



1. Project Data

Project ID
P116384

Project Name
TG- Education For All-FTI Program

Country
Togo

Practice Area(Lead)
Education

L/C/TF Number(s)
TF-97340

Closing Date (Original)
01-May-2014

Total Project Cost (USD)
45,000,000.00

Bank Approval Date
16-Sep-2010

Closing Date (Actual)
31-Oct-2014

	IBRD/IDA (USD)	Grants (USD)
Original Commitment	0.00	45,000,000.00
Revised Commitment	0.00	44,898,450.30
Actual	0.00	44,898,450.30

Sector(s)
Primary education(86%):Public administration- Education(11%):Pre-primary education(2%):Adult literacy/non-formal education(1%)

Theme(s)
Education for all(100%)

Prepared by
Sheri Lee Bastien

Reviewed by
Judyth L. Twigg

ICR Review Coordinator
Joy Behrens

Group
IEGHC (Unit 2)

2. Project Objectives and Components

a. Objectives

According to the Project Appraisal Document (PAD, page 5) and the Grant Agreement (page 7), the objectives of the project were to: (i) increase coverage of and retention in basic education, (ii) support improvements in the quality of teaching, and (iii) strengthen institutional and community capacity in implementation and management of the project.

The project objectives remained the same throughout the project period; however, at an April 2014 restructuring some key outcome targets were revised. The ICR, and this ICRR, apply a split rating for that reason.



- b. Were the project objectives/key associated outcome targets revised during implementation?

Yes

Did the Board approve the revised objectives/key associated outcome targets?

No

- c. Components

Component 1: Access and retention (Cost at Appraisal: US\$22.6 million; Actual Expenditure: US\$23.0 million). Component 1 was initially comprised of two sub-components that aimed to promote access and retention.

Under subcomponent 1.1, the project would support the construction of new classrooms and related facilities in selected urban areas of Togo. Under sub-component 1.2, the project would carry out specific development projects consisting of the construction of new classrooms and related facilities in select rural areas and would provide grants to eligible school-based management committees. Component 1 would apply the new construction strategy developed by the Ministry of Primary, Secondary Education and Literacy (MPESA) during the preparation of the ESP4 (Education Sector Plan) and build about 815 new classrooms. The classroom design was to be disability-friendly, and these classrooms would be equipped with gender-friendly latrines and water access.

Component 2: Inputs for Quality (Cost at Appraisal: US\$14.7 million; Actual Expenditure: US\$13.7 million). Component 2 was initially comprised of three sub-components.

Sub-component 2.1: this component would provide textbooks in core subjects (e.g., Mathematics and Reading) for public and community primary schools. Sub-component 2.2: the project was to provide sub-grants to eligible COGEPs (school-based management committee or *Comite de Gestion des Ecoles Primaires*) to fund the following: teaching materials; support to teaching and learning; and quality enhancements including pedagogical materials, textbooks, stationery, school building maintenance, and school furniture maintenance. Sub-component 2.3: the project was to provide funding for the construction of Regional Teacher Training Institutes in each of the Kara, Golfe and Centrale regions of Togo.

Component 3: Institutional Strengthening (Cost at Appraisal: US\$7.7 million; Actual Expenditure: US\$7.5 million). Component 3 was comprised of two sub-components.

Sub-component 3.1: the project was to strengthen the school building management capacity and supervision of the MEPSA and of the communities. Sub-component 3.2: the project would support capacity building of the MEPSA. The project would provide such support by: (i) setting up a learning assessment system; (ii) improving consistency of teachers' deployment across schools; and (iii) supporting the preparation of a credible implementation plan for (a) pre-school; (b) literacy development and (b) school health, nutrition and HIV/AIDS.

Revised components at April 2014 restructuring: Under *Component 1*, a new sub-component (1.3) - Construction of water points by private contractors in selected areas, was added. A fourth sub-component (1.4) was also introduced - Reorganization of primary cycle into three sub-cycles, a measure to increase retention in basic education. Under *Component 2*, the following changes were made: development of new curricula and textbooks in Mathematics and Reading was narrowed to focus only on the first grade, with introduction on a pilot basis. Two new activities – review of the curricula for pre-school and literacy training and improving teaching practices through in-service training for teachers at the primary level – were added. *Component 3* remained unchanged.

- d. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Project cost: The actual project cost was USD \$44.2 million. As explained in Annex 1 of the ICR (page 33), of the total grant amount of



US\$45 million, US\$0.1 million was cancelled. In addition, US\$0.7 million remained unspent under the school grants activity as of May 30, 2015. As these resources remained unspent after the project’s closing date, the Bank has formally requested that the Government return these funds to the Global Partnership for Education. This accounts for the different figure presented in the system-generated data sheet (US\$44.9 million) and the total disbursement figures reported in Annex 1 (US\$ 44.2 million). The project team reported that the government of Togo has reimbursed 366 277 367 XOF out of 415 950 665 XOF for the unspent funds in the project. Supporting documentation from the government has been requested.

Financing: The project was a sector investment grant and was financed by a US\$45 million grant from the Education for All/Fast Track Initiative Trust Fund.

Borrower Contribution: There was no planned or actual borrower contribution.

Dates:

April 17, 2014: a Level 2 restructuring was undertaken on the basis of an agreement reached with the Government during the mid-term review (MTR) and in response to a formal government request received by the Bank on August 26, 2013. This restructuring included the following: (i) an amendment to the project description and some additional activities of project components; (ii) a narrowing of the scope of some project-supported activities; (iii) a reallocation of funds from Categories 2 and 3 to Category 1; (iv) revisions to some of the PDO- and intermediate-level indicators and their associated end-of-project targets; and (v) an extension of the project closing date by six months from May 1, 2014 to October 31, 2014.

3. Relevance of Objectives & Design

a. Relevance of Objectives

Relevance of the project’s objectives is rated High under both the original and revised targets. The objectives were aligned with the challenges identified at appraisal and priorities outlined in the Education Sector Plan (ESP) and the education strategy in the Poverty Reduction Strategy Paper (PRSP). The objectives also reflected the Government’s focus on quality education and emphasis on community-based approaches to development activities. As stated in the ICR (page 17) and the PAD (page 1), the key challenges facing the education sector included low completion rates, inequitable access to education, poor quality of education services, and weak institutional capacity to manage the education sector.

At project closure, the objectives continued to be highly relevant and consistent with current strategies, namely: the Interim Strategy Note (ISN) (FY2012-2013), which emphasizes accelerating and sustaining economic growth and strengthening policies that promote improved coverage, quality and delivery of basic services including education (page 9); the World Bank Africa Region Strategy (Africa’s Future and the World Bank Support to It); the World Bank Strategy for Education (Learning for All - Investing in People’s Knowledge and Skills to Promote Development); and the Government’s Accelerated Growth and Employment Promotion Strategy (SCAPE) for the period 2013-2017.

Rating
 High

Revised Rating
 High

b. Relevance of Design

Relevance of the project’s design is rated Substantial under both the original and revised targets. The project design incorporated activities that aimed to address both supply and demand factors associated with increasing coverage and retention of primary education, including improvements in quality of teaching through increasing availability of teaching material and trained teachers, as well as strengthened institutional and community capacity. The activities in each component were clearly linked to its overarching development objectives and the main challenges facing the sector at appraisal. One shortcoming in the design logic, however, relates to how the objective to "support quality of teaching" was operationalized and translated into action within the project. As stated, the objective seems to rely on an underlying assumption that improved availability of teaching materials (including textbooks and trained teachers) could or would lead to improvements in quality of teaching, but the connection between these two is not made explicit. In spite of this weakness, overall the project appropriately identified outputs and intermediate outcomes that were feasible given the duration of the project and the objectives of the Operation. Outputs were logically and plausibly related to achievement of desired outcomes.

The April 2014 restructuring introduced changes that ensured the prioritization of activities that were critical to the achievement of the PDO. The ICR does not present clear information regarding what provisions, if any, were made due to changes associated with restructuring, for instance related to the implementation, evaluation, and learning from the piloting of new textbooks in Mathematics and Reading. It is also not clear that there was an adequate plan developed and implemented to ensure maintenance of constructed water points, which took place under the April 2014 restructuring.



Rating
Substantial

Revised Rating
Substantial

4. Achievement of Objectives (Efficacy)

Objective 1

Objective

Increase coverage and retention in basic education

Rationale

Outputs:

- 996 classrooms were constructed (204 in urban areas and 792 in rural areas), exceeding the original target of 652 and the revised target of 915.
- The ICR does not provide information on the construction of planned water points, which were an integral element of classroom construction. However, in response to the draft ICRR, the GP provided the additional information that 80 percent (16 out of the 20) of the water points planned under the project were constructed.

Outcomes:

- The primary completion rate (PCR) increased from 65% in 2009 to 83.6% in 2014, exceeding both the original target of 74% and the revised target of 81%. For girls, the PCR increased from 72.1% in 2013 to 80% in 2014, exceeding the target of 73.5%. 90,200 project beneficiaries were female, exceeding the target of 75,000.
- The primary retention rate increased from 57.1% in 2011 to 66% in 2014, exceeding the target of 62%, with a 2014 rate of 66.1% among girls.
- Over 92% of beneficiary survey respondents were satisfied or very satisfied with the school construction program in their communities, exceeding the original target of 70%.

The outputs and outcomes associated with Objective 1 relate primarily to the project's focus on supporting community-based construction in both rural and urban areas. These outputs and outcomes are plausibly connected to increased coverage through improved access and retention, as evidenced by improvements in the PCR, though this is also likely due to other factors such as quality improvements in the teaching and learning environment.

Rating
Substantial

Revised Objective

The objective was not revised, but the outcome target for PCR was increased from 74% at appraisal to 81% at the April 2014 restructuring to take into account revised population data.

Revised Rationale

Substantial achievement under the revised outcome targets.



Revised Rating
Substantial

Objective 2

Objective
Support improvements in the quality of teaching

Rationale

Outputs:

- Progress was made on the development of a new primary-level curriculum that employs a competency-based approach, though it is reported in the ICR that there were considerable delays in rolling out this activity.
- 2.9 million textbooks and teachers' guides in primary-level Reading and Mathematics were purchased and delivered to schools, exceeding the target of 1.6 million. New textbooks in Mathematics and Reading for grade 1 were finalized; the ICR reports that the piloting of these texts was ongoing at project closing.
- The textbook: student ratio for Reading increased from 1:2 in 2009 to 1.2:1 in 2014, and for Mathematics increased from 1:2.1 in 2009 to 1:1 in 2014, exceeding the original targets of 1:1.4 and 1:1.5, respectively.
- Three Primary Teacher Training Institutes (*Ecole Normale d'Instituteurs*) were in advanced stages of construction and equipping at project closing, with students and staff selected, achieving the target. 3,000 teachers were provided in-service training.
- The number of school grants delivered to schools in 2011/2012 totaled 3,500. Funding for school grants in 2012/2013 and 2013/2014 was transferred to the Inspectorate level, but approximately US\$700,000 (or 12% of the US\$5.7 million allocated to this activity) remained unspent at the Inspectorate level. The Bank has requested that the government return the unspent resources to the Global Partnership for Education.
- The government reorganized the primary education system into three sub-cycles and prohibited repetition within each of the sub-cycles. According to the ICR, this was an important measure to reduce repetition and to increase the internal efficiency of the education system.

Outcomes:

Although most output targets were exceeded, the ICR does not provide information on the extent to which these outputs resulted in actual improvements in the quality of teaching. This lack of information makes it difficult to undertake a more comprehensive evaluation to determine whether intended outcomes, such as improvements in the quality of teaching, were achieved. Quality, when it comes to teaching and learning materials, is multidimensional, and requires precise operationalization within a project in order to assess whether the project has achieved its intended outcomes. In the absence of information concerning who developed these materials, how they were developed and piloted, and what the findings were from the studies (if feasible given the timeline), this ICRR cannot assess the achievement of this objective. In addition, there are likely other important factors associated with improved quality of teaching that were not addressed in the project. Monitoring of the impact of efforts to improve quality of teaching would have benefitted from tracking teacher retention and absenteeism.

As noted in the ICR, there were challenges associated with the school grants sub-component. However, there is insufficient information concerning the national reforms that led to the competency-based approach and the evidence base to support the decision to adopt three sub-cycles to reduce repetition and increase internal efficiency. According to the project team, within the project the adoption of the three sub-cycles resulted in reduced repetition to 24% in 2010 and to 11% in 2013/14, but the ICR does not include numbers for the first cohort or the staff that were recruited.

In response to the draft ICRR, comments from the GP highlighted additional information related to the impact of the project on the quality of teaching. It was noted that the 3000 community teachers ("enseignants volontaires") who received in-service training during the last year of the project are currently in the process of being converted to regularized teachers. This upgrading of skills may also have a positive impact on the quality of teaching. The comments received also emphasized that since the trainings took place during the last year of the project, it was not possible to measure the impact of the training on teaching practices during the project period. An assessment of teacher competencies and classroom practices will, however, be carried out under the new project (PERI 2) that is currently under way.



Rating
Modest

Revised Objective
Not applicable, as this objective was not revised.

Revised Rationale
Not applicable, as this objective was not revised.

Revised Rating
Not Rated/Not Applicable

Objective 3

Objective
Strengthen institutional and community capacity in implementation and management of the project

Rationale

Outputs:

- 266 COGEPs were trained in various modules to develop capacity for effective management and implementation of the school construction program and the management of textbooks. The project team clarified that the following modules were developed and delivered to the school management committees: (i) community organization and communication; (ii) financial management (FM); (iii) procurement; (iv) M&E; and (v) maintenance of construction. Approximately two-thirds of the 204 targeted communities completed four of the five training modules. Financing agreements related to project supported activities were signed between all COGEPs and the relevant Inspectorates.
- A number of Ministry staff at the central and decentralized levels also benefited from training supported under the project (exact number not specified in ICR).
- Dialogue was held between the Bank and the government concerning the equitable deployment of teachers.
- A time-bound capacity building plan for MEPSA was rolled out, with skills transfer occurring between the Project Coordination Unit (PCU) and Ministry staff in key areas such as financial management, procurement, and civil works management. This plan was 90% implemented, surpassing the target of 75%. In addition to specific capacity-building activities, skills transfer was also promoted through the project by pairing counterparts with specialists working for the project. A Competency Transfer Plan was finalized to continue to guide skills transfer and capacity-building within the Ministry at the central and decentralized levels.
- By project closing, a national student learning assessment system was established and was fully functional.
- Plans for Pre-School, Literacy Development, and School Health, Nutrition and HIV/AIDS programs were finalized and validated by the government.

Outcomes:

- The Teacher Deployment Consistency Index, a measure of the internal efficiency of the education system, improved from 0.55 in 2009 to 0.73 in 2014, exceeding the target of 0.60.
- 99.6% of schools were constructed by school-based committees according to standardized school construction guidelines, exceeding the target of 80%.

The outputs and outcomes for this objective are related primarily to the development and implementation of capacity building and training initiatives provided by the project. In addition, project outputs under this objective include increased equity in the deployment of teachers, a



national system for student learning assessment, and the development of implementation plans for pre-school, literacy development and school health, nutrition and HIV/AIDS. These outputs, in particular the training modules that were developed and delivered to the school management committees, the time-bound capacity building plan, and the Competency Transfer Plan, are likely to have contributed to strengthened institutional and community capacity to manage the project. The national system for student learning assessment will build capacity to monitor and assess student learning, and has clear links to the objective to improve the quality of teaching.

Rating
Substantial

Revised Objective
Not applicable, as this objective was not revised.

Revised Rationale
Not applicable, as this objective was not revised.

Revised Rating
Not Rated/Not Applicable

5. Efficiency

The ICR provides the following data on the efficiency of project resources with respect to returns to education and the cost-effectiveness of school construction and textbooks:

Returns to Education: The ICR presents Estimated Mincer Wage Coefficients. According to the ICR, the project contributed to increased educational access and attainment of beneficiaries. An economic analysis of the returns to education using the Survey on Basic Indicators of Well-Being shows that there are positive returns to primary and lower secondary education. The ICR reports that these findings provide strong evidence of the economic and social importance of investing in primary education within the Togolese context. These findings also support the economic and financial analysis in Annex 9 of the PAD, which indicates that spending distribution by level of education is in line with needs in the Togolese context, but that investments in the development of pedagogical material has been insufficient, making the project outputs of particular relevance. It is important to bear in mind that these analyses are based on country-level surveys that make attribution to the project difficult to ascertain.

Cost-effectiveness of School Construction and Textbooks:

School construction. The estimated unit cost for construction of classrooms using the community-based approach was US\$110 per square meter, compared to US\$216 per square meter using a construction management agency (CMA). The CMAs encountered delays in addition to cost overruns. However, only about 20% of classroom construction financed by the project was done by the CMA. The majority, using the community-based approach at US\$110 per square meter, compared favorably with that of Bank-sponsored projects in other countries: The Gambia (US\$175-\$188), Mauritania (US\$ 197), and Niger (US\$ 220).

Textbook procurement and delivery. The project delivered significantly more textbooks than planned. The actual unit costs of textbooks and teachers' guides were lower at US\$1.60 and US\$3.20, respectively, than the original unit cost estimations of US\$3.70 and US\$4.00, respectively. As reported in the ICR, there were challenges with systematic tracking of textbooks; nevertheless, field reports and site visits indicated that, for the most part, textbooks arrived in schools in a timely manner. There were some instances of project-purchased textbooks being illegally sold, but the government addressed that situation quickly and effectively.

Cost-Benefit Analysis: The ICR presents a cost-benefit analysis with clearly specified assumptions in order to assess the project's quantifiable benefits in the area of access/equity (school construction) and quality. The stated assumptions (ICR, pp. 23-24) include: i) that the NPV and IRR are at their lowest bound for the impact of the project; ii) a discount rate of 5%; iii) an official exchange rate of 500 FCFA per US\$1; iv) wages and employment levels estimated for various educational levels using data from the 2011 Survey on Basic Indicators of Well Being; v) that wages change with age over the duration of the benefits with adjustments for inflation; vi) that the difference in wages remains the same throughout the career of each beneficiary; vii) beneficiaries entering the labor market at age 15; and ix) schools providing services for 40 years. Benefits pertaining to institutional strengthening and capacity building are more difficult to quantify and consequently are not included in the analysis. The analysis finds (base scenario) a Net Present Value (NPV) for the school construction activities of US\$57.8 million with an



IRR of 16% and cost-benefit ratio of 4.75, for the textbook procurement activities of US\$ 65.7 million with an IRR of 20% and cost-benefit ratio of 6.75, and for the entire project of US\$ 123.4 million with an IRR of 18% and cost-benefit ratio of 5.60.

Implementation efficiency: As noted in the ICR, there were challenges associated with the delivery and execution of the school grants. Initially the school grants were to be transferred to the school level; however, the costs of maintaining an account for each school were too high, and it was therefore agreed to transfer the school grants to Inspectorates for the financing of activities authorized by the COGEPs. In addition, there were delays and relatively high costs for classrooms constructed by the CMA, as well as overall implementation delays for key activities.

Efficiency Rating

Modest

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	18.00	100.00 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

Relevance of Objectives is rated High under the original and revised targets, as the PDOs were aligned with the challenges identified at appraisal and with the priorities outlined in the ESP and the education strategy in the PRSP. Relevance of Design is rated Substantial under the original and revised targets, as the project's planned activities were logically and plausibly connected to achievement of intended outcomes. Achievement of the objective to increase coverage and retention of basic education is rated Substantial under both the original and revised targets, as the primary completion and retention rates exceeded targets for the entire population, and girls' completion and retention increased as well. Achievement of improvement in the quality of teaching is rated Modest, due to lack of information on outcomes and challenges related to the school grants. Achievement of strengthening institutional and community capacity is rated Substantial given the number of important outputs associated with this objective and evidence of associated outcomes. Efficiency is rated Modest due to implementation challenges, delays, and higher than projected costs for some key activities. Taken together, these ratings are indicative of moderate shortcomings in the project's preparation and implementation under both the original and revised targets, and therefore an Outcome rating of **Moderately Satisfactory**.

a. Outcome Rating

Moderately Satisfactory

7. Rationale for Risk to Development Outcome Rating

A large portion of resources available for the education sector in Togo are provided by the various donors operating within the country, including AFD (French Development Agency or *Agence Francaise de Developpement*), Islamic Development Bank, World Food Programme, and GPE,



among others. As stated in the ICR, the government's prioritization of the basic education sector is reflected in its allocation to recurrent expenditures, which are higher than the sub-Saharan Africa (SSA) average, as well the fact that nearly half of the sector budget is devoted to primary education. A number of activities supported under the project are being continued and/or scaled up under a follow-on project, PERI 2. The emphasis in the project on capacity-building interventions at various levels within the Ministry and the community also contributes to its sustainability. Approaches that worked well, such as community-based construction, will be continued in PERI 2, with additional training provided in areas related to school construction and management of school-level activities. As noted in the ICR, the strong emphasis in the project on strengthening community-based development increases the likelihood that gains achieved under the project will be sustained and/or scaled up in the future.

There are, however, important aspects of the context to bear in mind that may impact the risk to development outcomes. For instance, sustainability at the institutional level is essential, and lack of stability in this regard could pose a risk to the achieved outcomes of the project. The government's ability to provide strong and transparent governance as well as maintain a stable medium-term framework is an additional key consideration. The vulnerability of the Togolese economy to a range of unpredictable external factors must also be considered as a risk to development outcomes.

- a. Risk to Development Outcome Rating
Modest

8. Assessment of Bank Performance

- a. Quality-at-Entry

Risks were appropriately identified at appraisal. Close collaboration between the Bank, the Togolese government, and other relevant actors ensured that activities undertaken by the project were consistent with the framework of the ESP. The project was also closely aligned with the government's strategic agenda and targeted a number of challenges facing the education sector. The project's design was informed by evidence from similar settings with respect to community-based construction. The design also included an emphasis on sustainability through efforts to provide training and skills transfer to strengthen community capacity. Mitigation measures to minimize potential risks identified during the project preparation phase, for instance concerning institutional capacity and financial management, are detailed in the operation documents, demonstrating that careful thought and planning went into the planning of the project.

Quality-at-Entry Rating
Satisfactory

- b. Quality of supervision

Supervision of project activities involved close collaboration between the Bank and the government to provide timely and responsive corrective measures when necessary. The ICR notes that there was also an education team member in-country who supported the day-to-day management of the operation. The Bank conducted regular supervision missions, and joint annual sector reviews were also completed in order to document project achievements, identify bottlenecks and challenges, and take corrective action. One such challenge that arose during the project relates to the distribution of textbooks, which was identified and addressed through joint efforts between the Bank and the Togolese government. As noted by the ICR, in spite of several strong aspects of the Bank's supervision, the financial management functions performed by both the Bank and the externally recruited auditor were of poor quality, with the Interim Financial Reports (IFR) not including an adequate assessment of use of funds at the school level related to school grants. Thus, the financial management system was unable to adequately monitor the effective provision and execution of all school grants. The Bank proactively sought to address these issues by undertaking focused supervision missions and by raising this issue with the government and Bank management. The ICR also notes that there were delays associated with restructuring to narrow the scope and relevance of activities to ensure achievement of the PDO. However, in the later phases of the project (extended once for six months), joint efforts by the Bank and the government resulted in completion of project activities by the closing date.

Quality of Supervision Rating
Moderately Satisfactory

Overall Bank Performance Rating



Moderately Satisfactory

9. Assessment of Borrower Performance

a. Government Performance

The Togolese government was proactive and demonstrated strong commitment to the sector throughout the duration of the project. The government worked closely with the Bank to design the project and provided ongoing support to various stakeholders in the sector involved in project activities. When challenges and issues were identified in the course of project implementation, such as delays in construction and higher than anticipated costs of construction, the government took steps to strengthen dialogue and to assist in mitigating challenges. When anomalies were observed with respect to the distribution of textbooks, the government held relevant individuals accountable. The ICR notes that the government also showed its strong commitment to fulfilling its fiduciary responsibilities under the project. In response to field-level reports of challenges associated with the distribution of school grants to COGEPs, the government commissioned a thorough audit to rectify issues identified and to ensure that lessons learned were taken into account in the design of PERI 2.

Government Performance Rating
Satisfactory

b. Implementing Agency Performance

Delays in launching project-supported activities, including the provision and delivery of textbooks and urban and rural construction, were noted by the ICR, particularly in the early stages of the project. As a result, disbursement was low. The Project Coordinating Unit (PCU) worked closely with relevant actors to increase the pace of implementation, for instance by identifying bottlenecks and providing ongoing support. Although the Implementing Agency's performance was generally adequate, staff turnover and shortcomings in its oversight of the delivery and execution of school grants at the local level posed challenges. In spite of this, most of the planned outputs and outcomes were achieved by the operation's closing date with only one extension of six months required.

Implementing Agency Performance Rating
Moderately Satisfactory

Overall Borrower Performance Rating
Moderately Satisfactory

10. M&E Design, Implementation, & Utilization

a. M&E Design

Pre-restructuring M&E Design:

The results framework for the project was based on the logical diagnostic tool developed by the World Bank Africa Region. The indicators were a sub-set drawn directly from the ESP Monitoring Framework. The framework was overall relevant, appropriately aligned with each of the objectives and measurable. However, as acknowledged in the PAD (page 5), the key performance indicators were more output indicators than outcome indicators due to the relatively short duration of the project (3 years), which is too short to achieve substantial improvements on the majority of relevant outcome indicators, in particular with respect to quality (ie. student learning). As noted previously, a shortcoming in the project design relates to a lack of clear operationalization, monitoring and evaluation of the intended outcome of improved quality of teaching. Also reported in the PAD (page 12), the criteria used to calculate and verify the level of achievement of a few intermediate-level indicators could have been clearer.

Data sources that were drawn from the design of the project's results framework and for monitoring progress included: the education management information system (EMIS); external evaluations; technical audits and surveys; annual and project progress reports; and education statistical yearbooks.

Post-restructuring M&E Design:

Under the 2014 restructuring, a number of modifications were introduced to the project's results framework and M&E arrangements and documented in the ICR. Indicators measuring the primary retention rate, the primary completion rate among girls, and the percentage of schools constructed by school-based committees were added. An indicator measuring the implementation of the time-bound capacity building plan was



reclassified as an intermediate-level performance measure. Target values were adjusted to take into account newly available population data and to account for additional time available while maintaining the ambitious nature of the project. As noted in the ICR, indicators on implementation plans were made more specific by committing the project to supporting the finalization of the plans rather than beginning their implementation. The revisions were aimed to enable the project to better capture progress on objectives. Annex 10 in the ICR provides a detailed overview of the indicators and end-of-project targets over the life of the operation. Monitoring of sub-component 1.3, Construction of Water Points by Private Contractors in Selected Areas, however, is not described.

The PAD noted that the Gender Parity Index in primary education was not included in the results framework, since there would not be direct impact from the project on gender, though it was supposed to be monitored as one of the key ESP indicators. The PAD acknowledged that in addition, there were numerous potential indirect impacts from the project as a result of building new classrooms in locations where enrollment ratios and consequently gender parity indices were the lowest, and also that there was evidence to suggest that building schools with separated latrines (as this project did) would have a significant impact on girls' attendance. In addition, the PAD noted that the school grants could have indirect effects on girls' retention and repetition, because the gender ratio and repetition rate were included in the performance indicators used for the calculation of the school grants; however, this was not reported in the ICR. Studies to investigate the impact of the project on girls' attendance were not included in the project's M&E plan, nor were efforts to understand the impact of disability friendly classroom design.

b. M&E Implementation

According to the ICR (page 13), MEPSA's capacity to collect, analyze, and report on data was limited at project inception. Initial efforts to build capacity were insufficient to ensure proper monitoring and evaluation. M&E capacity improved over the life of the project, with the recruitment of an M&E specialist and through technical assistance provided by the Bank. As noted previously, a number of the PDO-level indicators were drawn from the ESP, and progress was systematically tracked, enabling the project to benefit from this pre-existing mechanism to collect and report on data for key outcome indicators.

During the project, some additional field-level M&E was introduced to track progress, for instance to verify adherence to the construction timetable, maintenance of speed of implementation, and identification and addressing of bottlenecks. Additionally, technical reports for the civil works activities and capacity-building interventions were produced periodically throughout the project. Further, the project supported the establishment of a national student learning assessment system and an evaluation unit within the MEPSA. The findings from these assessments were incorporated into the government's annual assessment of the education sector and have also informed the design of PERI 2, which became effective on July 2, 2015.

As the ICR notes, certain activities such as the delivery of textbooks were monitored through field-level missions, rather than through a more comprehensive systematic mechanism. While there was M&E at various levels, the entire process did not have a complete M&E system to track issues at the school level, a noted shortcoming. In particular with respect to school grants, although the grant amount to be awarded to each school was made public and the relevant funding was provided to the Inspectorates, there was no decentralized and formal tracking mechanism in place, leading to implementation challenges. It would have been preferable to monitor a larger sample of communities in order to have a more accurate understanding as to whether or not there were any systemic issues in the provision and processing of the school grants. Further, the ICR notes that the beneficiary survey was carried out too far into the project for the findings to be used to improve implementation.

c. M&E Utilization

The M&E design and utilization were generally sound with a few noted shortcomings; however, the beneficiary survey was not conducted sufficiently early on such that corrective measures could be taken, and in addition the delivery and execution of the school grants activity could have been more closely monitored and evaluated. The timeframe of the project in general was too short to allow for proper utilization of data to improve the operation; however, the findings will be used to inform PERI 2.

M&E Quality Rating
Modest

11. Other Issues

a. Safeguards

The project was classified as Environmental Category "B" and triggered OP 4.01 Environmental Assessment and OP 4.12 Involuntary



Resettlement due to the potential negative environmental and social impacts related to the construction of schools. As a result, an Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) were prepared and disclosed in January 2010. As noted by the ICR, efforts were made by the project to ensure adherence with safeguards standards and requirements and to strengthen the capacity of relevant actors, as well as increase the availability of tools to assess and address environmental and social risks. No significant safeguards issues were identified throughout the course of project implementation. Technical audits and supervision missions by the Bank ensured adequate follow up in instances where minor challenges arose. With respect to the need for a resettlement action plan (RAP) for one of the identified teacher training sites, the government was requested to provide counterpart funding to ensure necessary safeguards measures were used in construction. The ICR reports that some of the challenges were related to ensuring necessary studies were undertaken in a timely manner and were comprehensive in their assessment of specific sites and ensuring timely response when any issues did arise. Safeguards compliance after restructuring, which involved the construction of latrines and water points, was not described in the ICR. The ICR does not state explicitly whether there was compliance with all safeguard policies.

b. Fiduciary Compliance

Financial management (FM): As reported in the ICR, an initial assessment of FM capacity identified limitations that needed to be addressed in order to satisfy the World Bank's minimum requirements under OP/BP10.02. The specific recommendations included: (i) preparation of a financial and administrative procedures manual; (ii) recruitment of one FM specialist and one accountant with qualifications and experience satisfactory to the World Bank; (iii) the development and implementation of accounting software; and (iv) the recruitment of an external auditor with qualifications and experience satisfactory to the World Bank. The FM risk at the time of project appraisal was rated High; however, if the proposed measures were adopted it would be considered Substantial. It was also identified that the project required a Public Expenditure Tracking Survey (PETS) which would focus on the delivery of textbooks and provision of school grants. Additional capacity-building measures were supported under Component 3 of the project.

The fiduciary aspects of the project were handled by the PCU located within the MEPSA, with a procurement specialist hired as a condition of grant effectiveness and an FM specialist and project accountant recruited in adherence with a legal covenant in the Grant Agreement. The ICR reports that several actions were undertaken to ensure greater transparency and accountability in the use of project funds, including the hiring of key staff and an external auditor, and the use of an acceptable accounting software system. All audits were of unqualified opinion, although some were reported to be of poor quality and delayed in their submission. These audits, however, did not provide sufficient data and analysis pertaining to the effective delivery of school grants. In addition, staff turnover was reported to be a challenge. The ICR states that unaudited interim financial reports (IFRs) should have included a more detailed breakdown of actual expenditures by the various project-supported activities.

One of the main challenges identified in the ICR relates to the school grant mechanism, which did not function properly and reach the intended beneficiaries. A field-level mission was undertaken in March 2014 in order to better understand the issue, followed by a government-commissioned audit in May 2014 that had been requested by the Bank. The report revealed that only 2.5% of schools were adhering to procedures required in the Manual; only three public accounting offices (out of 33) were keeping electronic records related to the grants to track expenditures; mid- and senior level management in many cases were not regularly monitoring the delivery and execution of school grants to assure that policies, principles and procedure were followed; and the project account was poorly monitored. As described in the ICR, a number of concrete actions were proposed and have been agreed to rectify the identified issues. The project team reported that school grants are now managed directly by the school-based management committees and that schools have their own bank accounts in order to manage funds.

Procurement:

Procurement under the project was reported by the ICR to be timely and effective, although the actual costs were higher than the appraised estimates. A more comprehensive account of the use of project funds over time would have been possible if the FM accounting software had been fully set up earlier.

c. Unintended impacts (Positive or Negative)

None reported.

d. Other



12. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Moderately Satisfactory	Moderately Satisfactory	---
Risk to Development Outcome	Modest	Modest	---
Bank Performance	Moderately Satisfactory	Moderately Satisfactory	---
Borrower Performance	Moderately Satisfactory	Moderately Satisfactory	---
Quality of ICR		Substantial	---

Note

When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.

The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate.

13. Lessons

The ICR presents a number of lessons (pages 31-32), including:

- A community-based approach to construction, while a complex undertaking, can provide a number of important benefits. In this case, community-based construction of classrooms proceeded with fewer delays and cost overruns compared to that implemented by a construction management agency.
- Applying a phased approach to development activities can pay high dividends in terms of its development effectiveness and impact. In this case, phasing of both community-based construction and training activities permitted learning-by-doing.
- The establishment of a robust FM system capable of tracking project expenditures at the beneficiary level is most efficiently implemented at the design phase of any operation.

In addition, IEG identifies three further lessons:

- Revisions to a project's components will allow for appropriate M&E only if they occur sufficiently early in a project's lifecycle. In this project, restructuring occurred at a late stage in the project and therefore did not allow for optimal M&E and also necessary changes to safeguards. In particular, this project could have included additional output and outcome indicators that would have contributed to increased understanding of quality of teaching and teaching materials, as well as how quality factors can be better operationalized in future projects and the impact of quality improvements on access and retention.
- Pilot studies conducted within a project can only inform future project development and policy making if they are rigorously monitored and evaluated. In the case of this project, evaluation of the piloting of new textbooks in Mathematics and Reading, as well as curricula for pre-school and literacy training and improving teacher practices, should have been carefully evaluated and reported on. This represents a missed opportunity for learning.
- Consistent with experiences from other similar projects, designing an operation closely aligned with the government's ESP and PRSP and with strong government ownership and an emphasis on capacity building at all levels is essential to effective implementation and sustainability. In the case of this project, the overall design and alignment with government priorities and preferred approaches contributed substantially to overall effectiveness and sustainability of the project, as highlighted by the fact that many of the project activities are being continued or scaled up under the follow-up project (PERI 2).

14. Assessment Recommended?

No



15. Comments on Quality of ICR

The ICR is concise and well written. It provides a candid assessment of project weaknesses and provides useful suggestions for improvement, in particular with regards to M&E. However, an adequate discussion concerning attribution of observed outcomes to project-financed interventions is lacking. The quality of the evidence and analysis of the results chain is satisfactory, with some gaps. There is no documentation available to substantiate compliance with safeguards policies after restructuring.

- a. Quality of ICR Rating
Substantial