in-service training activities, support to schools and school directors, and the collection of school statistics. Parents and school committees were accountable for activities within the schools (monitoring the presence of teachers and attendance of students, timely arrival of textbooks, observing learning assessments, participating in budget development, and use of school funds). Systematic reporting on Project implementation to the central level was the responsibility of the PROVED, in liaison with their respective sub-PROVED.

70. **Risks and Mitigation Measures.** Key risks and appropriate mitigation measures were identified during preparation. The overall risk was rated substantial primarily because of the political and governance factors which were high. In addition, the risks identified were weak governance, weak implementation capacity of the institutions, insufficient technical and implementation capacity to implement wide ranging reforms and technical and fiduciary risks in the PBF program. The Project activities related to risk mitigation were: (i) capacity development activities at all levels through training and technical assistance; (ii) elaboration of clearly defined roles and responsibilities for all implementing units in the Project operations manual (POM); (iii) inclusion of the steering committee to support implementation; (iv) development of a PBF procedures manual; (v) inclusion of financial management (FM) procedures in the POM along with FM training and enhanced fiduciary capacity; and (vi) recruitment of a procurement specialists, inclusion of detailed

³⁰ The SPACE, established by inter-ministerial decree, is part of the institutional structure monitoring SSEF implementation and serves as the interface between the education partners and the Government.



procurement guidelines and instruction in the POM, and capacity building through extensive training of all staff involved in procurement.

B. KEY FACTORS DURING IMPLEMENTATION

71. **Project implementation progress (IP) was rated Moderately satisfactory (MS) and Satisfactory (S) throughout most of Project implementation except for a one-year period between 2019 and August 2020 when the IP was rated Moderately Unsatisfactory (MU).** There were various factors that played a role in the challenges and successes of the Project.

72. **Factors subject to Government and/or implementing entities control.** Overall, the success and achievements of the Project are due to the work of the PCT, MEPST, PROVEDs and the other implementing units, with support from technical assistance. However, early delays associated with capacity constraints to implement an overly complex design and misunderstandings on the part of the MEPST led to the MU Project implementation ratings. As indicated, support for the development of model TTIs was delayed because MEPST thought that the Project was to support new construction for TTIs and spent considerable time identifying new sites rather than beginning rehabilitation of existing structures. This ultimately led to cancelling support for the TTIs. There were capacity constraints within the *SERNAFOR-Maternel* to effectively coordinate the ECE IAI program for teachers and parents which led to cancelling this activity during the 2020 restructuring. Additionally, there were overall procurement delays because contracts took a long time to process because of capacity constraints. There were challenges collecting data and M&E reporting because of limited capacity and the large number of indicators to monitor. To address these challenges, in 2020, the Bank and government agreed to restructure the Project and hold regular follow-up meetings to speed up implementation—which was done. COVID-19 also complicated implementation by delaying the planned activities. Ultimately, with the restructured Project design, the MEPST and other implementing units were able to focus on the successful completion of all the re-designed features of the Project.

73. **Factors subject to World Bank control.** The Project benefitted from the fact that there was a World Bank team in country that supported implementation, both local and international. This allowed the team to interact regularly with the PCT/MEPST and other government implementation units which facilitate the successful implementation of the Project. The Bank procurement staff provided on-going technical support which led to the implementation of all Project contracts. There was a formal MTR of the Project in March 2019 that identified the need for a restructuring of the Project that included the PDO, PDO indicators and Project components given the realities of changes in DRC education system. The Bank fully supported the Government's request to restructure the Project.

74. **Exogenous factors.** As indicated, between 2018 and 2019 there was protracted conflict and violence which impacted implementation along with challenging severe weather conditions. Additionally, the COVID-19 pandemic closed all schools in the country between March and October 2020 only to be closed two months later during the second wave until February 2021. This prevented school visits, data gathering and other implementation activities from going forward. These exogenous events impacted all Project activities and led to limited achievement of a small number of activities.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME



A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E Design

75. **The links between the inputs, outputs, and outcomes and the original PDO were sound based on the original design.** The original PDO was clearly specified at appraisal. The restructured links between inputs, outputs, outcomes and the PDO were also sound and clearly specified. The M&E design was developed to monitor and report on progress toward meeting the targets of the PDO and intermediate indicators in the RF through regular routine monitoring (every six months) and reporting by the PCT. However, as indicated, 49 indicators (12 PDO) were cumbersome for Project monitoring. The restructured RF, with 27 indicators (5 PDO), was far less cumbersome for monitoring by the Project implementation entities. The data collected was also to be disaggregated by gender to track the female participants of the programs. The Project design also included: (i) creation of an assessment unit (CIEAS) to oversee and administer learning assessments and impact studies; (i) EGRA baseline and endline assessments; (iii) administering a national assessment; (iv) an impact evaluation of the PBF; (v) and SDI surveys. The design also included a third-party verification unit to validate achievement of the variable part activities for disbursement of associated Project funds.

M&E Implementation

76. **Reporting of data for the original RF indicators proved difficult with data reported on a few indicators.** During the post-restructuring period, data reporting was routine with timely reporting. As indicated, the EGRA baseline and endline were conducted and data was reported. The CIEAS was established and conducted the first national assessment in DRC. Additionally, the CIEAS managed the technical assistance hired to conduct the PBF impact evaluation with results reported to the sector. The third-party did conduct validation activities and Project funds were disbursed. The Project also supported two rounds of an SDI survey (baseline and endline) which was extremely important for DRC because the MEPST was finally able to learn what was happening inside of classroom. Finally, there was data collection for a statistical yearbook.

M&E Utilization

77. **Data was made available for the post-restructuring results framework and was used to inform the analysis of the ICR.** Although still at the embryonic stage the CIEAS is using the assessment and evaluation data to: (i) provide information on adjustments to training programs in response to early reading and learning results, (ii) inform decision makers on areas import for early learning; (iii) support decisions on expansion of PBF activities; and (iv) further institutionalize the CIEAS. Additionally, the SDI data was used to inform the GPE Systems Transformation Grant and the design of the girl's project (P178684). As indicated, the MEPST using the data it gathers within the system to produce a statistical yearbook almost every year.

Justification of Overall Rating of Quality of M&E

78. **Based on the analysis above, the overall rating for M&E is Substantial.**

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

79. **Safeguards.** The original Project was rated as Category 'B' partial assessment. OP/BP 4.01 "Environment Assessment" was triggered due to minor potential adverse environmental and social impacts associated with Component 1 construction of TTIs. The Project also triggered OP/BP 4.11 Physical and Cultural Resources because the Project was expected to carry out excavations for the TTIs. An Environmental Social Management Framework (ESMF) was prepared



and disclosed in DRC and the Bank's Infoshop on October 28, 2016. OP 4.10 "Indigenous People" was triggered because the nine Project support provinces were home to indigenous people. To mitigate potential adverse impacts an Indigenous Peoples Planning Framework (IPPF) was disclosed in country and the Bank's Infoshop on October 28, 2016. At the time of the 2020 restructuring, the safeguards were amended. Given that all the planned renovation and rehabilitation activities were dropped the Environmental Assessment category classification for the Project was changed from B to C, in accordance with the Bank's environmental assessment, and the Safeguard Policy - Environmental Assessment (OP) (BP 4.01) was not triggered. Safeguard Policy – Indigenous Peoples (OP) (BP 4.10) remained triggered, as the presence of Indigenous Peoples had been reported in the Project area. The main framework documents—the Environmental and Social Management Framework and the Indigenous Peoples Policy Framework—were updated by the Government to reflect the restructured activities and publicly disseminated. Environmental and social safeguards performance were monitored consistently during Project implementation and Implementation Status Reports (ISRs) were consistently rated Moderately Satisfactory (MS). The MS rating was mainly associated with implementation of the GRM and the handling and management of complaints.

80. **Grievance Redress Mechanism.** As indicated, the Project's main GRM was Allo Ecole, a platform that was developed as a pilot initiative to send and receive calls and messages to/from education stakeholders. Allo Ecole was actively managed by the MEPST's Service de Gestion de Communications (SGC) and served as a central platform for grievance redress across all the Bank's education Projects. For the management of complaints related to sexual exploitation and abuse and sexual harassment (SEA/HS) used a system put in place by MEPST in collaboration with UNICEF and United Nations Population Fund (UNFPA). The system had two hotlines with toll free numbers to collect complaints. The system was operational and received complaints. However, the challenge for the system was that it did not follow the established rules of the Project and therefore, was adjusted to ensure compliance. Manuals were distributed on the Codes of Conduct (CoCs) and sensitization campaigns were conducted across the EQUIP provinces and the CoCs were signed after the campaigns.

81. **Financial management.** FM performance rating remained moderately satisfactory throughout the life of the Project. The PCT's FM team submitted timely and satisfactory interim financial reports (IFRs) of an acceptable quality on a regular basis. They submitted the required audits to the World Bank in accordance with the Grant Agreement in which the auditors' opinions were unqualified (clean) and implemented recommendations that were made by the external audit and Bank supervision missions. Annual financial statements were prepared by the PCT which complied with the Organization for the Harmonization of Business Law in Africa (OHADA) System (SYSCOHADA) which is a system used in West African Francophone countries. The final audit report is due on June 30, 2023. Capacity development workshops were conducted by the World Bank's FM specialists for the PCT FM staff. The total Project financing was US\$100,000,000 with a total disbursement of US\$99.42 million. There was US\$0.58 million undisbursed that will be returned to the Bank.

82. **Procurement.** The World Bank's procurement team conducted regular procurement performance rating assessment missions (PRAMS) and as a result consistently rated Project procurement as Moderately Satisfactory with the exception of one period in 2019 when procurement was rated Moderately Unsatisfactory in the Project ISRs. This was due to long delays in processing contracts which were contributing to delays in Project implementation. By the next ISR, procurement had been upgraded to MS. World Bank procurement staff provided training to the PCT to ensure compliance with the procurement guidelines. The PCT migration to the World Bank's Systematic Tracking of Exchanges in Procurement (STEP) took place in 2018 with procurement activities being included in the STEP platform. Procurement plans were updated and submitted to the Bank as required. Throughout the Project implementation period, the PCT had an adequate organization and the personnel in charge of the procurement had the necessary skills to run the procurement process with clearly defined responsibilities and a well-documented delegation of authority.



C. BANK PERFORMANCE

Quality at Entry

83. **The Project preparation team ensured that the Project design was closely aligned with the Government's PRGSP II; National Development Plan (2017-2021); the World Bank Group's FY13-FY16 CAS for the DRC, and GPE 2012-2015 Strategic Plan.** As indicated, the original design was focused but complex for a fragile country which made implementation challenging for the MEPST. The PDO was precise, and key indicators were appropriate for measuring progress toward achieving the original PDO—albeit far too many for the government to continuously monitor given capacity constraints. The original design went through two quality enhancement reviews by GPE as required. Additionally, the original design took into consideration the recommendations from peer reviewers within the Bank review process and included lessons learned from other education Projects that were implemented in DRC and other World Bank-supported early grade supported Projects. The preparation team identified the appropriate risks, incorporated design features to mitigate them, and included the relevant technical specialists to develop the Project. The implementation structure was mainstreamed within government structures and included technical assistance to support civil servants' and to strengthen the executing ministries capacities. The implementation arrangements were appropriate for the Project design. Although the design had all the internationally recognized inputs to improve quality of learning and was transformational for the DRC, the complex nature of the design contributed to the substantial restructuring of the Project because of the fragile nature of DRC. Given country context, the quality at entry is judged to be moderately satisfactory because of the complex design that made implementation challenging.

Quality of Supervision

84. **Supervision missions were semi-annually staffed with education specialists as well as fiduciary and safeguards staff and consultants.** The Project team was actively engaged in supporting the Government in its efforts to implement the Project. Whenever implementation challenges arose, the World Bank team worked with the Government to find appropriate solutions. This was particularly true of the Bank team that helped with the 2020 restructuring of the Project. The Bank team made the right decision to redefine the PDO given the policy changes related to fee free education, they selected measurable PDO indicators that were aligned with the PDO and adjusted all of the activities and variable portion of the Project which ultimately led to the successful completion of the Project—all appropriate adjustments for a complex country environment. The supervision teams consistently reported on FM, procurement and safeguards progress during supervision missions and worked with the MESPT, PCT and other implementation agencies, to build their capacity in these areas. As indicated above, safeguards compliance was monitored regularly. The missions also systematically documented Project progress in aide memoires, back-to-office reports, and ISRs, all of which kept the World Bank management informed of progress and provided the foundation for the ICR analysis. As indicated, the World Bank's proactivity to restructure the Project in response to the Government's request led to the completion of the Project and the institutionalization of many Project activities which make this operation all that more successful. Quality at supervision of the Bank staff is judged to be Highly Satisfactory.



Justification of Overall Rating of Bank Performance

85. Based on the analysis above, overall World Bank performance is rated **Satisfactory**—largely because of the quality of supervision.

D. RISK TO DEVELOPMENT OUTCOME

86. **The risk to sustaining the development outcome is modest.** This rating is based on the fact that Project activities have been institutionalized throughout the system particularly the CIEAS and assessment, performance-based financing based on school development plans, ECE minimum standards and girl's education. The PBF financing will be continued and strengthened through the Implementation of the Bank-supported Girl's Learning and Empowerment Project (P178684) which is performance-based conditions for implementation. Additionally, the Girl's Learning and Empowerment Project (P178684) is mainly focused on improving access and learning conditions for girls which will sustain the effort of EQUIP. The Government's policy introducing fee-free schooling has lifted barriers to access and participation that resulted in increased enrollment and there is substantial political will at various levels for the successful roll out of free schooling. Additionally, the Bank-supported Emergency Equity and System Strengthening in Education (EESSE) (P172341), through the entirety of Components 1 and 2 will finance the elimination of public primary school fees by funding teacher salaries and school operating grants which are currently paid for by poor households. Thereby enabling households to better cope with climate change shocks, lessen the impact on food security, livelihoods, and health. The original capacity risks identified were mitigated through institutional strengthening at the central and local levels. However, there is still considerable room for added capacity which is being continued in the Bank-supported EESSE Project (P172341) and the Girl's Learning and Empowerment Project (P178684) institutional levels. These all contribute to the likelihood of EQUIP interventions being sustained in Project support areas and beyond.

87. **However, the overarching risks to development outcomes are and continue to be the ongoing political tension, conflicts, and the humanitarian crisis with so many displaced persons within DRC.** This reality continues to be a high risk for overall sustainability. Over the last decade, relatively poor education outcomes combined with relatively high unemployment and poverty rates have made DRC's crisis particularly susceptible to ongoing political tensions and conflict. Mitigation to these risks are difficulty and require Security Due Diligence Assessments and Security Management Plans to guide implementation under the ongoing Bank-supported Projects.

V. LESSONS AND RECOMMENDATIONS

88. **Lesson 1. Early identification of project bottlenecks as well as changing policy environments, that directly affect the Project, and addressing them through early restructuring are critical for ensuring successful completion of projects.** The World Bank team was highly proactive in providing implementation support, capacity building and technical assistance, during Project implementation. Continuous, intensive, and hands-on technical assistance to implementing agencies resulted in timely identification and resolution of implementation challenges. One of the key factors in the Project's success was early restructuring to better adjust to the bottlenecks and to the major exogenous policy change – introduction of free primary education policy, which challenged the initial assumptions of improved learning in the Project design. Because of the proactivity of the government and the Bank, the Project was able to maintain the integrity



of the original design while also adapting to the realities of the education policy changes and increased enrollments in primary education that resulted from the policy change.

89. **Lesson 2. The PBFs and variable part financing were effective in focusing the MEPST on the education system results/outcomes rather than system inputs.** The EQUIP Project has demonstrated that PBFs and the variable part financing incentivized the MEPST and the Government in general to implement policy. The Project incorporated performance-based conditions to incentivize the recruitment of female teachers – the lack of which constitutes an important barrier to creating and sustaining a girl-friendly school environment. Also building on lessons learned, PBC targets and protocols were formulated to include carefully crafted language to avoid any ambiguity in the interpretation of results and provide adequate guidance for a rigorous verification process in which all parties could have confidence. In addition, the Project's support to female teacher recruitment will benefit from and build upon other reforms supported under EESSE, notably the introduction of merit-based recruitment and the strengthening of policy and procedures pertaining to career paths and professional development.

90. **Lesson 3. SEA/SH in the school environment are a threat to girls' participation and well-being and require a robust and multi-dimensional set of measures for mitigation and response.** EQUIP focused on communications campaigns to raise awareness of the importance of girl's education and safeguarding girls in schools. Additionally, EQUIP supported the removal of stereotyping in textbooks, development of GBV action plans in the nine Project supported provinces, training modules on GBV prevention for teachers, training of provincial level focal points to address SEA/SH, and administrators and establishment of a GBV grievance redress mechanism. The EESSE (P172341) Project and new Girls Learning and Empowerment Project (P178684) are building on and expanding the SEA/SH activities supported under EQUIP.

91. **Lesson 4. Focusing on the last-mile textbook delivery is key for reaching children who need textbooks the most and improving learning outcomes.** As indicated, the EQUIP successfully developed a last-mile textbook distribution system to resolve situations where textbooks were delivered to the district level but never actually reached the school. This is especially critical in large countries, which have underdeveloped road infrastructure and are fragile due to climate conditions or conflict situation. Focusing on last-mile delivery also has major equity implications for learning because it is hard-to-reach rural areas where children and especially girls have lower learning outcomes. Going forward, the Girl's Learning and Empowerment Project (P178684) will use the distribution system to deliver teaching and learning materials directly to schools.

92. **Lesson 5. Sustainable teacher professional development requires the strengthening and quality control of local systems.** EQUIP supported teacher professional development through short-term and cascade trainings targeting Project-specific themes as designed. The training was successfully completed. However, international and regional experience shows that one-off nature training limits the impact. The multiple cascade levels combined with logistical challenges that are common in many areas of the DRC make it difficult to maintain quality in training delivery when large numbers of teachers are involved. Going forward, the Bank-supported Projects will work to strengthening local systems for continuous teacher professional development by building the capacities at the local level to ensure the quality of training and in teaching and minimize the cascade levels. In this approach, local trainers and education staff will be provided with the tools and resources to observe teachers on a continuous basis and provide them with tailored feedback.

93. **Lesson 6. The design and implementation of the projects in Fragility, Conflict, and Violence (FCV) countries should allow for additional flexibility to adjust to exogenous factors while setting ambitious yet realistic goals.** The



original Project design was transformational yet complex with many indicators and a new financing modality for an FCV country that had limited capacity. During implementation, the Bank and the Government worked closely to overcome the exogenous factors that affected the original Project design. In the process, the design was simplified all while also building capacity for continued implementation. Through strong collaboration EQUIP was able to lay a foundation for the future of the education sector by focusing on transformational areas like early childhood education, performance-based financing, assessment, and girls. EQUIP innovations are now included in many of the Bank education projects portfolio.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Improve the quality of learning conditions in primary education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of 2nd grade students with a reading textbook in targeted provinces	Percentage	30.00 01-May-2019	70.00 30-Dec-2022		80.00 30-Dec-2022

Comments (achievements against targets):
Target exceeded.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of 4th grade students with a mathematics textbook in targeted	Percentage	29.00 01-May-2019	45.00 30-Dec-2022		33.00 30-Dec-2022



provinces					
Comments (achievements against targets): Target missed.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of 2nd grade teachers in targeted provinces who report having and frequently utilizing a teachers' guide for reading	Percentage	65.00 01-May-2019	80.00 30-Dec-2022		93.28 21-Dec-2022
Comments (achievements against targets): Target exceeded.					
Objective/Outcome: Strengthen the mangement of the education sector					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
One large-scale standardized student learning assessment undertaken	Text	No 16-Jan-2017	Yes 28-Feb-2021	Twice 30-Dec-2022	Twice 30-Dec-2022



Comments (achievements against targets):

Target met. Note: The name of the indicator was revised during the 2020 restructuring to "Large scale standardized student learning assessment undertaken."

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Reduction in public primary school fees paid by households in targeted provinces	Percentage	0.00 16-Jan-2017	20.00 30-Dec-2022		89.00 21-Dec-2022

Comments (achievements against targets):

Target exceeded. This indicator was revised at the time of the 2020 restructuring.

A.2 Intermediate Results Indicators

Component: Quality of Learning Conditions in Primary Education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
National Minimum Quality Standards adopted	Yes/No	No 16-Jan-2017	Yes 28-Feb-2021	Yes 30-Dec-2022	Yes 30-Dec-2022

**Comments (achievements against targets):**

Target met.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
1st, 2nd, and 3rd grade teachers trained in how to effectively teach reading in national languages nationwide	Number	0.00 16-Jan-2017	150,000.00 30-Dec-2022		80,387.00 30-Dec-2022

Comments (achievements against targets):

Target missed.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Implementation of standardized class observation method	Yes/No	No 16-Jan-2017	Yes 28-Feb-2021	Yes 30-Dec-2022	Yes 30-Dec-2022

Comments (achievements against targets):

Target met.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Textbooks in reading (1st, 2nd, and 3rd grades) in national languages distributed to schools nationwide	Number	0.00 16-Jan-2017	9,000,000.00 30-Dec-2022		9,153,871.00 30-Dec-2022

Comments (achievements against targets):

Target exceeded.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
French textbooks for 3rd and 4th grades distributed to schools nationwide	Number	0.00 16-Jan-2017	1,500,000.00 30-Dec-2022		1,520,000.00 30-Dec-2022

Comments (achievements against targets):

Target exceeded. Overall the Project purchased 1,827,236 French textbooks.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
----------------	-----------------	----------	-----------------	-------------------------	-------------------------------



Textbooks in math (1st, 2nd, 3rd , and 4th grades) distributed to schools nationwide	Number	0.00 16-Jan-2017	5,000,000.00 30-Dec-2022		4,839,896.00 30-Dec-2022
Comments (achievements against targets): Target slightly missed.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Textbooks in science (2nd, 3rd, and 4th grades) distributed to schools nationwide	Number	0.00 16-Jan-2017	3,000,000.00 30-Dec-2022		2,967,457.00 30-Dec-2022
Comments (achievements against targets): Target slightly missed.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
More than 70% of textbooks distributed to the schools before the start of the	Yes/No	No 16-Jan-2017	Yes 30-Dec-2022		Yes 30-Dec-2022



targeted school year

Comments (achievements against targets):

Target met. Achievement of the target was validated by third party verification unit.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of direct beneficiaries (students in grades 1-4 benefitting from textbooks and teachers benefitting from training)	Number	0.00 16-Jan-2017	10,000,000.00 28-Feb-2021	11,000,000.00 30-Dec-2022	14,222,497.00 30-Dec-2022
Of which percentage female	Percentage	0.00	0.00		0.00

Comments (achievements against targets):

Target exceeded.

Component: Strengthen Sector Management

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Teacher training: MEPST	Yes/No	No	Yes		Yes



elaborates a pre-service teacher training policy and a budgeted action plan		16-Jan-2017	30-Dec-2022		30-Dec-2022
Comments (achievements against targets): Target met.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Establishment of the teacher training Directorate within MEPS-INC with clearly defined institutional mandate in coordination with the Ministry of Civil Service	Yes/No	No 16-Jan-2017	Yes 30-Dec-2022		Yes 30-Dec-2022
Comments (achievements against targets): Target met.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Inter-school pedagogical	Yes/No	No	Yes		Yes



training networks (réseaux d'écoles de proximité - REP) in the project provinces meet regularly		16-Jan-2017	30-Dec-2022		30-Dec-2022
Comments (achievements against targets): Target met.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of school directors in the project provinces trained in leadership (including classroom observation, school development plans)	Percentage	0.00 16-Jan-2017	80.00 30-Dec-2022		15.90 30-Dec-2022
Comments (achievements against targets): Target missed.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Communication/Sensitization	Number	0.00	4.00		5.00



campaigns on national languages		16-Jan-2017	30-Dec-2022		30-Dec-2022
Comments (achievements against targets): Target exceeded.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Independent Unit for Learning Assessment (IULA) created and functional	Yes/No	No 16-Jan-2017	Yes 30-Dec-2022		Yes 30-Dec-2022
Comments (achievements against targets): Target met.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Share of targeted schools receiving funds for including drop-out reduction in grade 1 as part of their management plan	Percentage	0.00 16-Jan-2017	80.00 30-Dec-2022		48.26 30-Dec-2022
Comments (achievements against targets):					



Target missed.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Programs and related textbooks revised for elimination of stereotypes	Number	0.00 16-Jan-2017	8.00 30-Dec-2022		21.00 30-Dec-2022

Comments (achievements against targets):

Target exceeded.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Semi-annual communication campaigns to prevent violence against females and early child marriage	Yes/No	No 16-Jan-2017	Yes 30-Dec-2022		Yes 30-Dec-2022

Comments (achievements against targets):

Target met.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised	Actual Achieved at
----------------	-----------------	----------	-----------------	------------------	--------------------



				Target	Completion
Annual campaigns for girls' education	Yes/No	No 16-Jan-2017	Yes 30-Dec-2022		Yes 30-Dec-2022
Comments (achievements against targets): Target met.					

Component: Management, Monitoring and Evaluation of the Program

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Impact evaluation of PBF scheme on learning outcomes	Text	N/A 16-Jan-2017	Yes 30-Dec-2022		Impact Evaluation Results available 30-Dec-2022
Comments (achievements against targets): Target met.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sector annual reviews	Yes/No	No	Yes		Yes



organized by SPACE		16-Jan-2017	30-Dec-2022		30-Dec-2022
Comments (achievements against targets): Target met.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Citizens' engagement: Share of school management plans co-signed by parent committees in targeted schools	Percentage	0.00 16-Jan-2017	60.00 30-Dec-2022		100.00 30-Dec-2022
Comments (achievements against targets): Target exceeded.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Citizens' Engagement: Share of schools receiving textbooks where parent or student representative confirms receipt	Percentage	0.00 01-May-2019	65.00 30-Dec-2022		98.00 30-Dec-2022



Comments (achievements against targets):

Target exceeded.

**ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION****A. TASK TEAM MEMBERS**

Name	Role
Preparation	
Dung-Kim Pham, Waly Wane	Task Team Leader(s)
Lanssina Traore	Procurement Specialist(s)
Francis Tasha Venayen	Financial Management Specialist
Claude Lina Lobo	Social Specialist
Faly Diallo	Team Member
Issa Thiam	Team Member
Amina Debissa Denboba	Team Member
Lalaina Noelinirina Rasoloharison	Team Member
Boris Weber	Team Member
Louise Mekonda Engulu	Team Member
Tshela Rose-Claire Pakabomba	Team Member
Isabella Micali Drossos	Team Member
Louise Mengue Abessolo Mvono	Team Member
Laura S. McDonald	Team Member
Lucienne M. M'Baipor	Social Specialist
Alexandra C. Sperling	Counsel
Claudia M. Pardinás Ocaná	Counsel
Supervision/ICR	



Hamoud Abdel Wedoud Kamil, Yevgeniya Savchenko, Maroua Sallami	Task Team Leader(s)
Guy Kiaku Kindoki, Jean-Claude Azonfack	Procurement Specialist(s)
Bertille Gerardine Ngameni Wepanjue	Financial Management Specialist
Christine Kyala Foma	Environmental Specialist
Cyrille Valence Ngouana Kengne	Environmental Specialist
Julie Luvisa Bazolana	Procurement Team
Pascaline Okako Okongo	Social Specialist
Christelle Tandundu Epuza	Procurement Team
Boyenge Isasi Dieng	Social Specialist
Donat Vema Tunamau	Social Specialist
Koho Francine Takoy	Team Member
Leonce Kazumba	Team Member
Lucie Lufiauluisu Bobola	Team Member
Kokou Sefako Amelewonou	Team Member
Elif Yonca Yukseker	Team Member
Mohammad Ilyas Butt	Procurement Team
Sandra Beemer	ICR Contributor/Main Author
Eliot Faron de Goer	ICR Contributor/Financial Analysis

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY16	14.372	230,406.32
FY17	38.570	314,682.63
FY18	22.105	314,215.74



FY19	16.967	221,486.63
FY20	3.775	31,745.65
Total	95.79	1,112,536.97
Supervision/ICR		
FY17	0	353.80
FY18	.900	37,171.22
FY19	19.495	223,679.52
FY20	36.489	351,840.96
FY21	34.717	256,419.26
FY22	26.819	216,928.52
FY23	35.825	207,595.70
Total	154.25	1,293,988.98

**ANNEX 3. PROJECT COST BY COMPONENT**

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Quality of Learning Conditions in Primary Education	65.5	60.40	92.21
Strengthen Sector Management	21.8	25.20	115.59
Management, Monitoring and Evaluation of the Program	12.7	13.80	108.66
Total	100.00	99.4	99.4



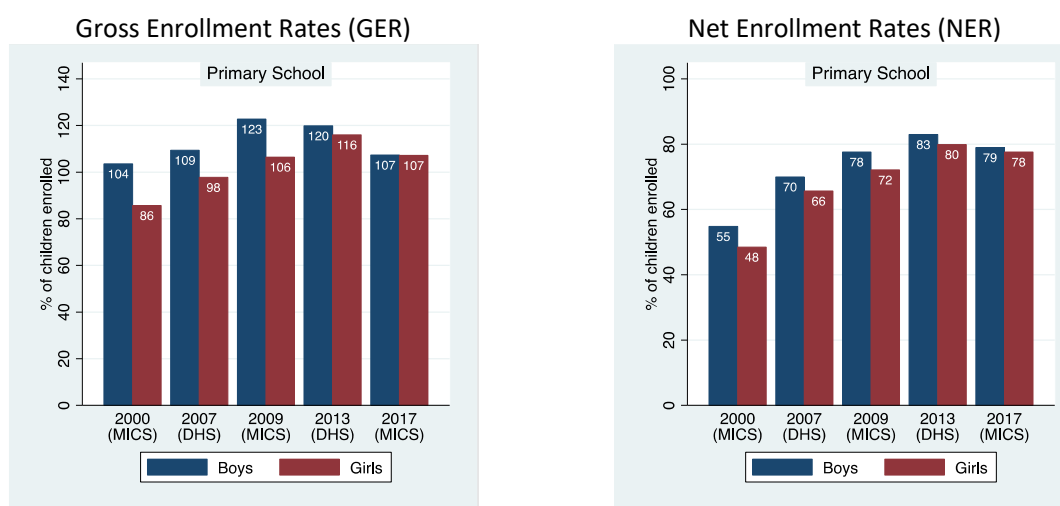
ANNEX 4. EFFICIENCY ANALYSIS

1. **This section provides an economic and financial analysis of the DRC PAQUE Project.** It evaluates the efficiency of the Project based on available Project data and indicators, by estimating an internal rate of return (IRR) and a net present value (NPV). The first section provides an overview of the education sector landscape in DRC, its recent evolution and key constraints faced. The second section updates the initial cost-benefit analysis produced at the Project appraisal stage in order to measure the estimated returns to the Project. The last section discusses the overall efficiency of the Project.

External efficiency

2. **Enrollment in primary school has improved over the past 20 years.** Net enrollment rates for boys and girls have steadily improved since the turn of the century in DRC. In 2017, approximately 79 percent of children aged 6 to 11 were enrolled in primary school—a stark improvement from 2000, when only 52 percent of children of age were enrolled. The gender gap has essentially disappeared at the primary level, as boys and girls have equal opportunity of access to primary school. While there is still much room for improvement, policies such as the free primary education implemented in a portion of DRC counties will improve these numbers further, and likely lead to near-universality of primary education in the coming years.

Figure 1. Gross and net enrollment rates in primary school by gender, 2000-2017



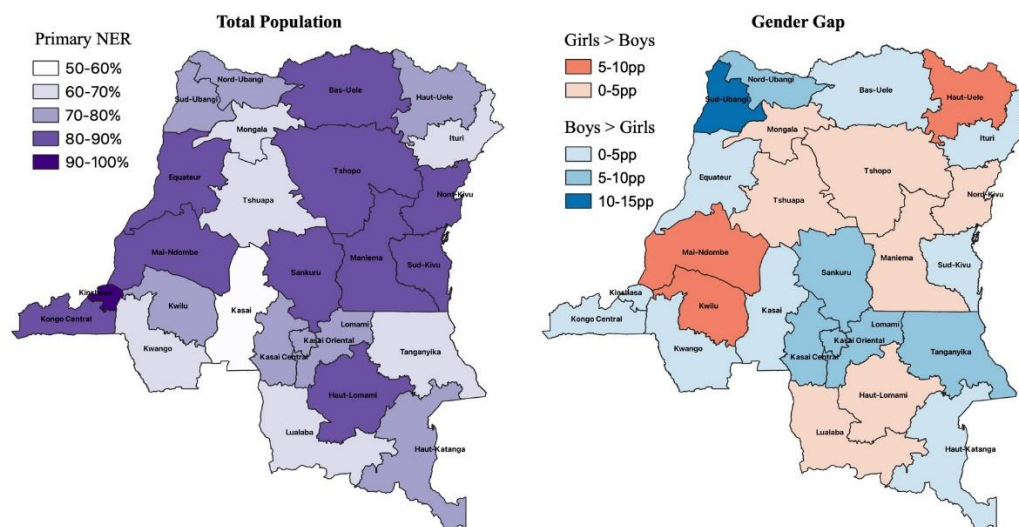
Source: MICS 2000-01, 2009-10, and 2017-18 surveys are used for 2000, 2009 and 2017 data points respectively. DHS 2007 and 2013-14 are used for 2007 and 2013 data points respectively.

3. **Primary school enrollment varies by province.** Primary enrollment ranges between 58 and 92 percent across provinces. The highest enrollment rates are found in the capital province of Kinshasa (at 92 percent) and its neighboring provinces, as well as in Eastern DRC (between 80 and 90 percent). Conversely, Kasai and Ituri consistently score the lowest on enrollment rates, at 58 and 65 percent respectively. Overall, southern and central provinces have lower enrollment rates in primary compared to the rest of the country. In terms of the gender gap in primary enrollment, there is no immediately obvious provincial pattern. In the majority of provinces (16 of 26), the gender gap is less than +/-5 percentage points and statistically insignificant. Of the remaining 10 provinces, girls' primary net enrollment is lower than boys' by 5



to 15 percentage points in seven (Sud-Ubangi, Nord-Ubangi, Sankuru, Kasai Central, Kasai Oriental, Lomami and Tanganyika). However, there are also provinces where girls are more likely to attend primary school compared to boys: girls' primary net enrollment is higher than boys' by 5 to 10 percentage points in three provinces (Haut-Uele, Mai-Ndombe, and Kwilu).

Figure 2. Primary school enrollment rates and gender gap by county, 2017



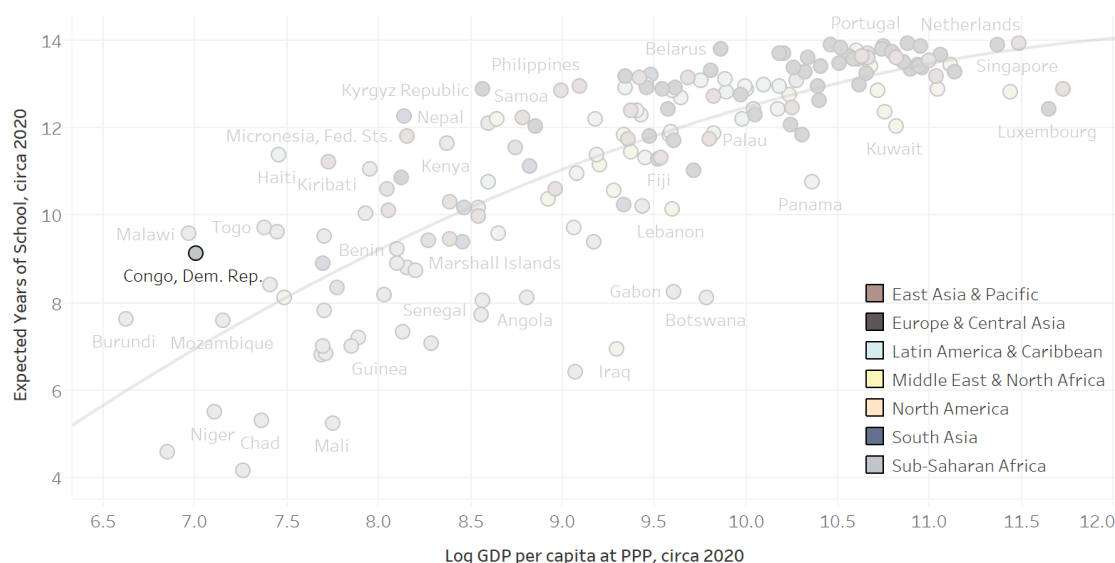
Note: Only primary school aged children (6-11) are used for this analysis.

Source: MICS 2017-18.

4. **Expected years of education is higher than GDP levels would suggest.** On average, students in DRC receive more education than their peers in neighboring countries: 9.1 years, whereas slightly richer nations like Mozambique and Niger respectively only attain 7.6 years and 5.5 years (**Figure 3**). This means that the DRC is succeeding in attracting children to school despite low levels of economic development. Of countries at similar development stages, only Malawi does better on expected years of schooling (9.6 years).



Figure 3. Expected years of schooling by country, 2020



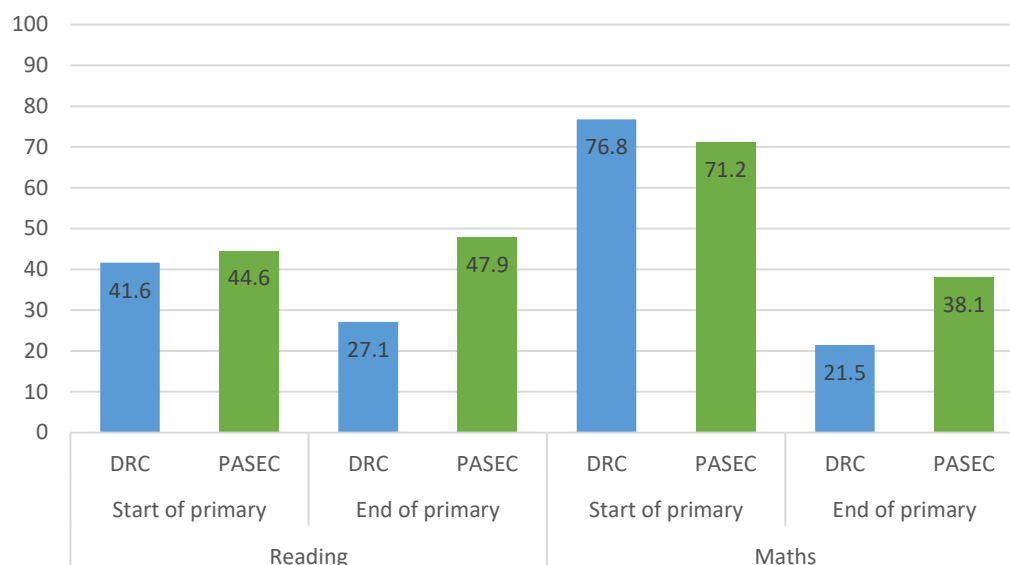
Note: Expected years of schooling is the number of years a child of school entrance age is expected to spend at school, or university, including years spent on repetition. It is the sum of the age-specific enrollment ratios for primary, secondary, post-secondary non-tertiary and tertiary education.

Source: World Bank Human Capital Project, 2020

5. **However, learning outcomes are well below peer countries.** Compared to other PASEC countries, DRC students showed lackluster results in learning at the primary level in 2019. While levels of learning in reading were only slightly below PASEC average, and even above average in mathematics, the trajectory of learning throughout primary school was worrisome (Figure 4). At the start of primary school, 42 percent of students in DRC met minimum competency requirements in reading; by the end of primary, the proportion had dropped to only 27 percent. In other PASEC countries, the proportion was rather stable, with a 3 percentage-point increase in students meeting requirements. In mathematics, results were even more striking: while 77 percent of students met requirements at the start of primary, only 22 percent did at the end. For PASEC countries, the drop was also significant, but from 71 percent to 38 percent. These figures highlight strong inefficiencies in the primary school learning environment. Harmonized test scores in DRC school are well below what its level of GDP would indicate, at 310, while level of development would lead us to expect DRC test scores above 350 (Figure 5).

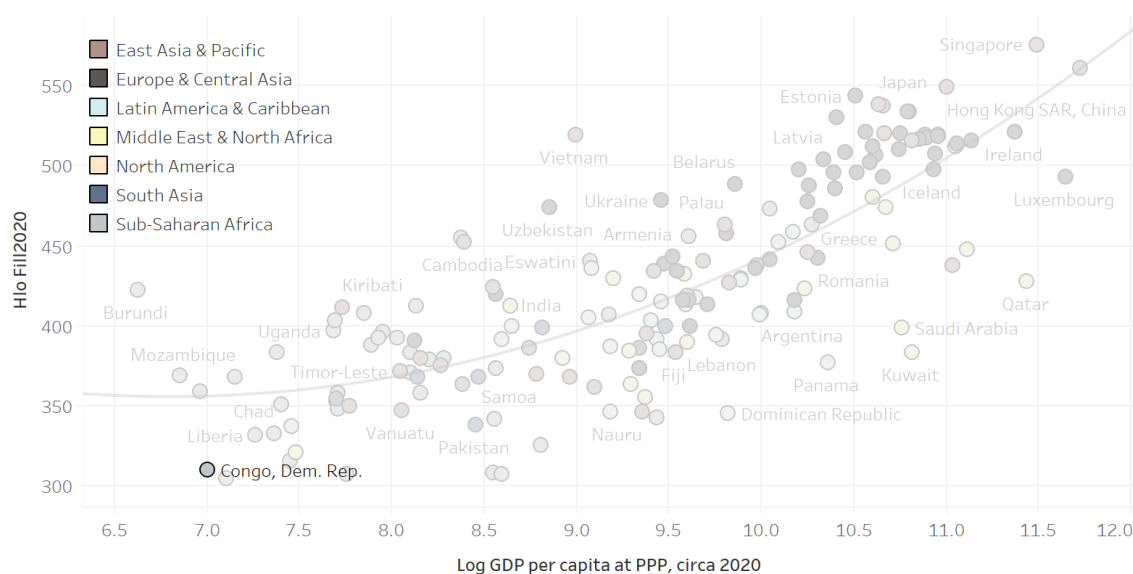


Figure 4. Proportion of children meeting or exceeding minimum competency requirements in primary school in DRC and PASEC countries, 2019



Note: Meeting minimum requirements is defined as achieving level 3 or 4 in reading, and level 2 or 3 in mathematics. PASEC (2019) compared learning outcomes at the first year and last year of primary school in 14 francophone African countries: Benin, Burkina Faso, Cameroon, Ivory Coast, Congo, DRC, Gabon, Guinea, Madagascar, Niger, Senegal, Chad and Togo.
Source: PASEC (2019)

Figure 5. Harmonized test scores by country, 2020



Note: Expected years of schooling is the number of years a child of school entrance age is expected to spend at school, or university, including years spent on repetition. It is the sum of the age-specific enrollment ratios for primary, secondary, post-secondary non-

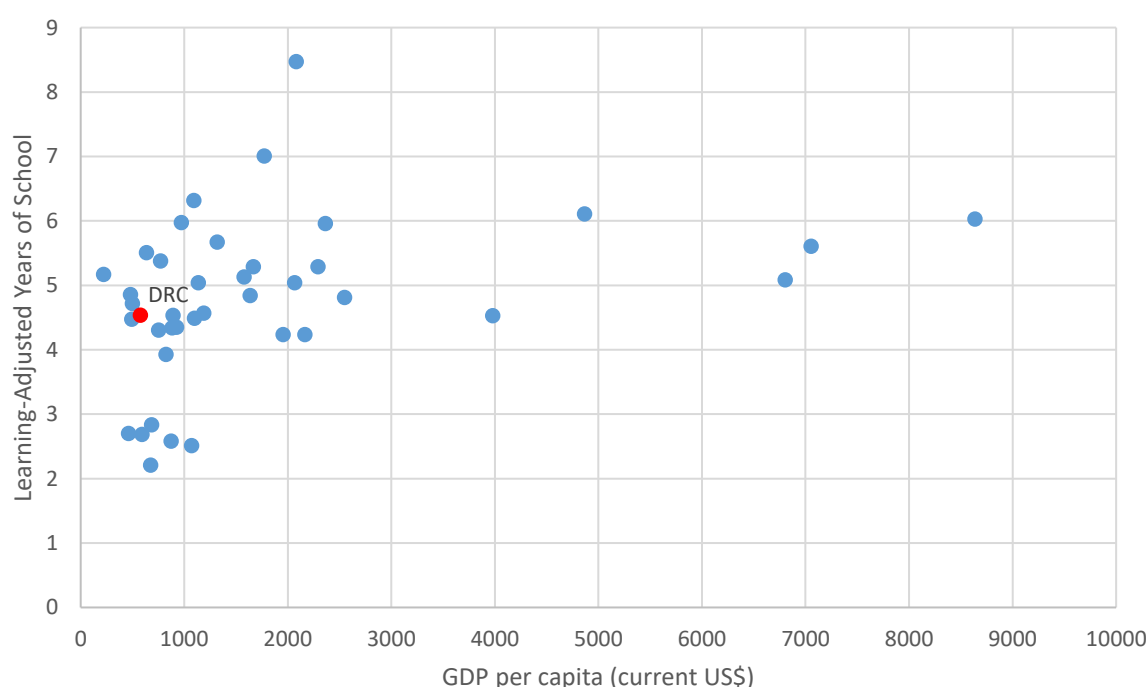


tertiary and tertiary education.

Source: World Bank Human Capital Project, 2020

6. **As a result of poor learning outcomes, learning-adjusted years of school is low in DRC.** Compared to other sub-Saharan African countries, DRC is in the middle of the pack when the quantity of schooling is adjusted for learning (**Figure 6**). This reveals the importance of tackling quality of schooling in parallel to quantity of education—without the former, increasing the amount of time spent in school does not yield human capital development benefits, or at the very least thwarts their true potential.

Figure 6. Learning adjusted years of schooling (LAYS) by country in Sub-Saharan Africa, 2020



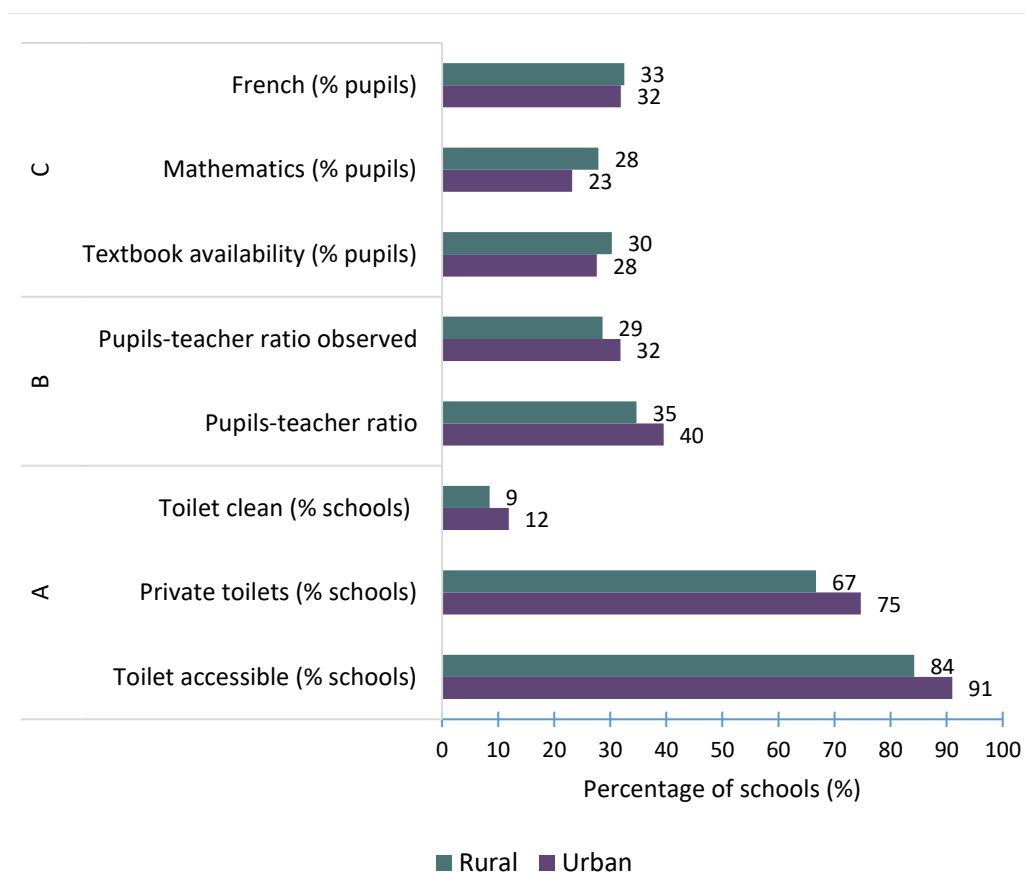
Note: Learning-adjusted years of school are calculated by multiplying the estimates of expected years of school by the ratio of most recent harmonized test scores to 625.

Source: World Bank staff calculation based on methodology in Filmer et al. (2018).

7. **Prior to the Project, primary schools lacked basic infrastructure, and teaching inputs were low.** Data from the 2019 DRC SDI survey shows that existing primary schools have shortfalls in classrooms and textbook availability. In addition, only one-third of students had access to a French or mathematics textbook in a primary school classroom, and less than 45 percent of classrooms were deemed to be adequately equipped for learning, one of the lowest levels observed among PASEC countries (PASEC 2019) (**Figure 7**). Even when children can access public schools, they often find that the classrooms are overcrowded, with almost 40 students per classroom especially in urban areas. Average student-to-teacher ratios vary widely across provinces at both the primary and secondary levels, and mask underlying inefficiencies that cause class sizes to sometimes still be excessively large (**Figure 8**).



Figure 7. Infrastructure in primary schools, 2019



Source: DRC Service Delivery Indicators (SDI) 2019

Number of primary students per primary teacher

Legend:

- 20-25
- 25-30
- 30-35
- 35-40
- 40-45
- 45-50

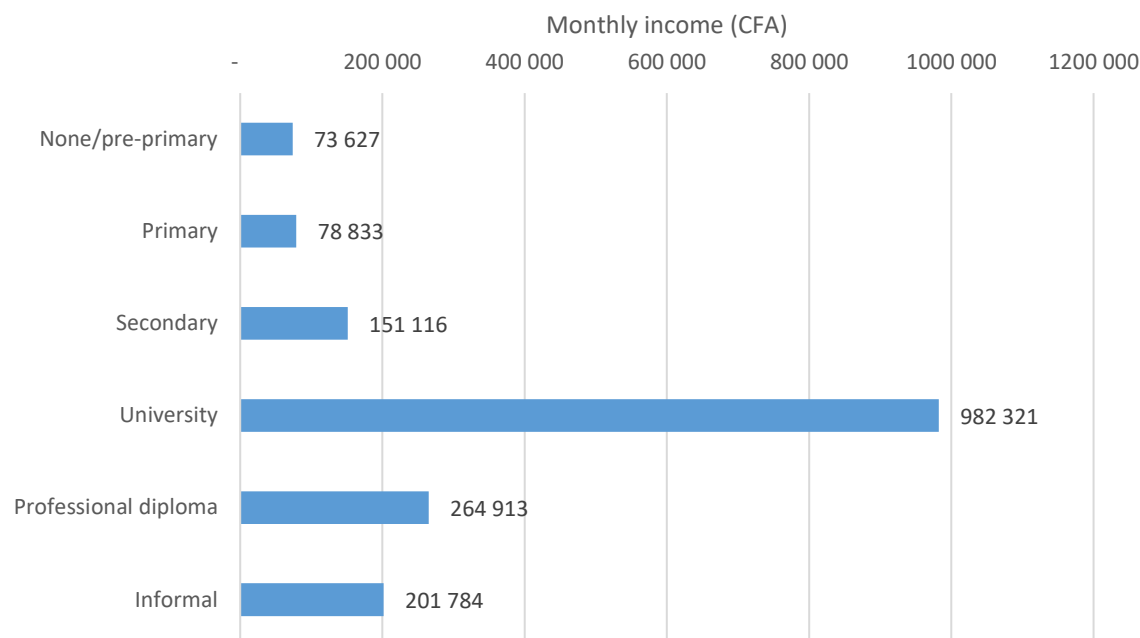
Map Labels (Provinces):

- Nord-Ubangi
- Sud-Ubangi
- Mongala
- Bas-Uele
- Haut-Uele
- Ituri
- Equateur
- Tshopo
- Tshuapa
- Nord-Kivu
- Mariema
- Sud-Kivu
- Kinshasa
- Mai-Ndombe
- Kwanao
- Kongo-Central
- Kwilu
- Kasai
- Kasaï-Central
- Kasaï-Orientale
- Lomami
- Tanganyika
- Haut-Lomami
- Lualaba
- Haut-Katanga

8. **There is a robust positive association between education level and monthly income.** In 2020, those having attained any grade of primary school earned on average 7 percent more than those having never been to primary school (Figure 9). Going to secondary school was associated with 91 percent higher income, on average, than those with only primary education. The returns to university are even larger, with an average monthly income over 6 times higher than for those with only secondary.



Figure 9. Average monthly income by education level (CFA), 2020



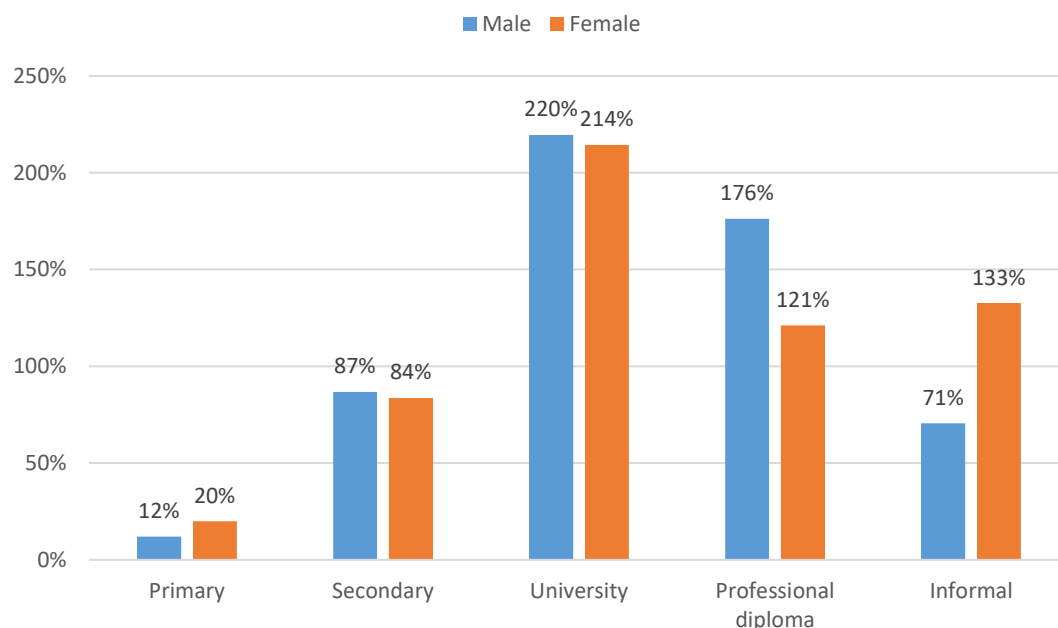
Note: Monthly wage in CFA for those aged 15-64. Base education level is no education/pre-primary. Professional diploma is delivered by INPP (Institut National de Préparation Professionnelle, <https://www.inpp.cd>). Informal education mostly leads to qualifications that are not recognized as formal qualifications by the relevant national educational authorities or to no qualifications at all.

Source: 2020 EGIODD

9. **Returns to education are non-linear, and higher education levels are associated with larger lifetime economic gains.** Compared to having completed no education, and controlling for experience and age, girls can expect 20 percent returns to primary school, and 12 percent for boys (Figure 10). Labor market rewards to education scale with education levels, meaning that attending secondary and tertiary are associated with even larger rewards (up to 220 percent for men completing tertiary schooling).



Figure 10. Rates of return to education levels compared to no education/pre-primary, by gender, 2020



Note: Results of Mincer regression of log wage on experience, experience squared and highest level of education completed for those aged 15-64. Base education level is no education/pre-primary. Professional diploma is delivered by INPP (Institut National de Préparation Professionnelle, <https://www.inpp.cd>). Informal education mostly leads to qualifications that are not recognized as formal qualifications by the relevant national educational authorities or to no qualifications at all.

Source: 2020 EGIODD

10. Beyond wage premiums, there are several non-monetary benefits to improving the population's human capital.

Rising female education levels not only provide higher skills, employment opportunities, and income; they also empower women, reducing early marriage and teenage pregnancy. Higher education levels for the general population also reduces crime. Human capital complements physical capital in the production process and is an important input to technological innovation and long-run growth as well. The following section attempts to measure the monetary benefits of the Project.

Cost-Efficiency Analysis

11. The cost-efficiency analysis is based on Component 1, which represents roughly 62 percent of Project costs. The Project aimed to improve the quality of primary education in DRC, thereby improving the skills and employability of targeted individuals. In particular, Component 1 was aimed at providing textbooks and teachers guides, as well as in-service teacher training, in order to improve the quality of teaching, which is the most important in-school determinant of student learning. The Project was modified to shift from improving learning outcomes to improving learning conditions, given the increase in enrollment in primary school during the 2019-20 school year following implementation of the fee-free policy, which was expected to negatively impact learning outcomes due to the sheer cohort size increase. Therefore, a more appropriate measure of the impact of the Project in the time allotted was deemed to be the improvement in learning conditions (in particular, the availability of teaching and learning materials) in primary education.



12. **This analysis does not look at the non-quantifiable portions of the Project, which amount to 38 percent of Project costs.** However, Component 2 still led to the improvement of learning conditions for children in DRC. First, it institutionalized standardized student learning assessments. Prior to the Project, DRC did not have an independent structure capable of organizing a large-scale learning assessment, which in turn entailed that the country lacked important tracking of student performance in school. Additionally, the effort to protect girls against GBV are likely to have led to positive outcomes for girls which drop out of school at much higher rates than boys, especially at the secondary level. While these portions of the Project have impacts that are difficult to measure, they contribute to the overall efficiency of the Project.

13. **This cost-efficiency analysis therefore estimates the gains for students from receiving higher quality teaching, through teaching materials, inputs, and better trained teachers.** First, the analysis looks at the outcomes achieved by the Project in terms of beneficiaries. It then estimates the benefits for each beneficiary in terms of learning gains, which are converted into additional expected years of schooling (EYOS). Then, this additional schooling is translated into monetary terms. Finally, it compares the total benefits with the costs associated with providing the Project. This diverges from the analysis at the Project appraisal stage, which looked at the impact of higher enrollment rates, higher completion rates, and improved learning outcomes on future earnings. Given the change in Project structure, the analysis at the Project appraisal stage and this efficiency analysis are not directly comparable.

14. **Component 1 is estimated to have led 4,020,000 students to benefit from better teaching conditions, due to both teacher trainings and teaching inputs.**³¹ Benefits are measured in lifetime wage gains from improved learning outputs provided to students through a multi-stage approach. First, the improved learning conditions are assumed to lead to improved learning outcomes. The HALI Literacy intervention in Kenya, which involved structured pedagogy, is estimated to have improved reading by 0.13 standard deviations.³² As a base for our intervention, we use an impact size of roughly half of this intervention, as it was led at a smaller scale and in order to be on the conservative side of estimates. Therefore, we assume that Component 1 led to an increase in 0.06 standard deviations in reading scores for the 4 million beneficiaries. This is then converted into years of schooling following the most conservative estimate from Evans and Yuan (2017): a one SD improvement in learning is associated with 4.8 additional years of schooling.³³ Therefore, the policy is estimated to have increased schooling by 0.29 years. At a rate of 9.1 percent increase in annual wages for each additional year of school, this translates to roughly a 2.6 percent increase in income due to the program, or 17 USD per year (based on 2021 GDP per capita).³⁴

15. **The cost analysis is limited to Project disbursements.** Because the Project raises the quality of learning, there is no opportunity cost, private cost, or public cost to the provision of education materials, which are assumed to be one-off and contained in the Project costs. While the analysis does convert quality of schooling to higher expected years of schooling, this conversion is a theoretical exercise for the purpose of estimating learning gains in monetary terms, and this analysis of the policy does not assume any impact on the amount of time spent in school. As such, this is a conservative assumption as improvements in learning quality are often associated with improvements in completion and survival rates.

³¹ A total of 14,140,000 students were directly impacted by the provision of textbooks; however, there is little evidence that textbooks alone lead to learning improvements. Therefore, the analysis looks at the students who were impacted by improved teaching conditions, both through teacher trainings and textbooks.

³² Jukes, Matthew CH, Elizabeth L Turner, Margaret Dubeck, Katherine E Halliday, Hellen N Inyega, Sharon Wolf, Stephanie Simmons Zuilkowski, and Simon J Brooker. 2016. "Improving Literacy Instruction in Kenya through Teacher Professional Development and Text Messages Support: A Cluster Randomized Trial." *Journal of Research on Educational Effectiveness* (just-accepted): 00-00.

³³ Evans, D., & Yuan, F. (2017). The economic returns to interventions that increase learning. Background Paper for World Development Report (2018).

³⁴ Author's calculations based on a Mincer equation of the 2012 PER.



16. **The following additional assumptions are made:**

- **Timeline:** NPV is calculated from 2018 until 2080, year when the last affected cohort exits the labor market.
- **Discount rate:** 10 percent.
- **Inflation:** 6 percent after 2022 (IMF Projections).
- **Beneficiaries:** We assume the Project impacts 6 cohorts of primary school children (or one overall primary cohort). Impacts only begin for those entering primary school in 2023, year of the Project's closing. This is a conservative assumption that allows time for Project inputs to be translated into learning outcomes.
- **Years in the labor market:** We assume the first cohort of beneficiaries enters the labor market in 2035 and are employed for 40 years (PAD).
- **Exchange rate:** 1 USD is equal to 508 CFA in 2012.
- **GDP per capita:** 577 USD in 2021.

17. **The Project has a positive net present value (NPV) and an internal rate of return (IRR) well in excess of the discount rate.** Table 1 below presents the results of the new cost-benefit analysis at ICR stage. Overall, Component 1 has an NPV of USD 588 million and an IRR of 16.9 percent. At the appraisal stage, the Project was estimated to have an NPV of USD 294.7 million and an IRR of 16.1 percent.³⁵

Table 1. Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR)

	Component 1
IRR	16.9%
Discounted cost (present value of costs)	127.6
Present value of incremental benefits	715.3
NPV	587.7

NB: In millions of USD, adjusted for inflation.

Source: author's estimates.

18. **Sensitivity analyses show that the Project has a positive NPV and IRR in excess of the discount rate in most plausible scenarios.** The Project is modelled with a discount rate of 12 percent, and with an impact size halved (increase in learning of 0.03 SD). In both cases, the IRR is well in excess of the discount rate, and the NPV is largely positive, meaning that Component 1 is likely to have been profitable under most common assumptions.

Table 2. Sensitivity analyses for total Project NPV and IRR

	Lower impact	12% discount rate
IRR	13.3%	16.9%
Discounted cost (present value of costs)	127.6	119.8
Present value of incremental benefits	357.7	401.2
NPV	230.0	281.4

NB: In millions of USD, adjusted for inflation.

³⁵ The differences between the PAD and the ICR estimates are due to Project restructuring.



Source: author's estimates.

Efficiency of Implementation and Overall Efficiency Rating

19. **Despite restructuring and redefining of the PDO indicators, the Project showed strong efficiency of the investments undertaken.** The Project activities financed several critical activities that were necessary for the provision of higher quality primary education in DRC. The use of funds made available for the Project was adequately monitored over the course of the Project implementation as evidenced by the unaudited interim financial reports (IFRs) and external financial audits that were submitted to the World Bank in a timely manner. While the Project restructuring led to a shift from improving learning outcomes to improving learning conditions, ultimately, of the four of the five main PDO indicators were either met or exceeded by the operation's closing date, and the estimated IRR of the quantifiable portions of the Project is high. This was achieved thanks to the Project's high adaptability, highlighting significant efficiency in the Project's implementation. Therefore, overall implementation efficiency was **Substantial** and positively and significantly contributed to the successful attainment of nearly all of the Project's envisaged outputs and outcomes.



ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

In an email dated June 17, 2023, the Government confirmed its agreement to the findings of the ICR and had no additional comments. The Government provided their final completion report to the Bank which has been filed in WBDocs for information and reference.



ANNEX 6. 2020 MODIFICATIONS TO STRETCH INDICATORS AND VARIABLE PART FINANCING

1. **Stretch Indicator 1 on Quality.** The name of the indicator was changed from *"Improvement of grade 2 and 4 students' test scores in reading, in French and in national languages, as measured by standardized learning assessments done by teachers and supervised by parents' committees"* to *"reliable measurement of student learning in place, particularly in the early grades"*. The first related objective (O#1) was maintained, but the activity, target year and amount of funds linked to its achievement were revised to reflect the changes in Project components. The second related objective (O#9) was dropped because an improvement in student learning was not expected to be observed before Project closing. A new objective was introduced under this Stretch Indicator to support the Government in establishing a student assessment framework for regularly and reliably measuring learning, which global evidence suggests is a necessary precondition to improving education quality at scale.³⁶ Table 1 summarizes these changes.

Table 1: Proposed Changes to Stretch Indicator 1 Objectives & SubProject Activities

Objective	Result to be attained	Year ³⁷	Amount ('000 US\$)	Linked Activity	(Amount '000 US\$)
O#1 – Maintain	The first/baseline evaluation has been conducted, the results are available and have been disseminated	2020	5,000	Training on early grade reading in national languages for grades 1-3 teachers in non-Project provinces	4,750
O#9 – Drop	Grade 2 and 4 children in this cohort have a 10% higher test scores in Reading compared to the cohort tested at baseline	2020	6,500	Acquisition of pedagogical materials (Flash Cards and Flip Charts)	7,030
New	A student assessment framework for primary education is developed and validated by MEPST	2020	3,000	Procurement of maps, vocabulary cards and dictionaries	2,900

2. **Stretch Indicator 2 on Efficiency.** The name of the indicator was changed from *"reduction of the dropout rate at the end of the first year of primary education, especially in provinces with low internal efficiency"* to *"developing and implementing strategies to reduce dropout"* again to better reflect the substance of the proposed results. The original O#2 was split into two objectives, give it captured two ambitious and distinct sets of activities (the dissemination of findings from the study on the SSEF strategies to reduce dropouts, and the implementation of those strategies).³⁸ The activities and target years linked to the achievement of these objectives were revised to reflect revised Project components and incorporate activities linked to other dropped objectives. Objectives (O#4, 6, and 10) were dropped because it was expected that insufficient activities/programs outside of the Project would be implemented to have an effect on dropout rates in low-efficiency provinces in the lifetime of the Project. Furthermore, it is possible that dropouts may increase in the near term as enrollment of previously out-of-school children increased due to the fee-free policy, and as the education system adjusted to serve the influx. Therefore, these three objectives were no longer appropriate for the sector context. Table 2 highlights the changes to Stretch Indicator 2 objectives.

³⁶ See for example the 2018 World Development Report, *Learning to Realize Education's Promise*.

³⁷ Each objective is expected to be attained and verified by December of the year in which it is achieved.

³⁸ The study identified strategies related to several areas, including the quality of school environments including physical, social, and academic; the awareness of families and communities; and cost barriers.



Table 2: Proposed Changes to Stretch Indicator 2 Objectives & SubProject Activities

Objective	Result to be attained	Year	Amount ('000 US\$)	Linked Activity	(Amount '000 US\$)
O#2 – Revised to:	Study on operationalization of the SSEF strategies to fight dropout disseminated and implementation of some strategies to fight dropout start to roll out	2017	3,000	One TTI and corresponding operational cost	2,683
a)	Study on operationalization of the SSEF strategies to fight dropout disseminated	2020	3,000	Procurement of science textbooks for primary grade 3	3,748.5
b)	Implementation of some strategies to fight dropout start to roll out	2021	2,000	Procurement of science textbooks for primary grade 2	2,567
O#4 – Drop	Dropout rate in grade 1 compared to baseline reduced by 10%: Kasai-West 24% - Equateur 20%	2018	2,000	Lot #1: Mathematics textbooks G2	1,550
O#6 – Drop	Dropout rate in grade 1 compared to baseline reduced by 15%: Kasai-West 22% - Equateur 19%	2019	2,000	Lot #1: Mathematics textbooks G3	2,000
O#10 – Drop	Dropout rate in grade 1 compared to baseline reduced by 15%: Kasai-West 20% - Equateur 17%	2020	3,000	Lot #2: Mathematics textbooks G1	3,100

3. **Stretch Indicator 3 on Equity.** The name was revised from *“elimination of direct school fees (SERNIE, Minerval, TENAFEP) across the country for primary schools and reduction of households’ out-of-pocket expenses for education”* to *“elimination of direct school fees and reduction of households’ out-of-pocket expenses for primary education”*. O#7, 11, and 13 related to fees paid by households for schooling were dropped. This was because these objectives would be measurable near the end of the Project implementation timeline, not allowing sufficient time to use the funds linked to them before Project closing. Instead, a new objective was added to take into account the important shift in policy made by the Government, via its abolishment of SERNIE, TENAFEP and Minerval fees. The successful implementation of this abolishment was tracked through a revised PDO indicator measuring the reduction in households’ expenditures on school fees. In addition, O#3, 5, 8, and 12 were consolidated into one result and a new indicator added to reflect the Government’s effort to implement free primary education via the incorporation of previously unpaid primary school teachers on the payroll and the regular payment of their salaries.³⁹

4. **Given the Government’s focus on free primary schooling as its main policy priority, and the complex risks to successful implementation, approximately 57 percent of the variable part funds were allocated to Equity.** Table 3 highlights the changes to Stretch Indicator 3 objectives.

³⁹ In MEPST’s parlance, these teachers were in the “NP” category – officially recognized but unpaid because of insufficient budget. After the free schooling policy was announced, and in line with the variable part objectives, one of the Government’s first actions in September 2019 was to begin bringing all NP teachers onto the payroll. Under P172341, the World Bank was to support the Government to continue implementing the policy by recognizing and incorporating onto the payroll teachers in the “NU” category who meet the Ministry’s requirements. These teachers were unrecognized by the system prior to the policy and received their salaries directly from households.


Table 3: Proposed Changes to Stretch Indicator 3 Objectives & SubProject Activities

Objective	Result to be attained	Year	Amount ('000 US\$)	Linked Activity	(Amount '000 US\$)
New	Government abolishes the SERNIE, TENAFEP, and Minerval fees	2019	5,000	Procurement of French textbooks for primary grades 3 and 4	3,971
New (consolidation of O#3,5,8,12)	Inclusion of 6,400 previously unpaid primary school teachers in government payroll (9 Project provinces)	2020	6,000	Procurement of mathematics textbooks for primary grades 1, 2, 3, and 4	12,064
New	The Government regularly pays the monthly salaries of the 6,400 newly included primary school teachers (9 Project provinces)	2020	6,000		
O#3 – Revise (consolidate)	Inclusion of 1,600 previously unpaid primary school teachers in government payroll (9 Project provinces)	2020	1,500		
O#5 – Revise (consolidate)	Inclusion of 1,600 previously unpaid primary school teachers in government payroll (9 Project provinces)	2020	1,500		
O#7 – Drop	Fewer than 5% of pupils pay for SERNIE and Minerval during school year 2017-2018	2019	1,500	Lot #1: Textbooks (étude du milieu) G1	1,450
O#8 – Revise (consolidate)	Inclusion of 1,600 previously unpaid primary school teachers in government payroll for the 9 Project provinces	2020	1,500	Procurement of mathematics textbooks for primary grades 1, 2, 3, and 4	(Included in the 12,064,000 above)
O#11 – Drop	Households' out-of-pocket for education reduced by 10% on average and 20% for the poorest quintile	2020	1,500	Lot #1: Textbooks (étude du milieu) G2	1,450
O#12 – Revise (consolidate)	Inclusion of 1,600 previously unpaid primary school teachers in government payroll (9 Project provinces)	2020	1,500	Procurement of mathematics textbooks for primary grades 1, 2, 3, and 4	(Included in the 12,064,000 above)
O#13 – Drop	Fewer than 5% of pupils pay for TENAFEP for the examination in June 2020	2021	1,000	Lot #2: Mathematics textbooks G3	1,100


Table 4. Revised Variable Part Objectives and Linked SubProject Activities

Objective	Result to be attained	Year	(Amount US\$)	Linked Activity	(Amount US\$)
Learning					
O#1	The first/baseline evaluation has been conducted, the results are available and have been disseminated	2020	5,000,000	Training of grades 1-3 teachers in non-Project financed provinces	4,750,000
O#2	A student assessment framework for primary education is developed and validated by MEPST	2020	3,000,000	Procurement of maps, vocabulary cards and dictionaries	2,900,000
Efficiency					
O#3	Study on operationalization of the SSEF strategies to fight dropout disseminated	2020	3,000,000	Procurement of science textbooks for primary grade 3	3,748,500
O#4	Implementation of some strategies to fight dropout start to roll out	2021	2,000,000	Procurement of science textbooks for primary grade 2	2,567,000
Equity					
O#5	Government abolishes the SERNIE, TENAFEP, and Minerval fees	2019	5,000,000	Procurement of French textbooks for primary grades 3 and 4	3,971,000
O#6	Inclusion of 6,400 previously unpaid primary school teachers in government payroll (9 Project provinces)	2020	6,000,000	Procurement of mathematics textbooks for primary grades 1, 2, 3 and 4	12,064,000
O#7	The Government regularly pays the monthly salaries of the 6,400 newly included primary school teachers (9 Project provinces)	2020	6,000,000		



ANNEX 7. 2020 MODIFICATIONS TO STRETCH INDICATORS VERIFICATION PROTOCOLS

Stretch indicator	Objective	Definition	Proof of Accomplishment	Responsible units
Quality: Reliable measurement of student learning, particularly in the early grades	O#1: The first/baseline evaluation has been conducted, the results are available and have been disseminated Value: US\$5 million Verified by: PCT Validated by: The World Bank Status: In progress	Evaluation refers to an assessment of student learning (specifically reading) applied in one or more of the early primary grades (grades 1-4). The evaluation must be applied in at least 1,000 schools in the Project provinces.	The objective will be considered accomplished when (i) summary results of the evaluation are posted on a public website AND (ii) at least one meeting/workshop is held to present results to education stakeholders outside MEPST (as evidenced by an agenda, participant list, and/or other documents as appropriate).	CIEAS, SPACE, PCT
	O#2: A student assessment framework for primary education is developed and validated by MEPST Value: US\$3 million Verified by: PCT Validated by: The World Bank Status: In progress	Framework refers to a written document that, at a minimum, (i) sets out specific objectives for MEPST in assessing students, and (ii) describes which grades and subjects are to be assessed, with what frequency and whether sample or population-based. Validation by MEPST refers to a document confirming that the framework is accepted by MEPST (for example, a signed Procès-Verbal from a validation workshop).	The objective will be considered accomplished when the framework document is completed and validated by MEPST.	CIEAS, MEPST General Secretary, SPACE, PCT
Efficiency: Developing and implementing strategies to reduce dropout	O#3: Study on operationalization of the SSEF strategies to fight dropout disseminated	Study refers to a document that includes quantitative or qualitative analysis on the scope	The objective will be considered accomplished when at least one meeting/workshop is	SPACE, PCT



	Value: US\$3 million Verified by: PCT Validated by: The World Bank Status: In progress	of school dropout, factors causing dropout, and possible approaches to reducing dropout.	held to present the study to education stakeholders outside MEPST (as evidenced by an agenda, participant list, and/or other documents as appropriate).	
	O#4: Implementation of some strategies to fight dropout start to roll out Value: US\$2 million Verified by: Independent verification agent (IVA) Validated by: The World Bank Status: Not yet started	This objective refers to at least five of the specific dropout reduction activities recommended by the study being partially or fully implemented.	The objective will be considered accomplished when an IVA reviews MEPST activities to reduce dropout against the recommendations of the study, and compiles appropriate documentation showing that at least five of the activities recommended are being at least partially implemented.	MEPST, SPACE, PCT
Equity: Elimination of direct school fees and reduction of households' out-of-pocket expenses for primary education	O#5: Government abolishes the SERNIE, TENAFEP, and Minerval fees Value: US\$5 million Verified by: PCT Validated by: The World Bank Status: Accomplished	The SERNIE, TENAFEP, and Minerval are fees levied by the central government on primary school students.	The objective will be considered accomplished when MEPST issues and circulates a ministerial decree (or multiple decrees) abolishing SERNIE, TENAFEP, and Minerval fees at the primary school level nationally.	MEPST, SPACE, PCT
	O#6: Inclusion of 6,400 previously unpaid primary school teachers in government payroll (9 Project provinces) Value: US\$6 million Verified by: IVA Validated by: The World Bank Status: In progress	"Previously unpaid" teachers refers to teachers who are included in government lists but not receiving a salary. "Inclusion" refers to these teachers appearing on the monthly payroll list.	The objective will be considered accomplished when an IVA submits a report including the following: <ul style="list-style-type: none"> • Verification based on document review that these teachers appear on the monthly payroll list for at least one month. • Verification based on a sample-based field survey that these teachers are on the payroll list and have 	MEPST, SPACE, PCT



			received at least one month of salary. The sample size will be at least 1 percent of the 6,400 teachers	
	<p>O#7: The Government regularly pays the monthly salaries of the 6,400 newly included primary school teachers (9 Project provinces) Value: US\$6 million Verified by: IVA Validated by: The World Bank Status: In progress</p>	<p>"6,400 newly included primary school teachers" refers to the teachers identified in O#6. "Regular payment of salaries" refers to the Government having paid every monthly salary of these teachers for at least six months following their inclusion on the payroll.</p>	<p>The objective will be considered accomplished when an IVA submits a report verifying that the following three activities have been completed:</p> <ul style="list-style-type: none"> • At least 95% of the 6,400 teachers appeared on the monthly payroll for each month from the time they were newly included until the month preceding the month of verification inclusive • Paying agencies have received sufficient funds from the Central Bank to allow them to pay all teachers on the payroll provided to them • The payment institutions have transferred funds to the accounts of the beneficiaries (or made direct payments in the case of CARITAS / IFOD) which are equal to at least 90% of the funds they have received from the Central Bank. 	MEPST, SPACE, PCT



ANNEX 8. RESULTS CHAIN OF ORIGINAL PROJECT DESIGN

Activities	Outputs	Project outcomes	Higher level objectives
Component 1: Improve the Quality of Learning in Primary Education			
1.1a – Conduct scoping study of existing ECE models providing data and recommendations available on cost, efficacy and scalability of existing ECE models, and on socioeconomic background and child development. Develop National Minimum Quality Standards for ECE service provision.	Data on child development and ECE models and options are available, along with options for expansion of ECE. Quality assurance standards and mechanisms for ECE are discussed and established.	A more conducive learning environment is established: quality standards for ECE service provision are broadly accepted. Government is enabled with data to further the policy dialogue on the expansion and sustainable financing of quality ECE.	Improved quality of ECE service provision and management ⁴⁰ .
1.1b – Revise and add content ⁴¹ to ECE in-service teacher training curriculum to address early learning needs of children aged 3 to 5. Develop one-year Interactive Audio Instruction (IAI) program. Deliver training to ECE teachers and parents using face-to-face and IAI modalities.	ECE teaching competencies are strengthened: early childhood educators have completed training and therefore are enabled to better meet the learning needs of children aged 3 to 5. Parents are trained in early stimulation, positive parenting and health and nutrition for early childhood development.	A more conducive learning environment is established: children aged 3 to 5 are taught based on updated and more relevant curriculum and learning materials, and are supported in their development at home.	Improved quality of ECE as early childhood educators are empowered with training to improve teaching.
*,** 1.2a – Conduct study on the reorganization and professionalization of the existing pre-service training pedagogical stream (primary and ECE) within secondary general education. ⁴² Revise pre-service curricula, standards, pedagogical materials and teacher training in favor of a more practical and classroom-technique based approach. Train teacher trainers in the delivery of revised curricula.	New standards and revised curricula for pre-service teacher training developed and applied. Teacher trainers are trained and equipped to train teacher candidates using updated curricula.	A coherent and professionalized pre-service training system is established. More skilled teacher candidates are produced by the teacher training system.	Quality of primary education is improved.
*,** 1.2b – Renovate, rehabilitate and operate four TTIs to serve as model training institutions.	TTIs are operational and provide pre-service training to teacher candidates with a secondary		

⁴⁰ This higher-level objective relies on the assumption that the National Minimum Quality Standards are enforced after validation.

⁴¹ Curriculum revisions will add training on: (i) development & use of pedagogical materials and guides; (ii) introducing children to reading, writing and arithmetic; (iii) preschool management in light of pedagogical innovations; (iv) parental education; (v) hygiene; and (vi) practical life skills.

⁴² Pre-service training provided at the secondary education level in the *Humanités Pédagogiques* pedagogical stream would be incorporated into the post-secondary education level through training provided by TTIs dedicated to producing professional primary school teachers.



Activities	Outputs	Project outcomes	Higher level objectives
	education diploma.		
*, ** 1.2c – Provide in-service teacher training to primary teachers through a range of modalities: face-to-face, distance learning via resource centers and mentoring through networks of schools. Continue roll-out of M&E system to ensure the effectiveness of teacher training and its impact on teaching in the classroom. Conduct organizational audit and provide capacity strengthening to SERNAFOR.	Primary teachers are trained and monitored, with data available to understand the impact of the training on their in-classroom teaching. SERNAFOR is reinforced with additional managerial and technical skills, including the establishment of a dedicated unit with capacity to develop training modules.	Teachers benefiting from in-service training use improved teaching techniques in the classroom. Student learning in the early grades and primary school completion improve.	
*, ** 1.2d – Implement a teacher support program to supplement teacher training, consisting of: developing a new model for school inspection and pedagogical support ⁴³ , including developing new job descriptions for school directors and defining a new role for school inspectors; and developing a training program for school directors and inspectors on school leadership, school development plans and classroom observation techniques.	School directors are trained on and implement their new pedagogical support responsibilities in schools. Inspectors are trained on and implement their new role as evaluators of director and school performance.	School teachers, having benefited from updated training and/or participating in self-training, have integrated and are applying skills learned and improving teaching quality. Student learning in the early grades and primary school completion improve.	
1.2e – Implement a teacher management program: review existing recruitment and deployment processes and develop more rigorous and transparent such processes. Provide financial incentives rewarding transparent teacher recruitment and deployment. Conduct studies to provide recommendations on measures to strengthen teacher management ⁴⁴ .	A system is established that accurately Projects the need for primary teachers at the provincial level. Effective tools for competitive and transparent teacher recruitment processes are in effect. Schools and administrative offices that exhibit transparency in their teacher recruitment and deployment processes receive financial incentives.	Needs for teachers at the provincial level are cost-effectively met; hired teachers are more skilled and competent. Quality of teaching sector-wide increases. Student learning in the early grades and primary school completion improve.	Quality of primary education is improved. Primary education sector is more effectively managed.
*, ** 1.3a –Publish, print and distribute nationwide to students and teachers, Reading-Writing textbooks and teacher guides in four national languages for grades 1-3; Mathematics textbooks and teacher guides in French as well as complementary classroom aids such as French language flash cards and wall charts for Science for grades 1-3. Publish, print	Textbooks and teacher guides in Reading-Writing, Mathematics, Science, and complementary classroom aids are available in classrooms and in use by primary students and teachers in grades 1-3 nationwide.	A more conducive learning environment is established containing adequate teaching and learning materials; literacy and numeracy during the early grades of primary education improve.	Quality of primary education is improved.

⁴³ Inspectors would focus on the performance of the schools and of the school directors. Providing pedagogical support to teachers would become the responsibility of the school directors.

⁴⁴ Studies could cover themes such as: time-on-task, adaptation of the school calendar, teaching strategies for schools with double usage, reducing absenteeism among school personnel and students.



Activities	Outputs	Project outcomes	Higher level objectives
and distribute nationwide to students and teachers, Science textbooks and teacher guides in French for grades 2 and 3. Train teachers of grades 1 and 2 in the 9 provinces targeted by the Project, in the use of distributed materials.			
1.3b – Execute a suite of activities related to the textbook supply chain and management: (i) establish a primary level learning and teaching materials framework; (ii) adopt a textbook policy; (iii) review and improve textbook evaluation, selection and distribution processes; (iv) develop a handbook and related training on textbook management to strengthen capacity on specific themes ⁴⁵ ; (v) train inspectors, school directors and teachers in early grade literacy and numeracy in national languages; and (vi) undertake a study to assess the need for establishing a dedicated unit for textbook distribution and management.	(i) A learning and teaching materials framework is established, allowing for textbooks and teacher guides to be published by private publishers on the basis of manuscripts. (ii) A textbook policy outlining Government's strategic decisions on textbook management is adopted. (iii) Textbook procurement evaluation and selection have more rigorous evaluation criteria and processes, and relevant stakeholders are trained on conducting the revised processes. (iv) A handbook on textbook management is available, and key stakeholders have updated and relevant knowledge on key themes related to textbook management. (v) Inspectors, school directors and teachers are trained in early grade literacy and numeracy in the use of national languages. (vi) An inter-ministerial unit is coordinating textbook distribution and management.	Capacity for managing textbook planning and supply has been strengthened. Government's systems and procedures for supplying textbooks are more predictable, cost-effective and sustainable, and result in the acquisition of high-quality textbooks.	Primary education sector is more effectively managed.
Component 2: Strengthen Sector Management			
*2.1 – Establish an independent unit (CIEAS) for undertaking standardized student learning assessments. Undertake EGRA, in partnership with parents' committees, in French and in the national languages for students in grades 2 and 4.	CIEAS is fully staffed and operational and has conducted two EGRA assessment exercises. Assessment results are made publicly available; discussed with parents' committees; and used to provide feedback on teacher practice, redesign teacher training programs, and identify low-performing schools needing support.	Transparent and inclusive assessment process to monitor the development of reading has fostered partnerships and created a feedback loop between education service providers and communities, parents and students.	Quality of primary education is improved. A culture favoring the use of data to inform policymaking is established.

⁴⁵ Themes to include, *inter alia*, bidding procedures, textbook management and storage, and the use of textbooks in French and in national languages.



Activities	Outputs	Project outcomes	Higher level objectives
		<u>Stretch Indicator 1:</u> Reading scores improve in national languages for grade 2 and 4 students, and in French for grade 4 students.	
*, ** 2.2 – Implement a PBF program to incentivize results, targeting offices that provide administrative and pedagogical support to schools, and schools in the implementation of SDPs.	Schools have implemented SDPs and received funds for achieving indicators outlined in the program framework for evaluation and payment ⁴⁶ . Administrative and pedagogical support offices have received funds for improved planning, monitoring and school support ⁴⁷ .	Improved primary student learning and school performance. Improved accountability of education administrative and pedagogical support offices in the areas of planning, monitoring and school support.	Quality of primary education is improved. Primary education sector is more effectively managed.
** 2.3 – Implement a strategy aimed at increasing the participation of girls in education.	Public awareness campaigns and workshops in support of girls' education, and to prevent gender-based violence and child marriage, are implemented. Newly revised student textbooks no longer contain sexist references and stereotypes. PBF program incentivizes girls' enrollment, girls taking the TENAFEP, and female grade 1 retention.	Increase girls' participation in primary education, thereby promoting equality and equity in primary education.	Reduced gender gaps in primary student learning achievement and results.
Component 3: Management, Monitoring and Evaluation of the Program			
3.1a –Support Project coordination, M&E and the evaluation of outcomes. Develop and implement a baseline survey to monitor impact of Project activities, and surveys on citizen engagement and on the impact of the Project-financed PBF program.	Data are available on Project-financed schools, teachers, pupils, households, and communities, as well as on perceptions of beneficiaries and on the impact of the PBF program; baselines are established for indicators tracking Project-financed activities.	Reliable data inform Government's decision-making on Project-level and sector-level strategies.	Stronger capacity to monitor and evaluate program- and sector-level activities, and to use data to adapt education

⁴⁶ For schools, indicators to achieve are related to early learning in reading and numeracy, regular and effective school support, the availability of textbooks, teacher and student attendance, internal efficiency, retention of girls, participation of students in the TENAFEP, school budget transparency, and the use of budgets to inform efforts to improve student learning.

⁴⁷ For administrative offices (BGs and BGPs), indicators to achieve are related to the planning and monitoring of in-service training, transparency in teacher recruitment and deployment processes, and the effective operation of administrative offices. For pedagogical support offices (inspection), indicators to achieve are related to site visits to assess school performance and the provision of follow-up recommendations.



Activities	Outputs	Project outcomes	Higher level objectives
			programs and policies.
**3.1b – Conduct and disseminate results of a study on school, household and individual determinants behind children dropping out of school.	Data are available on school, household and individual determinants behind children dropping out of school, to inform Government dialogue and decision-making.	Strategies to improve retention and encourage re-enrollment of students are identified and have been rolled out. <u>Stretch Indicator 2:</u> Dropout rate at the end of the first year of primary education is reduced, especially in provinces with low internal efficiency.	Improved primary student retention.
Variable Part Indicators			
Stretch Indicator 1: Quality <i>Improvement of grade 2 and 4 students' test scores in reading, in French and in national languages, as measured by standardized learning assessments done by teachers and supervised by parents' committees.</i>			
<ul style="list-style-type: none"> Activities, related outputs and outcomes labeled with "***" above contribute to the achievement of Stretch Indicator 1. 			
Stretch Indicator 2: Efficiency <i>Reduction of the dropout rate at the end of the first year of primary education, especially in provinces with low internal efficiency.</i>			
<ul style="list-style-type: none"> Activities, related outputs and outcomes labeled with "***" above contribute to the achievement of Stretch Indicator 2. 			
Stretch Indicator 3: Equity⁴⁸ <i>Elimination of direct school fees (SERNIE, Minerval, TENAFEP) across the country for primary schools and reduction of households' out-of-pocket expenses for education.</i>			
Generalization and enforcement of the suppression of school fees for the primary school cycle (grades 1-6) by the Government. Progressive Government financing of school operating costs. Elimination of the fee for TENAFEP beginning in 2018-19.	Students are attending primary schools fee-free. Primary students take the end of primary school national test without having paid fees.	Not applicable.	Increased primary school enrollment and reduced primary student dropout.
Progressive inclusion of previously unpaid primary school teachers on the Government payroll, thereby reducing the need for parental contributions to schools.	Government has taken on in its payroll the salaries of previously unpaid primary school teachers. Students are attending primary schools fee-free.	Not applicable.	
Enforcement of penalties against schools excluding pupils for nonpayment.	Reduced number of schools excluding pupils for nonpayment of out-of-pocket fees.	Not applicable.	

⁴⁸ Activities under Stretch Indicator 3 are financed outside of the scope of the Project, so these activities are not reflected in the Components 1-3 results chain.



ANNEX 9. RESULTS CHAIN OF RESTRUCTURED PROJECT

Project Development Objectives: to: improve the quality of learning conditions in primary education; and to strengthen sector management.

* Indicates activities that contribute to the attainment of Variable Part Stretch Indicator 1.

** Indicates activities that contribute to the attainment of Variable Part Stretch Indicator 2.

*** Indicates activities that contribute to the attainment of Variable Part Stretch Indicator 3.

Cells shaded in grey represent activities, outputs, outcomes or higher-level objectives that have been revised or added.

Activities	Outputs	Project outcomes	Higher level objectives
Revised Component 1: Improve the Quality of Learning Conditions in Primary Education			
1.1a – Conduct scoping study of existing ECE models providing data and recommendations available on cost, efficacy and scalability of existing ECE models, and on socioeconomic background and child development. Develop National Minimum Quality Standards for ECE service provision.	Data on child development and ECE models and options are available, along with options for expansion of ECE. Quality assurance standards and mechanisms for ECE are discussed and established.	A more conducive learning environment is established: quality standards for ECE service provision are broadly accepted. Government is enabled with data to further the policy dialogue on the expansion and sustainable financing of quality ECE.	Improved quality of ECE service provision and management ⁴⁹ .
1.1b – Revise and add content to ECE in-service teacher training curriculum to address early learning needs of children aged 3 to 5. Deliver training to ECE teachers using face-to-face modality in the nine Project provinces.	ECE teaching competencies are strengthened: early childhood educators have completed training and therefore are enabled to better meet the learning needs of children aged 3 to 5 in the nine Project provinces.	A more conducive learning environment is established: children aged 3 to 5 are taught based on updated and more relevant curriculum and learning materials in the nine Project provinces.	Improved quality of ECE as early childhood educators are empowered with training to improve teaching in the nine Project provinces.
1.2a – Conduct study on the reorganization and professionalization of the existing pre-service training pedagogical stream (primary and ECE) within secondary general education. Revise pre-service curricula, standards, pedagogical materials and teacher training in favor of a more practical and classroom-technique based approach.	New standards and revised curricula for pre-service teacher training developed.	A coherent and professionalized pre-service training system is designed and ready to begin rollout.	More skilled teacher candidates are produced by the teacher training system ⁵⁰ .
1.2b – Plan for the establishment of TTIs intended to serve as model training institutions, including the development of a prospectus and technical studies and	Prospectus, renovation and rehabilitation plans, as well as technical studies and designs for TTIs completed.		

⁴⁹ This higher-level objective relies on the assumption that the National Minimum Quality Standards are enforced after validation.

⁵⁰ This higher-level objective relies on the assumption that HP reforms are implemented, TTIs are built, become operational and provide high-quality pre-service training to teacher candidates.



Activities	Outputs	Project outcomes	Higher level objectives
designs for the TTIs.			
** 1.2c –Conduct organizational audit and provide capacity strengthening to SERNAFOR.	SERNAFOR is reinforced with additional managerial and technical tools and skills.	SERNAFOR delivers more effective in-service teacher training, particularly on the rollout of the national language policy, nationwide (related to 1.3b).	Teachers use improved teaching techniques; teachers and student have quality materials; and student learning in the early grades improves.
** 1.3a – Publish, print and distribute nationwide to students and teachers, Reading-Writing textbooks and teacher guides in four national languages for grades 1-3; Reading-Writing textbooks and teacher guides in French for grades 3-4, as well as supplementary materials; Mathematics textbooks and teacher guides in French as well as complementary classroom aids such as French language flash cards and wall charts for Science for grades 1-3. Publish, print and distribute nationwide to students and teachers, Science textbooks and teacher guides in French for grades 2 and 3. Develop more effective textbook distribution mechanisms.	Textbooks and teacher guides in Reading-Writing, Mathematics, Science, and complementary classroom aids are available in classrooms nationwide.	A more conducive learning environment is established containing adequate teaching and learning materials for primary students in grades 1-4 and their teachers nationwide.	
1.3b – Train inspectors, school directors and all grade 1-3 teachers in early grade literacy and numeracy in national languages and use of distributed materials.	Inspectors, school directors and teachers are trained in early grade literacy and numeracy in the use of national languages nationwide.	Teachers in grades 1-3 are trained in how to make use of the new national language materials nationwide.	
Revised Component 2: Strengthen Sector Management			
<p>*2.1 – Establish an independent unit (CIEAS) for undertaking standardized student learning assessments.</p> <p>Administer EGRA in French and in the national languages for a sample of schools in the nine Project provinces.</p> <p>Develop and adopt a student assessment framework for primary education.</p>	<p>CIEAS is staffed and operational; has developed a national framework for student assessment in primary education; and has conducted two EGRA exercises in the nine Project provinces.</p> <p>Assessment results are made publicly available; CIEAS produces presentations and reports to facilitate discussion of results with HPs, SERNAFOR, and other key stakeholders working on teacher training to inform programs.</p>	<p>Capacity to carry out student assessment is established within MEPST, with an agreed framework, two initial rounds of results, and a functioning assessment unit.</p> <p><u>Stretch Indicator 1:</u> Reliable measurement of student learning, particularly in the early grades, is established.</p>	A culture favoring the use of data to inform policymaking is developed.
** 2.2 – Implement a PBF program to	Schools have implemented SDPs	Improved primary school	



Activities	Outputs	Project outcomes	Higher level objectives
incentivize results, targeting offices that provide administrative and pedagogical support to schools, and schools in the implementation of SDPs.	and received funds for achieving indicators outlined in the program framework for evaluation and payment ⁵¹ . Administrative and pedagogical support offices have received funds for improved planning, monitoring and school support ⁵² for select schools in the nine Project provinces.	performance in select schools in the nine Project provinces. Improved accountability of education administrative and pedagogical support offices in the areas of planning, monitoring and school support in select schools in the nine Project provinces.	Local management of the education sector is strengthened through performance-based financing. ⁵³
** 2.3 – Implement a strategy aimed at increasing the participation of girls in education.	Public awareness campaigns, workshops and other activities in support of girls' education, and to prevent gender-based violence and child marriage, are implemented. Newly revised student textbooks no longer contain sexist references and stereotypes. PBF program incentivizes girls' enrollment, girls taking the TENAFEP, and female grade 1 retention in the nine Project provinces.	Increase awareness on violence prevention and gender equity among school community members (teachers, students, parents, etc.).	Reduced gender gaps in education achievement, incidence of gender-based violence, and child marriage.
Revised Component 3: Management, Monitoring and Evaluation of the Program			
3.1a –Support Project coordination, M&E and the evaluation of outcomes. Develop and implement baseline and end line surveys to monitor impact of Project activities, as well as surveys on citizen engagement and on the impact of the Project-financed PBF program.	Data are available on Project-financed schools, teachers, pupils, households, and communities, as well as on perceptions of beneficiaries and on the impact of the PBF program; baselines are established for indicators	Reliable data inform Government's decision-making on Project-level and sector-level strategies.	Stronger capacity to monitor and evaluate program- and sector-level activities, and to use data to

⁵¹ For schools, indicators to achieve are related to early learning in reading and numeracy, regular and effective school support, the availability of textbooks, teacher and student attendance, internal efficiency, retention of girls, participation of students in the TENAFEP, school budget transparency, and the use of budgets to inform efforts to improve student learning.

⁵² For administrative offices (BGs and BGPs), indicators to achieve are related to the planning and monitoring of in-service training, transparency in teacher recruitment and deployment processes, and the effective operation of administrative offices. For pedagogical support offices (inspection), indicators to achieve are related to site visits to assess school performance and the provision of follow-up recommendations.

⁵³ For this higher-level objective to be reached beyond the schools selected to participate in the program and beyond life of the Project, this assumes that the results of the PBF impact evaluation are positive, that the model is assessed as being cost-effective and scalable, and that the model is scaled up.



Activities	Outputs	Project outcomes	Higher level objectives
	tracking Project-financed activities.		adapt education programs and policies.
**3.1b – Conduct and disseminate results of a study on school, household and individual determinants behind children dropping out of school.	Data are available on school, household and individual determinants behind children dropping out of school, to inform Government dialogue and decision-making.	<u>Stretch Indicator 2:</u> Strategies to improve retention and encourage re-enrollment of students are identified and have been rolled out.	Improved internal efficiency in primary education.
*** 3.1c – Identify primary school teachers who are not included on the Government payroll.	Government gradually takes on in the public payroll previously unidentified primary school teachers. Students are attending primary schools fee-free.	Reduced out-of-pocket expenses paid by households in targeted provinces to access primary education.	Increased access to and reduced dropouts in primary education.
Revised Variable Part Indicators			
Stretch Indicator 1: Quality <i>Reliable measurement of student learning, particularly in the early grades.</i>			
<ul style="list-style-type: none"> Revised activities, related outputs and outcomes labeled with “*” above contribute to the achievement of Stretch Indicator 1. 			
Stretch Indicator 2: Efficiency <i>Developing and implementing strategies to reduce dropout.</i>			
<ul style="list-style-type: none"> Revised activities, related outputs and outcomes labeled with “***” above contribute to the achievement of Stretch Indicator 2. 			
Stretch Indicator 3: Equity <i>Elimination of direct school fees and reduction of households’ out-of-pocket expenses for primary education.</i>			
<ul style="list-style-type: none"> The added activity above and related outputs and outcomes labeled with “****” above contribute to the achievement of Stretch Indicator 3. The other activities outlined below are financed outside of the scope of the Project, so these activities are not directly reflected in the Components 1-3 results chain. 			
Generalization and enforcement of the suppression of school fees for the primary school cycle (grades 1-6) by the Government. Progressive Government financing of school operating costs. Elimination of the fee for TENAFEP beginning in 2018-19.	Students are attending primary schools fee-free. Primary students take the end of primary school national test without having paid fees.	Not applicable.	Increased primary school enrollment and reduced primary student dropout.
Progressive inclusion of previously unpaid primary school teachers on the Government payroll, thereby reducing the need for parental contributions to schools.	Government has taken on in its payroll the salaries of previously unpaid primary school teachers. Students are attending primary schools fee-free.	Not applicable.	
Enforcement of penalties against schools excluding pupils for nonpayment.	Reduced number of schools excluding pupils for nonpayment of out-of-pocket fees.	Not applicable.	



ANNEX 10. 2020 MODIFICATIONS TO THE INTERMEDIATE RESULTS INDICATORS

Table 1. Dropped Intermediate Results Indicators

Original PAD Indicator Number	Intermediate Results Indicators
15	Delivery of ECE using Interactive Audio Instruction in the Project provinces (Yes/No)
18	New “Humanite Pedagogiques” standards are applied in at least 30% of the secondary schools in the Project provinces (Percentage) ⁵⁴
19	Teacher Training Institutions for primary teachers in operations in the Project provinces (Number)
22	Inter-school pedagogical training (<i>reseaux d'écoles de proximité</i> - REP) in the Project province includes class observation and feedback (reporting made by REP) (Yes/No)
23	Teacher Support: % of school directors in the Project provinces hired based on new job description (Percentage)
25	Teacher management: Opening of teaching posts is advertised publicly (at schools and all BG levels) in the Project provinces (Yes/No)
26	A policy framework providing incentives to better performing teachers and teacher educators is developed and approved (Yes/No)
31	Textbooks in Math (3rd grades) in national languages distributed to the schools (Number)
36	Evaluation operation undertaken by IULA (Number)
37	Annual qualitative surveys undertaken to verify stoppage of funds withdrawal of BG from school fee (Yes/No)
38	School developmental plans budgeted using participatory budgeting process (Number)
39	Share of targeted schools receiving funds for including improvement in tests scores in mathematics and reading into their development plan (Percentage)
44	Study to review the causes of drop-out of youth and actions for reinsertion (Yes/No)
45	Study on implementation of basic education (Yes/No)
47	Impact evaluation of Interactive Audio Instruction (IAI) (Text)
49	Citizens' Engagement: Share of school students participating in structured dialogue and planning meetings (Percentage)

Table 2: New IRIs

New IRI
1. Citizens' Engagement: Share of schools receiving textbooks where parent or student representative confirms receipt (Percentage)

⁵⁴ This indicator is written in the original Project Appraisal Document (PAD) Results Framework (page 39) as: “Share of the secondary schools in the Project provinces where New ‘Humanites Pedagogiques’ standards are applied”. However, in the Indicator Description table in the original PAD (page 46) it is written as: “New ‘Humanites Pedagogiques’ standards are applied in at least 30 percent of the secondary schools in the Project provinces”; this latter wording was the one that was used in the results framework during Project implementation, so this restructuring paper also adopted it as the indicator wording.



Table 3 Revised Intermediate Results Indicators

Original PAD Indicator Number	Original	Revised
16	Teacher training: Revised teacher training policy and budgeted strategy (Yes/No)	Teacher training: MEPST elaborates a pre-service teacher training policy and a budgeted action plan (Yes/No)
20	1 st and 2 nd grade teachers, in the Project provinces, trained in reading (Number)	1 st , 2 nd , and 3 rd grade teachers trained in how to effectively teach reading in national languages nationwide (Number)
22	Inter-school pedagogical training (<i>reseaux d'écoles de proximité</i> - REP) in the Project province includes class observation and feedback (reporting made by REP) (Yes/No)	Inter-school pedagogical training networks (<i>reseaux d'écoles de proximité</i> - REP) in the Project provinces meet regularly (Yes/No)
27	Communication/Sensitization campaigns on national languages (Number)	Comments: Indicator wording is unchanged; only annual targets are revised, with the end target set at "4" instead of "1".
28	Textbooks in reading (1 st , 2 nd grades) in national languages distributed to the schools (Number)	Textbooks in reading (1 st , 2 nd , and 3 rd grades) in national languages distributed to schools nationwide (Number)
29	Textbooks in reading (3 rd grade) in national languages distributed to the schools (Number)	French textbooks for 3 rd and 4 th grades distributed to schools nationwide (Number)
30	Textbooks in Math (1 st and 2 nd grades) in national languages distributed to the schools (Number)	Textbooks in math (1 st , 2 nd , 3 rd , and 4 th grades) distributed to schools nationwide (Number)
32	Textbooks in Science distributed to the schools (2 nd and 3 rd grades) (Number)	Textbooks in science (2 nd , 3 rd and 4 th grades) distributed to schools nationwide (Number)
34	Number of direct beneficiaries (students in 1 st , 2 nd , and 3 rd grades benefitting from textbooks) (Number)	Number of direct beneficiaries (students in grades 1-4 benefitting from textbooks and teachers benefitting from training) (Number)
40	Share of targeted schools receiving funds for including drop- out reduction in grade 1 indicator in their development plan (Percentage)	Share of targeted schools receiving funds for reducing dropout in grade 1 as part of their management plan (Percentage)
50	Citizens' Engagement: Share of school parents participating in structured dialogue and planning meetings (Percentage)	Citizens' Engagement: Share of school management plans co-signed by parent committees in targeted schools (Percentage)



ANNEX 11. PRE-RESTRUCTURING ACHIEVEMENT OF PROJECT INDICATORS

Objective 1 Pre-restructuring Indicators

Objective 1 Indicators	Baseline	Achievement by August 2020	End-Target
PDO Indicators			
Percentage increased in primary completion rate in the Project provinces (disaggregated by female)	69.00 (62)	71.00 (63)	82.00 (74)
Percentage increased in average early grade reading score, in national languages for 2 nd grade students in the Project provinces (total) (disaggregated by female)	0.0 (0.0)	0.0 (0.0)	10.0 (10.0)
Increase in early grade reading (EGRA) score, in French for 4th grade students in the Project provinces—total (disaggregated by female)	54.6 (53.6)	0.00 (0.0)	60.00 (59.0)
Increase in EGRA score, in French for 4th grade students—female (phonemic awareness)	27.6 (27.6)	0.0 (0.0)	30.0 (30.0)
Increase in EGRA score, in French for 4th grade students—female (letter name knowledge)	21.1 (19.7)	0.0 (0.0)	23.0 (22.0)
Increase in EGRA score, in French for 4th grade students—female (listening comprehension)	21.7 (20.2)	0.0 (0.0)	23.0 (22.0)
Increase in EGRA score, in French for 4th grade students—female (dictation)	28.5 (24.2)	0.0 (0.0)	31.0 (28.0)
Increase in EGRA score, in French for 4th grade students—female (reading passage)	17.4 (15.7)	0.0 (0.0)	19.0 (19.0)
Increase in EGRA score, in French for 4th grade students (passage comprehension)	5.6 (5.4)	0.0 (0.0)	8.0 (8.0)
Increase in EGRA score in the national languages (4th grade students) in the Project provinces—total (disaggregated by female) (Lingala/Tshiluba language)	0.0 (0.0)	0.0 (0.0)	10.0 (10.0)
Intermediate Indicators			
National Minimum Quality Standards adopted (yes/no)	No	Yes	Yes
Delivery of ECE using Interactive Audio Instruction in the Project provinces (yes/no)	No	No	Yes
1 st and 2 nd grade teachers in the Project provinces trained in reading (number)	0	19,293	64,000
Implementation of standardized class observation method	No	No	Yes
Textbooks in reading (1 st and 2 nd grades) in national languages distributed to the schools	0	0	3,300,000
Textbooks in reading (3 rd grade) in national languages distributed to the schools	0	0	1,500,000
Textbooks in math (1 st and 2 nd) in national languages distributed to the schools	0	0	3,300,000
Textbooks in math (3 rd grade) in national languages distributed to the schools	0	0	1,500,000
Textbooks in science distributed in schools (2 nd and 3 rd grades)	0	0	3,000,000



More than 70 percent of textbooks distributed to schools before the start of the targeted school year (yes/no)	No	No	Yes
Number of direct beneficiaries (student in 1 st , 2 nd and 3 rd grades benefiting from textbooks)	0	0	10,000,000
Impact Evaluation of PBF scheme on learning outcomes	No	No	Results Available
Impact Evaluation of Interactive Audio Instruction	No	No	Results Available

Objective 2 Pre-restructuring Indicators

Objective 2 Indicators	Baseline	Achievement by August 2020	End-Target
PDO Indicators			
One large scale standardized student learning assessment undertaken (yes/no)	No	Yes	Yes
Reduced share of resources from school fees paid by the households that finances administrative offices (BGs) in Project provisions	30.0	30.0	5.0
Intermediate Indicators			
Revised teacher training policy and budget strategy	No	No	Yes
Establishment of the teacher training directorate with MEPS-INC with clearly defined institutional mandate in coordination with the Ministry of Civil Service (Yes/No)	No	Yes	Yes
Teacher training institutions for primary teacher in operations in the Project provinces	0	0	4
New <i>Humanites Pedagogiques</i> standards are applied in at least 30% of the secondary schools in the Project provinces	0.0	0.0	30
Inter-school pedagogical training in the Project provinces includes class observation and feedback (yes/no)	No	No	Yes
Increased percentage of school directors in the Project provinces hired based on new job description	0.0	0.0	80.0
Increased percentage of school directors in the Project provinces trained in leadership (including classroom observation, school development plans)	0.0	0.0	80.0
Opening of teaching posts is advertised publicly (at schools and all BGs) in the Project provinces (yes/no)	No	No	Yes
A policy framework providing incentives to better performing teachers and teachers' educators is developed and approved (yes/no)	No	Yes	Yes
Communications/Sensitization campaigns on national languages	0.0	1.0	1.0
Independent Unit for Learning Assessment created and functional (Yes/No)	No	Yes	Yes
Evaluation operation undertaken by IULA	0.0	0.0	12.0
Annual qualitative surveys undertaken to verify stoppage of funds withdrawal of BG from school fees (Yes/No)	No	No	Yes
Increase in school developmental plans budgeted using participatory budgeting process	0.0	1,342.0	1,350.0
Increased share of targeted schools receiving funds for including improvement in test scores in mathematics and reading into their development plan	0.0	73.0	80.0
Increased share of targeted schools receiving funds for including drop-out reduction in grade 1 indicator in their development plan	0.0	73.0	80.0
Increased number of programs and related textbooks revised for elimination of stereotypes	0.0	3.0	8.0



Semi-annual communication campaigns to prevent violence against females and early child marriage	No	Yes	Yes
Annual campaigns for girls' education (yes/no)	No	Yes	Yes
Study to review the causes of dropout of youth and actions for reinsertion	No	Yes	Yes
Study on implementation of basic education	No	No	Yes
Sector Annual reviews organized by the Permanent Secretariat for Support and Coordination of the Education Sector (SPACE) (Yes/No)	No	Yes	Yes
Increase in the share of school students participating in structured dialogue and planning meetings	0.0	0.0	10.0
Increase in the share of school parents participating in structured dialogue and planning meetings	0.0	0.0	10.0



ANNEX 12. SUPPORTING DOCUMENTS

Project Appraisal Document, World Bank, 2017

Grant Agreement, World Bank, 2017

Project Restructuring, World Bank, 2020

Aides-memoire and Implementation Status Reports 2017–2022