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The World Bank
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Report No: ICR00005076

IMPLEMENTATION COMPLETION AND RESULTS REPORT

[TF-16568, TF-17720, TF-A2012, IDA-61070]

ON A

GLOBAL PARTNERSHIP FOR EDUCATION FUND (TF-16568) AND
MULTI-DONOR TRUST FUND GRANT (TF-17720)
IN THE AMOUNT OF US\$17.9 MILLION AND US\$5.5 MILLION

AND

AN EBOLA RECOVERY AND RECONSTRUCTION TRUST FUND GRANT (TF-A2012)
IN THE AMOUNT OF US\$0.95 MILLION

AND

AN ADDITIONAL IDA CREDIT (IDA-61070)
IN THE AMOUNT OF SDR 7.35 MILLION (US\$10 MILLION EQUIVALENT)

TO THE

Republic of Sierra Leone

FOR THE

Revitalizing Education Development in Sierra Leone (REDiSL) Project

June 30, 2020

[This ICRR replaces the version published in the Board Operations System on July 15, 2020. Ratings in the data sheet have been changed to reflect the ratings in the main ICR text]

Education Global Practice
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective {Dec 01, 2019})

Currency Unit = SLL

US\$1 = 7,438.00 SLL¹

US\$1 = SDR 0.73411²

FISCAL YEAR

July 1 - June 30

Regional Vice President: Hafez M. H. Ghanem

Country Director: Pierre Frank Laporte

Regional Director: Amit Dar

Practice Manager: Halil Dunder

Task Team Leader(s): Himdat Bayusuf

ICR Main Contributor: Lauren Justine Marston

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
ASC	Annual School Census
BECE	Basic Education Certificate Examination
CAS	Country Assistance Strategy
CBA	Cost-Benefit Analysis
CLC	Community Learning Center
CoP	Community of Practice
CPF	Country Partnership Framework
CSD	Capacity Development Strategy
CSO	Civil Society Organization
CSR	Country Status Report
CU	Change Unit
DEO	District Education Offices
DFID	Department for International Development
DP	Development Partner
DSTI	Directorate of Science, Technology and Innovation
ECCE	Early Childhood Care and Education
ECD	Early Childhood Development
EDPG	Education Development Partners Group
EFA	Education for All
EFA-FTI	Education for All-Fast Track Initiative
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
ELP	Early Learning Platform
EMIS	Education Management Information System
EREP	Emergency Radio Education Program
ERRTF	Ebola Recovery & Reconstruction Trust Fund
ERTF	Education Response Task Force
ESMF	Environmental Safeguards Management Framework
ESP	Education Sector Plan
ESRP	Ebola Strategic Response Plan
ESS	Education Sector Strategy
EU	European Union
EVD	Ebola Virus Disease
FM	Financial Management
FQSE	Free Quality School Education
FREE	Focusing Resources on Equity and Education
GA	Grant Agreement
GBV	Gender Based Violence
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIR	Gross Intake Rate
GoSL	Government of Sierra Leone

GPE	Global Partnership for Education
GPI	Gender Parity Index
GPS	Global Positioning System
GRM	Grievance Redress Mechanism
HDI	Human Development Index
ICM	Implementation Completion Memorandum
IE	Impact Evaluation
IEG	Independent Evaluation Group
IFR	Interim Financial Report
IRI	Intermediate Results Indicator
IRN	Independent Radio Network
IRR	Internal Rate of Return
ISR	Implementation Status and Results Report
JCAS	Joint Country Assistance Strategy
JSS	Junior Secondary School
LAN	Local Area Network
LC	Local Council
LEG	Local Education Group
LGIHE	Luigi Giussani Institute of Higher Education
LIC	Low-Income Country
M&E	Monitoring and Evaluation
MEST	Ministry of Education, Science and Technology
MBSSE	Ministry of Basic and Senior Secondary Education
MDG	Millennium Development Goal
MDTF	Multi-Donor Trust Fund
MoHS	Ministry of Health and Sanitation
MTHE	Ministry of Technical and Higher Education
MTR	Mid-Term Review
NERC	National Ebola Response Centre
NERS	National Ebola Recovery Strategy
NGO	Non-Government Organization
NPSE	National Primary School Examination
NPV	Net Present Value
PAD	Project Appraisal Document
PBF	Performance-Based Financing
PCR	Primary Completion Rate
PDO	Project Development Objective
PIN	Payroll Identification Number
PIWG	Protocols Implementation Working Group
PPP	Purchasing Power Parity
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
REACH	Results in Education for Children Trust Fund
REDiSL	Revitalizing Education Development in Sierra Leone Project
RAP	Resettlement Action Plan
RF	Results Framework

SDP	School Development Plan
SGIM	School Grants Implementation Manual
SLBC	Sierra Leone Broadcasting Corporation
SLIHS	Sierra Leone Integrated Household Survey
SMC	School Management Committee
SMWG	Social Mobilization Working Group
SR	Situation Room
SSA	Sub-Saharan Africa
SSS	Senior Secondary School
TA	Technical Assistance
TSC	Teaching Service Commission
WAEC	West African Examinations Council
WASSCE	West African Senior School Certificate Examination
WHO	World Health Organization



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

Project ID	Project Name
P133070	Sierra Leone - REVITALIZING EDUCATION DEVELOPMENT IN SIERRA LEONE
Country	Financing Instrument
Sierra Leone	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

Related Projects

Relationship	Project	Approval	Product Line
Additional Financing	P155316- Revitalizing Education Development in Sierra Leone (REDiSL) Additional Financing	09-Jun-2016	Recipient Executed Activities
Supplement	P155311-Revitalizing Educ Devlpt in Sierra Leone Additional Financing		Recipient Executed Activities
Supplement	P163161-Additional Financing of the Revitalizing Education Development in Sierra Leone Project	20-Jun-2017	IBRD/IDA

Organizations

Borrower	Implementing Agency
Ministry of Finance and Economic Development	Ministry of Education, Science, and Technology (MEST)



Project Development Objective (PDO)

Original PDO

The Project Development Objective is to improve the learning environment in targeted schools and establish systems for monitoring of education interventions and outcomes. To do this, the Project will finance elements of the ESP that deliver intermediate results while simultaneously addressing critical issues in the system to build the foundation for better management and efficiency within the sector.

FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
P133070 TF-17720	2,464,800	2,464,797	2,464,797
P133070 TF-16568	17,900,000	17,656,156	17,656,156
P133070 TF-A2012	950,000	949,142	949,142
P133070 IDA-61070	10,000,000	9,999,433	10,322,220
Total	31,314,800	31,069,528	31,392,315
Non-World Bank Financing			
Borrower/Recipient	0	0	0
Total	0	0	0
Total Project Cost	31,314,800	31,069,528	31,392,315

KEY DATES

Project	Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
P133070	31-Jul-2014	29-Sep-2014	19-Jul-2016	28-Feb-2017	31-Dec-2019



RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
02-Jan-2015	1.01	Change in Results Framework Change in Components and Cost Reallocation between Disbursement Categories
14-Feb-2017	16.96	Change in Components and Cost Change in Loan Closing Date(s) Change in Financing Plan Reallocation between Disbursement Categories

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	02-Dec-2014	Satisfactory	Satisfactory	1.01
02	29-Jun-2015	Satisfactory	Moderately Satisfactory	3.57
03	30-Dec-2015	Moderately Satisfactory	Moderately Satisfactory	3.57
04	27-Jun-2016	Moderately Satisfactory	Moderately Satisfactory	7.56
05	30-Dec-2016	Moderately Unsatisfactory	Moderately Unsatisfactory	7.56
06	23-Feb-2017	Moderately Satisfactory	Moderately Satisfactory	16.96
07	30-Apr-2017	Moderately Satisfactory	Moderately Satisfactory	16.96
08	02-Jan-2018	Moderately Satisfactory	Moderately Satisfactory	21.31
09	29-Jun-2018	Moderately Satisfactory	Moderately Satisfactory	25.56
10	31-Dec-2018	Moderately Satisfactory	Moderately Satisfactory	25.31
11	28-Jun-2019	Satisfactory	Satisfactory	29.18
12	27-Dec-2019	Satisfactory	Satisfactory	31.39



SECTORS AND THEMES

Sectors

Major Sector/Sector	(%)
Education	100
Early Childhood Education	10
Primary Education	40
Secondary Education	20
Other Education	30

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
Human Development and Gender	100
Education	100
Access to Education	40
Education Financing	30
Science and Technology	10
Teachers	10
Standards, Curriculum and Textbooks	10

ADM STAFF

Role	At Approval	At ICR
Regional Vice President:	Makhtar Diop	Hafez M. H. Ghanem
Country Director:	Yusupha B. Crookes	Pierre Frank Laporte
Director:	Claudia Maria Costin	Amit Dar
Practice Manager:	Peter Nicolas Materu	Halil Dundar
Task Team Leader(s):	Kaliope Azzi-Huck	Himdat Iqbal Bayusuf
ICR Contributing Author:		Lauren Justine Marston



I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

- Country context.** When the Revitalizing Education Development in Sierra Leone (REDiSL) Project was appraised in 2014, Sierra Leone's population was estimated at approximately 5.5 million. By 2017, its population was estimated to be around 7 million, with 42 percent below the age of 18 and 60 percent below the age of 25. Since the end of the ten-year civil war in 2003, Sierra Leone's gross domestic product (GDP) growth averaged 5.2 percent per year from 2004 to 2011, resulting in an overall GDP per capita of US\$374 (2011), after a dip in 2009 due to the global financial crisis. The country did, however, experience a spike in its GDP growth in 2012, due primarily to the onset of iron ore production, one of the numerous mineral resources³ with which Sierra Leone is blessed.
- Over the years, Sierra Leone's economy has grown steadily, in part, as a result of increased activities in agriculture, mining, services (telecommunications and banking) and construction, as well as the implementation of sound policies and structural reforms. These included, but were not limited to, the Government's progress in restoring internal security and delivering essential services post-war, particularly in the health and education sectors. At the time of appraisal, the country's economy remained fragile and extremely vulnerable to exogenous shocks. Primarily a result of the civil war, its average GDP per capita continued to lag behind that of Sub-Saharan Africa (SSA),⁴ domestic revenues were lower when compared to regional standards,⁵ and donors' grants and loans mostly supported capital expenditure.⁶ The situation was made worse by the Ebola Virus Disease (EVD) - an epidemic which resulted in the infection of 12,000 people and took the lives of more than 3,880 people. In July 2014, the Government of Sierra Leone (GoSL) declared a State of Emergency which consisted both of curfews and placing entire districts under quarantine. The EVD outbreak had severe negative consequences on the country, both socially and economically with the majority of the country's population unable to access essential health services, schools were closed, and economic activity came to a standstill.⁷ The country's macroeconomic indicators experienced a significant decline as a result of the EVD crisis, which was further compounded by a downturn in iron ore prices.⁸
- Sector context.** The GoSL's demonstrated a strong commitment to education in the years leading up to project preparation and Sierra Leone had made important progress towards the achievement of Education for All (EFA) and the MDGs. The GoSL's prioritization of education was evident,⁹ through its efforts to increase access and opportunities for children in areas that had been historically underserved – by constructing over 150 primary schools and 30 junior secondary schools (JSSs) and implementing *The Girl-Child Support Program*, in support of girls' completing basic education. Primary completion rates (PCRs) had increased from 55 percent in 2004 to 73 percent in 2012, while the primary gross intake rate (GIR) dropped from 159 percent to 121 percent, reflecting the fact that more students were entering school at the appropriate age. Furthermore, there were improvements in the completion and transition rates at the primary, junior, and senior secondary levels. More specifically, the PCR improved from 67 percent in 2007 to 73 percent in 2011/12; the primary to junior secondary transition rate increased from 59 percent in 2007 to 77 percent in 2010/11; the transition rate to the senior secondary level increased from 38 percent in 2007 to 54 percent in 2010/11, and the completion rates at the senior secondary level increased from 12 percent to 29 percent in 2010/11. Despite the GoSL's efforts and the progress that had been made, access to schooling was not universal.¹⁰



Low and inequitable access to education services

4. At the time of appraisal, the education sector still faced challenges related to access to education services. On the demand side, poor households struggled to send their children to school and keep them there. Despite the official abolition of school fees for primary school in 2002/03, the indirect costs of schooling¹¹ remained high. Additionally, there were supply-side issues pertaining to the availability and provision of education services, including among others, a limited number of schools, a lack of school infrastructure and limited availability of school materials.

5. In particular, primary and senior secondary schools (SSSs) were highly concentrated in urban and peri-urban areas. For example, the Western region comprised 44 percent of all pre-primary schools (as compared to 14 percent of all primary schools). In contrast, Kenema city, Bonthe city, Makeni city, Bo city, and Koidu city comprised 20 percent of all pre-primary schools (as compared to 7 percent of all primary schools). There were also a limited number of SSSs – for every pre-primary, JSS, and SSS school, there were 7, 6, and 18 primary schools, respectively. As a result, overcrowding was a serious issue, with 49.2 percent of schools having a student-classroom ratio exceeding 40:1 in 2015 (22.4 percent of schools had a student-classroom ratio higher than 60:1). Furthermore, as per the 2015 Annual School Census (ASC) 2015, school facilities were also deemed inadequate. This was due to the presence of makeshift structures and classroom furniture in need of repairs, as well as a lack of access to water sources and latrines in poor conditions. Regarding school materials, the student-to-textbook ratio at the primary level was around 3:1 (and 4:1 for Science textbooks) according to the ASC 2015. Further, even when textbooks had been distributed, they were not necessarily being utilized.

6. Inequities in access were also evident across socio-economic and geographic lines, with girls and children from rural communities less likely to have access with disparities increasing across the transitions from primary to post-primary. For instance, though the gender gaps in enrollment, completion, and learning outcomes were being eliminated at the primary level, they gradually deepened at the secondary level.¹² Key barriers to adolescent girls' access to education included: (i) high direct, indirect and opportunity costs of schooling; (ii) distance to and accessibility of secondary schools; and (iii) early marriage and teenage pregnancy.¹³

Low-quality education

7. The education sector in Sierra Leone also faced issues with regards to quality, as evidenced by students' lower learning outcomes. Despite regular examinations at the end of each cycle, which determined the number of students eligible to transition to the next level, there was no mechanism to assess students' learning and consequently, to identify areas for curriculum reform, teacher training, and system improvement. The limited data which does exist shows that students' learning outcomes were generally poor at all levels.¹⁴ In particular, an Early Grade Reading Assessment (EGRA) (end of grade 3) demonstrated that many children had not reached a stage of 'reading to learn,' and instead, were still 'learning to read,'¹⁵ Moreover, results on the Basic Education Certificate Examination (BECE) and the West African Senior School Certificate Examination (WASSCE) were low. Several factors contributed to poor learning outcomes in basic education as described below.

8. *Weak teacher management.* The conflict in Sierra Leone had left the country depleted of its teaching labor force, resulting in an insufficient number of qualified teachers, significant teacher shortages in critical subjects and substantial disparities across districts in the allocation of qualified teachers. Further, there were large numbers of unapproved teachers—out of a total of 63,597 teachers at the time, only 36,725 had a payroll identification number (PIN) and were on the government payroll. Additionally, teacher absenteeism was high (20 percent), and incentives and accountability mechanisms for improving teacher performance were not well-functioning. Teacher payroll integrity was also a significant issue, reflective of ineffective management of teachers.¹⁶



9. *Low-quality teaching.* Although the number of teachers at both the primary and secondary levels increased in 2010/11 as compared to 2004/05,¹⁷ so too did the number of unqualified teachers. The 2011 Country Status Report (CSR) noted that only about one-half of teachers were qualified for their level and position and that this had been rising since 2003. Even if trained, many teachers lacked the content knowledge, pedagogical skills, and mastery of the language of instruction to deliver quality instruction, raising concerns about the initial entry level expected of pre-service teacher training candidates and the nature of training being offered.

10. *Inadequate information, management, and accountability systems.* While 84 percent of schools in 2015 had a functioning school management committee (SMC), only 62 percent of schools had developed a School Development Plan (SDP). Where SDPs had been developed, they were not sufficiently performance oriented. Headteachers and SMC members did not have the guidance, expertise, resources, or support needed to manage schools and teachers effectively. At the district level, the District Education Offices (DEOs) were inadequately staffed, did not have sufficient resources to undertake school visits, and did not have the expertise and tools needed to supervise and support schools effectively. At the system level, despite the existence of an Education Management Information System (EMIS) – a major component being the ASC – no formal reviews of data quality were conducted, and there was a considerable lag between data collection and analysis.¹⁸ During the post-Ebola recovery period, a ‘Situation Room’ (SR) was launched to collect data on key indicators from schools every month using an SMS-based platform. However, there existed gaps in coverage,¹⁹ and the two sources (the ASC and the Situation Room) were not integrated under a single EMIS.

Inadequate financing

11. Overall education expenditure increased slightly between 2004 and 2011, with the share of education rising from 3.3 percent of GDP in 2004 to 3.5 percent of GDP in 2011. When the data are disaggregated by level of education, 90 percent of current expenditure at the primary level and 96 percent at the secondary level, was absorbed by staff compensation in 2011, however, indicating that public spending per student at the primary and secondary levels²⁰ is low, and was, in fact, among the lowest in the region. In 2013, public sector expenditure on education in Sierra Leone was 2.4 percent of GDP and 15.2 percent of total Government expenditure, in comparison to the Sub-Saharan Africa averages of 4.0 percent and 16.6 percent, respectively.

12. **Project context.** A number of Development Partners (DPs) were working in the country during REDiSL’s implementation and were focused on increasing access and retention across all levels of schooling, and further, promoting equity (see Table 9 in Annex 2.F). To complement their initiatives, REDiSL also sought to promote equity with the aim of supporting increased access and transition rates to the secondary level among girls and children from rural areas – an important focus given that the demand for education was expected to grow with the growth in population.²¹ That these issues existed was an indication of the need to maintain such a focus on ensuring access to education for all children,²² including early childhood care and education (ECCE) which was limited²³ and similarly plagued by inequities in favor of children from higher socioeconomic classes and urban areas. Even though donors were mostly focused on access and retention, REDiSL also sought to enhance learning environments to achieve better learning outcomes.

13. The project was linked to the higher-order objectives laid out in a number of Sierra Leone’s strategic documents. The Government’s poverty reduction strategy paper (PRSP) [*Agenda for Prosperity*] for the period 2013-2018 identified education and educational training as being crucial investments in human capital development that contribute to economic growth. Based on empirical evidence which demonstrated that investing in education, particularly in the early years, has significant returns, the Ministry of Education, Science and Technology (MEST) – in line with requirements set out by the Global Partnership for Education (GPE)– developed an Education Sector Plan (ESP) (2014-2018)²⁴ in 2013. In close collaboration with the World Bank and other DPs, this ESP laid out the Government’s strategy for increasing access, improving quality, and building systems. It linked the higher-level education-



related goals outlined in the aforementioned PRSP and was founded on three pillars for moving the education agenda forward: (i) *access, equity, and completion*; (ii) *quality and learning outcomes*; and (iii) *systems strengthening*. It was acknowledged that it would be necessary to address core elements of the education sector while tackling the challenge of bringing quality education opportunities to those currently without, and that to do so, a mix of resources and partnerships would be needed.

14. Since the EVD outbreak occurred only months after ESP implementation began, the application of the ESP, as initially envisaged, was no longer possible. Schools remained closed from August 2014 until April 2015 during the country's lockdown to prevent the transmission of EVD. During this time, at least 20 percent of educational institutions temporarily lost trained and qualified teachers and students, and there was a significant increase in the incidence of teenage pregnancy. As a result, the GoSL's priorities were realigned to support the country's recovery from the EVD crisis as laid out in its 'Recovery and Transition Plan' for key sectors in February 2015 to be implemented over a 24-month period, with the first phase implemented between July 2015 and March 2017. Priorities in the education sector were to: (i) get all children back to school; (ii) keep schools safe; and (iii) accelerate learning to make up for the lost time. To support these priorities, the GoSL paid school fees for students in all government-owned and government-assisted schools, supplied accelerated learning materials to schools, provided teachers with training in the use of these new materials, and offered alternative education opportunities for pregnant girls wanting to return to school. The second phase, which was to focus on sustaining gains made during the initial recovery phase and facilitate the transition to the Government's *Agenda for Prosperity*, was launched in April 2016.

15. As a result of the disruptions caused by the EVD crisis between 2014 and 2016, only partial progress was made towards the achievement of the ESP's original targets. Though the number of enrolled students had been increasing at all levels, overall participation rates declined in the immediate pre-Ebola period, as evidenced by the increase in the number of out-of-school children at the primary level and the lowering of GERs at the JSS and SSS levels between 2013 and 2015.²⁵ Further, although the gender gap was eliminated at the pre-primary and primary levels, and significantly reduced at the JSS level, they remained significant at the SSS level.²⁶ The PCR remained at almost the same level, at 75.3 percent in 2016 (as compared to 76.3 percent in 2013), having improved from 71 percent in 2012, but remained far lower than the ESP target for 2018 of 90 percent. Additionally, the transition rates from primary school to JSS also remained relatively constant at 75 percent, lower than the 87 percent target for 2018.

16. **Rationale for World Bank involvement.** The World Bank's value-added was both global and country specific. Based on its operations and advisory work globally, the Bank was able to draw on cross-country technical expertise to support the MEST, through this project, in testing new models for education service delivery (performance-based school grants), early childhood education and building systems for improving teacher quality and management (establishment of the Teaching Service Commission (TSC)). Further, having served as a supervising entity²⁷ to numerous GPE funded operations in over 36 countries, Bank teams had built extensive familiarity with GPE's modalities. Additionally, the Bank has built up experience in effectively managing multi-donor trust funds (MDTFs) supporting other sectors in Sierra Leone, making it a logical conduit for donor investments in education.

17. The project's focus also corresponded to the World Bank's Country Assistance Strategy (CAS)²⁸ emphasis on the importance of investing in human development. The project was also aligned with the GPE strategic objectives, particularly those related to fragile and post-conflict countries, girls' education, learning outcomes, teacher effectiveness and increased volume, effectiveness, efficiency, and equity in domestic and external financing. The REDiSL also shared the same objective as the Sierra Leone Education MDTF, which co-financed a subset of the project's interventions to improve the monitoring and reporting capacity of the MEST as well as the efficiency of management and service delivery – crucial elements to improving the state of basic education in Sierra Leone.



Theory of Change (Results Chain)

18. The Project Appraisal Document (PAD) did not include an illustration of the project's results chain. Figure 1 in Annex 2.G, created for this ICR, shows the project's theory of change. As is shown, the project's interventions were designed to promote the achievement of its objectives, and the project's outputs were closely linked to the expected intermediate results indicators (IRIs) and to the PDO.

Project Development Objective (PDO)

19. As reflected in the GPE and MDTF Grant Agreements (GAs) (both dated August 1, 2014) and the PAD, the PDO was to improve the learning environment in targeted schools and establish systems for monitoring of education interventions and outcomes. To do this, the project financed elements of the Government's ESP that were to deliver intermediate results and simultaneously addressed critical issues in the system to build the foundation for better management and efficiency within the sector. The PDO was identical in the PAD (dated July 30, 2014) and remained the same over the life of the project.

Key Expected Outcomes and Outcome Indicators

20. The PDO was comprised of two key outcomes: (i) improved learning environment in targeted schools; and (ii) established systems for monitoring of education interventions and outcomes. For each outcome, the success of the project—in terms of meeting its key objectives—was based upon the review of its 11²⁹ PDO-level indicators and 20 IRIs.³⁰ A more robust assessment follows in Section II.B Achievement of PDO. All indicators were selected after in-depth discussions with counterparts and education sector stakeholders during project appraisal and were relevant to assessing progress towards the project's development outcomes. The IRIs effectively captured progress on activities relevant to each component and linked these to the overall project outcomes.

21. PDO-level indicators linked to Outcomes 1 and 2 are provided in Box 1 below. Additional details of all indicators (PDO-level and IRIs) can be found in Annex 1.C.

Box 1. Outcome indicators

Outcome 1 <i>Improved learning environment in targeted schools</i>	<ul style="list-style-type: none"> ▪ Percentage of schools that meet 60 percent of performance targets³¹ (replicated) ▪ Percentage of trained teachers using improved reading methods ▪ Number of schools reopened ▪ TSC policy and guidelines for teacher management in use (Yes/No) ▪ Percentage of payroll teachers who are teaching in schools where they have been authorized to teach
Outcome 2 <i>Established systems for monitoring of education interventions and outcomes</i>	<ul style="list-style-type: none"> ▪ Number of donors working with Ministry through coordinating unit
Entire Project	<ul style="list-style-type: none"> ▪ Number of direct project beneficiaries³² (replicated) ▪ Percentage of female beneficiaries³³ (replicated)



Components

22. The project consisted of four components financed by the GPE (TF-16568), DFID (TF-17720), ERRTF (TF-A2012) and International Development Association (IDA-61070): (i) improving the learning environment and opportunities in targeted areas; (ii) strengthening education service delivery; (iii) project management and supervision; and (iv) support the implementation of the MEST Ebola Strategic Response Plan (ESRP). These components and their corresponding sub-components are briefly described below. Details on the activities and interventions are in Annex 2.H.

Component 1: Improving the learning environment and opportunities in targeted areas (*Original cost: US\$16 million. Actual cost: US\$24.6 million*)³⁴

23. This component aimed at improving the learning environment through a package of improved financing of schools, training of teachers, provision of quality ECCE services and early literacy. This component had four sub-components:

24. **Sub-component 1.1: Performance-based school grants** (*Original cost: US\$5.1 million. Actual cost: US\$13.9 million*). This sub-component aimed to improve access to and the learning environments in primary and JSSs in targeted districts in Local Councils (LCs),³⁵ which were identified as having the lowest education outcomes and highest rates of poverty. Financial incentives were to be provided to schools based on their delivery of outputs, with the disbursed amount being dependent on the results that schools achieved.

25. **Sub-component 1.2: Piloting approaches to increase school readiness** (*Original cost: US\$1 million. Actual cost: US\$2.5 million*). This sub-component aimed to build on existing practices of ECCE, as traditionally exist in Sierra Leone, and to pilot a cost-effective approach to ECCE and develop quality assurance standards.

26. **Sub-component 1.3: Strengthening reading outcomes at early grades** (*Original cost: US\$6.9 million. Actual cost: US\$5.8 million*). This sub-component supported the ESP's aim of improving the pedagogical methodologies used by teachers to improve learning outcomes by supporting a comprehensive national reading program intended to improve literacy in early grades and create a culture of reading as a foundation for learning.

27. **Sub-component 1.4: Improvements in teacher management** (*Original cost: US\$3 million. Actual cost: US\$2.4 million*). This sub-component aimed to support the establishment and operationalization of the TSC to support the effective and efficient management of the teaching labor force in Sierra Leone.

Component 2: Strengthening education service delivery (*Original cost: US\$5 million. Actual cost: US\$2.9 million*)

28. This component was funded by the MDTF and sought to provide support in three main areas: (i) implementing and monitoring specific elements of the education sector strategy (ESS)³⁶; (ii) coordinating donor activities in education; and (iii) addressing capacity gaps at the Ministry and local levels. Ultimately, this sub-component sought to garner support from donors to work collaboratively with REDISL and MEST to strengthened education service delivery in Sierra Leone. This component had three sub-components:

29. **Sub-component 2.1: Building the foundation for better measurement of learning outcomes** (*Original cost: US\$0.5 million. Actual cost: US\$0.5 million*). This sub-component was designed to help the MEST to determine what its students are learning and



lacking, by building on outputs of the previous Education for All-Fast Track Initiative (EFA-FTI) operation³⁷ and work of donor partners.³⁸ The project established and operationalized a semi-autonomous assessment unit, within the MEST, to coordinate the design and execution of assessments at lower and upper primary and JSS.

30. **Sub-component 2.2:** *Establish robust, consistent school data collection and analysis (Original cost: US\$1 million. Actual cost: US\$1.1 million).* This sub-component aimed to support the MEST with the ASC that had previously carried out successfully, and overall, address data collection in the short term and establish a sustainable system for data collection and analysis within the Directorate of Planning and Policy.

31. **Sub-component 2.3:** *Establishing a system for driving and monitoring the implementation of the Education Sector Strategy (Original cost: US\$3.5 million. Actual cost: US\$1.3 million).* This sub-component aimed to support the Ministry to bring about the desired improvements in education and to monitor and evaluate the ESP by setting up systems and processes for delivering and monitoring key outcomes.

Component 3: Project management and supervision (Original cost: US\$0.95 million. Actual cost: US\$1.5 million)

32. This component would cover inputs required to provide the necessary support to the MEST for the administrative management of the project. In addition to funding the administrative costs associated with the implementation of the components above, it would also support capacity building, particularly at the decentralized levels, of fiduciary management, procurement, and auditing, among others. This component had one sub-component:

33. **Sub-component 3.1:** *Project management and supervision (Original cost: US\$0.95 million. Actual cost: US\$1.3 million).* This sub-component was designed to provide support for the upgrade of the supervision mechanism, financial audits, qualitative audits and impact evaluations (IEs), in order to complement technical assistance (TA) on improving data collection and management being provided to the MEST by donor partners.

Component 4: Support the implementation of the MEST ESRP (Original cost: US\$1.45 million. Actual cost: US\$2.4 million)

34. Component 4 was comprised of a series of interventions to support the implementation of select activities in the MEST's ESRP, complementing work supported by partners and the GoSL. Overall, this component sought to address emergency needs identified by the MEST as a result of the Ebola crisis. When introduced during the project's first level II restructuring, Component 4 had three sub-components – 4.1, 4.2 and 4.3 - but an additional sub-component (4.4) was added under AF 1 (as will be later described). Sub-component 4.1, 4.2 and 4.3 are described in further detail below:

35. **Sub-component 4.1:** *Radio and Television Program (Original cost: US\$566,325. Actual cost (AF 1): US\$566,325).* This sub-component aimed to support the MEST's efforts to maintain learning for pre-primary, primary, junior secondary, and senior secondary school students during the period of school closures.

36. **Sub-component 4.2:** *Establishing safe and secure learning environments (Original cost: US\$763,200. Actual cost (AF 1): US\$1,669,785).* This sub-component aimed to support the MEST and the GoSL in ensuring that schools were safe for students' return, especially as some schools had been used as 'holding centers' by the Ministry of Health and Sanitation (MoHS), due to insufficient beds in hospitals and health centers, for suspect cases.



37. **Sub-component 4.3: Monitoring of the Emergency Radio Education Program (EREP)** (Original cost: US\$0 [used existing M&E allocation]. Actual cost (AF 1): US\$55,800). This sub-component aimed to support the monitoring of the EREP, which was to be coordinated by the Planning and Policy Unit of MEST that was already handling the M&E of the REDiSL project and had a specific allocation dedicated to this activity.³⁹

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

38. The REDiSL project (P133070) was approved on July 31, 2014 and became effective on September 29, 2014. However, as this was shortly after the onset of the Ebola crisis, project start-up was delayed.⁴⁰ The project was restructured upon effectiveness to support the education response to the EVD crisis – including providing support to radio and television programming and efforts towards the reopening of schools. Overall, the project had to undergo several changes as a result of the Ebola crisis, as is elucidated briefly below and as summarized in Table 10 and presented in more detail in Annex 2.I.

39. The project's first restructuring (described above, level II), completed on December 16, 2014, re-allocated US\$1.45 million⁴¹ from its original funding to recovery efforts for the EVD crisis (emergency phase) through the addition of a new component (Component 4. Support the implementation of the MEST ESRP). As a follow-on effort, an Additional Financing (AF 1) in the amount of US\$950,000, was approved on June 3, 2016 to expand its recovery efforts in the context of the EVD crisis (school reopening interventions). Financed by the Ebola Recovery & Reconstruction Trust Fund (ERRTF) [TF072305],⁴² AF 1 involved modifications of sub-components 4.2 and 4.3, as well as the addition of sub-component 4.4 - Social Mobilization and Public Information.

40. In October 2016, after disbursing the first tranche of US\$2.46 million, the U.K. Department for International Development (DFID) informed that Bank and the GoSL of its decision to withdraw its remaining commitments of US\$3.1 million of its original allocation of US\$5.5 million from the MDTF.⁴³ This decision was made given DFID's aim to instead invest the funds directly into the President's Recovery Plan priority areas in light of the crisis, as the REDiSL project was not covering all of them. In response to DFID's decision, a second level II restructuring was approved on February 14, 2017. Overall, this encompassed three changes: (i) an extension of the REDiSL project closing date - from February 28th, 2017 to December 31, 2017; (ii) a re-allocation of funds from Component 1 to Component 2; and (iii) a cancellation and narrowing of select activities under Component 2.⁴⁴ Importantly, funding was explicitly directed to ensure that activities that: (i) had already begun; (ii) were committed to in the RF; and (iii) essential to achieving the PDO, were continued.

41. On June 20, 2017, a second AF (AF 2) (in the amount of US\$10 million, IDA credit) was processed to support the scaling up and strengthening of several activities and increase the project's overall development impact. This included a scale-up of the performance-based school grants and increased support for strengthening accountability and school-based management capacities. To allow implementation of scaled up activities, the project closing date was also extended for an additional two years (although the original financing closed on December 31, 2017). The AF became effective on December 7, 2017 and closed on December 31, 2019.



Revised Components

Component 1: Improving the Learning Environment and Opportunities in Targeted Areas

42. *Reallocation of funds from Component 1 to Component 2.* The REDiSL project had accumulated savings primarily from the lower-cost development and delivery of supplementary readers⁴⁵ for grades one to three supported under Component 1. During the project's second level II restructuring and given DFID's decision to cancel the second tranche of funding, the decision was made to reallocate a total amount of US\$924,000 from Component 1 (*Improving the Learning Environment and Opportunities in Targeted Areas*) to Component 2 (*Strengthening Education Service Delivery*)⁴⁶ of the project.⁴⁷

43. *Performance-based school grants (Sub-component 1.1).* This sub-component was continued and scaled-up under AF 2 to include: (i) the provision of performance-based school grants to the 1,350 originally targeted schools for an additional five rounds; (ii) 500 new primary and JSS schools in four additional LCs⁴⁸ for six rounds⁴⁹ (*implemented before the GPE grant closing date of December 31, 2017*); as well as (iii) selected pre-primary schools/classrooms where the teachers that were trained under the original financing had adopted the play-based pedagogical approach (*implemented before the closing date of the GPE grant closing date of December 31, 2017*).

44. *Improvements to teacher management (Sub-component 1.4).* This sub-component was continued and scaled-up under AF 2 to provide TA to the TSC to execute its functions in the three (of the four) statutory mandate areas of teacher registration and licensing of teachers, teacher management, and teacher performance and development.

Component 2: Strengthening Education Service Delivery

45. *Strategic shifting of financial resources.* Following DFID's cancellation of the second tranche of its contribution to REDiSL, the reallocation of funding from Component 1 was, however, still insufficient to cover all of the activities initially planned under Component 2 in the original design. In response, the project team undertook a *strategic prioritization of activities* to be funded under Component 2. Specifically, the project team strategically reallocated resources to finance activities under Component 2 that were critical for the delivery of the PDO. Where the cancellation or reduction in the scope of activities would have negatively impeded the achievement of the PDO-indicators' targets, these activities were prioritized for retention, to be financed from remaining DFID funds and from project savings. Thus, although the scope of some of the project's activities reduced in response to a decrease in financial commitments from DFID, the changes made in response were nevertheless commensurate with the lower commitment size.⁵⁰

46. *Establish robust, consistent school data collection and analysis (Sub-component 2.2).* This sub-component was continued under AF 2 and financed the national roll-out of a digital ASC in 2018, using digital technology for data collection, as well as for data analysis, reporting, and dissemination.

Component 3: Project Management and Supervision

47. *Project management and supervision (Sub-component 3.1).* Similar to the original financing, this sub-component also financed project management and supervision activities under AF 2. This funding was used to cover costs related to staffing and operational costs of the REDiSL Secretariat associated with the implementation of AF 2, and commensurate with the scope of AF activities.



Component 4: Support the implementation of the MEST ESRP

48. *Establishing safe and secure learning environments (Sub-component 4.2):* AF 1 provided additional resources to cover gaps, helping expand the target to all learning institutions. More precisely, at the time of AF 1, the targeted number of schools increased from 8,100 to 9,000,⁵¹ with the project being responsible for financing the cleanup and maintenance of 66 percent of the schools (5,970 schools) and UNICEF and other partners being responsible for the remaining 34 percent (3,030 schools).

49. *Monitoring of the Emergency Radio Education Program (EREP) (Sub-component 4.3):* Under AF 1, an additional US\$55,800 was allocated to this sub-component, considering the importance of monitoring of schools in the post-Ebola phase as well as the dissemination of progress/reporting to donors and the public. The money was used to monitor schools and collect information on their enrollment, learning environments, use of prevention protocol, among others. The collection and dissemination of this information was intended to increase trust between the community and the central Government, and followed protocols established by the Ministry of Health and the National Ebola Response Force (NERC).

50. *Social Mobilization and Public Information (Sub-component 4.4):* This sub-component was added under AF 1. It aimed to support the Social Mobilization Working Group (SMWG), which was created as a part of the Education Response Task Force (ERTF) consisting of MEST staff, key partners, and civil society. The SMWG had been working on issues related to the reopening of schools in Sierra Leone to support: (i) the creation of an enabling environment for children, parents, and communities at large to ensure that schools were safe for children and had an overall positive impact on their health and well-being; and (ii) the informing of communities and teachers, by relaying correct and consistent messages on safer school environments and infection prevention within the school through multimedia packages.

Revised PDOs and Outcome Targets

51. The PDO remained unchanged throughout the life of the project, despite the addition of Component 4. More precisely, the PDO was not restructured due to time constraints, to enable the project to quickly respond to the EVD crises. Rather, Component 4 activities—which aimed at disinfecting and equipping schools with handwashing stations and other necessary supplies, providing lessons to students While schools were closed and preparing both families and students for safe return to schools—were ultimately linked to Outcome 1: ‘improved learning environments and opportunities in targeted areas’.

52. Despite no change to the project’s PDO, PDO-level indicators and IRIs were, however, adjusted to reflect the availability of more data and the project’s expansion of activities. Where applicable, these are described as according to changes made during the project’s lifespan, in the following section. This ICR notes that the adjustments made were valid and consistent with the project’s expanded scope and fully in line with its original theory of change, which resulted, for instance, in a significant increase of the *number of direct project beneficiaries*. Based on the changes introduced and after a careful review of the clear guidance from the latest Independent Evaluation Group (IEG) guidelines, this ICR concludes that a split rating is not warranted and, therefore, the project’s overall performance is assessed as a continuum.



Revised Indicators

53. Throughout the REDiSL project's numerous changes, indicators were revised as needed, in order to reflect these changes and in some instances, the project's increased ambitions. An overview of the revisions made to the indicators can be found in Table 1 below.

Table 1. Revised indicators

Project change	Changes to indicators
Project's first level II restructuring	<p>One PDO-level indicator was added:</p> <ul style="list-style-type: none"> number of schools reopened (baseline: 0; target: 8,100). <p>Five IRIs were also added:</p> <ul style="list-style-type: none"> number of schools disinfected (baseline: 0; target: 8,100); number of schools receiving handwashing stations and supplies (baseline: 0; target: 8,100); house-to-house assessment report completed (yes/no); number of hours of radio programs broadcasted (baseline: 0; target: 600); and report of radio station validation completed (baseline: no; target: yes).
Project's first AF (AF 1)	<p>PDO-level indicator direct project beneficiaries was increased:</p> <ul style="list-style-type: none"> from 900,000 to 1,190,000; to reflect the actual number of students benefitting from the handwashing stations procured under Component 4 after modifications made to sub-component 4.2. <p>IRIs were also revised due to the involvement of UNICEF and other partners, the number of schools the project was responsible for decreased: UNICEF was responsible for 34 percent (3030 schools), and REDiSL for 66 percent:</p> <ul style="list-style-type: none"> number of schools disinfected was changed from 8,100 to 5,970 to reflect 66 percent of the original approximate 9,000 establishments (inclusive of schools and non-formal education centers) for which REDiSL was responsible; number of schools receiving handwashing stations and supplies was changed from 8,100 to 5,970 to reflect 66 percent of the approximately 9,000 establishments (inclusive of schools and non-formal education centers) for which REDiSL was responsible. <p>Two IRIs were also added:</p> <ul style="list-style-type: none"> number of handwashing stations procured and distributed to schools was added (baseline: 0; target: 36,000); and number of districts benefitting from the social mobilization campaign was added (baseline: 0; target: 14).
Project's second level II restructuring	'End Target Date' of all indicators was extended to December 31, 2017.
Project's second AF (AF 2)	<p>Three of the original six PDO-level indicators were replicated (including the two core indicators), albeit with a different baseline and end-of-project values and dates, to capture progress made specifically under AF 2:⁵²</p> <ul style="list-style-type: none"> number of direct project beneficiaries (under AF) (baseline: 0; end target: 500,000); percentage of female beneficiaries (under AF) (baseline: 0; end target: 50 percent); and percentage of schools that meet 60 percent of performance targets (under AF) (baseline: 0; end target: 85 percent). <p>One new PDO-level indicator was added to capture progress related to TSC functionality:</p> <ul style="list-style-type: none"> percentage of payroll teachers who are teaching in schools where they have been authorized to teach (under AF) (baseline: 62 percent;⁵³ end target: 75 percent). <p>One PDO-level indicator was replicated as an IRI:</p> <ul style="list-style-type: none"> TSC policy and guidelines for teacher management in use (under AF) (baseline: no; end target by December 31, 2019: yes). <p>One IRI was replicated (albeit with a different baseline and end-of-project value and date):</p> <ul style="list-style-type: none"> number of primary schools implementing grants through the AF (baseline: 0; end target: 1,500) <p>Two new IRIs were added:</p> <ul style="list-style-type: none"> number of community-level meetings on performance-based school grants (under AF) (baseline: 0; end target: 1,000); number of school census conducted by the MEST (under AF) (baseline: 0; end target: 1).



Other Changes

54. Considering these extensions in the project closing date and the context of diminished resources from DFID, and consequently, the reallocation of funds from Component 1 to Component 2 in the project's second level II restructuring, there was also a need to change the project's financing percentages (see Restructuring Paper, Report No.: RES26157, July 31, 2014, for more specific details regarding these changes). Relevant modifications were made to the component costs, disbursement arrangements and estimates, and implementation schedule, and FM arrangements for performance-based school grants (*Sub-component 1.1*), for example, were updated as needed.

55. The PBF design was simplified during terms 2 and 3 of the 2016-2017 academic year. During implementation a few shortfalls were identified, including: (i) that it was not cost-effective to hire a firm for verification (the cost was almost equal to the grants being paid to the schools), rather MBSSE would undertake the data collection on the PBF indicators and an independent verification on sample schools would be undertaken; (ii) the quality of the data being collected was poor; (iii) not all of the schools were being covered; and (iv) it was difficult to link results for public exams with schools without a West African Examinations Council (WAEC) ID (students were taking exams in schools that were not the one that trained them). These reasons, coupled with the need to align the programs with the new FQSE policy, prompted the need to modify the model. Though the new simplified design maintained the key features of the ABCD model, the indicators were revised to be more intermediate, focused and targeted at pupil and teacher attendance and other school-based management practices and linked to existing initiatives (situation room, lesson plans, examination analysis, etc.). These revisions to the design were validated and endorsed by the MEST around February 2017.

56. The PBF design was again modified in January 2018. Though it maintained the key features of the simplified design, the decision was made to drop the 225 JSSs included in the design and to replace these with primary schools from an additional district (Karene). Recognizing that other partners were supporting JSSs (Table 9 in Annex 2.F), the decision was made to support primary schools in another district that was struggling instead. This decision was taken by the Government and project team together and was premised on the idea that from a financial perspective, more support was needed at the primary level.

57. The REDiSL team successfully leveraged two additional World Bank Trust Funds to undertake analytical and advisory support to MBSSE. The first was the Results in Education for Children Trust Fund (REACH), which worked closely with the REDiSL project to test low-cost reading pilots using a community of practice teacher training models. The results of this assessment are being used to inform the design and implementation of the teacher training component under the proposed Focusing Resources on Equity and Education (FREE) Project (P167897) that was recently approved on June 29, 2020. Furthermore, the project obtained an Early Learning Platform (ELP) trust fund, which supported the capacity building of a workforce of competent instructors ready to prepare prospective ECCE educators by upgrading course content and supporting materials for delivery of ECCE courses, as well as the piloting of an ECCE coaching system.⁵⁴

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

58. The project's restructurings and two AFs increased the likelihood that the project would achieve its PDO because the modifications/additions fit within the nature and scope of the original project design. Furthermore, in spite of the EVD crisis, several outcome indicators targets were revised upwards to reflect the increase in scope of the project. Below summarizes the rationale for



changes in the project and their implication on the Theory of Change. Further rationale for changes and their implications on the project's Theory of Change, can be found in Annex 2.1.

59. **The changes introduced throughout the life of the project did not impact the project's Theory of Change, as presented in this ICR.** The decision to reallocate funds from Component 1 to Component 2 after DFID's decision to cancel the second portion of its funding (in the amount of US\$3.1 million) was strategic. The project funded activities (i) that were directly linked to the PDO-level indicators and IRIs included in the RF; and (ii) for which a contract had already been initiated prior to the cancellation, to ensure full and timely completion of the PDO. Additionally, the extension of the original closing date under first the second restructuring, and second, AF 2 (which supported existing components in the project's Theory of Change), allowed the project sufficient time to implement and complete its planned activities, which was especially important considering the delays in implementation caused by the Ebola outbreak. Moreover, the addition of Component 4 was a necessary addition to assist the GoSL in implementing its ESRP during the EVD crisis. REDiSL further expanded these efforts again, by modifying sub-components 4.2 and 4.3, and adding a new sub-component (4.4). These changes enabled the project to provide support to the education sector during the EVD crisis and were necessary actions for the project to make progress towards the achievement of its PDO during that time. Finally, considering the addition of Component 4, it was necessary to split funds that had initially been allocated for monitoring and evaluation of the REDiSL program (under Component 3) for the project's originally planned three components, to include Component 4.

II. OUTCOME

60. The latest IEG guidelines⁵⁵ for reviewing World Bank ICRs clearly provides the following guidance: (i) if the scope of the project expanded and project commitments remained the same, a split rating is not warranted, and the project should be assessed based on the revised objectives/targets; (ii) if the reason for additional financing was to add to the scope of the project and the targets related to the increased scope were met, then this supports a decision not to apply a split rating and instead to assess the project based on the revised targets; (iii) changes in a project's components, outputs, and output targets should not trigger a split rating, as these kinds of changes reflect a different (and presumably better) path, in the absence of a revision of PDOs or outcome targets, to achieve the same expected outcomes; and (iv) if the scope of the project shrank, project commitments decreased (for example through cancellation of funds), and a good case is made that the lowering of project scope was commensurate with the lower commitment size, then this would support a decision not to apply a split rating and to assess the project based on the revised scope (and objectives).

61. Outcome targets were commensurately increased following the additional financings. Specifically, the (i) project's scope and level of ambition expanded along with the additional financial resources allocated to the project over time ; (ii) revisions introduced mostly added indicators to support the new activities and adjusted indicators to reflect the increased scope, progress made at the time of the restructurings and AFs and increased targets, where more accurate data became available; and (iii) changes made to the project's components and targets did not change the overall objectives of the project and did not reduce any targets of the PDO indicators.⁵⁶ Thus, the changes that the project made to the components (in response to the cancellation from DFID) were sound and commensurate with the project's lower commitment size and ensured that activities that directly contributed to the PDO-level indicators and outcome targets were prioritized and retained. Based on these, this ICR concludes that a split rating is not warranted.



A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

Rating: **Substantial**

62. The project objectives were highly relevant and directly responded to the key challenges facing the education sector in Sierra Leone. Based on empirical evidence presented in its PRSP (2013-2018) and which demonstrated that investing in education, particularly in the early years, has significant returns, the GoSL recognized education and educational training as being crucial investments in human capital development which contribute to economic growth. In response, the MEST developed an ESP (2014-2018)⁵⁷ (as aforementioned), and the REDiSL project design was responsive to the GoSL's priorities as articulated in its ESP. In fact, REDiSL 'provided the Government with the first opportunity to implement key strategic areas of the ESP,' as according to the PAD.⁵⁸ The selected activities for AF 2 also supported the strategic objectives of the ESP. Further, they were pertinent in the context of the MTR of the ESP, which highlighted issues related to the financing of schools and teacher management as being critical constraints in Sierra Leone's education sector.

63. The REDiSL project sought to support elements of the ESP through improved learning environments and strengthened education service delivery. The project's objectives were aligned with the GPE's strategic plan⁵⁹ of providing support to fragile and post-conflict countries to implement sound ESPs, ensuring all girls complete primary school and enroll in secondary school, increasing the number of children mastering literacy and numeracy skills by grade 3 and improving teacher effectiveness, among others.

64. The objectives and associated activities were backed by extensive data and lessons learned from previous engagements in Sierra Leone. Specifically, the project design was based on research that highlighted the vital role that school grants, performance incentives, strengthening of school-based management practices, and community engagement could play in improving access, quality, and efficient use of education resources and inputs. Specifically, it was built on evidence which underscored: (i) the positive impact of school-based grants on increased access;⁶⁰ (ii) the potential for performance incentives to improve learning;⁶¹ (iii) that building school-based management capacities is a key complement to school grants to improve school performance;⁶² and (iv) that stronger school-community linkages and community-level information dissemination on school performance can positively impact teacher effectiveness and student learning.⁶³ Furthermore, qualitative evidence from monitoring visits to schools receiving performance-based school grants under the project also suggested positive emergent impacts, even after a short implementation period, especially on teachers' attitudes and motivation,⁶⁴ revealing that more parents were eager to send their children to these schools on the grounds that teachers' performance improved, and the schools were not levying extra charges. The project design also benefitted from several lessons learned from the previous EFA-FTI operation (P115782), including but not limited to, the need to: (i) provide adequate time to build the necessary capacity and implement complex projects; and (ii) have a strong project team in place prior to the start of implementation and for that project team to remain in place throughout the project cycle.

65. The project's objectives were also consistent with the Joint Country Assistance Strategy (JCAS) FY 2010-2013,⁶⁵ and particularly, with one of its two pillars which focused on human development and specifically on investments to support the decentralized delivery of social services and primary education. Overall, the project was well-aligned with these key strategic documents. Furthermore, at project closure, the PDO continued to remain highly relevant to key priorities embedded within Sierra Leone's draft Country Partnership Framework (CPF) for the period FY21-FY26,⁶⁶ which focuses on supporting the GoSL's progress towards achieving (i) *access, equity, and completion*; (ii) *quality and learning outcomes*; and (iii) *systems strengthening*, with a specific focus on improving learning outcomes in primary and secondary education - especially among girls.



66. *Relevance of the restructurings and AFs.* Under the 2014 and 2016 restructurings and the 2015 and 2017 AFs, a number of changes were made to the REDiSL project. That said, such changes, which included adding, reducing, and eliminating activities, tended to be in response to external factors outside of the Bank and MEST's control, primarily to the EVD crisis and a loss of funding from DFID. Changes and modifications, where made, were relevant, strategic and intentionally selected in order to support the achievement of the PDO despite the negative impact of these external factors on the project's activities. In addition to supporting ongoing activities, the shifting and addition of resources were necessary to provide temporary emergency assistance in the face of the EVD crisis, and later, to continue and scale up some of the project's original activities to ensure its achievement of its PDO. In particular, supporting the GoSL to implement its ESRP was instrumental in ensuring that the education system continued to function in the face of schools being shut down, specifically by ensuring that children continued to have access to lessons and that schools were prepared to be reopened once the EVD crisis was over.

67. Based on the assessment above, the rating for the relevance of the PDO is **Substantial**.

B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Outcome

Rating: **Substantial**

68. Overall, the project was successful in achieving its PDO. The following assessment of achievement of the PDOs is organized around two key outcomes described above: (i) *improve the learning environment in targeted schools*; and (ii) *establish systems for monitoring of education interventions and outcomes*. For a detailed overview of activities undertaken and progress observed on each of the indicators over the life of the project, please refer to the 'Key outputs by component' section in Annex 1.B.

Outcome 1: Improved learning environment in targeted schools

Sub-rating: **Substantial**

69. *Improved learning environments in targeted schools* was achieved through a strategic combination of interventions under Components 1 (*Improving the learning environment and opportunities in targeted areas*) and 4 (*Support the implementation of the MEST ESRP*). Interventions under Component 1 addressed critical challenges related to high education costs, limited capacity, a lack of ECCE classrooms and training and certification among ECCE educators, and low levels of reading in the early years. Activities included: (i) providing performance-based school grants; (ii) training SMCs; (iii) providing TA to eight LCs; (iv) data collection; (v) building MEST's capacity to ensure the quality of ECCE provision; (vi) constructing 50 ECCE classrooms; (vii) training ECE teachers and caregivers; (viii) certifying ECCE educators; (ix) providing primary classes (1-3) with reading books and other relevant learning materials; (x) training teachers; (xi) supporting a grade-level reading campaign at the national, local and school levels; (xii) conducting an independent study on trained teachers using improved reading methods and who received the books; (xiii) providing infrastructure, equipment, furniture and vehicles for TSC; (xiv) funding the operational costs of the TSC secretariat; (xv) paying the salaries of TSC staff at the Secretariat; and (xvi) devising tools/systems and processes.^{67 68} To track progress made on these activities, supporting IRIs measured the number of: (i) pre-primary schools constructed; (ii) primary schools implementing the school-based grants and involving the community for feedback; (iii) teachers trained; and (iv) targeted schools that received reading books.⁶⁹



70. Interventions under Component 4, on the other hand, were specifically generated in response to the Ebola crisis and to address challenges in the education sector as a result of it, which further contributed to improving the learning environment for students. Specifically, the project: (i) developed an emergency radio and television program; (ii) established safe and secure learning environments; (iii) monitored the EREP; and (iv) supported social mobilization and the dissemination of public information. IRIs were in place to measure activities that would ensure that schools were able to reopen and be safe for students' return, students had access to lessons during the crisis and households were able to access information and updates pertaining to Ebola and schools' reopening and to take precautions.

71. Activities under Components 1 and 4 resulted in commendable progress towards *improving the learning environment in targeted schools*, as overall, the project *achieved – and in some cases exceeded – all of its indicators' targets*,⁷⁰ albeit in a few instances, later than was originally planned. Specifically, over the life of the project, 86 percent of schools met 60 percent of their performance targets. Importantly, this PDO-level indicator was not met by the project's original closing date (and the closing of the GPE grant), due to delays in implementation (resulting in only one year of implementation of school-based grants at the time as opposed to the envisaged three). However, by the revised project closing date, the end target of 85 percent was slightly exceeded. Similarly, the percentage of payroll teachers who were teaching in schools where they had been authorized to teach and who were trained to use improved reading methods also exceeded the end targets; 88 percent were teaching in schools they were authorized to teach in (target of 75 percent against a baseline of 62 percent) and 84 percent of teachers were trained to use improved teaching methods (target of 70 percent). The project also achieved its goals of reopening 8,100 schools.

72. Moreover, the project procured and distributed (i) more than 2.2 million early grade readers for grades 1-3;⁷¹ (ii) more than 41,000 teacher guides, (iii) 300,000 readers and approximately 15,000 guides for classes 1-3;⁷² and (iv) approximately 460,000 grade 4 readers⁷³ and 13,000 teacher guides to all primary schools (> 6,000 schools) throughout the country (public, private, community schools, religious schools).

73. With regard to having 'TSC policy and guidelines for teacher management in use', the project was not initially successful due to delays in the establishment of the TSC.⁷⁴ Importantly, however, this indicator was later changed to an IRI (under AF 2), and during this time, all other activities supported under the TSC were achieved.⁷⁵ Specifically, the project completed the (i) TSC consultancies on corporate policies; (ii) district operation manual; and (iii) harmonization and standardization of teacher policies on registration and licensing, all key policies that laid the foundation for improved teacher management and effectiveness in Sierra Leone. Additionally, it established an IT-based complaints and arbitration management system and successfully renovated and furnished TSC office building as well equipping the offices and vehicle for the TSCs use.

74. In addition to eventually achieving the targets of all the PDO-level indicators, all associated IRIs, which measured key outputs to improve the learning environment in targeted schools, were met or exceeded. Importantly, the project did not achieve its goal of transferring teacher records from MEST to TSC by the original closing date, however, this was later achieved (although it was not replicated as an IRI),⁷⁶ and will thus be considered as one of the project's achievements, for the purpose of this ICR. Other achievements included getting the organogram of the TSC approved and developing guidelines for the licensing and registration of teachers. Furthermore, 1,145 primary schools implemented grants by the project's original closing date (target of 960), and a cumulative 1,850 implemented grants by the project's revised closing date (target of 1,500); 1,242 community-level meetings to record feedback on performance-based school grants (target of 1,000) were held; 5,400 teachers were trained to use improved reading methods - far exceeding the end target of 4,500; 50 pre-primary schools were established⁷⁷ (target of 50); and 100 percent of targeted schools received reading books through the project (target of 100 percent). Among all of the IRIs that measured key outputs to achieve ensuring



that schools were safe for students' return and eventually reopened, all targets were met exactly. This included 5,970 schools being disinfected and receiving handwashing stations and supplies; a house-to-house assessment report being completed; 600 hours of radio programs being broadcasted; a report of radio station validation being completed;⁷⁸ 36,000 handwashing stations being procured and distributed to schools; and 14 districts benefitting from the social mobilization campaign.

75. Under AF 2, some notable differences made to some of the activities also contributed to the achievement of Outcome 1. Notably, for the first time, data on PBF indicators was collected digitally using smartphones. For this to occur, the REDiSL project: (i) purchased smartphones; (ii) developed an ODK-based digital questionnaire; and (iii) completed the training of trainers and enumerators. Additionally, the project refined the classroom observation tool (developed under the original financing) and trained 24 assessors as to its use (see Annex 1.B).

76. As the majority of these measures have been implemented successfully, and in some cases been exceeded, the efficacy rating for Outcome 1 is **Substantial**.

Outcome 2: Established systems for monitoring of education interventions and outcomes

Sub-rating: **High**

77. *Established systems for monitoring of education interventions and outcomes* was achieved through a strategic combination of activities under Component 2 (*Strengthening Education Service Delivery*). Interventions under Component 2 addressed critical challenges related to limited school data information, information management, learning data, and capacity. Specifically, the project: (i) conducted assessments of reading and Mathematics at grade 5; (ii) established and operationalized a semi-autonomous learning assessment unit within the MEST; (iii) carried out the ASC during three academic years with a shorter version to be administered in alternate years; (iv) established a technical data collection and M&E team; (v) enhanced infrastructure for decentralization of data collection and cleanup of data at the district levels; (vi) established a CU within the MEST; (vii) developed certain target areas of the ESP; (viii) enhanced staff's capacity to better deliver in their roles; (ix) established and executed strategies for the dissemination of data; (x) developed an internal communication system within the MEST; (xi) coordinated donor interventions in the sector; and (xii) built a culture whereby targeted training and research will move the education agenda forward; among others.⁷⁹ The IRIs captured progress on these interventions, ensuring that robust data on learning and schools was being collected and that progress was being made on the ESP agenda.⁸⁰

78. The intention of Outcome 2's PDO-indicator, which is a bit vague in its formulation, was to garner and capitalize on donor support in order to collaborate with and assist the MEST in strengthening education service delivery in the country. This was extremely important given that Sierra Leone is a post-conflict setting, and the tendency, prior to the REDiSL project, for donors to work parallel to the government, as opposed to collaboratively. Thus, Outcome 2's PDO-level indicator was to reflect the project's efforts to work with DPs to build the capacity of the MEST to establish systems for monitoring of education interventions and outcomes. A better PDO-level indicator ultimately might have been an 'actual established system' or 'regular submission of M&E reports'. Despite this, working together with DPs, the project did support the MEST in implementing systems and processes for efficient and regular M&E.

79. Activities supported under Component 2 resulted in good progress towards establishing systems for the monitoring of education interventions and outcomes,⁸¹ even though the component was reduced in scope.⁸² Overall, the project achieved – and in one case, exceeded – all of its indicators' targets related to this outcome. Specifically, it exceeded with regards to achievements made for its PDO-level indicator. By project close, the number of donors working with the Ministry through a coordinating unit⁸³ was 7,



exceeding the end target of 5. In addition to exceeding the end targets of its PDO-level indicator, all associated IRIs' targets were met or exceeded. Specifically, over the life of the project, learning assessments were implemented,⁸⁴ a report on the ESP was completed,⁸⁵ and in total, five ASCs were completed by the MEST. It is important to note, however, that the *number of school censuses conducted by the MEST* only became an IRI under AF 2, and the end target of this indicator (1) was exceeded by conducting two ASCs – in 2018 and 2019.

80. Additional achievements which further contributed to REDiSL's strengthening of the system for effective delivery on the ESS, but which were not in the RF included the: (i) improvement of internet connectivity in the MEST through IP telephone and LAN; (ii) development of the MEST website and the week of education activities in 2015; (iii) carrying out of the 2015 Education Sector Review (ESR); and (iv) contribution to the Education Sector Plan (ESP) MTR⁸⁶ (see Annex 1.B).

81. As all of these measures have been implemented successfully,⁸⁷ and in some cases been exceeded, the efficacy rating for Outcome 2 is **High**.

Both Outcomes

82. The PDO-level indicator – the number of direct project beneficiaries reached - has been linked to Outcome 1 in the project's ISRs. However, considering that beneficiaries stand to gain from both outcomes, this achievement will be evaluated with respect to both Outcomes 1 and 2.

83. In this regard, all targeted beneficiaries (students and teachers in the targeted schools across the six districts⁸⁸ and later, school-aged children who benefitted from the activities supported under Component 4 during the months of Ebola-inflicted school closures)⁸⁹ were included as *direct project beneficiaries*. Given the EVD crisis and the corresponding changes made to the project, an expansion in the definition of *direct project beneficiary* was appropriate, as was an upward revision from the original target of 900,000 to 1,190,000 (to account for new beneficiaries), and again to 1,230,761 in June 2016 (to better reflect the project's progress). The project exceeded the end targets; 1,262,515 direct project beneficiaries were reached by December 2017 (target of 1,230,761), and an additional 517,815 direct project beneficiaries were reached by December 2019 (target of 500,000). Furthermore, the project also achieved, exactly, its goal of reaching 50 percent of female beneficiaries (see Table 4 in Annex 1.D).

Justification of Overall Efficacy Rating

84. The project's efficacy is based on the achievements of each outcome. All measures were eventually implemented successfully, and in some cases, were exceeded by the close of the project, as discussed above and presented in Tables 4, 5, and 6 (Annex 1.D). However, the project did not meet all of its targets by the original closing date (and the closing of the GPE grant) and had to reduce the scope of some activities in Component 2 (in response to DFID's cancellation). Due to this, the overall efficacy rating is rounded down to **Substantial**, based on ratings of *Substantial* for Outcome 1 and *High* for Outcome 2, as demonstrated in Table 2.

Table 2. Efficacy rating

	Outcome 1	Outcome 2	Overall
Rating	<i>Substantial</i>	<i>High</i>	<i>Substantial</i>



C. EFFICIENCY

Assessment of Efficiency and Rating

Rating: **Substantial**

85. This analysis provides an overview of the assessment undertaken at appraisal using the most recent information – including actual costs and benefits incurred at project closing – and examines the efficiency of gains observed over the life of the project. Annex 5 provides a more detailed analysis of the efficiency gains realized under the project.

86. **Cost-benefit analysis (CBA).** A CBA conducted with similar assumptions and approaches used at appraisal using various scenarios shows that the overall project's net present value (NPV) varies between US\$18 million and US\$29 million. Similarly, the internal rate of return (IRR) range associated with NPVs remains positive from 14 percent in the low case scenario to 29 percent in the high case scenario. At appraisal, the incremental net present benefits of the project were estimated at US\$22.04 million and the IRR was estimated at 20 percent, respectively. Based on the estimates, the project has yielded positive economic returns and thus was a sound investment.

87. **Efficiency of implementation.** There were some delays in the initial project implementation that were outside of the project's control. Principally due to the EVD crisis, which resulted in the closing of schools, and correspondingly, delays in disbursement, the project experienced a low disbursement rate at the beginning.⁹⁰ However, the project was restructured (first level II restructuring) in December 2014 to respond to the EVD crisis and following this restructuring, new project activities were carried out successfully. During and after the Ebola crisis, consistent operational, technical and implementation support and supervision helped resolve issues and ensure the smooth flow of funds, throughout the remainder of the project life. Additionally, the project benefitted from a cumulative 34-month⁹¹ extension of its closing date (includes the 10-month extension of the original financing and the additional 24-month extension under the AF 2), which allowed it sufficient time for the achievement of planned activities.

88. The project was closed after a cumulative extension of 34 months. In total, US\$31.3 million was allocated to the REDiSL project during its lifetime, as well as another US\$0.53 million provided by the GPE to the World Bank for implementation and supervision in its role as the Grant Agent (TF016841). The DFID grant closed on March 31, 2017, while the GPE and ERRTF grants closed on December 31, 2017. At closing, disbursement and fund execution stood at US\$21.31 million (98.7%). The entire amounts of both the DFID (TF-17720) and ERRTF (TF-A2012) grants were disbursed (100 percent), and though most of the GPE grant (TF-16568) was disbursed, there remained an undisbursed amount of US\$243,843.55 from the GPE. By the revised closing date of the project on December 31, 2019, there were no undisbursed funds. Disbursement stood at US\$10.32 million, representing 103 percent of the total TF.⁹² The budget execution rate (disbursement utilization) for some components did not reach 100 percent, and others exceeded it (Annex 4).

89. **Achieved efficiency.** Under the REDiSL project, several activities were supported to improve access, equity and quality of the education system. These activities achieved internal efficiency by maximizing the internal relationship between investment and output, while the focus was on the immediate goals of the education sector. A number of efficiency gains were achieved under the project: (i) project activities enhanced learning outcomes by improving the efficiency of the learning environment through the PBF programs that supported teacher attendance, student attendance including retention; (ii) provision of learning materials and training teachers as well as supporting early childhood development learning centers; (iii) training of SMCs empowered schools with efficient managerial



functions and effective delivery of education services by enabling stakeholders such as parents and SMCs to participate in and assist the development of schools, (iv) the project supported and encouraged competitiveness and better performance at school level by providing performance-based school grants, and (v) systems for monitoring of education interventions and outcomes were established which enhanced efficiency in the management and implementation of education interventions, and development of strategy and decision making.

90. The project successfully used resources in an efficient manner for a certain level of outcomes, despite the removal and reallocation of co-financier DFID funds due to the EVD crisis. The project exceeded the revised targets for some indicators. In REDiSL project supported schools, the average attendance grew by 3 percentage points from 82 percent in June to 85 percent in November 2018 and the share of schools that recorded more than an 80 percent attendance rate increased by 9 percentage points from 74.7 percent to 65.6 percent over the same period. The GER increased from 10 percent at pre-primary, 127.6 percent at primary, 63 percent at JSS, and 28 percent at SSS in 2015 at project appraisal stage to 19 percent at pre-primary, 118 percent at primary, 84 percent at JSS, and 77 percent at SSS in 2018. A GER above 100 percent means there are early entry, repeating, and over-aged students. Thus, a decline in GER from 127 percent to 118 percent at the primary level implies increased internal efficiency as pupils are increasingly attending their age-appropriate grades. Increased school attendance and GER at JSS and SSS level indicate potential positive spillover impact of project support to primary education on higher levels of education.

91. **Financial and Institutional sustainability.** The GoSL has been fully committed to continue the efforts and sustain the achievements made under the REDiSL project. To ensure the project's sustainability, institutional arrangements were put in place. Available information from the internal and external audits provides evidence that project resources were used for their intended purposes and that no significant financial leakages or losses had occurred during the project life. Although all the targets of improved learning environment and establishment of monitoring system have been achieved, given the inherent challenges in education sector, ensuring standard learning quality for all in basic education not just in targeted schools can take time. Many of the project interventions are system-wide improvements requiring sustained and continuous efforts, particularly, the PBV component that established strengthened funds flow to schools and established criteria for school performance that can be applied to the government-wide subsidy program. Additionally, the implementation mechanisms established for delivery of the PBF are also institutionalized and being utilized within the MBSSE through the use of digital technologies in monitoring of performance criteria. The World Bank's commitment to the education sector, particularly through the new IPF (FREE Education Project) that was recently approved, will ensure that the outcomes achieved under the REDiSL are sustained and that the lessons learned are incorporated, to the extent possible, to further strengthen the basic as well as secondary education sector.

92. The new *FREE Education Project* will focus on providing equitable access to quality primary and secondary education for all, especially by reforming process, updating curriculum, making education more inclusive, improving learning environment by performance-based school financing, enhancing teacher quality, overall management and monitoring system. The FREE Education Project will scale up the PBF from 1,800 schools to all non-private complete primary schools (about 4,370 schools) in all districts in the country. On emergency response to the COVID-19 pandemic,⁹³ FREE Education Project will also scale up the Radio Teaching Program (RTP) established under REDiSL project to mitigate the adverse impact of the pandemic on the education sector.

93. In terms of improving access, implementation of EMIS and cost reduction of monitoring, activities such as the construction of schools, managerial training of SMCs, training of government education officials supported under the REDiSL project will continue to benefit future cohort of students beyond the scope of the project at minimal maintenance costs. In order to optimize the use of these investments and generate greater impact, the proposed project will further focus on improving the delivery of education services



through better allocation of resources and enhanced school-based management and inclusive education for all. Additionally, the FREE Education Project will also continue the digitalized ASC with further support to the EMIS.

94. **Efficiency rating.** Substantial efficiency gains were observed over the life of the project. Overall, the REDiSL project delivered on what it sought to deliver and disbursed fully, despite initial delays in implementation and disbursement because of the EVD crisis. The implementation and design of the project were well thought out and flexible enough to allow restructuring as needed to support the unprecedented EVD crisis. As a result of its significant achievements, efficiency in this project has been rated as **Substantial**.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

95. The project was highly relevant at appraisal and continues to remain so today. Operating in an environment with a difficult political economy and in a context of limited and unequal access, poor retention and poor quality, the project laid important foundations and contributed extensively to addressing key sector challenges. In addition, the project was well-aligned with the country's priorities. The vast majority of the project's envisioned outputs and outcomes were achieved, and the entire project funding was disbursed and utilized, save for DFID's cancelled funds and the return of some unused GPE funds.

96. Most notably, the REDiSL project supported a series of important education sector programs and strengthened the institutional capacity in the country. Firstly, through the establishment of a TSC, the REDiSL project laid important foundations for the effective management of teachers.⁹⁴ Secondly, the REDiSL project introduced large scale provision of PBF over 1,800 schools (approximately 20 percent of schools in the country) and had important impact (see Box 2). Through its channeling of these funds directly to schools through PBF, introduced the GoSL to a revised (decentralized accountability) mechanism that could be scaled up and utilized in their own provision of school grants. Where PBF school data and the ASC have shown that PBF schools, on average, perform better than non-PBF schools with respect to improving student attendance – almost five percentage points above non-PBF schools across all six grades of primary education – and given that regular attendance will more likely result in completion, REDiSL's PBF program has thus supported these students from otherwise dropping out. Further, more children, especially girls, are able to access schools of higher quality, a result of an increase in the number of schools utilizing school-based grants to improve their facilities, services, and accessibility. Thirdly, REDiSL demonstrated the potential of technology in conducting school censuses—one of the first of its kind on the African continent—and supporting PBF. The use of technology resulted in funds and feedback getting to schools quicker and enabled the timely collection of rich data at the school level, including (i) student, teacher and infrastructure data for all the 11,000 schools in the country; (ii) pictures; (iii) GPS co-ordinates; and (iv) data on absenteeism. Such accurate data enabled the mapping of all the schools in the country to be used for evidence-based decision making by the GoSL, to aid them in current and future school-based planning towards improved school performance. Moreover, by embedding itself within the GoSL's offices and utilizing local capacity, the REDiSL project has built and strengthened the capacity of the MEST to function better in future operations within the Bank and the country more generally. Finally, the REDiSL project was instrumental in the country's response to the Ebola epidemic in supporting GoSL in the emergency radio programs for six months during school closures. Importantly, the emergency response systems established during REDiSL Ebola response have been instrumental in the current COVID-19 education sector response in Sierra Leone.



Box 2. Performance Based Financing

The goal of the PBF to schools was to encourage school-based planning for improved school performance by incentivizing the enhancement of classroom environment quality and behavior. PBF was implemented in over 1800 schools in 6 disadvantaged districts. School performances were measured using 6 indicators: (i) percent of pupils with textbooks, (ii) classrooms with adequate teaching and learning materials, (iii) percent of students assessed regularly by teacher, (iv) percent of teachers found teaching, (v) percent of teachers observed by Head Teacher, and (vi) percent of students achieving grade level competency. PBF school data and the ASC have shown that PBF schools, on average, perform better than non-PBF schools with respect to almost all indicators. School attendance rate for PBF schools was almost five percentage points above non-PBF schools across all six grades of primary education. Data shows performance of PBF schools improved over time as well, for example, average school attendance increased from 81.6% in third term of 2018 to 85% in first term of 2019 to 90% in the first term of 2020; teachers found teaching in the classroom also increased from 76% to 80% in the same period; student assessment increased from 79% to 88%; learning condition improved from 62.2% to 75.2%. The project also supported capacity building for school management committees on management of the PBF funds. An independent verification of the PBF found all schools received their funding to support teaching and learning materials for students as well as community teachers, and the data collected by the MBSSE reflected the verified data.

97. In light of the information provided above and further detailed in the Annexes, the overall outcome rating of the project is **Satisfactory** based on a rating of *Substantial* for relevance, *Substantial* for efficacy, and *Substantial* for efficiency, as described above and presented in Table 3 below.

Table 3. Overall Outcome Rating

	Relevance	Efficacy	Efficiency	Overall
Rating	<i>Substantial</i>	<i>Substantial</i>	<i>Substantial</i>	<i>Satisfactory</i>

E. OTHER OUTCOMES AND IMPACTS

Gender

98. The REDiSL project focused on promoting equity by closing the gender gap in a number of ways. For one, it included the indicator ‘*percentage of female beneficiaries*’ to ensure that at least 50 percent of the direct project beneficiaries were girls⁹⁵ and succeeded in meeting this indicator. In addition to this gender focus with regards to targeting, the project also put in place gender-sensitive measures—such as disseminating information and gender-disaggregated PBF performance indicators to communities and garnering their engagement—to ensure a focus on gender throughout. Other actions that the project supported which directly addressed gender issues included incentivizing girls progression, retention and performance in the National Primary School Examination (NPSE) and BECE examinations, by providing differential (i.e., higher) benefit amounts for improvements in retention⁹⁶ and exam performance of girls⁹⁷ in JSS as compared to boys.

99. As a result, its achievement of the PDO-level indicator related to performance-based school grants (*percentage of schools that meet 60 percent of performance targets*) was thus partly determined by schools’ achievement on performance targets specifically related to girls’ education and thus demonstrates positive impacts of the project on gender issues. Moreover, the project built into its design of the school grants sub-component that third-party reviews and validations ought to solicit and present disaggregated feedback regarding both male and female students. The project also complemented focused efforts by the Government and DPs at the time, to improve girls’ education.⁹⁸ More precisely, it supported the Government’s provision of a fee exemption for girls in JSS and UNICEF’s *Girls’ Access to Education Project* (financed by DFID) which sought to (i) scale-up bridging programs for pregnant and out-of-school



adolescent girls to ensure their return and reintegration in schools;⁹⁹ (ii) address safety and school-based gender violence issues at the secondary level; and (iii) strengthen community mobilization and action to encourage adolescent girls' enrollment and retention in schools.

Institutional Strengthening

100. Institutional strengthening was critical to project design and implementation, as reflected in both Components 1 and 2, and overall, the REDiSL project has resulted in significant institutional strengthening. Its focus on improving technical and administrative capacity with the Government was particularly evident, and in particular, the project supported the GoSL to establish systems and processes to ensure effective monitoring and evaluation of its ESP and of its educational services more generally. Further, the project also addressed capacity gaps at the Ministry and Local levels. In particular, in line with recommendations from the Capacity Development Strategy (CDS), the MDTF supported capacity development for the MEST—at both the central and district levels by (i) establishing a sustainable system for data collection and analysis; (ii) providing more efficient and effective delivery of services at the central and decentralized levels; and (iii) establishing minimum quality standards for ECCE and ensure the quality of ECCE service provision more generally, by additionally providing support to teaching institutions. To ensure that schools receiving the performance-based grants were able to use the grants to improve their procurement capacity and practices, the project also provided capacity building support to SMCs on validating and monitoring expected outputs by providing training in school records management, finance and budgeting, data collection, the management, monitoring and supervision of the utilization of school grants and the drawing up of school development plans. Moreover, the project also enhanced teachers' and caregivers' capacity to provide quality ECCE services, and early primary school teachers' capacity to teach early reading, through the provision of training and materials. Importantly, the project improved teacher management in Sierra Leone, by supporting the operationalization of the TSC Act which entailed (i) making the Commissioners operationally functional;¹⁰⁰ (ii) building the capacity of the Commission's implementation arm and the Secretariat;¹⁰¹ and (iii) supporting its operations to deliver on its mandates.

Mobilizing Private Sector Financing

101. Not applicable.

Poverty Reduction and Shared Prosperity

102. While the REDiSL Project did not include any specific impact measurement of poverty reduction and shared prosperity, it did contribute to human capital formation by supporting pre-primary, primary, and junior secondary education in Sierra Leone, and improvements in equity. The provision of additional years of schooling and higher quality education under the project are likely to result in higher wages among beneficiaries in the future. Recent SLIHS 2018 data shows that estimated earnings for the working-age population with secondary education is 28 percent higher than those without any formal education and that the earnings are 64 percent higher if a person has some post-secondary education. Overall then, each year of schooling increases earnings by 4 percent for individuals in Sierra Leone. By seeking to improve all children's access to quality education with a focus especially on girls and children from rural areas—the REDiSL project, therefore, is likely to have helped the education sector equip children with knowledge and competencies that potentially make them more productive and capable of future higher earnings, which can thus potentially reduce poverty and increase shared prosperity at the country level.



Other Unintended Outcomes and Impacts

103. The project also had a few unintended outcomes and impacts with regard to catering to individuals with disabilities and responding to health crises, such as the Ebola outbreak which plagued Sierra Leone during project implementation. REDiSL supported the inclusion of disability considerations, even prior to the Bank's own signing on to 10 disability commitments, indicating that the project took its own initiative in this regard. Specifically, the project ensured accessibility for persons with mobility issues by ensuring that all TSC offices were equipped with ramps during construction. To be further disability-friendly, the project also provided 1,000 copies of readers and teachers' guides reproduced in Braille and distributed to schools for the blind.

104. Additionally, REDiSL helped the GoSL to establish and implement its response to the EVD crisis, which enabled the GoSL to respond more quickly in the wake of the recent COVID-19 crisis in 2020. For instance, the ERTF that was established by the GoSL—with support from REDiSL, other key partners and civil society—in order to address the main challenges of the education sector caused by the EVD crisis, was especially useful for information dissemination and the quick reopening of schools. The GoSL was also able to implement distance learning through nationally broadcasted emergency radio and television programming during the months of school closures. Awareness levels of EREP during the Ebola crises was high. Following an MBSSE review of the Emergency Radio Program, it was found that 81.6 percent of households reported that all school-aged children and 83.7 percent of parents/caregivers had heard of EREP. Listenership across lesson levels was also high: 69.2 percent preschool lessons, 62.2 percent primary school lessons, 70.6 percent JSS lessons and 75.8 percent SSS lessons.

105. As a result of these developments, Sierra Leone was able to more quickly implement similar initiatives during the outbreak of the Coronavirus. In fact, the Government moved to shut down schools and re-implement its EREP prior to the country's even having its first outbreak. Within a week of school closures resulting from the COVID-19 crisis, the MBSSE and TSC leveraged the audio scripts and systems established under REDiSL—and quickly established new ones—to launch the emergency radio program in the country. Furthermore, as part of the ERTF, consisting of MEST staff, key partners and civil society, an SMWG was created and worked on issues related to the reopening of schools in Sierra Leone. It prepared and communicated: (i) all key messages relating to the opening of schools for pupils, teachers, parents and the wider community; (ii) all key messages around activities of what precautions are being taken to keep all children safe at school; (iii) all new rules that will need to be adhered to when teachers and children return to call, in conjunction with the Protocols Implementation Working Group (PIWG); and (iv) all sensitization of key political, social and community groups. Similar to the ERTF, the revival of this task force in the context of COVID-19 will hopefully be useful in the reopening of schools and the encouragement of children's attendance once more, when the pandemic ends.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

106. The REDiSL design and preparation process provided a sound formation for the project, which was informed by the following key factors:



107. **Alignment with the country's development agenda.** The REDiSL project was aligned with the country's long-term development strategy and education sector priorities, as articulated in the ESP (2014-2018). The GoSL fully recognized the need to address core elements of the education sector while tackling the challenge of bringing quality education opportunities to those currently without, and that in order to do so, a mix of resources and partnerships would be needed. Specifically, the project sought to support the GoSL's progress towards its three pillars identified in its ESP (2014-2018): (i) *access, equity, and completion*; (ii) *quality and learning outcomes*; and (iii) *systems strengthening*. Consistent with the Government's PRSP 'Agenda for Prosperity' which identified education and educational training as being crucial investments in human capital development that contribute to economic growth, the REDiSL project was also aligned with the JCAS (FY2010-2013) which highlights investment in key areas of human development including basic education services, as being a key priority. Fortuitously, it continues to be aligned with the country's priorities moving forward, and in particular, with those outlined in its CPF FY21-FY26.

108. **Appropriate targeting of beneficiary groups.** Performance-based financing was introduced in an effort to tackle the operational challenges associated with a mixture of supply and demand-side issues, more precisely, the quantity of service delivery (number of children in school) and quality of educational services (learning and teaching climate). The specific objectives of the performance-based school grants were to (i) provide additional resources at the school level to cover the cost of delivering services and removing the need for 'informal' charges in primary school; (ii) increase educational equity; (iii) improve the learning environment and opportunities in selected schools; and (iv) strengthen capacities of LCs, district education staff and heads of schools in the administration of the grants. To ensure that schools and students most in need were the ones to benefit from the project, appropriate targeting mechanisms were utilized using key education and poverty criteria. More precisely, the project targeted LCs with the highest levels of marginalization by ranking districts according to their educational outcomes and poverty levels, based on a set of established criteria.¹⁰² Further, to ensure a necessary focus on girls, the project also included specific incentives for schools to focus on girls' progression, retention and performance, and additionally included a PDO-level indicator to ensure that 50 percent of direct project beneficiaries were girls.

109. **Relevant and applicable design.** Based on the experience from the previous EFA-FTI operation in Sierra Leone (P115782) and which provided a number of 'lessons learned' for project implementation in the country, the REDiSL project was intentionally designed to fit the needs of the local context. In particular, the GoSL and the World Bank worked with donors in parallel channels to ensure the MEST met the targets set by the ESP towards increasing access, particularly in rural areas. Past experience in Sierra Leone also demonstrated the need for a strong project team to be in place prior to the start of implementation and to remain in place throughout the project cycle. The decision was thus made to use REDiSL staff who were involved in the previous EFA-FTI operation in order to avoid steep learning curves and discontinuity in work. Furthermore, to account for its being the first project implementing elements of the ESS, which the Ministry had not done before, the Bank team anticipated and conducted more frequent supervision missions and audio and video interactions during the first year of implementation, and further, provided the Government with support in developing the operations manual¹⁰³ and other procedural documents. Finally, where the original design was too complex to operationalize, changes were again made to the project design during the course of implementation in order to ease implementation, reduce administrative costs and effort, speed up disbursements, and strengthen alignment/integration with existing systems, policies and processes in the EMST to ensure sustainability.

110. The AF 2 also built on evidence and lessons learned during the implementation of the first phased of the project. Building on evidence which highlights the important role that schools grants, performance incentives, strengthening of school-based management practices and community engagement can play in improving access and the quality and efficient use of education resources and inputs,



AF 2 scaled-up performance-based school grants, and further, stepped up its support for strengthening accountability and school-based management capacities.

111. **Participatory and consultative approach.** The World Bank team was in continuous policy dialogue with the GoSL, GPE, DFID, and other DPs while leading the project preparation process. Interventions were designed to complement other partners' efforts and to capitalize on them, which was especially important considering that other partners were also implementing programs that supported the Government's ESP. Moreover, there existed an Education Development Partners Group (EDPG) comprised of donor partners, Civil Society Organizations (CSOs), and NGOs as well as the MEST staff, and which provided technical support to the REDiSL project as needed. Clearly then, was a harmonization of efforts which was further strengthened and became even more critical, during the EVD crisis.

112. **Assessment of risks and mitigation measures.** Key risks and appropriate mitigation measures were adequately identified during preparation. An overall substantial implementation risk rating was assigned, driven primarily by the operating environment whereby capacity within the MEST was limited with regards to technical skills, system establishment and availability of personnel, and similarly, was limited at the LC and school levels, where it was deemed intensive support would be required for the project to succeed and achieve sustainability. These key risks were appropriately identified during the design phase and the related mitigation measures that were proposed were realistic and informed by lessons learned from previous projects in Sierra Leone and other countries.

B. KEY FACTORS DURING IMPLEMENTATION

113. **Factors subject to government and/or implementing entities control.** The Government's continued and robust commitment was central to the successful implementation and completion of the project. REDiSL used existing institutional structures that facilitated more client ownership and strengthened implementation capacity. This was especially important at the time, considering that the EVD crisis had further strained the implementation capacity within the MEST, making it difficult to carry out the project activities in the time initially envisaged. A concern raised by the Bank team was that reporting and requests for no-objections were initially coming in late and on an ad-hoc basis, making thorough reviews difficult and tight (in many cases, the factors for the delay were exogenous and beyond the project team's control). By design, the project was housed under the auspices of the MEST and consisted of a highly motivated PCU, which became well-versed in Bank operations and which effectively managed each of its sub-components. In addition, the MTR, which took place from July 19 to August 1, 2016—one year after project launch¹⁰⁴—addressed weaknesses of the project and suggested an extension of the project for ten months due to notable delays in project implementation as a result of the Ebola crisis and other implementation challenges which meant that a number of activities under each sub-component remained to be completed. For instance, there were significant delays on the GoSL's side with regards to taking critical steps towards the full establishment and functionality of the TSC. More precisely, while the TSC was established in 2011 to address issues of teacher management and professionalism,¹⁰⁵ it was at the time not yet functional due to push back from the MEST to have another entity, and delays in the approval of the salary structure of TSC staff, without which successful applicants could not be appointed and in the transfer of files, records, and functions from the MEST¹⁰⁶ to the TSC. The ministerial appointment of the TSC chair took over 18 months, but following high-level from the Prime Minister, was finally appointed and component activities implemented. Restructurings made to the project¹⁰⁷ were relevant to address the EVD crisis at the time and were approved relatively quickly, which was a necessary action at the time. Despite the delays experienced due to the EVD crisis, a total extension of the project by 34 months ensured that all planned activities were completed, in addition to a select number of strategic interventions that were newly introduced.



114. **Factors subject to World Bank control.** The project benefitted from consistent World Bank team support and proactive follow-up on issues that had a significant impact on implementation, particularly during and after the EVD crisis. Technical support from the World Bank, including TA and capacity building, was crucial for supporting activities that were delayed as well as those that were crucial for strengthening the education service delivery systems in Sierra Leone. REDiSL benefitted from having a field-based Bank education staff based in Freetown to provide day-to-day technical support to the project as well specialized World Bank consultants on digital technologies and data science. In addition, highly experienced consultants provided TA in developing policy guidelines and a district operations manual in the TSC mandate areas and were able to guide continued capacity-building efforts in specific domains. Despite changes in the TTLs and project members over the life of the project, the REDiSL team was effective in ensuring continuity and maintaining consistency across the project operation, and in its ability to react appropriately in the face of the Ebola crisis and to effectively mobilize AF and make necessary changes during the various restructurings. This contributed to helping the Government achieve the project outcomes and key activities by project closure and to improving the performance over the life of the project.

115. **Factors outside the control of Government and/or implementing entities.** Sierra Leone is particularly vulnerable to exogenous shocks in the global economy, as was illustrated by the 2014/15 EVD crisis. Overall, the Ebola outbreak—which occurred soon after project effectiveness—had severe negative social and economic consequences for the country. The majority of the country's population was unable to access basic health services, schools were closed, and economic activity came to a standstill,¹⁰⁸ resulting in delays to the REDiSL project implementation. Despite these challenges, the GoSL worked together with the World Bank team and other DPs to respond to the crisis appropriately. In particular, it made requests for and agreed to, adaptations to the project's timelines and design in an effort to ensure project effectiveness and completion, and additionally, to mitigate the negative impact of Ebola on the education sector.

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

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

M&E Design

116. The links between the inputs, outputs, and outcomes and the PDO were sound (as shown in Figure 1 in Annex 2.G). The PDO was specified at appraisal, and albeit being a bit vague, remained the same throughout the lifetime of the project. During the appraisal, 6 PDO-level indicators and 9 IRIs were defined to measure (i) improved learning environment in targeted schools and (ii) established systems for monitoring of education interventions and outcomes.

117. During project preparation, the REDiSL team incorporated specific outputs (as indicated in the RF) that could be measured during the life of the project. This decision was built on lessons learned from the previous EFA-FTI grant operation, which indicated that quality of learning and teaching improvements, as well as growth in enrollments, are difficult to measure over the limited period of the concessional finance grants. Recognizing the importance of M&E, the project sought to ensure a greater-than-normal focus on M&E and, as such, established a Ministry M&E team within the Directorate of Planning and Policy, funded by the MDTF through REDiSL. The M&E Officer was to be responsible for reporting on indicators specific to the project and to the Director of Planning and Policy as well as the Permanent Secretary (PS), to ensure that the necessary information was available in a timely fashion and that the guidelines/deadlines of the project were met. To further strengthen the quality of M&E and ensure the adequacy of project monitoring,



the project dedicated a specific sub-component (2.2. *Establish robust, consistent school data collection and analysis*) to strengthening capacity for monitoring and evaluation. The activities detailed in the following paragraphs were envisaged at appraisal.

118. To ensure the reliability of data and efficacy of the project M&E, the project envisaged assisting the MEST to establish a sustainable system for data collection and analysis within the Directorate of Planning and Policy to include coverage of TVET, higher education, and other sub-sectors. Specifically, it intended to (i) assist the MEST with establishing a technical data collection and M&E team in the Directorate of Planning and Policy to allow for sustainable, credible monitoring of the ESP; (ii) cover the infrastructure enhancement required for decentralization of data collection and cleanup of data at the district levels where real-time validation was more feasible; and (iii) support the development of an M&E needs assessment and plan to lay the foundation for better data collection and reporting. Increasing the personnel and infrastructure capacity of the MEST team was expected to be a critical design element to ensure that the MEST could deliver reliable, timely reporting on the REDiSL indicators as well as the sector as a whole, allowing the Government and partners to track progress on the ESP.

119. Under the original financing, the REDiSL Secretariat, as delegated by the PS's office, was responsible for supporting the implementation of the project and for monitoring and reporting the project's progress and outputs. The project's AF 2 sought to even further enhance its M&E by integrating M&E into the design of each sub-component. Specific efforts were taken to further enhance the project's M&E efforts under AF 2, as described below.

120. For one, monitoring of the outputs of specific components was built into the components themselves to enable the tracking of their corresponding intermediate indicators. Further, the school grants team/unit in association with DEO staff and district-level PBF Technical Committees became responsible for regularly monitoring the PBF implementation, and funds were allocated under the PBF sub-component for undertaking evaluation surveys and annual third-party review and validation exercises. This informed reporting on the progress of individual sub-components. Furthermore, the Secretariat coordinated with the relevant technical teams/units in MEST, as well as with the planning and M&E unit and district offices in the TSC, to collect data related to monitoring implementation of TSC activities, and undertook supervision/monitoring visits, as and when necessary. The Secretariat also provided regular reports on project implementation, at a minimum semi-annually, with interim reports at times of World Bank supervision missions.

121. Additionally, although conducting an IE was deemed not feasible, it was expected that under the AF 2, an annual sample-based school-level survey would be conducted (comprised of student assessments, SMC, teacher and headteacher interviews and classroom observations) to track trends in teaching and instruction, school practices, and learning outcomes. An end of project third-party verification was also carried out to assess the use of funds, compliance with requirements of the performance-based school grants activity, and adequacy and accuracy of records. This was to enable the project to measure and observe changes in a variety of input, process, and outcome indicators, in addition to those indicators tied to performance payments. This activity was successfully completed, and findings shared, including that (i) all schools received their funding; (ii) the data collected by MBSSE was mostly reflective of the verified data; and (iii) there was a need to increase financial management literacy with school heads on the management of PBF funds.¹⁰⁹

M&E Implementation

122. Key project results were monitored during project implementation, and the project management and monitoring system were strengthened over the course of the challenges faced and the project's restructurings. The proposed activities aimed at strengthening M&E quality were partly carried out.



123. The REDiSL project successfully carried out five ASCs and related analyses between 2015 and 2019. Paper-based versions were used in 2015,¹¹⁰ 2016,¹¹¹ 2017 (under GPE/MDTF), and in 2018 and 2019, there was a migration from paper-based to digital-based data collection using tablets (under AF 2), making Sierra Leone one of the first countries in Africa to successfully transition to digital technology in collecting school data. Moreover, the project provided census reports and statistical bulletins based on the collected data—in 2015, 2016 and 2017 (under GPE/MDTF) and in 2018 and 2019 (under AF 2), and supplied data for the development of two dashboards for MBSSE and the Directorate of Science, Technology and Innovation (DSTI) under the Office of the President.

124. The project also successfully established and paid salaries for a technical data collection and M&E team comprising of one M&E specialist, two M&E officers and one data analyst. This team supported (i) the monitoring of MEST activities;¹¹² and (ii) REDiSL, in project monitoring¹¹³ as well as in the Situation Room (SR).¹¹⁴ In particular, the data analyst financed by the REDiSL project cleaned, analyzed and generated reports of the SR data. This team was continued under AF 2, but instead, with one M&E officer and one data analyst embedded in the EMIS team. REDiSL also contracted an independent firm, as planned, to collect data on PBF (performance) indicators in 2016 and 2017. In 2017, the project procured 320 tablets as a precursor to the national roll-out of the digital census instrument. Further, REDiSL provided support to the MEST to develop and pre-test the instrument for 2018, and from 2018 onwards, data collection was carried out using the tablets and making use of the SR monitor, with special protocols adopted for the collection of PBF data.

125. Despite these successes, throughout the majority of the project's lifespan, M&E was rated as Moderately Satisfactory due to some difficulties that the project encountered over its lifetime. Generally speaking, at times, it seemed as although the M&E functions were being undertaken, there were delays in the submission of the reports and data. The Bank endeavored to provide more support pertaining to the project's M&E during the MTR, which took place in July/August 2016. As of December 2016, improvements in M&E were noted. Specifically, the M&E team followed up on project activities and delivered several monitoring outputs, including the report on the first round of disbursement of performance-based school grants, the construction of early childhood education classrooms, and the RF.

126. As a result, by project close, M&E was upgraded from Moderately Satisfactory to Satisfactory on the basis that the ASC report was being prepared for monitoring, information dissemination and program improvement and that the Grievance Redress Mechanism (GRM) for teacher management and performance-based school grants had been developed.

M&E Utilization

127. The project's progress towards achieving its stated development objectives and implementation progress was mainly informed by the adequate system in place, which enabled the timely availability, and thus utilization of, M&E data. The selected indicators were tracked regularly, and timely updates were provided for all supervision missions, as well as during stakeholder meetings to update the public on progress towards achievement. This facilitated the timely utilization of the data by the REDiSL project, the GoSL and education partners.

128. The project utilized data from the school census—as it became available in mid-2014—as the baseline for the initial project design on the majority of its components. To ensure that results were comparable over the course of implementation and at completion, the REDiSL project also utilized school census data over the following academic years, to provide the necessary updates on an annual basis. This data was reported by the REDiSL Secretariat through the PS's office, and data collection systems were strengthened to allow more decentralized data collection and data cleaning at the district level.



129. The data from the ASC also informed the payment of tuition fees, the supply of teaching and learning materials and the distribution of furniture by the GOSL, and similarly, was used by various education partners in the design and implementation of interventions. Moreover, the collected Global Positioning System (GPS) coordinates for all of the schools in Sierra Leone, as well as photos of their buildings, facilitated the approval process for schools' receipt of performance-based school grants.

Justification of Overall Rating of Quality of M&E

130. The M&E design, implementation and its utilization allowed for adequate tracking of progress made under the project, including utilizing data analysis to inform Government spending (as was the case with the performance-based school grants) and making adjustments to the project as necessary. The integration of the project's M&E into the MEST's M&E system facilitated stakeholder buy-in as well as the long-term sustainability of the monitoring system, which was essential, given the large scale of data collected. Moreover, improvements in the management of education data under the ASC intervention were important for producing long-lasting results in effective data collection, analysis and management in the education sector. Based on the MTR recommendations, necessary changes were made to the original RF to enhance the project's monitoring and performance and to clarify and introduce a set of new upward targets based on data available at the time of the restructurings. Furthermore, M&E data collection and project monitoring have been enhanced over the course of project implementation through capacity building activities. The enhanced quality of M&E, coupled with the analytical work supported by the project, provided adequate information to assess the achievement of project objectives and overall performance. Thus, the overall rating of the quality of M&E is **Substantial**.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

131. **Safeguards.** At appraisal, the project was classified as Environmental Category B and triggered the Environmental Assessment OP/BP 4.01 safeguard policy. These were based on the potential that performance-based school grants might involve minor construction or rehabilitation, but that environmental impacts were expected to be localized, small scale, and manageable through minimum anticipatory mitigation measures. In response, the project developed an Environmental Safeguards Management Framework (ESMF). These safeguards classifications were retained over the lifetime of the project; however, minor updates were made to the ESMF under the project with the addition of AF 2. A budget was added to sub-component 1.1 to facilitate ESMF implementation, including providing head teachers and SMCs with, and training them on, *Environmental Guidelines*, which, based on the ESMF, identified key environmental issues that could emerge during works and corresponding mitigation measures. This training also covered environmental safeguards monitoring and implementation concerns.

132. Safeguards compliance was rated as Moderately Satisfactory throughout the majority of the project's lifespan. The project financed minor civil works, such as the rehabilitation of some existing schools and the construction of 50 new ECCE schools, 14 TSC buildings and 6 model centers. All physical works were completed by the project's original closing date of December 2017, and were mostly built on existing land belonging to the schools or the Government—with the exception of the TSC building in the Western Area which was acquired through a *willing buyer and willing seller* basis, and for which an agreed amount was paid. There were no incidents of displacement or relocation, and as a result, no Resettlement Action Plans (RSPs) were required. By project closure, the rating for safeguards was upgraded from Moderately Satisfactory to Satisfactory as progress and compliance to the project's ESMF was confirmed during the project closing mission in December 2019. Specifically, the team noted that progress had been made on (i) improving physical accessibility of the classes and offices (ramps and doors that do not require much force to open) to persons with mobility challenges; (ii) putting septic tanks in the buildings to ensure pumping it out using a vacuum truck from nearby cities; and (ii)



ensuring that most mitigation actions have been satisfactorily completed and followed the guidelines outlined in the ESMF. The Safeguards rating at project closing thus stands as **Satisfactory**.

133. **Procurement.** In general, procurement was, for the most part, rated as Moderately Satisfactory throughout the life of the project. This was due to there being a few setbacks and challenges, including but not limited to delays in project implementation, largely a result of the EVD crisis. More precisely, the project experienced an almost one-year delay of the project launch—it was approved and became effective in August and September 2014, respectively, but was only launched on August 6, 2015. Delays were nonetheless evident prior to the Ebola outbreak. In particular, there were delays related to the MEST's recruitment of a firm and/or consultant to undertake procurement activities. At the time of project effectiveness (September 29, 2014), a person had been identified and the offer presented to them, fulfilling the condition of effectiveness. However, shortly after, the candidate withdrew their application. It was not until December 2015 that the MEST was able to successfully identify and onboard a procurement specialist.¹¹⁵ The Bank also hired a procurement specialist to provide targeted support to the procurement of a firm to develop and distribute the early grade readers. Competitive bidding processes were used, but where competitors lacked the adequate, relevant experience, the Bank authorized the procurement specialist to utilize single source contracting as needed.¹¹⁶

134. When needed, procurement capacity was augmented by the Bank's recruitment and training of a short-term procurement officer. However, there continued to be issues in the procurement processes and/or contract administration, including but not limited to the poor filing of procurement documentation and delays in the timely completion of contracts. Nevertheless, necessary action was taken to address issues as they came up and the procurement rating was upgraded from Moderately Satisfactory to Satisfactory in June 2019, on the basis that the (i) procurement team was awarding and managing contracts in a timely manner; (ii) post-procurement audit (completed around that time) found no issue on procurement processes; and that (iii) project was compliant with the procurement policy. This rating was maintained for the remainder of implementation, and thus at the close, procurement under the project was rated **Satisfactory**.

135. **Financial Management (FM).** Over the lifetime of the project, FM, for the most part, was rated as Moderately Satisfactory due to some challenges encountered throughout. For instance, though an FM assessment conducted in August/September 2015 revealed that the MEST Bank Grant/Loan proceeds were being used for the purposes intended, some issues were also discovered, such as double-commitment of resources, misclassification of commitments and expenditures and missing critical documentation. Moreover, results revealed that (i) financial transactions were still being processed using Excel Spreadsheets;¹¹⁷ (ii) many transactions—such as payments made upon submission of a budget, proposal/concept note and/or plan—were erroneously recorded as expenses instead of advances; and (iii) relevant policy documents to support some payments made were not provided. In response, the project team worked to address these issues. Following these discoveries, a number of improvements were made. For one, the Secretariat transitioned to using the FM software recommended by the Bank. Secondly, audit reports were undertaken and were of unqualified opinion as they revealed no significant irregularities. Thirdly, though Interim Financial Reports (IFRs) were mostly submitted in a timely manner and in accordance with established Bank procedures, there were some issues noted in terms of incorrect classification of expenditures and advances and incorrect reporting on exchange gains. To correct this, the Bank worked closely with the Project FM Specialist to rectify and then revise the IFRs accordingly. As a result of these improvements, by June 2019, the FM rating was upgraded from Moderately Satisfactory to Satisfactory, due to the project team's submitting IFRs in a timely manner and overall, good project financial planning. This rating was maintained as of project close (December 31, 2019), and as of the ICR mission date,¹¹⁸ there were no overdue IFRs or audit reports. This ICR, therefore, notes that the project addressed some of the financial inefficiencies that had been identified in a timely fashion and achieved its overall objectives with full disbursement. The FM rating at project closing thus stands as **Satisfactory**.



C. BANK PERFORMANCE

Quality at Entry

136. The project was well aligned with the ESS and the country's plan for national development. By building upon the lessons learned from previous World Bank engagement in Sierra Leone and from similar projects in other countries, and by integrating international evidence of good practices, a strong evidence base informed the project design. This allowed the project to prioritize those interventions which could be expected to have the greatest impact in addressing the identified needs. The PDO—although vague in formulation—was highly relevant and remained so throughout the life of the project, and the RF was comprehensive and closely linked with the project's activities. Furthermore, where scale-ups were appropriate given an increase in scope or the project's overall positive performance, adjustments were accordingly made to its targets. An exception in this regard pertains to the completion of school census activity, where the Bank team set a target of one that ought to have been two, for each year of AF 2, considering the successful completion of yearly school censuses in the years prior; specifically, in 2015, 2016 and 2017.

137. The World Bank also enabled the GoSL to play a critical role in the development and design of the project, and thus, was able to ensure the close alignment between activities to be supported under the project and sector-wide priorities. Overall, the project was prepared through an extensive process of nationwide consultations with the participation of policymakers, technocrats, government officials, principals, teachers, students, parents, and local community members, resulting in strong country ownership and commitment to the activities of the project. Furthermore, the activities and outputs supported by the project were logically linked to the PDO. Working closely with the GoSL and MEST, the World Bank education task team led the IPF preparation process, and the design of the project fully complied with the World Bank and GPE's operational policies and procedures. Implementation arrangements and related institutional strengthening were afforded the necessary consideration, and by using existing structures, the project enhanced school stakeholders and government officials' internal capacities, ownership of the project and commitment to maintain and sustain the project's development initiatives after the life of the project. Potential risks were identified, and mitigation measures were accordingly developed. The task team used the data available at the time of preparation and adjusted the project's design, implementation, and schedule, as was needed in the EVD crisis. However, even after implementation had already begun, the project's RF had some discrepancies, mainly due to difficulties accessing information from the M&E team. Baseline and target values for most indicators thus had to be modified later during implementation.

138. The Bank rating for Quality at Entry is **Satisfactory**.

Quality of Supervision

139. Sufficient budget and staff resources were allocated, and the project was adequately supervised and closely monitored. The World Bank also internationally- recruited an education specialist to be based in Freetown for the majority of the REDiSL project implementation, ensuring both field- and HQ-based staff support. The task team carried out regular implementation support missions to review implementation progress and provide implementation support. For instance, under AF 1, the team undertook at least seven technical and implementation support missions in one fiscal year. Further, the team doubled its efforts in the months surrounding Ebola, utilizing teleconferencing and other mechanisms to engage with the MEST and processing a number of no-objections to mitigate the delays caused in procurement. Though missions to Sierra Leone were made difficult during the latter part of 2014, a World Bank Education mission was on the ground in February 2015 immediately following the GoSL's decision to reopen schools in April.



140. The team also kept the Government abreast of project implementation issues requiring special attention through regularly prepared Aide Memoires. Similarly, ISRs provided management with a transparent assessment of the project's achievements and challenges. Restructurings were timely and adjustments were made as needed. These included updating baseline and target values where data was not previously available or was updated and adding and/or removing indicators to accurately reflect project activities during the first restructuring and AF 1 and AF 2. In addition, TA was mobilized as necessary to build the capacity of the MEST and the PCU and played a key role in supporting activities that were delayed as well as those that were critical for effective education sector planning, such as data collection for the ASCs and the development of policy guidelines and a district operations manual in the TSC mandate areas. The World Bank task team put forth solid efforts, including their effective engagement with other DPs during the Ebola crisis and, more generally, to ensure continued collaboration and complementarity between REDiSL's activities and those of the other DPs. Despite having several TTLs during the implementation of the project, REDiSL's implementation support provided by the Bank team was commended several times during the project closing workshop in December 2019 and in the borrower completion report (see Annex 6), and the supervision and technical support provided, has been deemed as 'excellent' by the GoSL and TSC. The borrower completion report notes that the last 18 months of project implementation signaled an accelerated implementation support by the Bank, with almost monthly technical support missions taking place and accelerated technical support that resulted in the first digitalized school census in 2018 and regular and timely disbursement of the performance-based school grants.

141. The Bank rating for Quality of Supervision is **Satisfactory**.

Justification of Overall Rating of Bank Performance

142. Based on the assessment above, the Bank performance is rated **Satisfactory**.

D. RISK TO DEVELOPMENT OUTCOME

143. The World Bank has recently developed a CPF for Sierra Leone for the period FY21-FY26,¹¹⁹ in partnership with the GoSL with the goal of improving learning outcomes in primary and secondary education - especially among girls. The CPF outlines a number of fundamentals that need to be in place. These include: (i) an education system strong in policy, governance, accountability and administration; (ii) effective teaching; (iii) accessible and safe learning conditions (classrooms, teachers, textbooks as well as water and sanitation); (iv) effective school management and community/parents' engagement; and (iv) conducive public sector governance. Evident then is that the REDiSL project continues to be relevant to the country's more recent higher-order objectives, considering the continued focus on (i) access, equity and completion; (ii) quality and learning outcomes; and (iii) systems strengthening.

144. Importantly, the need to focus more explicitly on girls' completion of schooling has emerged as a continued area of focus for education in Sierra Leone.¹²⁰ In particular, reducing secondary school drop-out among girls is identified as a key government priority and CPF priority. To that end, the CPF intends to support programs that facilitate the path back to school for pregnant girls,¹²¹ reduce the drop-out rates among girls who have left school and provide incentives for girls to remain in school and complete secondary education. Consistent with this priority was the decision to overturn the 2010 decision of the GoSL preventing pregnant girls from attending schools, announced on March 30, 2020, and to replace it with two new policies focused on the 'Radical Inclusion' and 'Comprehensive Safety' of all children in the education system. To support the government's efforts in this regard, the FREE Project (P167897) includes activities to address gender-based violence (GBV) and will invest in distance learning and technology-based solutions that will enable innovation in response to crises. Considering that GBV in schools is a major issue limiting retention of girls



and the negative impact of the more recent COVID-19 pandemic on their abilities to access and complete a quality education, such support is timely and necessary.

145. The project's emphasis on capacity-building, including teacher training, carrying out the ASC and technical training of Ministry staff (though reduced with the scaling back of the MDTF), increases the likelihood that the skills and knowledge acquired by these individuals during the life of the project will continue to be useful in the education sector, after its close. That said, despite institutional arrangements being in place to ensure the project's sustainability, the continuation of improvements is nonetheless likely to remain challenging, given the inherent challenges continuing to face Sierra Leone's education sector. Many of the project interventions are system-wide improvements requiring sustained efforts and continuous reforms. However, since the PDO was maintained and activities were scaled up and strengthened under AF 2, it is more likely that achievements observed under the original financing will be maintained moving forward.

146. The GoSL has demonstrated its commitment to continuing the efforts engaged in in the REDiSL project. The Government is in the process of implementing the *Free Education Policy* to ensure that all children will have access to quality education. An analysis of the implementation of the policy to date¹²² found a positive effect of the policy on enrollment, mostly from a modest increase in the number of 5 to 7-year old's starting schools concentrated among the poorer households. Building on this, the World Bank's continued education sector engagement, particularly through the recently approved FREE project (P167897), will ensure that the outcomes achieved under REDiSL are maintained and that lessons learned are incorporated, to the greatest extent possible, to further strengthen the education sector. The REDiSL project provided an opportunity for the Government to implement key strategic areas of the ESP, given its focus also on improving access to and the quality of education in Sierra Leone, as well as the strengthening of its education systems. In line, therefore, with the Government's strategic objectives, the project's activities sought to deliver intermediate results While simultaneously building the foundation for better management and efficiency and creating opportunities for effective investment in the education sector more generally. The Government's efforts, together with the World Bank's continued engagement, are expected to be mutually reinforcing in support of ensuring that children in Sierra Leone have access to quality education. While the Government will spur reforms on improving access by waiving tuition and admission fees and ensure enhanced participation by providing textbooks and waiving examination fees, the project will focus on improving the management of the education system, teaching practices, and learning conditions. These actions taken together will gradually improve the quality of education in Sierra Leone. Based on this strong Government commitment and the current level of financing and support from both the Government and education sector DPs in the country, it is highly likely that development outcomes will be sustained, and thus, the overall risk to development outcome is **low**.

V. LESSONS AND RECOMMENDATIONS

147. **Lesson 1: The Bank's proactivity and flexibility during the EVD crisis was instrumental to achieve the desired development objective.** The GoSL and Bank team found unprecedented ways to respond to the Ebola crisis, and quickly, with very little support to do so at the time. Despite being taxing for the Bank task team, members worked tirelessly to get funding and activities in response to the EVD crisis. The Bank's ability and strategic decision to provide additional financing and add Ebola-related interventions to the REDiSL project design support the GoSL in mitigating the risks and impacts of the crisis on the education sector and ensured children's prompt and safe return to school. This has had important contributions (for Sierra Leone and other countries) in terms of how governments are thinking through responding to COVID-19.



148. **Lesson 2: Importance of establishing fast response mechanisms in crises/to address emergencies.** Sierra Leone was able to quickly implement emergency responses to the COVID-19 crisis, following experience and lessons learned from the EVD crisis. Specifically, the GoSL leveraged the EVD crisis experience and moved to shut down schools and re-implement its EREP prior to the country's even having its first outbreak of COVID-19. Within a week of school closures in response to the Corona pandemic, the MBSSE and TSC leveraged the audio scripts and systems established under the REDiSL project—and even quickly established new scripts based on past experience with REDiSL—to launch the emergency radio program in the country. Furthermore, as part of the ERTF—consisting of MEST staff, key partners and civil society—an SMWG was created and worked on issues related to the reopening of schools in Sierra Leone. It prepared and communicated: (i) all key messages relating to the opening of schools for pupils, teachers, parents and the wider community; (ii) all key messages around activities of what precautions are being taken to keep all children safe at school; (iii) all new rules that would need to be adhered to when teachers and children return to call, in conjunction with the Protocols Implementation Working Group (PIWG); and (iv) all sensitization of key political, social and community groups. Similar to the ERTF, the revival of this task force during the COVID-19 pandemic, will hopefully be useful in the reopening of schools and encouraging of children's attendance once more, when the pandemic ends.

149. **Lesson 3: The development and utilization of a task force during crises can be very beneficial to information dissemination and the quick reopening of schools.** The mobilization of the ERTF, and subsequently, the SMWG during the EVD crisis was crucial in ensuring that schools were safe for children's return and in relaying correct and consistent messages to teachers and communities. Involving MEST staff, key partners and civil society allowed for a system that was useful in the reopening of schools and the encouraging of children's attendance once more, which can be useful as well in the context of enabling the same once the COVID-19 pandemic ends.

150. **Lesson 4: Donor coordination and sustained support are crucial, especially during crises/emergencies.** The importance of donor involvement and working together, and collaboratively, with the Government, was highly beneficial. REDiSL garnered the support of donors, and together, worked with the MBSSE to build its capacity in implementing and monitoring project activities. Such partnership and collaboration were especially important during the EVD crisis, as it facilitated shared responsibilities and division of labor, towards ensuring that schools were safe for students' return, as quickly as possible. Of importance, however, is the continuation of donors' committed funds and support, and especially, flexibility in projects' responses to crises which are likely to result in delays in implementation and disbursement. Moving forward, disbursement processes and planning ought to thus be reflective of the operational context and the need to incorporate external shock considerations.

151. **Lesson 5: Building contingency funding into the project helped the Bank team to respond swiftly in a crisis.** The project benefitted greatly from incorporating contingency funding into its design. The amount of US\$1.45 million provided flexibility as it was quickly allocated to newly added Component 4 and used to implement initial activities in response to the EVD crisis (emergency phase). This meant that the project could more quickly respond to the EVD crisis While the Bank team focused on sourcing additional financing. Once the additional financing was secured, it was used to further strengthen the project's response to mitigating the negative impacts of Ebola on the education sector (reopening of schools). Evident then, is that including contingency funding—especially in countries that are extremely vulnerable to external shocks—into project design, can be a very important tool.

152. **Lesson 6: Digital technologies through remote learning are important tools during crises.** During the Ebola outbreak, the GoSL, with support from REDiSL, successfully implemented an emergency response to provide school lessons to students in all grades through television and radio programming. The EREP had high awareness and listenership levels and helped to establish a strong response strategy for emergency situations, such as in the COVID-19 situation presently. Actions taken by MEST with support from



the REDiSL project have been instrumental in helping other countries in developing responses during the current Coronavirus pandemic, as evidenced by the lessons drawn on remote learning, anticipating decrease in enrollment, ensuring marginalized groups are accounted for, etc.¹²³

153. **Lesson 7: Digital technologies can be very useful for education management and service delivery.** The REDiSL project supported the development and utilization of the fully digitalized ASC in 2018 and 2019, using technology enabled data solution techniques. The digital ASC allowed for the timely collection of rich data at the school level, including student, teacher and infrastructure data for all of the 11,000 schools in the country, including pictures and GPS co-ordinates. In addition, the project supported PBF to schools to encourage school-based planning for improved school performance by providing community-managed, performance-based grants to targeted primary schools. The project used technology enable timely data collection and to ensure that school profiles and feedback were provided to the schools based on this.

154. **Lesson 8: Financing schools directly through schemes such as the performance-based financing scheme in Sierra Leone is possible.** REDiSL supported the implementation of PBF to approximately 1,800 schools (20 percent of schools in the country). No other initiative at that time provided such direct support to schools in the country. Thus, through the REDiSL PBF scheme, the institutional mechanisms for PBF implementation were established. This included (i) registration of bank accounts for 1,800 schools at the Sierra Leone Commercial Bank; (ii) strengthening of school management committees (SMCs); (iii) development of tools for transparency in the delivery of funds to schools including PBF report cards and school bulletin boards on funds received; and (iv) technology-enabled data collection on PBF data at schools using situation room monitors and MBSSE district level teams.

155. **Lesson 9: Operating successfully in a low capacity environment with a difficult political economy requires a number of supports.** A highly participatory process of implementation, including members of the MEST, provided important contextual insights, built country capacity and enhanced the sustainability of project initiatives. The REDiSL project was, at that time, the only education project in the country that was embedded within the MEST, with full technical leadership from MEST. Additionally, the REDiSL project was able to benefit from day-to-day support and guidance when a field-based education specialist was recruited from 2015. The presence of operational staff in the field was an important factor in the provision of timely and effective implementation support to accelerate project implementation and engage Government and DPs in education policy issues and reduced some of the delays in implementation—including requests for no objections, etc. This support was particularly useful given key aspects of the project and context, with it having multiple sources of funding, piloting new activities, the introduction of important reforms, and former limited institutional capacity. Specifically, the specialist was able to work closely with the TSC to lend support in its overcoming delays in its establishment, and further, observe how PBF was actually working in the field and correspondingly provide support in the simplification of the PBF component to ensure effective implementation.

156. **Lesson 10: Simplified designs of specific activities, particularly in low capacity and fragile contexts, can be most effective in ensuring timely and effective implementation of planned activities.** Despite the design of the school grants activity being technically sound, its implementation proved to be complex in the Sierra Leone context resulting in high administrative costs as well as delays in implementation.¹²⁴ In response, the project team undertook a technical review and collaborative planning and, in so doing, identified and modified elements to address limitations while not compromising its intended positive impact. Important mitigating measures to thus be considered in the context of providing grants to schools include (i) the simplification and streamlining of the design; (ii) conducting of an independent validation of all school bank account information; (iii) development of standardized operational guidelines, tools and templates related to school-based management; and (iv) training of SMCs on operational guidelines.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: To improve the learning environment in targeted schools

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of schools that meet 60% of performance targets	Percentage	0.00 13-Nov-2013	85.00 28-Feb-2017	85.00 29-Dec-2017	60.00 28-Dec-2017

Comments (achievements against targets):

Although this target was not achieved by the project's original revised closing date (December 2017), it was achieved by the revised closing date (under AF 2).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of schools that	Percentage	0.00	85.00		86.00



meet 60% of performance targets (under AF)		15-Sep-2017	31-Dec-2019		02-Dec-2019
<p>Comments (achievements against targets): Achieved. Whilst this was not achieved by the project's original revised closing date, it was achieved by the closing date under AF 2 (December 2019). Specifically, the target of 85% has been met, slightly exceeded at 86%. No changes were made to increase or decrease this target during AF 2.</p>					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
% of trained teachers using improved reading methods	Percentage	0.00	70.00	70.00	84.00
		20-Nov-2013	28-Feb-2017	29-Dec-2017	28-Dec-2017
Comments (achievements against targets): Exceeded. The target of 70 has been met and exceeded, with 84% of trained teachers using improved reading methods.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools reopened	Number	0.00	8100.00	8100.00	8100.00
		08-Dec-2014	28-Feb-2017	29-Dec-2017	28-Dec-2017



Comments (achievements against targets):

Achieved. Added during first level II restructuring in response to the EVD crisis. The target of reopening 8,100 schools has been met, exactly.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00	900000.00	1230761.00	1262515.00
		13-Nov-2013	28-Feb-2017	29-Dec-2017	28-Dec-2017
Female beneficiaries	Percentage	0.00	50.00	50.00	50.00

Comments (achievements against targets):

Exceeded. This target was upwardly revised during the first restructuring from 900,000 to 1,190,000 in order to account for the expansion in the definition of *direct project beneficiary*, which initially included only the students and teachers in the targeted schools. Specifically, given the addition of Component 4 and corresponding new activities during the EVD crisis, it was necessary to account for the school-aged children who benefited from the activities supported under Component 4 during the months of Ebola-inflicted school closures as well. Overall, the baseline for this indicator at the beginning of the project was 0, and the closing expected end target was 1,230,761. The achieved target is 1,262,515.

The percentage of female beneficiaries reached was also achieved. Specifically, 50% of female beneficiaries were reached, starting from a baseline of 0. Though the target percentage of this indicator (50%) was not upwardly revised across the project's restructurings and AFs, the number of females reached did as a result of increases in the number of targeted direct project beneficiaries.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct Project Beneficiaries (under AF)	Number	0.00 15-Sep-2017	500000.00 31-Dec-2019		517815.00 02-Dec-2019
Female beneficiaries (under AF)	Percentage	0.00	50.00	50.00	50.00

Comments (achievements against targets):

Exceeded. The baseline was 0, and the expected end target was 500,000. The achieved target is 517,815.

The percentage of female beneficiaries reached was also achieved. Specifically, 50% of female beneficiaries were reached, starting from a baseline of 0. Though the target percentage of this indicator (50%) was not upwardly revised across the project's restructurings and AFs, the number of females reached did as a result of increases in the number of targeted direct project beneficiaries.

Objective/Outcome: To establish systems for monitoring of education interventions and outcomes

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of donors working with Ministry through	Number	1.00 15-Jul-2014	5.00 28-Feb-2017	5.00 29-Dec-2017	7.00 28-Dec-2017



coordinating unit

Comments (achievements against targets):

Exceeded. The target of 5 has been slightly exceeded, with 7 donors working with the Ministry by the project's original closing in December 2017.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
TSC policy and guidelines for teacher management in use	Yes/No	N 13-Nov-2013	Y 28-Feb-2017	Y 29-Dec-2017	N 28-Dec-2017

Comments (achievements against targets):

Although this target was not achieved by the project's original revised closing date (December 2017), it was later modified to an IRI indicator under AF 2 and was achieved by the closing date under AF 2 (December 2019).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of payroll teachers who are teaching in schools where they have been authorized to teach (under AF)	Percentage	62.00 16-Feb-2017	75.00 31-Dec-2019		88.00 31-Dec-2019



Comments (achievements against targets):

Achieved. Specifically, the target of 75% was exceeded, with 88% of payroll teachers teaching in schools where they have been authorized to teach.

A.2 Intermediate Results Indicators

Component: Improving the Learning Environment and Opportunities in Targeted Areas

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of primary schools implementing grants through the project	Number	0.00 13-Nov-2013	960.00 28-Feb-2017	960.00 29-Dec-2017	1145.00 28-Dec-2017

Comments (achievements against targets):

Exceeded. With a baseline of 0 and a target of 960, this indicator was exceeded, with 1,145 primary schools implementing grants through the project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of primary schools	Number	0.00	1500.00		1850.00



implementing grants through the AF		15-Sep-2017	31-Dec-2019		01-Apr-2019
Comments (achievements against targets): Exceeded. With a baseline of 0 and a target of 1,500, this indicator was exceeded, with 1,850 primary schools implementing grants through the project.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of trained teachers under the project	Number	0.00	4500.00	4500.00	5400.00
		13-Nov-2013	28-Apr-2017	29-Dec-2017	28-Dec-2017
Comments (achievements against targets): Exceeded. With a baseline of 0 and a target of 4,500, this indicator was exceeded, with 5,400 teachers being trained under the project.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of community level meetings recording feedback on performance-based school grants (under AF)	Number	0.00	1000.00		1242.00
		15-Sep-2017	31-Dec-2019		02-Dec-2019



Comments (achievements against targets):

Exceeded. Introduced under AF 2, this indicator was exceeded. With a baseline of 0 and a target of 1000, 1,242 community-level meetings recording feedback on performance-based school grants were held.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of preprimary schools established under the project	Number	0.00	50.00	50.00	50.00
		13-Nov-2013	28-Apr-2017	29-Dec-2017	28-Dec-2017

Comments (achievements against targets):

Achieved. With a baseline of 0 and a target of 50, this indicator was achieved exactly, with 50 preprimary schools being established under the project.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
% of targeted schools that received reading books through the project	Percentage	0.00	100.00	100.00	100.00
		13-Nov-2013	28-Apr-2017	29-Dec-2017	28-Dec-2017

Comments (achievements against targets):



Achieved. With a baseline of 0 and a target of 100%, this indicator was achieved exactly, with 100% of targeted schools receiving reading books through the project.

Component: Strengthening Education Service Delivery

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
TSC policy and guidelines for teacher management in use (under AF)	Yes/No	N 15-Sep-2017	Y 31-Dec-2019		Y 02-Dec-2019

Comments (achievements against targets):

Although this target was not achieved by the project's original revised closing date (December 2017), it was later modified to an IRI indicator under AF 2 and was achieved by the closing date under AF 2 (December 2019).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Transfer of teacher records from MEST to TSC	Yes/No	N 13-Nov-2013	Y 28-Apr-2017	Y 29-Dec-2017	N 28-Dec-2017



Comments (achievements against targets):

Not achieved. This indicator was not achieved by the project's original revised closing date (December 2019). However, though it was not replicated under AF 2 as an indicator, it was nevertheless achieved by the closing date under AF 2 (December 2019).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Organogram of the TSC approved	Yes/No	N 13-Nov-2013	Y 28-Apr-2017	Y 29-Dec-2017	Y 28-Dec-2017

Comments (achievements against targets):

Achieved. The organogram of the TSC was approved before the project's original revised closing date (December 2017).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of school censuses conducted by the MEST (under AF)	Number	0.00 15-Sep-2017	1.00 31-Dec-2019		2.00 02-Dec-2019

Comments (achievements against targets):



Exceeded. Added to the RF under AF 2, the number of school censuses conducted by the MEST was exceeded. With a baseline of 0 and a target of 1, the project conducted 2 school censuses by the closing date under AF 2 (December 2019).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Report on ESP	Yes/No	Y 13-Nov-2013	Y 28-Apr-2017	Y 29-Dec-2017	Y 28-Dec-2017
Comments (achievements against targets): Achieved. The report on the ESP was completed by the project's original revised closing date (December 2017).					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Learning assessment implemented	Yes/No	N 13-Nov-2013	Y 28-Apr-2017	Y 29-Dec-2017	Y 28-Dec-2017
Comments (achievements against targets): Achieved. The learning assessment was completed by the project's original revised closing date (December 2017).					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Guidelines for licensing and registration of teachers developed	Yes/No	N 13-Nov-2013	Y 28-Apr-2017	Y 29-Dec-2017	Y 28-Dec-2017
Comments (achievements against targets): Achieved. The guidelines for the licensing and registration of teachers was developed by the project's original revised closing date (December 2017).					



B. KEY OUTPUTS BY COMPONENT

Relevant to both outcomes	
Outcome Indicators	<ol style="list-style-type: none"> 1. Number of direct project beneficiaries 2. Percentage of female beneficiaries 3. Number of direct project beneficiaries (under AF) 4. Percentage of female beneficiaries (under AF)
<p>As it relates to the number of direct project beneficiaries—with a particular focus on the percentage of females – this target was achieved and will be evaluated with respect to both Outcome 1 and Outcome 2¹²⁵—regardless of the fact that these PDO-level indicators are linked to Outcome 1 in the project’s ISRs – considering that beneficiaries stand to gain from achievements in both outcomes of the PDO. In this regard, the project exceeded the end targets; 1,262,515 direct project beneficiaries were reached by the original closing date (target of 1,230,761), and 517,815 direct project beneficiaries were reached by final project close (target of 500,000). Furthermore, the project also achieved, exactly, its goal of reaching 50 percent of female beneficiaries by project close.</p>	
Objective/Outcome 1: Improved learning environments in targeted schools	
Outcome Indicators	<ol style="list-style-type: none"> 1. Percentage of schools that meet 60 percent of performance targets 2. Percentage of schools that meet 60 percent of performance targets (under AF) 3. Percentage of trained teachers using improved reading methods 4. Number of schools reopened 5. TSC policy and guidelines for teacher management in use (Yes/No)¹²⁶ 6. Percentage of payroll teachers who are teaching in schools where they have been authorized to teach (under AF)
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Number of primary schools implementing grants through the project 2. Number of primary schools implementing grants through the AF 3. Number of trained teachers under the project 4. Number of community-level meetings recording feedback on performance-based school grants (under AF) 5. Number of pre-primary schools established under the project



6. Percentage of targeted schools that received reading books through the project
7. TSC policy and guidelines for teacher management in use (under AF)¹²⁷
8. Transfer of teacher records from MEST to TSC
9. Organogram of the TSC approved (Yes/No)
10. Guidelines for licensing and registration of teachers developed (Yes/No)
11. Number of schools disinfected
12. Number of schools receiving handwashing stations and supplies
13. House-to-house assessment report completed
14. Number of hours of radio programs completed
15. Report of radio station validation completed
16. Number of handwashing stations procured and distributed to schools
17. Number of districts benefitting from the social mobilization campaign

Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)

Activities under Component 1 and Component 4 resulted in commendable progress towards improving the learning environment in targeted schools as overall, *the project achieved – and in some cases exceeded – the majority of its indicators' targets*.¹²⁸ More precisely, over the life of the project, 86 percent of schools met 60 percent of their performance targets. Importantly, this PDO-level indicator was unmet by the project's original closing date, due to delays in implementation (resulting in only one year of implementation of school-based grants at the time as opposed to the envisaged three), but by the final project closing date, it slightly exceeded the end target of 85 percent. Similarly, the percentage of payroll teachers who were teaching in schools where they had been authorized to teach and who were trained to use improved reading methods also exceeded the end targets; 88 percent were teaching in schools they were authorized to teach in (target of 75 percent against a baseline of 62 percent) and 84 percent of teachers were trained to use improved teaching methods (target of 70 percent). The project also achieved, exactly, its goals of reopening 8,100 schools.

PDO-level indicators and IRIs linked to the TSC have been linked to Outcome 2 in the project ISRs. However, for the purpose of assessing achievements in this ICR, they have been attached, instead, to Outcome 1, considering that sub-component 1.4 (*Improvements to teacher management*) focuses on the establishment and operationalization of the TSC and that the indicators fit accordingly. That said, when it came to having TSC policy and guidelines for teacher management in use, this was not achieved before the project's original closing date, due to delays in the establishment of the TSC. Importantly, however, this indicator was changed to an IRI under AF 2 and during this time, all other activities supported under the TSC were achieved¹²⁹ Under AF 2 as well, the TSC completed an IT-based complaints and arbitration



management system and all the TSC consultancies on corporate policies, district operation manual and harmonization and standardization of teacher policies on registration and licensing, were also completed. Moreover, though not an indicator, the project did successfully renovate and furnish the proposed office building for the TSC, as well as purchase a vehicle for use.

In addition to achieving the targets of all the PDO-level indicators (eventually), all associated IRIs, which measured key outputs to improve the learning environment in targeted schools, were met or exceeded, albeit for one. More precisely, the project did not achieve its goal of transferring teacher records from MEST to TSC, but this was later achieved (although it was not replicated as an IRI) under AF 2¹³⁰ Other achievements included getting the organogram of the TSC approved and developing guidelines for the licensing and registration of teachers. Furthermore, 1,145 primary schools implemented grants by the project's original closing date (target of 960), and a cumulative 1,850 implemented grants by the actual closing date (target of 1,500); 1,242 community-level meetings to record feedback on performance-based school grants (target of 1,000) being held; 5,400 teachers being trained to use improved reading methods - far exceeding the end target of 4,500; 50 pre-primary schools being established¹³¹ (target of 50); and 100 percent of targeted schools receiving reading books through the project (target of 100 percent). Among IRIs that measured key outputs to achieve ensuring that schools were safe for students' return and eventually reopened, all targets were met *exactly*. This included 5,970 schools being disinfected and receiving handwashing stations and supplies; a house-to-house assessment report being completed; 600 hours of radio programs being broadcasted; a report of radio station validation being completed;¹³² 36,000 handwashing stations being procured and distributed to schools; and 14 districts benefitting from the social mobilization campaign.

Component 1¹³³

Under *Sub-component 1.1. Performance-based school grants*, the project had the following achievements:

Provision of Performance-Based School Grants

- Payment of PBF grants to the 1,350 originally targeted schools in the four original LCs (Kenema, Pujehun, Kambia and Tonkolili) for an additional five rounds and to 500 new primary and JSS schools in four additional LCs (Kono, Koinadugu, Falaba and Karene) for six rounds¹³⁴ and to selected pre-primary schools/classrooms where the teachers that were trained under the original financing had adopted the play-based pedagogical approach.
- PBF report cards to the schools had also been shared, enabling schools to obtain feedback on the amounts received and more importantly, on their achievement

Training of SMCs

- School Management Committees (SMCs) from 600 Batch 1 schools received 3-day training in Apr/May 2016 on the School Grants Implementation Manual (SGIM) and the SMC Manual (developed by MEST under a previous project). In January/February 2017, SMCs from batch 2 schools (700) and batch 1 schools received a 2-day training on revisions to SGIM.
- Standardized operational guidelines, standard operating procedures, tools and templates developed in 10 school-based management (SBM) areas.¹³⁵



- Training (8 days) provided to SMCs of all schools targeted to receive grants (plus inspectors, supervisors, members of performance-based financing (PBF) technical committee, Local Council (LC) education committee members, and village development committee members) by 185 facilitators (cascade model) in December 2017.

Technical Assistance to 4 Local Councils

- District level PBF Technical Committees established, sensitized on the school grants activity (PBF program) and participated in the 8-day SBM training in December 2017.

Data Collection

- An independent firm was contracted to collect data on PBF (performance) indicators in 2016 and 2017. From 2018, data collection was carried out using tablets and making use of Situation Room monitors, with special protocols adopted for the collection of PBF data. In addition, a sample of 180 PBF schools (schools receiving school grants) was added to the national learning assessment sample in July 2017, which comprised tests in three subjects, and linked teacher, student and headteacher questionnaires.
- A third-party verification and audit of the performance-based grants was successfully carried out in 2019 and recommendations shared. Overall, the report found that:
 - All schools received their funding;
 - The data collected by the MBSSE was mostly reflective of the verified data;
 - There is a need to increase financial management literacy with school heads on the management of PBF funds

Under Sub-component 1.2. Early Childhood Education, the project had the following achievements:

Building capacity of MEST to ensure the quality of ECCE Provision

- The ECCE curriculum and minimum standards were developed and validated in 2016 and finalized by the MEST in August 2017.¹³⁶ Due to a change in administration in May 2018, the aforementioned documents were reviewed by the new leadership and subsequently approved,
- The ECD policy was developed and validated in 2016. An inter-sectoral review meeting on the ECD policy with senior officials of the MEST and related ministries (health, social welfare, local government finance, etc.) was held on December 19, 2017, to finalize the policy. The Minister of Education has signed the policy and Cabinet approval of the ECD policy is in process.
- Distribution of the ECD policy, ECCE curriculum and minimum standards, and the launch of the documents is pending Cabinet approval of the ECD policy.

Construction of 50 ECCE classrooms

- 50 classrooms (and ventilated improved pit (VIP) latrines) annexed to primary schools were constructed, furnished and equipped in the 4 target LCs.
- Classrooms became operational in the 2017-2018 school year and received follow-up support in October 2018 to set up the classroom space and sensitize the community and parents on the importance of play.



- 20 story books, aligned with ECCE curriculum themes, developed and printed for the 117 preschools benefitting from the REDiSL Project. Under the project, the 20 story books were incorporated in written plans in the educator's guide.

Training of ECCE teachers and caregivers

- 117 preschools (comprising of 239 teachers, 61 caregivers, and 117 head teachers) from the four targeted LCs received 3 days of Level I and 6 days of Level II trainings in the 5 ECCE core competency areas, in line with the new ECCE curriculum, in May and August/September 2017. Inspectors and supervisors from the 8 LCs participated in these trainings so they could develop their understanding of good ECCE practices, in line with the new ECCE curriculum, and how it should be applied in the classroom.
- Regular on-the-job coaching and mentoring visits were initiated to ensure that the 117 school that received Level I/II trainings apply and master good ECCE practices in line with the ECCE curriculum. The 50 new ECCE schools received two support visits during the September-December 2017 term, while the remaining 67 schools received one such visit. Coaching and mentoring visits to the 117 schools have continued under AF 2.

Certification of ECCE educators

- A working group of ECCE faculty from the seven TTCs offering pre-service ECCE certificate, diploma and degree programs was set up to harmonize and align the pre-service ECCE curricula with the ECCE curriculum and core competencies, and teacher professional standards. This entailed: curriculum mapping, gap identification, updating of pre-service ECCE program structure for the various tracks, and development of updated course outlines by December 2017.¹³⁷
- ECCE model centers constructed in 6 TTCs to complement the upgrading of pre-service ECCE programs.

Other (merged with Sub-component 1.1. Performance-based school grants under AF 2 but relevant to this achievement section)

- ECCE activities have progressed well with the ECCE learning standards being complete and short video clips of ECCE having been developed.
- All 117 ECCE schools received their term 1 PBF payments.

Under Sub-component 1.3. Early Grade Reading, the project had the following achievements:

Reading books for primary classes (1-3) and relevant learning materials

- More than 2.2 million early grade readers for grades 1-3 (6 titles - 2 book titles/pupil per grade) were distributed to all primary schools (> 6,000 schools) throughout the country (public, private, community schools, religious schools).
- More than 41,000 teacher guides distributed in all primary schools (see above).
- 1,000 copies of readers and teachers' guides reproduced in Braille and distributed to schools for the blind.
- 300,000 readers and ~15,000 guides for classes 1-3 procured and distributed¹³⁸ (there were savings because the cost of readers was less than what had been budgeted).
- Approximately 460,000 grade 4 readers (2 titles per pupil) and 13,000 teacher guides procured and distributed to all schools (>6,000).



- 10,000 packets per grade for each of the classes 1-3;¹³⁹ and a classroom support guide distributed to all schools (>6,000). (10,000 –each grade within the main package).

Training of teachers and pre-service teachers in training

- Approximately 4,000 in-service teachers of grades 1-4, 1,000 headteachers and 170 inspectors and supervisors from the 14 districts received a 10-day on training on effective early grade reading instruction July-August 2017 (with two levels of training).^{140 141 142} The training also integrated specific sessions on the classroom observation tool, providing feedback and action planning based on the tool (for headteachers, inspectors and supervisors).
- Two training manuals and a teacher handbook for the above training developed.
- An anthology of stories and poems developed.
- Training of trainers: a cadre of 176 home trainers (12-13 trainers from each of the 14 districts) trained, supervised, and assessed by 17 certified Lead Trainers.
- Three teacher training institutions reviewed their course offerings in the 2nd Year of the Language Arts TC & HTC programs and integrated the training materials on early grade reading instruction in existing courses.
- In-service training manuals enhanced and adapted into a reference guide for use by teacher training colleges to teach reading and writing methods for early grades., with more than 700 pre-service teacher trainees benefitting from the upgraded course offerings.

Grade-level reading campaign at the national, local and school levels

- Production and airing of jingles and theme songs in Krio, Mende, Temne and Limba on 41 radio stations across the country
- Production and installation of 8 billboards with succinct messages on importance of reading at strategic locations across the country (on highways – front and back);
- District, regional and national reading competitions for Grades 1-2 (Tier 1) and Grades 3-4 (Tier 2) and associated media campaign (winner went up a level).

Independent study on trained teachers using improved reading methods and who received the books

- Monitoring of the receipt of the utilization of early grade readers in June/July 2017 by the M&E team.
- An assessment (comprising of classroom observation, mini-student diagnostic assessment, teacher and headteacher interviews) was undertaken in 96 treatment and 96 control schools in November/December 2017.
- Teachers trained under REDiSL had an average score of 1.22 vs. 1.03 in control schools (on a scale of 1-3) based on 25 indicators of teaching practice. On 23 of the 25 indicators, the difference between treatment and control teachers was significant (i.e., treatment teachers outperformed control teachers). Although REDiSL teachers did better, the overall score shows that the skills are still emerging and not developed yet.

Under Sub-component 1.4. Teaching Service Commission, the project had the following achievements:

Infrastructure, equipment, furniture and vehicles for TSC

- TSC Secretariat refurbished, furnished and equipped, and equipped with two vehicles and one motorcycle for official use.



- Construction of TSC district offices at 14 sites and procurement of the furniture, equipment and motorcycles for the TSC district officers delivered to the TSC district offices.
- Records room in TSC refurbished and equipped to prepare it for the transfer of teacher records from MEST.

Operational costs of TSC Secretariat

- Operational costs of the TSC Secretariat (with the exception of Commissioners' sitting fees) – including the internet, utilities, communications, security, housekeeping, travel and transport, stationery, etc. were funded by the project.

Salaries of TSC staff at the Secretariat

- Salary of the TSC Chair financed by REDiSL from January-December 2017, as per MOFED instructions.

Tools/systems and processes – namely, policy guidelines; manual for district operations; studies into streamlining the processes for district teacher records and payroll management

- Development of policy guidelines in 3 mandate areas - teacher management, teacher registration and licensing, and teacher-employer relations -- which have been validated at national and district levels with various constituents (teachers, headteachers, district officials, SLTU, etc.).
- Development of TSC operational framework (including the TSC organogram), and TSC corporate policies on HR.
- Comprehensive situation and policy analysis on teachers completed, which informs the development of policy guidelines.
- Completion of all TSC consultancies on corporate policies, district operations manual and harmonization and standardization of teacher policies on registration and licensing.

Public Relations/Communications Strategy

- Development of a TSC website.
- Communications activities by TSC around World Teacher's Day 2017.

Trainings

- Study tour of the Commission to the Kenya TSC.
- TSC Chair participation in a regional workshop on professional standards in Zambia.
- Training of school heads on the application of the teacher professional standards developed by the European Union (EU) was completed in the 6 REDiSL districts.
- The TSC successfully completed the Community of Practice (CoP) training in Kambia in November 2019.
 - This CoP training is based on the REACH CoP model and design, which is currently being implemented in 120 schools with an IE planned to assess it as a model.¹⁴³

Other

- The TSC also completed an IT-based complaints and arbitration management system that was presented during the project closing mission.



Component 4

Under *Sub-component 4.1. Emergency Radio and Television Program*, the project had the following achievements:

Implementation of TV and radio programs

- 600 hours of radio and TV programming was carried out targeting primary, JSS and SSS levels. Subjects taught include: Math, Language Arts, Science, Life Skills as well as psychosocial issues and information about EVD.
- Project supported the development, editing, recording and broadcasting of the above programs.

Under *Sub-component 4.2. Establishing Safe and Secure learning environments*, the project had the following achievements:

Establishing safe and secure learning environments

- 5,970 schools were disinfected and received handwashing stations according to Guidelines and Protocol (including the clean-up and maintenance).
- 36,000 handwashing stations were procured and distributed to schools as were supplied (including cleaning materials).
- Provision of 4 wash and hygiene kits to schools (if > 50 enrollment, an additional kit was provided for each additional 50 students).

Under *Sub-component 4.3. Monitoring of the Emergency Radio Education Program*, the project had the following achievements:

Monitoring of program implementation and beneficiary feedback

- House to house assessment carried out and final report completed.
- Report of radio station validation completed.

Under *Sub-component 4.4. Social Mobilization and Public Information*, the project had the following achievements:

Campaigns

- 14 districts benefited from the social mobilization campaign, which provided information on school reopening dates, accelerated curriculum and truncated school year calendar.
- Support to press briefings carried out by the MEST was provided.

**Objective/Outcome 2: Established systems for monitoring of education interventions and outcomes**

Outcome Indicators	1. Number of donors working with Ministry through coordinating unit
Intermediate Results Indicators	1. Learning assessment implemented (Yes/No) 2. Report on ESP (Yes/No) 3. Number of school censuses conducted by the MEST (under AF)
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	
Component 2	
<p>Overall, the project achieved – and in one case, exceeded – all of its targets. Specifically, it exceeded with regards to achievements made for its PDO-level indicators. By project close, the number of donors working with the Ministry through a coordinating unit¹⁴⁴ was 7, exceeding the end target of 5 and a baseline of 1. In addition to exceeding the end targets of the PDO-level indicators, all associated IRIs were met or exceeded. Over the life of the project, a report on the ESP was completed,¹⁴⁵ learning assessments were implemented,¹⁴⁶ and in total, five school censuses were completed by the MEST (three before the project's original closing date and an additional two by the actual closing date). It is important to note that completion of the school census only became an indicator under AF 2. Focusing specifically on AF 2, the project nevertheless exceeded its end target of 1 by conducting two ASCs – in 2018 and 2019.</p>	
<p>Under Sub-component 2.1. Building the foundation for better measurement of learning outcomes, the project had the following achievements:</p>	
<p>Assessment of reading and Mathematics at grade 5¹⁴⁷ (MDTF, GPE)</p>	
<ul style="list-style-type: none"> National Learning assessment for grades 4-5 in Math, English and Science implemented in approximately 1,000 schools in the 19 LCs in June/July 2017. Data scanning and cleaning for tests and for linked student, teacher and headteacher questionnaires, and some rudimentary psychometric analysis was undertaken by December 31, 2017. The subsequent analysis is financed from AF 2.¹⁴⁸ Learning assessment on pedagogy completed. Delivery of a national learning assessment policy framework and a validation session on the national learning assessment policy framework (took place on November 7th, 2019). 	



Establish and operationalize a semi-autonomous assessment unit within the MEST (MDTF, GPE)

- A learning assessment focal point recruited and based in the Change Unit to coordinate the learning assessment. The salary of the focal point was funded by the project, and the contract was extended for a few months under the AF to support the analysis of the learning assessment by the firm contracted under IDA additional financing.
- A learning assessment policy framework was drafted to outline the shape of the assessment unit in MEST, and a manual of operations backing the policy framework (how the unit will achieve its work) was drafted. It is expected that the new GPE project will finalize and validate these documents based on the direction and priorities articulated by the new government.
- Purchase and set up of 2 OMR scanners and training provided on its use to 4 people. A dedicated office in the ministry was assigned for the learning assessment unit, which was rehabilitated, refurbished and secured for use by the learning assessment team.

Under Sub-component 2.2. Establish robust consistent school data collection and analysis, the project had the following achievements:

Carry out the census during three academic years with a shorter version to be administered alternate years (MDTF, GPE)

- The undertaking of the (paper-based) ASC in 2015, 2016 and 2017. The 2015 and 2017 census deployed a full questionnaire, but the 2016 census used an abridged version. ASC 2015, 2016 and 2017 reports were prepared, utilized in government plans and reports, and available on request (though not widely published by the close of GPE).
- The 2018 ASC was finalized and published in February 2019.
- The 2019 ASC was also successfully completed.
 - It is the first school census since the introduction of the Free Quality School Education (FQSE) program.

Establish a technical data collection and M&E team (MDTF, GPE)

- Salaries of M&E team (comprising 1 M&E specialist, 2 M&E officers, and one data analyst). The team supported REDiSL in project monitoring, as well as the Situation Room (established with support from UNICEF) and monitoring of other MEST activities (such as school feeding). Data cleaning, analysis, and report generation of the Situation Room data were undertaken by the analyst financed by the REDiSL Project. Based on the scope of work, staffing of one M&E officer and one data analyst embedded in the EMIS team is continued under the AF.

Infrastructure enhancement for decentralization of data collection and cleanup of data at the district levels (GPE)

- Improvement of internet connectivity in the MEST through IP telephone and LAN.
- Support to MEST in developing and pre-testing a digital school census instrument with field-based data entry and validation through in-built school validation and consistency checks. In addition, 320 tablets were procured in 2017 as a precursor to the national roll-out in 2018. The national roll-out of the digital census was successfully carried out in 2018 under the AF. Based on the experience, the Minister of Education designated the World Bank/REDiSL to continue providing support for the annual school census (ASC) in subsequent years.



Under *Sub-component 2.3. Establishing a system for effective delivery on the Education Sector Strategy*, the project had the following achievements:

Establish a 'Change Unit' (CU) within the MEST (MDTF)

- Financed operations of the CU until March 2017 (i.e., until MDTF was closed). Subsequently, the CU coordinator has been financed by the DFID as a consultant to the ministry.

Development of certain target areas of the ESP (e.g., supporting children with disabilities) (GPE)

- An inclusive education policy developed and validated by MEST. After the change in the administration, the policy was reviewed, signed by the Minister of Education and been submitted for Cabinet approval.

Enhancement of staff's capacity to better deliver in their roles (MDTF, GPE)

- Updating of the Capacity Development Strategy in 2015 (with support from REDiSL).
- One-off trainings, including training of project and ministry staff.
- The remaining activities were dropped due to the cancellation of MDTF.

Establishment and execution of strategies for dissemination of data (MDTF, GPE)

- Development and further upgrading of the MEST website.

Development of an internal communication system within MEST (MDTF)

- Production and distribution of MEST Directory, and the installation of IP telephones and LAN in MEST.

Coordination of donor interventions in the sector (MDTF)

- A donor coordination desk established under the Deputy Minister's office and a desk officer recruited. The desk officer was supported by the project until the MDTF was closed, and supported by DFID until June 2018, and the EU thereafter.
- The donor coordination desk produced regular newsletters and maintained a database of development partners.

Building a culture whereby targeted training and research will move the education agenda forward (MDTF, GPE)

- Support to the analysis of 2016 WAEC examination results, the ranking of schools in different performance categories (league tables), and determination of targets and regulations around exam performance. The ranking is public (on the website).
- Support to the dissemination of the analysis by MEST in the various districts (until cancellation of MDTF).
- Support to 2015 Annual Education Sector Review workshop. Report prepared with support from UNICEF.
- Support to MTR of the ESP (covering the period 2014-2016) in 2017, which provided the evidence base for the development of the new (interim) ESP.

Others (MDTF, GPE)

- Operational costs of the Recovery Coordinator's Office until March 2017 (i.e., until MDTF closure) – helped the ministry organize weekly IMT meetings (including an overview of projects).



- Support for selective emergency response interventions – esp. related to social mobilization in the aftermath of Ebola and the mudslide; and monitoring, management and logistics of MEST's Ebola response and recovery priorities.
- Support to Week of Education activities in 2015.



C. INDICATORS OVER LIFETIME OF THE PROJECT

Outcome 1: Improved learning environment in targeted schools

Improved learning environments in targeted schools was measured by the following indicators:

- Percentage of schools that meet 60 percent of performance targets **(PDO-level indicator)**
- Percentage of trained teachers using improved reading methods **(PDO-level indicator)**
- Number of schools reopened **(PDO-level indicator)** *¹⁴⁹
- TSC policy and guidelines for teacher management in use (Yes/No) **(PDO-level indicator)**
- Number of primary schools implementing grants through the project (IRI)
- Number of trained teachers under the project (IRI)
- Number of pre-primary schools established under the project (IRI)
- Percentage of targeted schools that received reading books through the project (IRI)
- Number of schools disinfected (IRI)*
- Number of schools receiving handwashing stations and supplies (IRI)*
- House-to-house assessment report completed (IRI)*
- Number of hours of radio programs broadcasted (IRI)*
- Report of radio station validation completed (IRI)*
- Number of handwashing stations procured and distributed to schools (IRI)*
- Number of districts benefitting from the social mobilization campaign (IRI)*
- Percentage of schools that meet 60 percent of performance targets **(PDO-level indicator replicated)**
- Percentage of payroll teachers who are teaching in schools where they have been authorized to teach **(PDO-level indicator)**
- Number of primary schools implementing grants through the AF¹⁵⁰ (IRI replicated)
- Number of community-level meetings recording feedback on performance-based school grants (IRI)

Outcome 2: Established systems for monitoring of education interventions and outcomes

Established systems for monitoring of education interventions and outcomes was measured by the following indicators:

- Number of donors working with Ministry through coordinating unit **(PDO-level indicator)**
- Transfer of teacher records from MEST to TSC (IRI)
- Organogram of the TSC approved (Yes/No) (IRI)
- Report on ESP (Yes/No) (IRI)
- Learning assessment implemented (Yes/No) (IRI)
- Guidelines for licensing and registration of teachers developed (Yes/No) (IRI)
- TSC policy and guidelines for teacher management in use (IRI; formerly a PDO-level indicator)
- Number of school censuses conducted by the MEST (IRI)



Both outcomes

In addition, two overarching PDO-level indicators which informed both Outcome 1 and Outcome 2 were continued under AF 2:

- Number of direct project beneficiaries **(PDO-level indicator)**
- Percentage of female beneficiaries **(PDO-level indicator)**
- Number of direct project beneficiaries (under AF) **(PDO-level indicator replicated)**
- Percentage of female beneficiaries (under AF) **(PDO-level indicator replicated)**

**D. SUMMARY TABLES OF REDISL PROJECT ACHIEVEMENTS****Table 4. Level of achievement on PDO-level and Intermediate Results Indicators under both outcomes**

Indicator type	Indicator	Baseline	Target	Achievement	Indicator type
PDO	Number of direct project beneficiaries	0	1,230,761 ¹⁵¹	1,262,515	Exceeded
PDO	<i>Percentage of female beneficiaries</i>	0	50	50	Achieved
PDO*	Number of direct project beneficiaries (under AF)	0	500,000	517,815	Exceeded
PDO*	<i>Percentage of female beneficiaries (under AF)</i>	0	50	50	Achieved

Table 5. Level of achievement on PDO-level and Intermediate Results Indicators under Outcome 1

Indicator type	Indicator	Baseline	Target	Achievement	
PDO	Percentage of schools that meet 60 percent of performance targets ¹⁵²	0	85	60	Not achieved
PDO*	Percentage of schools that meet 60 percent of performance targets (under AF)	0	85	86	Exceeded
PDO	Percentage of trained teachers using improved reading methods	0	70	84	Exceeded
PDO	Number of schools reopened	0	8,100	8,100	Achieved
PDO***	TSC policy and guidelines for teacher management in use	No	Yes	No	Not achieved
PDO	Percentage of payroll teachers who are teaching in schools where they have been authorized to teach (under AF) ¹⁵³	62	75	88	Exceeded



IRI	Number of primary schools implementing grants through the project	0	960	1,145	Exceeded
IRI**	Number of primary schools implementing grants through the AF	1,500	1,500	1,850	Exceeded
IRI	Number of trained teachers under the project	0	4,500	5,400	Exceeded
IRI	Number of community-level meetings recording feedback on performance-based school grants (under AF)	0	1,000	1,242	Exceeded
IRI	Number of pre-primary schools established under the project	0	50	50	Achieved
IRI	Percentage of targeted schools that received reading books through the project	0	100	100	Achieved
IRI	TSC policy and guidelines for teacher management in use (under AF)	No	Yes	Yes	Achieved
IRI	Transfer of teacher records from MEST to TSC ¹⁵⁴	No	Yes	No	Not achieved
IRI	Organogram of the TSC approved	No	Yes	Yes	Achieved
IRI	Guidelines for licensing and registration of teachers developed	No	Yes	Yes	Achieved
IRI	Number of schools disinfected	0	5,970	5,970	Achieved
IRI	Number of schools receiving handwashing stations and supplies	0	5,970	5,970	Achieved
IRI	House-to-house assessment report completed	No	Yes	Yes	Achieved
IRI	Number of hours of radio programs completed	0	600	600	Achieved
IRI	Report of radio station validation completed	No	Yes	Yes	Achieved



IRI	Number of handwashing stations procured and distributed to schools	0	36,000	36,000	Achieved
IRI	Number of districts benefitting from the social mobilization campaign	0	14	14	Achieved

**Activities supported under AF 2 are highlighted in grey*

**PDO-level indicators and IRIs linked to Outcome 2 (in project's ISRs) which should be linked to Outcome 1 that have been moved from Table 6 (Outcome 2 indicator achievement) to Table 5 (Outcome 1 indicator achievement) for the purpose of this ICR*

**Activities under Component 4, implemented in response to the Ebola crisis are highlighted in green*

**PDO-level indicators replicated under AF 2*

***IRIs replicated under AF 2*

****PDO-level indicators that were changed to IRIs under AF 2*

Table 6. Level of achievement on PDO-level and Intermediate Results Indicators under Outcome 2

Indicator type	Indicator	Baseline	Target	Achievement	
PDO	Number of donors working with Ministry through coordinating unit	1	5	7	Exceeded
IRI	Learning assessment implemented	No	Yes	Yes	Achieved
IRI	Report on ESP	Yes	Yes	Yes	Achieved
IRI	Number of school censuses conducted by the MEST (under AF)	0	1	2	Exceeded

**Activities supported under AF 2 are highlighted in grey*

**PDO-level indicators and IRIs linked to Outcome 2 (in project's ISRs) which should be linked to Outcome 1 that have been moved from Table 6 (Outcome 2 indicator achievement) to Table 5 (Outcome 1 indicator achievement) for the purpose of this ICR*



E. DETAILED TABLES OF RESULTS FRAMEWORK AND MAIN CHANGES

Table 7. PDO Level Indicators

Indicator	Original financing (2014)			First level I restructuring			AF 1			Project's first revised closing date ¹⁵⁵	AF 2			Project close	Notes
	Unit of Measure	Original Baseline	End Target for Original Financing	Indicator Change	Revisions during first level II restructuring (original closing date of February 28, 2017)		Indicator Change	Revisions under AF 1 (original closing date of February 28th, 2017)		Achievement as of December 2017	Indicator Change	Revisions under AF 2 (revised closing date of December 31, 2019)		Overall achievement at project close (December 2019)	
					Baseline	End Target		Baseline	End Target			Baseline	End Target		
Direct Project Beneficiaries	Number	0	900,000	No change	0	900,000	Upwardly revised based on additional interventions from Component 4, which increased the number of beneficiaries.	0	1,190,000 (revised further to 1,230,761 in June 2016) ¹⁵⁶	1,262,515	Replicated under AF 2.	0	500,000	1,262,515 by December 2017; 517,815 by December 2019	Exceeded.
<i>Female beneficiaries (percent)</i>	Percentage	0 percent	50 percent (450,000 out of direct project beneficiaries)	No change	0 percent	50 percent	No change	0 percent	50 percent	50 percent	Replicated under AF 2. percentage not increased, but number expected to increase as number of direct project beneficiaries increased.	0 percent	50 percent	50 percent	Achieved.
Percentage of schools that meet 60 percent of performance targets ¹⁵⁷	Percentage	0 percent	85 percent	No change	0 percent	85 percent	No change	0 percent	85 percent	60 percent	Replicated under AF 2. Target not increased given not achieved by December 2017.	0 percent	85 percent	86 percent	Achieved. While this was not achieved before the revised closing date (December 2017), it was, however, achieved under AF 2.



Percentage of trained teachers using improved reading methods	Percentage	0 percent	70 percent	No change	0 percent	70 percent	No change	0 percent	70 percent	84 percent ¹⁵⁸	Not replicated under AF 2.	N/A	N/A	84 percent	Exceeded.
Number of donors working with Ministry through coordinating unit	Number	1	5	No change	1	5	No change	1	5	7	Not replicated under AF 2.	N/A	N/A	7	Exceeded.
TSC policy and guidelines for teacher management in use	Yes/No	No	Yes	No change	No	Yes	No change	No	Yes	No	Changed to an IRI under AF 2 (see Table above).	N/A	N/A	N/A	N/A
Number of schools reopened	Number	N/A	N/A	Added during first level II restructuring.	0	8,100 ¹⁵⁹	No change	0	8,100	8,100	Not replicated under AF 2.	N/A	N/A	8,100	Achieved.
Percentage of payroll teachers who are teaching in schools where they have been authorized to teach (under AF) ¹⁶⁰	Percentage	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Introduced under AF 2.	62 percent	75 percent	88 percent	Exceeded.



Table 8. Intermediate-Level Indicators

Outcome 1 Intermediate-Level Indicators															
Indicator	Original financing (2014)			First level II restructuring			AF 1			Project's first revised closing date ¹⁶¹	AF 2			Project close	Notes
	Unit of Measure	Original Baseline	End Target for Original Financing	Achievement as of the project's first revised closing date (December 2017)	Revisions during first level II restructuring (original closing date of February 28, 2017)		Indicator Change	Revisions under AF 1 (original closing date of February 28th, 2017)		Achievement as of December 2017	Indicator Change	Revisions under AF 2 (revised closing date of December 31, 2019)		Overall achievement at project close (December 2019)	
					Baseline	End Target		Baseline	End Target			Baseline	End Target		
Number of primary schools implementing grants through the project	Number	0	960	No change	0	960	No change	0	960	1,145	Replicated under AF 2: Number of primary schools implementing grants through the AF.	1,500	1,500	1,145 by December 2017; 1,850 by December 2019	Exceeded.
Number of trained teachers under the project	Number	0	4,500	No change	0	4,500	No change	0	4,500	5,400	Not replicated under AF 2.	N/A	N/A	5,400	Exceeded.
Number of pre-primary schools established under the project	Number	0	50	No change	0	50	No change	0	50	50	Not replicated under AF 2.	N/A	N/A	50	Achieved.
Percentage of targeted schools that received reading books through the project	Percentage	0	100 percent	No change	0	100 percent	No change	0	100 percent	100 percent	Not replicated under AF 2.	N/A	N/A	100 percent	Achieved.
Organogram of the TSC approved	Yes/No	No	Yes	No change	No	Yes	No change	No	Yes	Yes	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.
Guidelines for licensing and registration of teachers developed	Yes/No	No	Yes	No change	No	Yes	No change	No	Yes	Yes	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.



Transfer of teacher records from MEST to TSC	Yes/No	No	Yes	No change	No	Yes	No change	No	Yes	No	Replicated under AF 2 due to not being achieved by December 2017.	No	Yes	Yes	Achieved. While this was not achieved before December 2017, it was, however, achieved under AF 2.
Number of community-level meetings recording feedback on performance-based school grants (under AF)	Number	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Introduced under AF 2.	0	1,000	1,242	Exceeded.
TSC policy and guidelines for teacher management in use (under AF)	Yes/No	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Converted from a PDO indicator to an IRI under AF 2.	No	Yes	Yes	Achieved. While this was not achieved before December 2017 (as a PDO indicator), it was, however, achieved under AF 2 (as an IRI).
Number of schools disinfected	Number	N/A	N/A	Added during first level II restructuring	0	8,100 162	Changed target number given the project's being responsible for 66 percent of the 9,000 targeted schools.	0	5,970	5,970	Not replicated under AF 2.	N/A	N/A	5,970	Achieved.
Number of schools receiving handwashing stations and supplies	Number	N/A	N/A	Added during first level II restructuring	0	8,100 163	Changed target number given the project's being responsible for 66 percent of the 9,000 targeted schools.	0	5,970	5,970	Not replicated under AF 2.	N/A	N/A	5,970	Achieved.



House-to-house assessment report completed	Yes/No	N/A	N/A	Added during first level II restructuring	No	Yes	No change	No	Yes	Yes	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.
Number of hours of radio programs completed	Number	N/A	N/A	Added during first level II restructuring	0	600	No change	0	600	600	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.
Report of radio station validation completed	Yes/No	N/A	N/A	Added during first level II restructuring	No	Yes	No change	No	Yes	Yes	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.
Number of handwashing stations procured and distributed to schools	Number	N/A	N/A	N/A	N/A	N/A	Added during first AF	0	36,000	36,000	Not replicated under AF 2.	N/A	N/A	36,000	Achieved.
Number of districts benefitting from the social mobilization campaign	Number	N/A	N/A	N/A	N/A	N/A	Added during first AF	0	14	14	Not replicated under AF 2.	N/A	N/A	14	Achieved.

Outcome 2 Intermediate-Level Indicators

Indicator	Original financing (2014)			First level II restructuring			AF 1			Project's first revised closing date ¹⁶⁴	AF 2			Project close	Notes
	Unit of Measure	Original Baseline	End Target for Original Financing	Indicator Change	Revisions during first level II restructuring (original closing date of February 28, 2017)		Indicator Change	Revisions under AF 1 (original closing date of February 28th, 2017)		Achievement as of December 2017	Indicator Change	Revisions under AF 2 (revised closing date of December 31, 2019)		Overall achievement at project close (December 2019)	
					Baseline	End Target		Baseline	End Target			Baseline	End Target		
Report on ESP	Yes/No	Yes	Yes	No change	Yes	Yes	No change	Yes	Yes	Yes	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.
Learning assessment implemented	Yes/No	No	Yes	No change	No	Yes	No change	No	Yes	Yes	Not replicated under AF 2.	N/A	N/A	Yes	Achieved.
Number of school censuses conducted by the MEST	Number	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Introduced under AF 2.	0	1	2	Exceeded.



ANNEX 2. ADDITIONAL PROJECT DETAILS

F. ADDITIONAL DETAILS ABOUT PROJECT CONTEXT

Table 9. Matrix of donor-supported interventions, by Level of Education

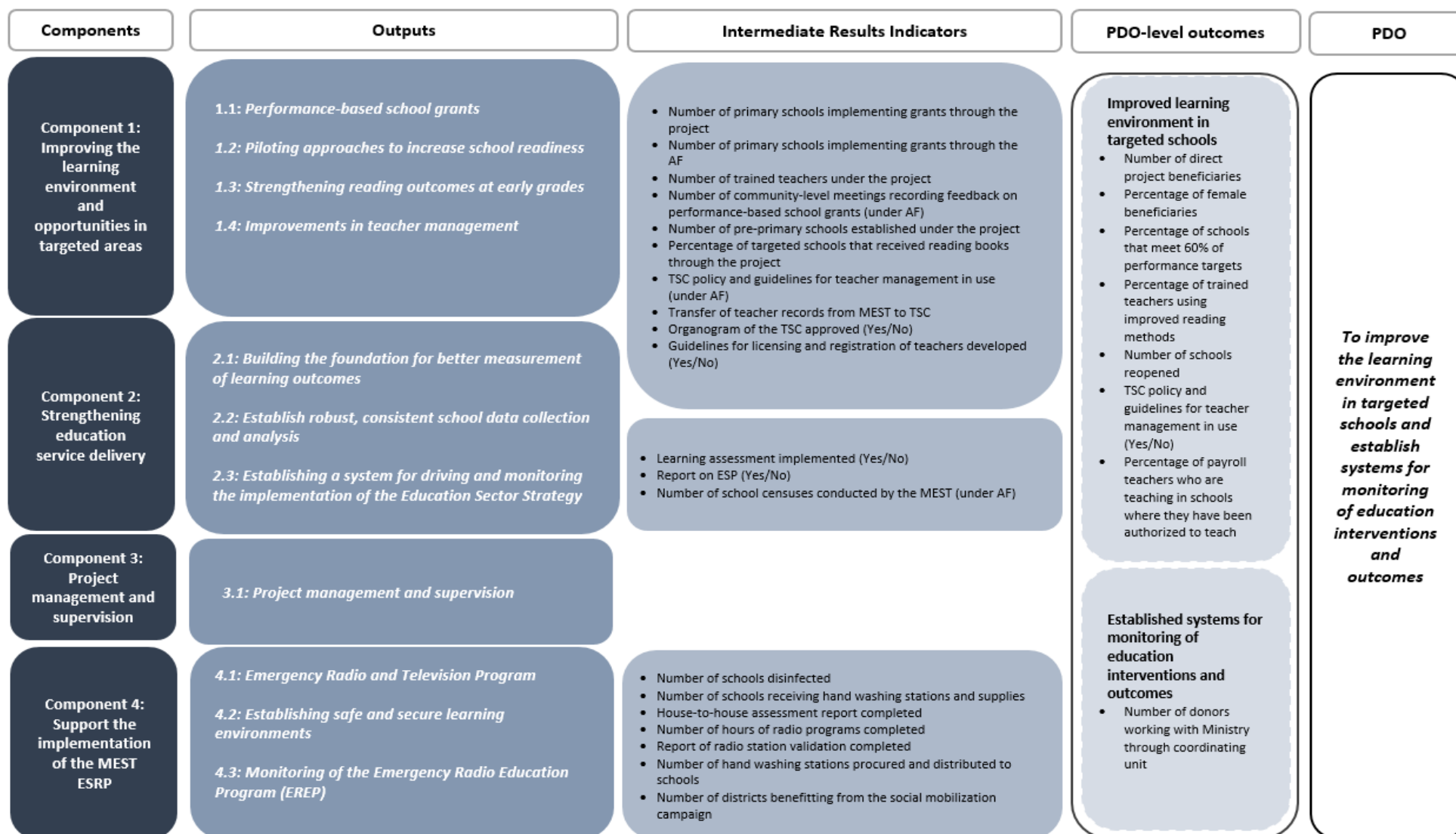
Key Education Sector Interventions	Donor	Education Level			
		Pre-primary	Primary	JSS	SSS
New facilities/centers/schools	GPE/UNICEF	X (P)			
Girls' education	DFID/UNICEF			X	X
Pre-service teacher training	WB, EU	X (P)	X (P)		
In-service teacher training	WB, EU, DFID, GPE/UNICEF	X (P)	X (P)	X (P)	X (P)
SMC capacity building	World Bank		X (P)	X (P)	
WASH	EU		X (P)	X (P)	
School feeding	CRS, WFP, JAM		X (P)		
Classroom construction	EU, GPE/UNICEF	X (P)	?	X (P)	
Performance-based financing	World Bank		X (P)	X (P)	
Provision of education materials	World Bank, DFID, EU, UNICEF	X (P)	X (P)	X (P)	X (P)
Development of lesson plans	DFID		X (P)	X (P)	
Learning Assessment	WB, DFID, EU, GPE/UNICEF		X	X	X
EMIS/ASC/Situation Room	World Bank, EU, GPE/UNICEF	X			
TSC/Teacher Management	World Bank, EU	X			
District-level supervision and support	DFID, EU	X			

Note: (P) means partial coverage; CRS = Catholic Relief Services; IDB = Islamic Development Bank; WFP = World Food Program.

G. THEORY OF CHANGE



Figure 1. REDiSL project Theory of Change





H. ADDITIONAL DETAILS ABOUT PROJECT COMPONENTS

1. The project consisted of four components: (i) improving the learning environment and opportunities in targeted areas; (ii) strengthening education service delivery; (iii) project management and supervision; and (iv) support to the implementation of the MEST Ebola Strategic Response Plan (ESRP).¹⁶⁵ These components and their corresponding sub-components are described below.

Component 1: Improving the learning environment and opportunities in targeted areas (*Original cost: US\$16 million. Actual cost: US\$24.6 million*)

2. Component 1 was comprised of a series of interventions that targeted specific barriers to learning. Overall, this component aimed at improving targeted schools' learning environments through the provision of performance-based grants and the piloting of cost-effective approaches to ECCE, as well as through improvements in early literacy and teacher management. This component had four sub-components.

3. **Sub-component 1.1: Performance-based school grants.** This sub-component aimed to improve access to and the learning environments in primary and JSSs in targeted districts in Local Councils (LCs),¹⁶⁶ which were identified as having the lowest education outcomes and highest rates of poverty. Financial incentives were to be provided to schools based on their delivery of outputs, with the disbursed amount being dependent on the results that schools achieved. The specific objectives of this sub-component were to: (i) provide additional resources to schools to cover the cost of delivering services and to remove 'informal' charges in primary school; (ii) increase educational equity; (iii) improve the learning environment, and opportunities in selected schools (through financing tied to specific indicators which would support such changes); and (iv) strengthen capacities of LCs, district education staff and heads of schools in the administration of the grants. A unique approach in Sierra Leone's education sector, tackling operational challenges associated with a mixture of both supply and demand-side issues, this sub-component sought to replicate the success of such an approach that had seen some success in the health sector. To ensure effective implementation of the performance-based financing (PBF), the sub-component additionally sought to finance 1200 School Management Committees (SMCs) affiliated with the targeted schools, to enhance the local capacity to validate and monitor the anticipated outputs.

4. **Sub-component 1.2: Piloting approaches to increase school readiness.** This sub-component aimed to build on existing practices of ECCE, as traditionally exist in Sierra Leone, and to pilot a cost-effective approach to ECCE and develop quality assurance standards. The objective of the sub-component was to be achieved through (i) the establishment of approximately 50 pre-primary classrooms;¹⁶⁷ (ii) the provision of teacher and caregiver training for those who would be teaching in the pre-primary classrooms;¹⁶⁸ and (iii) capacity-building of the MEST to establish minimum quality standards for ECCE, to be applied to the classrooms established under the pilot, along with a sustainable system for monitoring and supporting compliance.

5. **Sub-component 1.3: Strengthening reading outcomes at early grades.** This sub-component endeavored to support the ESP's aim of improving the pedagogical methodologies used by teachers to improve learning outcomes by supporting a comprehensive national reading program intended to improve literacy in early grades and create a culture of reading as a foundation for learning. Specific interventions were to include: (i) providing reading books for primary classes (grades 1 to 3) and relevant learning materials;¹⁶⁹ (ii) rolling-out a grade-level reading campaign; and (iii) providing training to teachers of early primary grades.



6. **Sub-component 1.4: Improvements in teacher management.** This sub-component aimed to support the establishment and operationalization of the TSC which had officially been enacted in 2011 and been delegated the following responsibilities: (i) registration and licensing of teachers; (ii) teacher performance and development; (iii) teacher management operations; and (iv) teacher/employer relations. More precisely, the main output for this sub-component was to be the effective and efficient management of the teaching labor force underpinned by a database that would inform management decision-making concerning the promotion of professional development and performance of teachers and reporting protocols from districts.

Component 2: Strengthening education service delivery (Original cost: US\$5 million. Actual cost: US\$2.9 million)

7. This component was funded by the REDiSL MDTF and sought to provide support in three main areas: (i) implementing and monitoring specific elements of the education sector strategy; (ii) coordinating donor activities in education; and (iii) addressing capacity gaps at the Ministry and Local levels. This component had three sub-components, which are described in detail below.

8. **Sub-component 2.1: Building the foundation for better measurement of learning outcomes.** This sub-component was designed to help the MEST to be able to determine what its students are learning and lacking, by building on outputs of the previous Education for All-Fast Track Initiative (EFA-FTI)¹⁷⁰ operation¹⁷¹ and work of donor partners.¹⁷² Ultimately, it sought to achieve its objective through the establishment and operationalization of a semi-autonomous assessment unit, within the MEST, to coordinate the design and execution of assessments at lower and upper primary and JSS. Once established, the unit was expected to lead the design, implementation, and analysis of a Grade 5 assessment in Mathematics and English.¹⁷³

9. **Sub-component 2.2: Establish robust, consistent school data collection and analysis.** This sub-component aimed to support the Ministry with the ASC that the MEST had previously carried out successfully. By building on this system which was already in existence, it sought to (i) support the carrying out of the ASC (with some funding to support the MEST in decentralizing data collection and the cleanup of data, as well as to develop a shorter version of the census which could be administered in alternate years); (ii) help establish a technical data collection and a monitoring and evaluation (M&E) team in the Directorate of Planning and Policy to allow for sustainable, credible monitoring of the ESP; (iii) cover the infrastructure enhancement required for decentralization of data collection and cleanup of data at the district levels; and (iv) support the development of an M&E needs assessment plan to lay the foundation for better data collection and reporting. Specifically, this sub-component aimed to address data collection in the short term to ensure consistent reporting by assisting the MEST to establish a sustainable system for data collection and analysis within the Directorate of Planning and Policy to include coverage of TVET, higher education, and other sub-sectors.

10. **Sub-component 2.3: Establishing a system for driving and monitoring the implementation of the Education Sector Strategy.** This sub-component aimed to support the Ministry to bring about the desired improvements in education and to monitor and evaluate the ESP by setting up systems and processes for delivering and monitoring key outcomes. More precisely, it would support the establishment of a 'change unit' (CU) within the MEST to act as a temporary entity providing coordination and short-term technical assistance to the MEST for key activities.¹⁷⁴

Component 3: Project management and supervision (Original cost: US\$0.95 million. Actual cost: US\$1.5 million)

11. This component would cover those inputs required to provide the necessary support to the MEST for the administrative management of the project. In addition to funding the administrative costs associated with the implementation of the components



above, it would also support capacity building, particularly at the decentralized levels, of fiduciary management, procurement, and auditing, among others. This component had one sub-component, described in detail below.

12. **Sub-component 3.1: Project management and supervision.** This sub-component was designed to provide support for the upgrade of the supervision mechanism, financial audits, qualitative audits and impact evaluations (IEs), in order to complement the technical assistance on improving data collection and management being provided to the MEST by donor partners. To achieve this, it would provide technical support to the MEST, TSC, and LCs to undertake M&E activities to ensure information flows to all partners (students, communities, and educators) and enforces accountability. The project was managed by the REDiSL secretariat, and progress reports were submitted quarterly.

Component 4: Support the implementation of the MEST ESRP (*Original cost: US\$1.45 million. Actual cost: US\$2.4 million*)

13. This component was comprised of a series of interventions that sought to support the implementation of select activities in the MEST's ESRP, complementing work supported by partners and the GoSL. Overall, this component was based on addressing emergency needs identified by the MEST as a result of the Ebola crisis. This component originally had three sub-components (during the project's first level II restructuring), but an additional sub-component (4.4) was added under AF 1, increasing the total number of sub-components to four. Described in detail below are Component 4's sub-components.

14. **Sub-component 4.1: Radio and Television Program.** This sub-component aimed to support the MEST's efforts to maintain learning for pre-primary, primary, junior secondary, and senior secondary school students during the period of school closures. Specifically, this sub-component supported the MEST in the development, editing, recording, and broadcasting of radio programs lasting four hours a day, five days a week, for four months. Further, it supported the development, recording, and broadcasting of television programs for three hours a day, five days a week, for four months. In addition to broadcasting core curriculum subjects (Mathematics, English, Integrated Science, and Humanities), programs also included information about Ebola prevention and improved health practices. Lessons were broadcasted over 41 radio stations that were part of the Independent Radio Network (IRN) and the Sierra Leone Broadcasting Corporation (SLBC). Programs began airing on October 7th, 2014. No changes were made to this sub-component under AF 1.

15. **Sub-component 4.2: Establishing safe and secure learning environments.** This sub-component aimed to support the MEST and the GoSL in ensuring that schools were safe for students' return, especially as some schools had been used as 'holding centers' by the Ministry of Health and Sanitation (MoHS), due to insufficient beds in hospitals and health centers, for suspect cases. The sub-component sought to disinfect 8,100 schools using the Guidance and Protocol Note prepared by the GoSL in consultations with partners, the NERC, and the World Health Organization (WHO). Other activities included equipping each school with two hand washing stations¹⁷⁵ and a supply of soap. Communities were responsible for providing water for these stations. Outside of this funding from REDiSL for the aforementioned activities, MEST was actively seeking support from other donors for assistance related to other activities including but not limited to developing and distributing fliers and posters on good handwashing practices, the procurement of non-contact thermometers and within-school psychosocial support and counseling for the school children orphaned by or suffering from trauma as a consequence of the Ebola epidemic.

16. AF 1 provided additional resources to cover gaps, helping expand the target to all learning institutions. More precisely, at the time of AF 1, the targeted number of schools increased from 8,100 to 9,000,¹⁷⁶ with the project being responsible for financing the cleanup and maintenance of 66 percent of the schools (5,970 schools) and UNICEF and other partners being responsible for the



remaining 34 percent (3,030 schools). Further, AF 1 also ensured that handwashing stations provided by the REDiSL project were in line with specifications laid out in the *Guidelines and Protocols for Reopening of Schools*, developed by the GoSL and partners. Specifically, each school received a minimum of 4 wash and hygiene kits, and for schools whose enrollment was above 50, they received an additional kit for every additional 50 students. In total, the additional resources (US\$702,250), added to the original allocation of US\$763,200, allowed for (i) the purchase of 36 thousand 30-liter buckets, 39 thousand 20-liter buckets, and 25 thousand jerry cans; (ii) the cleaning of 66 percent of the 9,000 learning institutions; and continued delivery of supplies to schools.

17. **Sub-component 4.3: Monitoring of the Emergency Radio Education Program (EREP).** This sub-component aimed to support the monitoring of the EREP, which was to be coordinated by the Planning and Policy Unit of MEST that was already handling the M&E of the REDiSL project and had a specific allocation dedicated to this activity¹⁷⁷. As of December 2014, it involved two monitoring activities: (i) a validation visit to radio stations around the country to ensure that broadcasts were proceeding as planned and to identify issues related to the airing of the programs; and (ii) a household survey (house-to-house) aimed at assessing the effectiveness of the radio programming in reaching school-aged children and providing learning. REDiSL and UNICEF jointly funded the household survey. MEST, through REDiSL, specifically funded the data entry, analysis, and reporting while UNICEF financed the development and design of the survey and the data collection.

18. Under AF 1, an additional US\$55,800 was allocated to this sub-component, considering the importance of monitoring of schools in the post-Ebola phase as well as the dissemination of progress/reporting to donors and the public. The money was used to monitor schools and collect information on the robustness of enrollment, learning environment, use of prevention protocol, among others. It was thought that the collection and dissemination of this information would help to increase trust between the community and the central Government, a factor which at the time seemed to have further complicated the control of the spread of the EVD.

19. **Sub-component 4.4: Social Mobilization and Public Information.** This sub-component was added under AF 1. It aimed to support the Social Mobilization Working Group (SMWG), which was created as a part of the ERTF consisting of MEST staff, key partners, and civil society. The SMWG had been working on issues related to the reopening of schools in Sierra Leone with its objectives being: (i) to create an enabling environment for children, parents, and communities at large to ensure that schools are safe for children and have an overall positive impact on their health and well-being; and (ii) to inform the communities and teachers by relaying correct and consistent messages on safer school environments and infection prevention within the school through multimedia packages. Specific activities financed by this sub-component included supporting the MEST in undertaking a media campaign to disseminate accurate information about school reopening dates and the accelerated curriculum and truncated school calendars, to reduce misinformation. The campaign included press briefings to be carried out by the MEST, panel discussions on the Government's efforts to provide safe environments and alleviate the financial burden on parents and modifications of the academic year.



I. ADDITIONAL DETAILS ABOUT PROJECT CHANGES

20. The original REDiSL project (P133070) became effective on September 29th, 2014. However, as this was shortly after the onset of the Ebola crisis, which began in Sierra Leone in May 2014, all schools were closed at this time, resulting in a delay in the implementation of the REDiSL project.¹⁷⁸ The project was, however, restructured as needed to support the education response to Ebola, and included a focus on radio and television programming and reopening schools. Overall, the project had to undergo several changes as a result of the Ebola crisis, as highlighted in Table 10 and elucidated in detail below.

Table 10. Summary of changes across the REDiSL project's restructurings and AFs

Significant change	Basis	Change to PDO	Change to the closing date	Changes to financing	Change to components	Change to indicators in Results Framework
First level II restructuring (December 2014)	To mitigate the negative impact of the Ebola crisis on the education sector.	No	No	No additional financing. The unallocated funds (approximately US\$1.45 million) used to finance Component 4.	No change to Components 1, 2 or 3. Component 4 (and sub-components 4.1, 4.2 and 4.3) added. The existing allocation for Component 3 extended to also conduct monitoring and evaluation of this new component.	No change to indicators for Components 1, 2 or 3. One PDO-level indicator and five IRIs added to measure progress towards completion of Component 4.
First AF (AF 1) (June 2016)	To expand recovery efforts in the context of the EVD crisis.	No	No	Additional financing in the amount of US\$0.95 million. Amount allocated to Component 4 increased from US\$1.45 million to US\$2.40 million. Additional amounts given to sub-components 4.2 and 4.3, and newly added sub-component 4.4 financed fully.	Sub-component 4.4 added.	The six original PDO-level indicators remained the same, but the target for 'Project Direct Beneficiaries' was increased from 900,000 to 1,190,000 to reflect the students benefiting from the handwashing stations procured under Component 4. Two IRIs added to account for new activities: (i) Number of handwashing stations procured and distributed to schools, and (ii) Number of districts benefiting from the social mobilization campaign.
Second level II restructuring (February 2017)	To respond both to initial delays in the project's implementation and to DFID's strategic decision to reallocate US\$3.1 million.	No	Yes. The project's closing date was extended from February 28, 2017, to December 31, 2017.	No additional financing. Reallocation of US\$924,000 from Component 1 to Component 2 and changed financing percentages.	Yes. Money re-allocated from Component 1 to Component 2. Further, select activities under Component 2 were canceled or reduced in scope.	The restructuring did not entail any changes to the indicators or the scope of the Results Framework (except for the minor revision of extending the End Target Date of all indicators to December 31, 2017), as activities under the Results Framework were prioritized in the reallocation of funding.



Second AF (AF 2) (June 2017)	To support the scaling up and strengthening of several activities supported under the REDiSL project to increase the project's overall development impact and to achieve the PDO moving forward.	No	Yes. AF 2 extended the project's closing date by two years – from December 31, 2017, to December 31, 2019.	Additional financing in the amount of US\$10 million. Allocated across the sub-components selected for scale-up/continuation, resulting in a change in component and sub-component costs.	Yes. Only activities under Sub-components 1.1, 1.4, 2.2, and 3.1 were scaled up/continued.	All indicators in the original RF were tracked until the project's original closing date (December 31, 2017). Indicators to be monitored for AF 2 (a few of which were used before) were included as separate indicators in the RF to ensure that achievements under the original financing could be measured apart from those realized under AF 2. Three of the original six PDO-level indicators were replicated, albeit with different baseline and end-of-project values and/or dates, and one new PDO-level indicator was added to capture progress under the proposed AF related to TSC functionality. Additionally, one PDO-level indicator was replicated under AF 2 as an IRI. At the intermediate level, one original IRI was replicated, albeit with a different baseline and end-of-project value and/or date, and two new IRIs were added.
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21. **Project's first level II restructuring:** To mitigate the negative impact of the Ebola crisis on the education sector, the project firstly underwent a level II restructuring, which involved allocating \$1.45 million¹⁷⁹ from its original funding to recovery efforts. Comprised of \$0.9 million from GPE resources and \$0.5 million from the MDTF, the amount of \$1.45 million was initially intended to be used as a contingency during project implementation.¹⁸⁰ In a letter dated December 2nd, 2014, the GoSL wrote the World Bank requesting that these funds instead be used to support the implementation of the MEST's ESRP. In response, the contingency/unallocated amount of \$1.45 million was approved in December 2014 and added to the REDiSL project in December 2014 and included adding a new component (*Component 4. Support the implementation of the MEST ESRP*) consisting of three (3) sub-components: 4.1 – Emergency Radio and Television Program; 4.2 – Establishing safe and secure learning environments; and 4.3 – Monitoring of the Emergency Radio Education Program (EREP). Further, funds that had initially been allocated for monitoring and evaluation of the REDiSL program (under Component 3) were also split so they could also be used to conduct monitoring and evaluation of the newly added Component 4. At this time, there were no changes to the original project components; however, a new PDO indicator and corresponding IRIs relevant to Component 4, were incorporated into the results framework (RF).

22. **Project's first AF [P155316] (AF 1):** In February 2015, as the GoSL announced that schools would reopen after eight months of closure,¹⁸¹ the Bank allocated \$950,000 to be processed as the first round of additional financing to the REDiSL project [P155316]. Financed from the Ebola Recovery & Reconstruction Trust Fund (ERRTF) [TF072305],¹⁸² the primary goal of this additional financing (AF #1) was to expand recovery efforts in the context of the EVD crisis by supplementing the activities carried out by the project to address it under Component 4. It involved changes to Component 4, including modifications of sub-components 4.2 and 4.3, as well as the addition of a sub-component (4.4. *Social Mobilization and Public Information*). Further, it involved changes to the project's RF, which was modified to reflect the changes made to Component 4 and which involved (i) increasing the number of beneficiaries targeted and (ii) adding two indicators, to cover the additional activities being proposed by AF 1. Otherwise, the project's original components and performance indicators remained the same. Finally, AF 1 also included a contingency of US\$53,950 to meet funding gaps.



23. **Project's second level II restructuring:** In October 2016, after disbursing the first tranche of US\$2.46 million, the Department for International Development (DFID) informed that Bank and the GoSL of its decision to withdraw its remaining commitments of US\$3.1 million of its original allocation of US\$5.5 million, and to instead invest it directly into the President's Recovery Plan priority areas in light of the EVD crisis, as the REDiSL project was not covering all of them. To thus respond both to initial delays in the project's implementation, as aforementioned, and secondly, to DFID's strategic decision to reallocate US\$3.1 million, the decision to once more restructure the project was made. To allow the project sufficient time to implement ongoing activities and to recalibrate resources, the GoSL sent the Bank an official letter (dated October 3rd, 2016) requesting a 'No Cost' extension of the project closing date. To ensure that the project could still achieve its PDO in light of the diminished resources, the Bank and the GoSL agreed to shift resources across components to make some adjustments to the project in terms of reducing the scope of some activities and the omission of others from the design. Funding was explicitly directed in such a way as to ensure completion of key activities committed to in the RF and the GPE grant application to maintain activities essential to achieving the PDO. Summatively, the project's second level II restructuring was approved on February 14th, 2017 and encompassed three changes: (i) an extension of the REDiSL project;¹⁸³ (ii) a re-allocation of funds from Component 1 to Component 2 of the project; and (iii) a cancellation and reduction in the scope of select activities under Component 2.

- a. *Reallocation of funds from Component 1 to Component 2.* The REDiSL project had incurred savings primarily as a result of the difference between budgeted and actual expenditures on the development and delivery of supplementary readers¹⁸⁴ for classes one to three supported under Component 1. As a result of DFID's decision to cancel the expected second tranche of US\$3.1 million, discussions were carried out on how to allocate these savings to support some of the significant project-supported activities that were now unfunded, to best ensure achievement of the PDO. The goal of the reallocation was to finance activities whose outputs were included in the RF – and were thus critical to the achievement of the PDO - and for which a contract had already been initiated prior to the cancellation of the second tranche DFID funding. The decision was made to reallocate a total amount of US\$924,000 from Component 1 (Improving the Learning Environment and Opportunities in Targeted Areas) to Component 2 (Strengthening Education Service Delivery)¹⁸⁵ of the project.
 - i. The reallocation was distributed across sub-components 2.1, 2.2, and 2.3. The key activities funded from the reallocation were: **Sub-component 2.1.** (i) administration, analysis, and dissemination of the national learning assessment and linked surveys for grades 4-5 in Math, Science, and English; **Sub-component 2.2.** (i) printing of the ASC reports for 2015 and 2016; (ii) design, implementation, and dissemination of ACS 2017; **Sub-component 2.3.** (i) drafting, printing, and dissemination of the inclusive education policy; (ii) preparation of the Education Sector Review report and partial workshop costs; (iii) salaries of project monitoring and evaluation team from April to December of 2017; and (iv) salary of the donor coordination desk officer from April to July of 2017.
- b. *Cancellation and reduction in the scope of select activities supported under Component 2.* Even with the reallocation of an additional US\$924,000 (from Component 1), the total funding under Component 2 was still insufficient to cover all of the activities initially planned under the original design, due to DFID's decision to cancel the expected second tranche of funding. The project's second level II restructuring thus also involved the cancellation of 11 activities and a reduction in the scope of another three. The activities that were dropped or reduced in scope were strategically selected with specific attention to the corresponding impact on the PDO-level indicators and IRIs. Where the cancellation or reduction



in the scope of activities would have impacted the RF, these activities were prioritized for retention, to be financed from remaining DFID funds, and from project savings.

- i. Activities that were dropped under the project's second level II restructuring included: (i) development and operationalization of an integrated EMIS policy, strategy and operational plan; (ii) census of non-formal education and Technical and Vocational Education and Training institutions; (iii) development and dissemination of the national assessment policy framework; (iv) national learning assessment at the JSS level; (v) national level Early Grade Reading and Mathematics Assessment (EGRA and EGMA, respectively); (vi) phase two of Local Area Network (LAN) connectivity in MEST; (vii) MEST staff training needs assessment, strategy development, and training roll-out; (viii) training on planning, budgeting and financial management for LCs; (ix) staffing of key positions in MEST; (x) support to 2017 Week of Education events; and (xi) pilot of inclusive education policy recommendations and priorities.
- ii. Activities that were reduced in scale under the project's second level II restructuring included: (i) strengthening strategies for school census data dissemination; (ii) enhancing infrastructural and personnel capacities for data collection and analysis at the central and district level; and (iii) staffing and operations of the Change Unit and National Learning Assessment team (project support was extended until March 2017 only).

24. **Project's AF 2 [P163161] (AF 2):** The Bank's Board of Executive Directors approved an AF 2 for the project on June 20th, 2017. An IDA credit in the amount of US\$10 million was provided to support the scaling up and strengthening of several activities supported under the REDiSL project to increase the project's overall development impact and to achieve the PDO moving forward. In particular, the proposed additional financing scaled-up performance-based school grants and stepped up its support for strengthening accountability and school-based management capacities. AF 2 became effective on December 7th, 2017 and closed on December 31st, 2019. Specifically, the project's AF 2 supported the scale-up/continuation of activities under Sub-components 1.1, 1.4, 2.2, and 3.1. All indicators in the original RF were tracked until the closing date of the original financing REDiSL project (December 31, 2017). Indicators to be monitored for AF 2 (a few of which were used before) were included as separate indicators in the RF to ensure that achievements under the original financing (GPE, DFID and ERRTF) could be measured apart from those realized under AF 2 (IDA), to facilitate a clear attribution of the project's achievements. Further, changes were also made to the component costs, disbursement arrangements, and estimates, as well as to the implementation schedule, and implementation and FM arrangements for the performance-based school grants (*Sub-component 1.1*) were also updated.

Component 1: Improving the Learning Environment and Opportunities in Targeted Areas (*Previous allocation: US\$16 million; total allocation with AF 2: US\$24.6 million*)

25. **Sub-component 1.1. Performance-based school grants.** This sub-component continued and was scaled-up (i) the provision of performance-based school grants by providing them to (a) the 1,350 originally targeted schools for an additional five rounds; (b) 500 new primary and JSS schools in two additional LCs¹⁸⁶ for six rounds¹⁸⁷ (*implemented before the original closing in December 2017*); as well as (c) selected pre-primary schools/classrooms where the teachers that were trained have adopted the play-based pedagogical approach (*implemented before the original closing in December 2017*). In this regard, AF 2 also supported (ii) capacity building support to school management on school grants implementation and monitoring; (iii) increased information dissemination, experience sharing and community engagement on school performance and grant management; (iv) M&E; and (v) incremental operational costs. All of these activities, with the exception of (i)(b) and (i)(c), commenced after December 2017.



26. **Sub-component 1.4. Improvements to teacher management.** This sub-component aimed to scale-up technical assistance to the TSC to execute its functions in the three (of the four) statutory mandate areas of teacher registration and licensing of teachers, teacher management, and teacher performance and development. More specifically, AF 2 supported the TSC in (i) developing a registration and licensing program for new teachers; (ii) developing training modules and materials for a headteacher/principal leadership program; (iii) extending technical assistance consultant support to the TSC in executing its teacher management functions; and (iv) undertaking additional studies and other research. The implementation of these AF 2-supported activities commenced after the original closing date (December 2017).

Component 2: Strengthening Education Service Delivery (*Previous allocation: US\$5 million; total allocation with AF 2: US\$2.9 million*)

27. **Sub-component 2.2. Establish robust, consistent school data collection and analysis.** This sub-component financed the national roll-out of a digital ASC in 2018, using digital technology for data collection, as well as for data analysis, reporting, and dissemination. The implementation of these activities supported under AF 2 commenced after the original closing date (December 2017).

Component 3: Project Management and Supervision (*Previous allocation: US\$0.95 million; total allocation with AF 2: US\$1.5 million*)

28. **Sub-component 3.1. Project management and supervision.** This sub-component supported the granting of additional funding to project management and supervision under AF 2. This funding was used to cover costs related to staffing and operational costs of the REDiSL Secretariat associated with the implementation of AF 2, and commensurate with the scope of its activities. The implementation of these activities supported under AF 2 commenced after the original closing date (December 2017).

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

29. The project's restructurings and two rounds of additional financing increased the likelihood that the project would achieve its PDO because the modifications/additions fit within the nature and scope of the original project design. In spite of the EVD crisis, several outcome indicators were upwardly revised to reflect the targets that were added, the increase in targeted numbers, and the higher than expected positive results of the project.

30. **Rationale for changes to Component 1 [during the second level II restructuring].** The rationale for reallocating funds from Component 1 to Component 2 was to support some of the other significant project-supported activities that were left unfunded – after DFID's decision to cancel the second portion of its funding (in the amount of US\$3.1M) – in order to ensure the achievement of the PDO. Savings resulting from a difference between the budgeted and actual expenditures on the development and delivery of supplementary readers for classes one to three, supported under Component 1, were moved to Component 2. A strategic decision was made to fund activities that were directly linked to the PDO-level indicators and IRIs included in the RF, and for which a contract had already been initiated prior to DFID's decision to cancel the second tranche, to ensure full and timely completion of the PDO.



31. **Rationale for changes to Component 2** *[during the second level II restructuring]*. Modifications were made to Component 2 to reflect this loss of funds from DFID and the gained funds from Component 1. Specifically, during the project's second level II restructuring, 11 activities were canceled, and three others were reduced in scope. The activities that were dropped or reduced in scope were, however, strategically selected with specific attention to the corresponding impact on the PDO-level and IRIs. Where the cancellation or reduction in the scope of activities would have impacted the RF, these activities were prioritized for retention and consequently financed from the remaining DFID funds and the project's savings from Component 1. Thus, the project was able to ensure that these changes made in Component 2 did not have an impact on its ability to achieve its objectives.

32. **Rationale for changes to Component 3** *[during the first level II restructuring]*. With the addition of Component 4, it was necessary to split funds that had initially been allocated for monitoring and evaluation of the REDiSL program (under Component 3) for the project's originally planned three components. Correctly, of the original \$2,464,800USD of the MDTF grant initially set aside, \$500,000 was taken and set aside to monitor the EREP in Component 4,¹⁸⁸ which was necessary to ensure monitoring and evaluation of the newly added component and its corresponding activities.

33. **Rationale for addition and modifications of Component 4** *[during the first level II restructuring and AF 1]*. In response to the EVD crisis in Sierra Leone, the REDiSL project made the decision to support the implementation of the MEST's ESRP. A necessary action at the time, the contingency/unallocated amount of \$1.45M from the original project design was used to fund specific activities to address the EVD crisis under a new Component 4 (Sub-components 4.1, 4.2 and 4.3), in December 2014. This addition did not require a change to the project's PDO, as it was particularly relevant. Necessary, however, was that a new PDO-level indicator and corresponding IRIs pertaining to Component 4 be incorporated into the RF, as was done. To further expand recovery efforts during the crisis, the project underwent its first additional financing, which involved modifications to sub-components 4.2 and 4.3, as well as the addition of a new sub-component 4.4 (*Social Mobilization and Public Information*). These changes reflected the project's even more ambitious efforts to address the impacts of the Ebola crisis on Sierra Leone's education sector. Consistent with these changes, the project added two IRIs to its RF to reflect the newly added activities and made further adjustments to its targets in order to reflect the higher number of beneficiaries being targeted.

34. **The changes introduced throughout the life of the project did not negatively impact the project's original Theory of Change, as presented in this ICR.** Firstly, the addition of and slight revisions made to Component 4 under the first restructuring and additional financing, respectively, enabled the project to provide support to the education sector during the EVD crisis and were necessary actions for the project to make progress towards the achievement of its PDO during that time. Secondly, the extension of the project's closing date under the second restructuring allowed it sufficient time to implement and complete its planned activities, which was especially important considering the delays in implementation caused by the Ebola outbreak. This project further supported the achievement and sustainability of its PDO-level outcomes by reallocating savings and eliminating and scaling down project activities in a way that prioritized and retained those necessary for the achievement of the project's objectives, and also, by scaling up and continuing essential activities to achieve its objectives, during its AF 2. Overall, the adjustments made to the RF included the addition of new indicators, clarifying and enhancing of indicators and the revising of indicators' baseline values and end-of-project targets, to more accurately monitor the project's achievements throughout its changes and lifespan.



ANNEX 3. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Kaliope Azzi-Huck	Task Team Leader(s)
Viorel Velea	Procurement Specialist(s)
Sydney Augustus Olorunfe Godwin	Financial Management Specialist
Beatrix Allah-Mensah	Social Specialist
Andaleeb Alam	Team Member
Supervision/ICR	
Himdat Iqbal Bayusuf	Task Team Leader(s)
Innocent Kamugisha, Oyewole Oluyemi Afuye	Procurement Specialist(s)
Sydney Augustus Olorunfe Godwin	Financial Management Specialist
Laura S. McDonald	Team Member
Nikolai Alexei Sviedrys Wittich	Procurement Team
Dilip Kumar Prusty Chinari	Team Member
Warrah Mansaray	Team Member
Janet Omobolanle Adebo	Team Member
Mari Shojo	Team Member
Mariatu Margaret Sankoh	Team Member
Fisseha Tessema Abissa	Environmental Specialist
Gloria Malia Mahama	Social Specialist
Polycarp Omondi Otieno	Team Member
Lauren Justine Marston	ICR Primary Author
Afra Rahman Chowdhury	ICR Contributing Author
Ralph Augustine Bona	Team Member
Bernardo da Cruz Vasconcellos	ICR Quality Assurance

**B. STAFF TIME AND COST**

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY13	20.733	254,264.98
FY14	24.525	92,279.55
FY15	6.830	31,465.36
Total	52.09	378,009.89
Supervision/ICR		
FY14	5.700	59,482.90
FY15	13.135	207,567.84
FY16	41.069	529,013.19
FY17	71.349	409,920.50
FY18	61.350	423,067.95
FY19	25.326	258,330.04
FY20	31.679	527,320.56
Total	249.61	2,414,702.98



ANNEX 4. PROJECT COST BY COMPONENT

Components	Amount at Approval (US\$M)	Amount at First Level II restructuring (US\$M)	Amount after AF 1 (US\$M)	Amount at Second Level II restructuring (US\$M)	Actual at Project Closing [AF 2] (US\$M)	Execution rate (percentage of Approval)
Component 1: Improving the Learning Environment and Opportunities in Targeted Areas	16.0	16.0	16.0	14.59	24.56	152.50
Component 2: Strengthening Education Service Delivery	5.0	5.0	5.0	2.89	2.93	64
Component 3: Project Management and Supervision	0.95	0.95	0.95	1.16	1.47	136.84
Unallocated	1.45	0	0	0	0	N/A
Component 4: Support the implementation of MEST Ebola Strategic Response Plan	0	1.45	2.4	2.43	2.43	N/A
Total	23.40	23.40	24.35	21.07	31.39	133.80



ANNEX 5. EFFICIENCY ANALYSIS

Assessment of Efficiency and Rating

Rating: **Substantial**

1. The project achieved its objectives efficiently with additional financing in the revised timeframe and full disbursement in the context of the EVD epidemic. The implementation and design of the project were well thought out and flexible enough to allow restructuring as needed to support the unprecedented EVD crisis. Based on a cost-benefit analysis result, the project was cost effective and a number of efficiency gains were achieved under the project. Overall, the REDiSL project delivered on what it sought to deliver and disbursed fully, despite initial delays in implementation and disbursement in the challenging situation posed by the EVD crisis. As a result of its significant achievements, efficiency in this project has been rated as **Substantial**.
2. **Cost-benefit analysis.** A cost-benefit analysis was conducted with similar assumptions and approaches used at appraisal using various scenarios. The benefits of the project are semi-quantifiable. Although the project was implemented as planned, it went through a number of changes and modifications as described earlier. The main change to the project includes addition of a fourth component “Support the implementation of the MEST ESRP” which has three subcomponents - emergency Radio and Television Program, establishing safe and secure learning environments, and monitoring of the Emergency Radio Education Program (EREP). In addition to the fourth component, restructuring was also associated with reduction of scope for the other components. The detail of project changes is explained in Annex 2. As such, the CBA considers the steps and assumptions used at the project preparation stage and applies any relevant adjustments that have been made to the project. Given the number of changes in the original scope of the project components, the CBA conducted at appraisal is not comparable with the results at closing.
3. Several assumptions about the project and the associated costs such as opportunity and running costs as well as benefits were considered in the CBA. A base case is built on the following main assumptions:
 - The benefit stream is calculated over 30-year timeframe.
 - The earning rate per level of education and cognitive skills remain the same over the benefits time span except for inflation adjustment.
 - Discount rate of 15 percent is assumed to calculate net present value of project benefits.
 - Age of entry into the labor market is 15 for those entering labor market before finishing high school and 18 for the rest.
 - Average earnings by age grow by 5 percent.
 - Unemployment based on SLIHS estimates to determine the chance of employment of beneficiaries. 75 percent is considered for quality component analysis. Unemployment rate by level of education remained the same although quality improvement might increase the chance of employment.
 - Primary school starting age is 6 and ECD starting age is 3 or lower.
4. **Economic analysis.** The economic analysis is an assessment of the benefits and costs associated with the project. It provides the efficiency of investment in education in Sierra Leone based on estimates of economic rates of returns (IRR) of actual indicators observed at the end of the project. It uses the approach of comparing net benefits at the end of the project to the counterfactual (the estimated data in the absence of the project). Economic costs include total project costs and private costs that comprise direct household expenditure on education as well as opportunity costs for schooling. Similarly, the benefits are considered the changes in the quantity, quality and reduction in internal inefficiency of education produced over the period as a result of the project.
5. The project development objective was ‘to improve the learning environment in targeted schools and establish systems for monitoring of education interventions and outcomes.’ Project activities have been assumed to yield economic returns



primarily through an increase in the number of direct beneficiaries by reopening schools, establishing of pre-primary schools, improving school quality through introducing performance targets and providing learning materials, teachers training, and finally by establishing systems for monitoring of education outcomes. The cost-benefit analysis was conducted with similar assumptions¹⁸⁹ and approaches used at appraisal. The sensitivity analysis using various scenarios shows that a net present value (NPV) for the project benefits varies between 18 million and 29 million. Similarly, the internal rate of return (IRR) range remains positive from 14 percent in the low case scenario to 29 percent in the high case scenario, yielding a base case of 19 percent. At appraisal, the incremental net present benefits of the project were estimated at USD 22.04 million and IRR was estimated at 20 percent, respectively. Based on the estimates, the project has yielded positive economic returns and thus was a sound investment.

6. In addition to economic returns, there have been considerable social returns to investing in schools. The project was implemented at the high time of Ebola crisis and post-Ebola reconstruction. The project helped reconstructing the education sector from falling behind by providing the support it needed in mitigating the negative impact of Ebola on the education sector and bringing underprivileged students back into schools. Externalities from investing in education are difficult to measure, however, the literature points to a number of channels through which the society benefits, including a more productive work environment, innovation at work and other spheres of day-to-day life with widespread general benefits, better-functioning democratic institutions, careful use of natural resources, raised awareness of preventive health practices which has long-term benefits, a healthier population, and more effective and meaningful collective actions. The project, with its focus on low-income communities, and having increased access to schooling and enhanced the learning environments for underprivileged children, has helped in developing social capital, which can have a multiplier effect on reducing inequity.

7. **Efficiency of implementation.** There were some delays in the initial project implementation, principally due to the EVD crisis, and which resulted in the closing of schools, and correspondingly, delays in disbursement, as evidenced by the low disbursement rate at the beginning of the project.¹⁹⁰ However, the project was restructured (first level II restructuring) in December 2014 to respond to the EVD crisis and following this restructuring, new project activities were carried out successfully. During and after the Ebola crisis, consistent operational, technical and implementation support and supervision helped resolve issues and ensure the smooth flow of funds, throughout the remainder of the project life. Additionally, the project benefitted from a cumulative 34-month¹⁹¹ extension of the grant closing date (includes the 10-month extension and the 24 months of the AF 2), which allowed it sufficient time for the achievement of planned activities.

8. In total, US\$31.3 million was allocated to the REDiSL project, as well as another US\$0.53 million provided by the GPE to the World Bank for implementation and supervision in its role as the Grant Agent (TF 016841). The DFID grant closed on March 31, 2017, while the GPE and ERRTF grants closed on December 31, 2017. As of the original closing date in December 2017, disbursement and fund execution stood at US\$21.31 million (98.7 percent). The entire amounts of both the DFID (TF-17720) and ERRTF (TF-A2012) grants were disbursed (100 percent), and though most of the GPE grant (TF-16568) was disbursed, there remained an undisbursed amount of US\$243,843.55 from the GPE. By the close of AF 2 (IDA-61070) on December 27, 2019, there was no undisbursed funds. Disbursement stood at US\$10.32 million, representing 103 percent of the total TF¹⁹² as in AF 2 had an exchange rate of approximately US\$320,000. The budget execution rate (disbursement utilization) for some components did not reach 100 percent, and others exceeded it (Annex 4). The rationale for this is that over the course of the project's life cycle, there was a cancellation in funds from DFID and various changes were made to the components' activities and costing, making the actual execution rates a problematic means of comparison in this case.

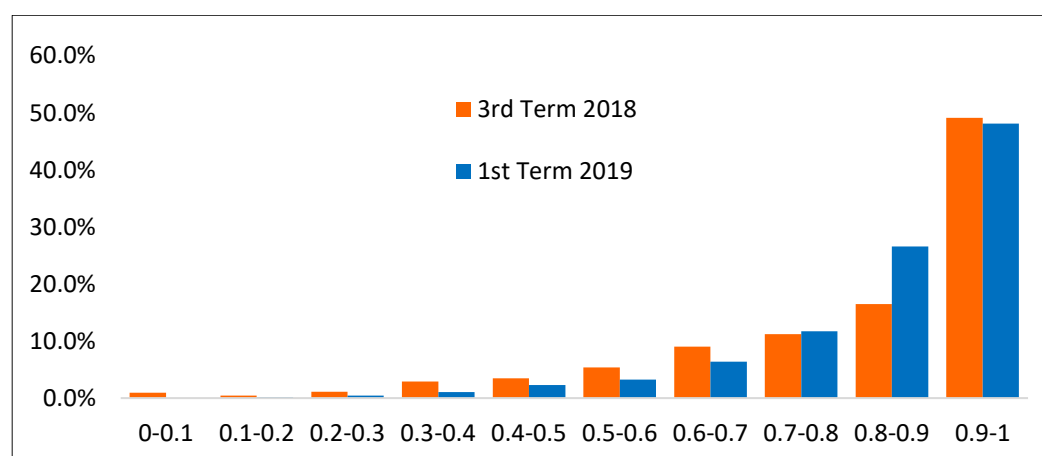
9. **Achieved efficiency.** Under the REDiSL, several activities were supported to improve access, equity and quality of the education system. These activities achieved internal efficiency by maximizing the internal relationship between investment and output while the focus was on the immediate goals of the Education sector. A number of internal efficiency were achieved under the project: (i) project activities enhanced learning outcomes by improving the efficiency of the learning environment through



the performance-based financing programs that supported teacher, student attendance including retention; (ii) provision of learning materials and training teachers as well as supporting early childhood development learning centers; (iii) training of SMCs empowered schools with efficient managerial functions and efficient delivery of education services by enabling stakeholders such as parents and SMCs to participate in and assist the development of schools, (iv) the project supported and encouraged competitiveness and better performance at school level by providing performance-based school grants, (v) systems for monitoring of education interventions and outcomes were established which enhanced efficiency in the management and implementation of education interventions, and development of strategy and decision making.

10. The project successfully used resources in an efficient manner for a certain level of outcomes, despite the removal and reallocation of cofounder funding due to the EVD crisis. For some indicators, the project exceeded the targets identified for the project. In REDiSL project supported schools, the average attendance grew by 3 percentage points from 82 percent in June to 85 percent in November 2018 and the share of schools that recorded more than an 80 percent attendance rate increased by 9 percentage points from 74.7 percent to 65.6 percent over the same period (see Figure 2).

Figure 2. Distribution of School Attendance Rates



Source: REDiSL project report

11. Gross enrollment rate increased from 10 percent at pre-primary, 127.6 percent at primary, 63 percent at JSS, and 28 percent at SSS in 2015 at project appraisal stage to 19 percent at pre-primary, 118 percent at primary, 84 percent at JSS, and 77 percent at SSS in 2018. GER above 100 percent means there are early entry, repeating, and over-aged students. Thus, a decline in GER from 127 percent to 118 percent at the primary level implies increased internal efficiency as pupils are increasingly attending their age-appropriate grades. Increased school attendance and GER at JSS and SSS level indicates potential positive spillover impact of project support to primary education on higher levels of education.

12. **Financial and Institutional sustainability.** The GoSL has been fully committed to continue the efforts and sustain the achievements made under the REDiSL project. To ensure the project's sustainability, institutional arrangements were put in place. Available information from the internal and external audits provides evidence that project resources were used for their intended purposes and that no significant financial leakages or losses had occurred during the project life. Although all the targets of improved learning environment and establishment of monitoring system have been achieved, given the inherent challenges in education sector, ensuring standard learning quality for all in basic education not just in targeted schools can take time. Many of the project interventions are system-wide improvements requiring sustained and continuous efforts. The World Bank's commitment to the education sector, particularly through the new recently approved IPF (FREE Education Project), will ensure



that the outcomes achieved under the REDiSL are sustained and that the lessons learned are incorporated, to the extent possible, to further strengthen the basic as well as secondary education sector.

13. The *FREE Education Project* will focus on providing equitable access to quality primary and secondary education for all, especially by reforming process, updating curriculum, making education more inclusive, improving learning environment by performance-based school financing, enhancing teacher quality, overall management and monitoring system. The FREE Education Project will scale up the PBF from 1,800 schools to all non-private complete primary schools (about 4,370 schools) in all districts in the country. The project will also respond to mitigate the adverse impact of COVID-19 pandemic in education sector at post REDiSL time.

14. In terms of improving access, implementation of EMIS and cost reduction of monitoring, activities such as the construction of schools, managerial training of SMCs, training of government education officials supported under REDiSL project will continue to benefit future cohort of students beyond the scope of the project at minimal maintenance costs. In order to optimize the use of these investment and generate greater impact, the FREE Education Project will further focus on improving the delivery of education services through better allocation of resources and enhanced school-based management and inclusive education for all. Additionally, the FREE Project will also continue the digitalized ASC with further support to the EMIS.

15. **Efficiency rating.** Substantial efficiency gains were observed over the life of the project, with the majority of the PDO-level indicators successfully achieving, and some even exceeding, their targets. Overall, the REDiSL Project delivered on what it sought to deliver and disbursed fully, initial delays in implementation and disbursement in the challenging situation posed by the EVD crisis. . The project also suffered from cancellation of resources due the crisis which compelled the project to reduce its activities and target. The implementation and design of the project were well thought out and flexible enough to allow restructuring as needed to support the unprecedented EVD crisis. Its significant achievements bring the efficiency rating to **Substantial**.



ANNEX 6. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

1. A unique undertaking, the REDiSL project hosted a project closing and ICR workshop with the World Bank, GoSL, stakeholders and beneficiaries before the closing of AF 2 in December 2019. The MBSSE, TSC and Bank team presented on the various project activities and discussed the REDiSL project achievements, challenges, lessons learned and ensured strong knowledge transfer between REDiSL and the upcoming FREE education project.
2. Their findings are captured in a comprehensive borrower completion report that members of the GoSL wrote during and after the completion of the ICR workshop. Specifically, the World Bank received the GoSL's own project completion report on December 15th, 2019, and archived it in World Bank Docs on May 15th, 2020, for reference and information.
3. **Link to Borrower ICR:** <http://wbdocs.worldbank.org/wbdocs/drl/objectId/090224b087931e1d>.



ANNEX 7: LESSONS ON THE USE OF TECHNOLOGY IN EDUCATION SERVICE DELIVERY

1. **Use of Remote Learning during crisis.** REDiSL helped the GoSL to establish and implement its response to the EVD crisis, which enabled the GoSL to respond more quickly in the wake of the recent COVID-19 crisis in 2020. During the EVD crises, the GoSL established the Emergency Radio Education Program (EREP). The EREP aimed to provide teaching a learning through radio instruction during the EVD crisis. The EREP commenced on the first week of October 2014 and was ongoing until schools reopened in April 2015, a total of 7 months, and an average of 28 weeks. The EREP aired for approximately 25 hours a week, during a 5-day week for approximately seven months, totaling a little over 600 hours. Awareness levels of EREP during the Ebola crises was high. Following an MBSSE review of the EREP, it was found that 81.6 percent of households reported that all school-aged children and 83.7 percent of parents/caregivers had heard of EREP. Listenership across lesson levels was also high: 69.2 percent for preschool lessons, 62.2 percent for primary school lessons, 70.6 percent for JSS lessons and 75.8 percent for SSS lessons.
2. **Key lessons learning during the implementation of EREP that are applicable to the present COVID-19 response.** (i) identifying the objective of the radio instruction i.e. is it to keep the students engaged or to ensure learning progression (a more difficult objective)?; (ii) timely implementation of the radio instruction programs are crucial to ensure continuity in learning and keep students engaged; (iii) ensuring better take up and learner engagement through flexible delivery, more parental and family engagement; and (iv) ensuring households' access to radio lessons by including batteries and electricity to run the radios.
3. **Innovative use of technologies to support the implementation of performance-based financing (PBF) in schools.** REDiSL supported the project supported PBF to schools to encourage school-based planning for improved school performance by providing community-managed, performance-based grants to targeted primary schools. During the initial stages of the project, data collection on the PBF was to be undertaken through a firm. However, after a cost analysis, it was found that it was more cost effective and sustainable to use the existing structures within MBSSE and the *situation rooms* established during EVD crisis to undertake PBF data collection analysis. Thus, the REDiSL project used technology enabled data collection to ensure that collected data was timely and that school profiles and feedback provided to the schools was based on this. Approximately 1,800 schools in the targeted six districts received performance-based school grants against the achievement of indicators - including teacher and student attendance and teacher practices in the classroom.
4. **Using digital technologies for education management.** The REDiSL project used technological strategies to overcome the countries' capacity and structural constraints. REDiSL supported Sierra Leone to be one of the first countries in SSA to have a fully digitized school census in 2018, with a successful digital ASC also delivered in 2019 (see Box 3). Digital ASCs allowed for the timely collection of rich data at the school level, including student, teacher and infrastructure data for all the 11,000 schools in the country, including pictures, GPS co-ordinates, data on absenteeism and rich data to allow for the development of a teacher database. Accurate data enabled the mapping of all schools in the country and is used for evidence-based decision making by the GoSL. Box 3 below provides more information.



Box 3. Use of Technology for education management

Using Technology to successful transition to a digital school census system in Sierra Leone

In April of 2018, the government wanted to launch their flagship free education program but was facing a significant challenge. With a complicated education landscape and limited resources, increased government financing needed to be focused at the most underserved communities. However, data on schools, enrollment and teachers was scant and outdated. The specific locations of the schools in the country was unknown. The government estimated that updating the data using the prevailing practice would take a year. The Minister requested that the World Bank provide support in collecting accurate enrollment and infrastructure data for all of the 11,000 schools in the country, including pictures, GPS co-ordinates, data on absenteeism and to create a teacher database within a ten-week period. The only way to achieve it within the timeframe was to transition to a digital school census.

Transition to a digital school census system. The transition to developing and utilizing a digital census in Sierra Leone involved the following steps:

Form design – The ASC form for Sierra Leone was converted into an Open Data Kit format. Several field restrictions were added to the form to reduce errors in data entry. Making full use of the digital nature of the tool, the form was designed to collect GPS data and photographs of each school.

Procurement of tablets and solar chargers – 600 tablets were required to collect the data within the given timeframe. DFID loaned approximately 200 tablets for the exercise. The remaining tablets were procured at a cost of US\$110 per unit. All bloatware was removed and all applications apart from a few that were required for data collection were locked so that enumerators could not download movies and viruses.

Training of enumerators – A cascade model was used for training enumerators. World Bank trained 60 Ministry of Education officers over three days. Then, these master trainers trained 600 enumerators over the subsequent week, while the Bank provided monitoring and supervisory support.

1. *Data collection:* Schools were requested to compile their data in advance through radio announcements and direct phone calls. Enumerators were deployed with ambitious but realistic weekly targets. Each district was required to upload data at least once a week. Data collection was diligently monitored. Daily statistics were shared between the core monitoring team and weekly emails were sent out to senior management with updates on the data collection progress.
2. *Analysis and dissemination:* A customized dashboard which was updated in ‘real time’ was available to the core team. Data was analyzed and customized tables and graphs were ready for the government within a week of the data collection exercise. The Ministry also considered publishing an anonymized dataset on their website to support wider research and analysis of Sierra Leone’s education sector.
3. *Costs:* The total cost for the exercise (including procurement of tablets), hiring of enumerators, transport costs and data analysis for more than 11,000 schools was approximately US\$200,000.
4. *Use of Data:* Accurate data enabled mapping of all the schools in the country. A full mapping of education-access by merging poverty, transport and census data supported evidence-based decision making for the construction of new schools. The data is also being used for the distribution of textbooks and to make decisions regarding teacher deployment (calculating the optimal incentive level for teachers to live in remote areas).
5. *Lessons Learnt:* Technical expertise can only take you so far. Political will and support from enthusiastic civil servants is crucial. It should be considered in other countries as there are quite a few positive externalities of this exercise – including putting new technologies into the hands of young people.



ANNEX 8. SUPPORTING DOCUMENTS

A. World Bank Project Documents

Aide Memoires for the Project's Implementation Support and Supervision Missions

DRAFT Country Partnership Framework (decision meeting stage) for Sierra Leone for FY21-FY26 (dated March 27th, 2020)

DRAFT Guidelines for Reviewing World Bank Implementation Completion and Results Reports: A Manual for IEG ICR Reviewers (updated version as of July 25th, 2017)

Financing Agreement (Credit Number: 6107-SL)

Grant Agreement (GPEF Grant Number TF016568) dated August 1st, 2014

Grant Agreement (MDTF Grant Number TF017720) dated August 1st, 2014

Implementation Completion Memorandum for the Revitalizing Education Development in Sierra Leone Project (P133070)

Implementation Status and Results Reports (ISRs) No. 1–12

Joint Country Assistance Strategy FY2010-2013 (Report No.: 69913-SL) dated July 12th, 2012

Project Appraisal Document (Report No.: 87900-SL) dated July 30th, 2014

Project Paper (Report No.: PAD1498) dated June 3rd, 2016

Project Paper (Report No.: PAD2341) dated May 17th, 2017

Project Restructuring Paper (Report No.: RES26157) approved on July 31st, 2014

Project Restructuring Paper (Report No.: RES14211) dated December 16th, 2014

B. Government's Documents

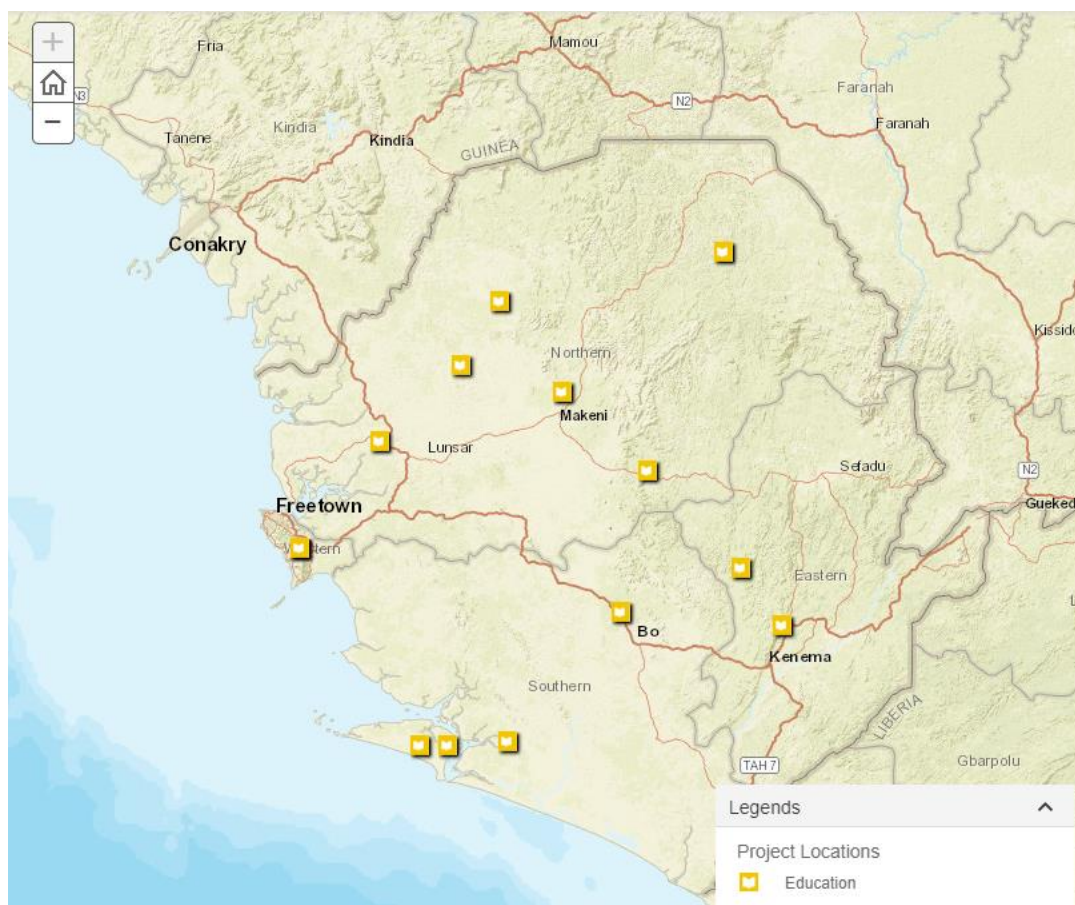
Pregnant Girls Ban Reversal Release (dated March 30th, 2020)

The Agenda for Prosperity: road to middle income status. Sierra Leone's Third Poverty Reduction Strategy Paper (2013-2018)

The Ministry of Education, Science and Technology (MEST) Emergency radio educational program (EREP) Report



ANNEX 9. PROJECT MAP





ANNEX 10. ENDNOTES

¹ Rate used as of December 1st, 2019.

² Exchange rate as of April 9th, 2020: https://www.imf.org/external/np/fin/data/rms_sdrv.aspx.

³ The country is further blessed with other mineral resources including diamonds, titanium ore, bauxite, gold, and chromite.

⁴ The GDP remained at US\$374 (2011) despite an increase of 78 percent.

⁵ Domestic revenues made up 11.3 percent of GDP in 2011 as compared to 16.0 percent for other low-income countries (LICs).

⁶ Capital expenditures were equivalent to 76 percent of the total expenditure over the period from 2004 to 2011.

⁷ For example, 90 percent of firms reported a decline in sales, 32 percent of the private sector workers were laid off and 61 percent were working reduced hours.

⁸ In 2014, there was also a complete collapse of the price of iron ore which declined 47 percent.

⁹ In 2007 the junior and senior secondary Gender Parity Indices (GPIs) based on the GERs were 0.78 and 0.52 respectively, by 2010/11 they were 0.80 and 0.59.

¹⁰ Despite a primary GER of 120.5 percent in 2011, 40 percent of new Grade 1 entrants were aged seven years and above and 24 percent of the 6 to 11 years age group were out of school in 2010.

¹¹ These included but were not limited to costs of books, uniforms, supplies, and off-the-payroll teacher fees.

¹² For instance, completion rates are 49 percent among girls compared to 54 percent among boys at the JSS level, and 17 percent among girls compared to 24 percent among boys at the SSS level.

¹³ A UNICEF study found that nearly three out of every ten or 29 percent of out-of-school girls are excluded from school as a result of teenage pregnancy.

¹⁴ Less than the SSA regional average by about 6 points at the time of appraisal.

¹⁵ Learning to read meant that they were still acquiring comprehension of words and sentence composition.

¹⁶ A pilot payroll cleaning exercise undertaken in January 2017 in two districts showed that only 62 percent of teachers with a PIN were found teaching in the school where they were authorized to teach by MEST, while 24 percent of teachers with a PIN could not be found during enumeration.

¹⁷ In 2010/11, the total number of teachers was estimated at 38,125 for primary and 17,194 for secondary schools, up from 19,317 and 5,580 in 2004/05, respectively.

¹⁸ DPS supported the MEST in improving data dissemination but there was room for improvement still in further strengthening the feedback loops from the school to the central level, and vice versa.

¹⁹ On average, the SR covered fewer than 60 percent of schools.

²⁰ Purchasing power parity (PPP) US \$106 and PPP US\$150 in 2013.

²¹ The projections for 2020 show that compared to the figures from 2010 the number of children 6 to 11 years old is expected to increase from about 0.98 M to 1.3 M; and for lower secondary (12 to 14 years old), from 395,000 to 506,000.

²² Population growth had recently accelerated, which would put Sierra Leone's population growth rate slightly above the 2.3 percent average for SSA LICs at the time and would mean high demand for more school infrastructure and trained personnel, as well as for quality, technology-enhanced education, to enable Sierra Leonian students to compete globally.

²³ Only an estimated 14 percent of children aged 3 to 5 were enrolled in some form of ECCE. Children from higher socioeconomic classes were disproportionately enrolled and enrollment was higher in urban areas. There were an estimated 644 ECCE facilities operating in Sierra Leone, though more than half of them were located in the Western region. Forty percent of ECCE centers were private and operated on a for-profit basis and 39 percent were operated by religious-affiliated missions; the remaining ECCE centers were operated by the Government, communities and non-religious organizations.

²⁴ The development of an ESP was a requirement for Sierra Leone's access to the GPE grant.

²⁵ While a decline in GER can be attributed to an increase in the share of students with the requisite age, the share of over-age students appeared to have increased between 2013 and 2015 at both the primary and JSS levels. A National Assessment of the Situation of Out-Of-School Children in Sierra Leone (UNICEF, 2017).

²⁶ The GPI improved at the JSS level, from 0.91 in 2012 to 0.96 in 2015; at the SSS level, the GPI improved from 0.59 in 2010 to 0.77 in 2015.

²⁷ Now referred to as 'Grant Agent'.

²⁸ World Bank. 2012. Sierra Leone - Country assistance strategy progress report for the period FY10-FY13. Washington, DC: World Bank.

²⁹ REDISL originally had seven PDO-level indicators. Under AF 2, three of the PDO-level indicators were replicated, and one new PDO-level indicator was added, bringing the total to 11 PDO-level indicators.

³⁰ REDISL originally had 16 IRIs. Under AF 2, one IRI was replicated, one PDO-level indicator was converted into an IRI and two new IRIs were added, bringing the total number of IRIs to 20.

³¹ Replicated under AF 2.



³² Replicated under AF 2.

³³ Replicated under AF 2.

³⁴ Original costs represent those at the time the PAD was written, and actual costs reflect the approximate amount costed by the close of AF 2.

³⁵ Selected LCs were Kenema, Pujehun, Kambia and Tonkolili.

³⁶ This is the same as the ESP but is a term that the project team used to differentiate between the GoSL's terminology and GPEs.

³⁷ An EFA-FTI project (P115782) for US\$13.9 million was approved in December 2008 and closed in September 2012.

³⁸ See 'Gender' section (section 109).

³⁹ Originally, \$2,464,800 USD of the MDTF grant was set aside for monitoring and evaluation of REDiSL under Component 3 ['Goods, works, non-consulting services, consultants' services, training and operating costs under Part 2 of the project']. The first restructuring entailed taking \$500,000 from this amount and instead setting it aside to monitor the EREP in Component 4 ['Goods, works, non-consulting services, consultants' services, training and operating costs under Part 4 of the project']. In total, after restructuring, \$1,964,800 was allocated to monitoring and evaluation under Component 3, and \$500,000 was moved and allocated to monitoring and evaluation for Component 4.

⁴⁰ The REDiSL project did not officially launch until August 2015.

⁴¹ The exact amount was \$1,452,686 USD (\$0.95M from GPE and \$0.5M from MDTF).

⁴² The amount of \$0.95M was approved on June 9th, 2016.

⁴³ In October 2016, after disbursing the first tranche of US\$2.46 million, the Department for International Development (DFID) informed that Bank and the GoSL of its decision to withdraw its remaining commitments of US\$3.1 million of its original allocation of US\$5.5 million, and to instead invest it directly into the President's Recovery Plan priority areas in light of the EVD crisis, as the REDiSL project was not covering all of them.

⁴⁴ Though some activities were narrowed at this point, others were added and expanded across the two project level II restructurings and the two AFs.

⁴⁵ As of project launch (August 2015), activities on all components, except for sub-component 1.3, had begun.

⁴⁶ The proposed reallocation resulted in a transfer of US\$924,000 from Category 2 to Category 3 of TF-16568 only.

⁴⁷ The reallocation was distributed across sub-components 2.1, 2.2, and 2.3. The key activities funded from the reallocation were: Sub-component 2.1. (i) administration, analysis, and dissemination of the national learning assessment and linked surveys for grades 4-5 in Math, Science, and English; Sub-component 2.2. (i) printing of the ASC reports for 2015 and 2016; (ii) design, implementation, and dissemination of ACS 2017; Sub-component 2.3. (i) drafting, printing, and dissemination of the inclusive education policy; (ii) preparation of the Education Sector Review report and partial workshop costs; (iii) salaries of project monitoring and evaluation team from April to December of 2017; and (iv) salary of the donor coordination desk officer from April to July of 2017.

⁴⁸ Four additional LCs identified to receive school grants under AF 2 based on socio-economic and education indicators: Kono, Koinadugu, Falaba and Karene (in addition to the original four: Kenema, Pujehun, Kambia and Tonkolili).

⁴⁹ SMCs from the selected schools in the two new LCs were also trained on the PBF program and school-based management. The training covered the School Grants Implementation Manual (SGIM) and the SMC Manual (developed under a previous project). Detailed school-based management guidelines and tools were developed in ten operational areas for the PBF schools, namely – school improvement planning, financial management, procurement, safeguards, records management, human resource management, instructional leadership, pupil management, school-community relations, monitoring and reporting. SMCs of all PBF schools received an 8-day training in December 2016 on applying these guidelines and tools.

⁵⁰ Per IEG's guidelines, "if the scope of the project shrank, project commitments decreased (for example through cancellation of funds), and a good case is made that the lowering of project scope was commensurate with the lower commitment size, then this would support a decision not to apply a split rating and to assess the project based on the revised scope (and objectives)."

⁵¹ This number increased as a result of the Government's agreeing to include non-formal education centers.

⁵² This was done because the GPE funding was ending (closing Dec 31 2017) and so to make it easier to track and account for what was achieved under the project's original financing (during the GPE, DFID and ERRTF funding period) and what was achieved after (under AF 2 with financing from IDA), the decision was made to replicate indicators as opposed to merely maintaining (and continuing them) under AF 2.

⁵³ Baseline value is based on findings from the pilot payroll cleaning exercise in two districts.

⁵⁴ The project partnered with Mr. Maura Giacomazzi, the Institutional Development Advisor (IDA) of the Luigi Giussani Institute of Higher Education (LGIHE).

⁵⁵ DRAFT Guidelines for Reviewing World Bank Implementation Completion and Results Reports: A Manual for IEG ICR Reviewers (updated version as of July 25th, 2017).

⁵⁶ Taken from IEG's guidelines (draft version).

⁵⁷ The Local Education Group (LEG), co-chaired by MEST and UNICEF (the REDiSL coordinating agency), and comprising donors and education non-government organizations (NGOs) as its members, provides a forum for information sharing and to discuss issues facing the sector. At the time of AF 2 the MEST was preparing an updated ESP (2018-2020), which needed to be reviewed and



endorsed by the LEG before it was submitted to GPE. Source: Project Paper for AF 2. Report No: PAD2341.

⁵⁸ Reference the PAD.

⁵⁹ Global Partnership for Education, 2012.

⁶⁰ For example, in Haiti a study found that schools receiving school grants had greater growth in student enrolment than those that did not (Adelman and Holland, 2015).

⁶¹ See Muralidharan and Sundararaman, 2012 and Duflo, Hanna and Ryan, 2012.

⁶² For example, in Gambia, school grants combined with comprehensive school management training to school staff and community representatives led to more than 20 percent reduction in student and teacher absenteeism (Blimpo, Evans, and Lahire, 2015).

⁶³ Evidence from India and Indonesia (Pradhan et al., 2011; Pandey, Goyal and Sundararaman, 2011).

⁶⁴ Head teachers from the 86 schools selected for monitoring visits reported: an increase in teachers' attendance; reduction in teacher turnover; improvement in monitoring the punctuality, regularity and attitude of students; and holding of free extra classes by teachers.

⁶⁵ The World Bank has recently developed a Country Partnership Framework (CPF) for Sierra Leone for the period FY2019-FY2023 in partnership with the GoSL but this is currently still in draft format.

⁶⁶ Currently in draft format; no report number as yet.

⁶⁷ Namely, policy guidelines; a manual for district operations; studies into streamlining the processes for district teacher records and payroll management.

⁶⁸ For an overview of specific activities which specifically contributed to the attainment of Outcome 1 under Components 1 and 4 (by sub-component) that were undertaken as well as their progress at the time of the writing of the Implementation Completion Memorandum (ICM), please refer to Annex 1.B for an updated version of Boxes 2 and 3, as originally presented in the ICM, and which has been updated to include achievements also from AF 2.

⁶⁹ It is important to note that IRIs linked to teacher management (sub-component 1.4) has been linked to Outcome 2 in the project's ISRs. However, they ought to be linked to Outcome 1 (as per the PAD) and as such, this ICR has moved them to **Error! Reference source not found.** (highlighted in blue) which outlines the PDO-level indicators and IRIs relevant to Outcome 1. **Error! Reference source not found.** and **Error! Reference source not found.** in Annex 1.D have accordingly been amended to reflect this change.

⁷⁰ Table in Annex 1.D demonstrates the REDiSL project's level of achievement on PDO-level and Intermediate Results Indicators linked to Components 1 and 4 towards the project's achievement in regard to Outcome 1.

⁷¹ Six titles - 2 book titles/pupil per grade.

⁷² Due to shortfalls in supply in some institutions (i.e. schools where actual enrolment exceeded projected enrolment based on school census data from 2015, and teacher training colleges), additional readers and guides were procured, but there were savings because the cost of readers was less than what had been budgeted.

⁷³ Two titles per pupil.

⁷⁴ While the TSC was created in 2011, the TSC Chair was only appointed in October 2015 and the inaugural meeting of the TSC was convened in August 2016.

⁷⁵ Specifically, the operationalization of the TSC as well as establishing systems for the management of teachers.

⁷⁶ Teacher records were transferred to TSC in February 2018 after significant delays.

⁷⁷ This included the construction of 50 ECE classrooms and latrines in 50 schools and the procurement of age-appropriate furniture and educational kits for the classrooms.

⁷⁸ Directorate of Policy and Planning completed the report and sent an e-copy to the Bank.

⁷⁹ For an overview of specific activities which specifically contributed to the attainment of Outcome 2 under Component 2 (by sub-component) that were undertaken as well as their progress at the time of the writing of the ICM, please refer to Annex 1.B for an updated version of Box 4, as originally presented in the ICM, and which has been updated to include achievements also from AF 2.

⁸⁰ It is important to note that IRIs linked to teacher management (sub-component 1.4) has been linked to Outcome 2 in the project's ISRs. However, they ought to be linked to Outcome 1 (as per the PAD) and as such, this ICR has moved them to **Error! Reference source not found.** (highlighted in blue) which outlines the PDO-level indicators and IRIs relevant to Outcome 1. **Error! Reference source not found.** and **Error! Reference source not found.** in Annex 1.D have accordingly been amended to reflect this change.

⁸¹ **Error! Reference source not found.** in Annex 1.D demonstrates the REDiSL project's level of achievement on PDO-level and Intermediate Results Indicators linked to Component 2 towards the project's achievement in regard to Outcome 2.

⁸² See Annex 2.I.

⁸³ A donor coordination desk officer was selected by MEST in June 2016. Once onboard, all activities supporting the MEST flowed through this desk and regular reporting commenced.

⁸⁴ Pilot learning assessments for grades 4 and 5 were carried out in seven LCs. Additionally, a national learning assessment framework, achievement standards and relevant test items in English, Math and Science for grades 4 and 5 were also developed and a national assessment occurred in May 2017.

⁸⁵ A joint donor education sector review took place on December 8th and 9th, 2015. The report was then reviewed, and comments provided by the Bank team.



⁸⁶ Held in early April 2017.

⁸⁷ Including PDO-level indicators pertaining to the number of project beneficiaries and the percentage of female beneficiaries reached.

⁸⁸ Included districts: Pujehun, Kambia, Kenema, Tonkolili, Kono and Koinadugu.

⁸⁹ The definition of beneficiaries was revised so as to reflect the 66 percent of total enrollment across all primary, junior secondary and senior secondary schools in 2014-2015, as a proxy for the number of students who returned to school and benefitted from the cleanup of 66 percent of all schools nationwide, for which the project was responsible. Source of data: 2015 school census – preliminary analysis.

⁹⁰ Disbursement was 5% in December 2014; 18% in June and December 2015; and 37% in June 2016.

⁹¹ The 34 months includes the 10-month extension and the 24 months of the AF 2.

⁹² An exchange gain in the amount of \$322,220.06 was received.

⁹³ The Coronavirus Disease-2019 pandemic, also known as the coronavirus pandemic, is an ongoing global pandemic of coronavirus disease 2019 (COVID-19), caused by severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2), and which was first identified in December 2019 in Wuhan, China.

⁹⁴ Teachers and Teaching in Sierra Leone. Teacher Quality and Management Study (World Bank, 2019).

⁹⁵ This was important considering that completion rates were 49 percent among girls as compared to 54 percent among boys at the JSS level, and 17 percent among girls as compared to 24 percent among boys at the SSS level.

⁹⁶ At the JSS level where gender parity in enrollment emerges as an issue, progression and retention of female students was rewarded more than that of male students.

⁹⁷ For schools who exceed pass rate increase targets set by the MEST, an additional ‘premium bonus’ was given, equivalent to Le 15,000 per student who passes the NPSE; Le 20,000 per male student who passes the BECE; and Le 30,000 per female student who passes the BECE.

⁹⁸ There was a surge in DP support for education during the Ebola recovery period in support of the Presidential Recovery Priorities. As Sierra Leone transitioned from a recovery (emergency) to a development phase, DFID, European Union (EU) and UNICEF initiated programs to improve access, quality and management in the sector. DFID’s Sierra Leone Secondary Education Improvement Program (SSEIP) focused on improving quality of education and learning, promote girls’ access and supporting system-level interventions. The EU’s 11th Education Development Fund focused on primary education with some support for the JSS level, while also providing support to technical and vocational education and training. UNICEF implemented the Girls’ Access to Education Project, with an emphasis on community mobilization; sensitization of boys and men; mentoring; girls’ safety and addressing and preventing school-related gender-based violence; and providing support to the Situation Room. UNICEF also piloted a community-based early childhood development (ECD) model in 22 communities as well as cluster monitoring in six remote districts.

⁹⁹ For example, a UNICEF study found that nearly three out of every ten or 29 percent of out-of-school girls are excluded from school as a result of teenage pregnancy.

¹⁰⁰ This included financing capacity building activities for the core members of the Commission (e.g. study tours, etc.).

¹⁰¹ This included supporting staffing at headquarters and at the District level, staff training, technical assistance for the development of tools/systems and processes and the development and maintenance of a teachers record and payroll management system, etc.

¹⁰² Criteria for targeting of districts: (i) percent of population below poverty line; (ii) net primary enrollment (NER); (iii) gross primary enrollment ratio (GER); (iv) Grade 1 net intake ratio; (v) percent of out-of-school children; (vi) percent of primary repeaters; (vii) class size; (viii) percent of schools requiring repair; (ix) student teacher ratio; (x) percent of qualified teachers; and (xi) percent of trained teachers.

¹⁰³ The PBF operations manual was finalized and submitted to the Bank for no-objection in February.

¹⁰⁴ Originally an MTR was expected in December 2015. However, the project team made the decision to delay it in order to allow for activities to get underway and to take into account the EVD-driven delays.

¹⁰⁵ The TSC was created as a semi-autonomous body in 2011 in response to the recommendations from the Gbamanja Commission of Enquiry, which was set up in response to the poor performance of Sierra Leonean students on the BECE and WASSCE. The mandate areas of the TSC are teacher registration and licensing; teacher management; teacher professional development and performance; and teacher-employer relations. While the TSC was created in 2011, the TSC Chair was only appointed in October 2015 and the inaugural meeting of the TSC was convened in August 2016. With support from GPE, the TSC office was equipped, refurbished and furnished, staff was recruited, and technical assistance (TA) was provided to develop policy guidelines and a district operations manual in the TSC mandate areas.

¹⁰⁶ A change in the Government in Sierra Leone in 2018 resulted in changes as well, within the MEST. Specifically, the MEST was divided into two: The Ministry of Technical and Higher Education (MTHE) and the Ministry of Basic and Senior Secondary Education (MBSSE). The latter continued to house and implement the REDiSL Project. Though used interchangeably throughout this ICR, the two represent the same institution.

¹⁰⁷ Information regarding the restructurings can be found in Annex 2.I.

¹⁰⁸ For example, 90 percent of firms reported a decline in sales, 32 percent of the private sector workers were laid off and 61 percent were working reduced hours.



¹⁰⁹ These lessons are to be incorporated into the PBF model for the recently approved FREE project.

¹¹⁰ The 2015 school census was delayed. - data was collected in October (with support from UNICEF and TA from FHI260) but data cleaning was only completed in April 2016, though there were concerns as to the cleaning process of the data. The World Bank recruited a consultant to help MEST with the completion of the report.

¹¹¹ Due to delays with the 2015 ASC, the 2016 ASC used an abridged questionnaire and incorporated an additional module to capture data on PBF indicators in the four pilot districts.

¹¹² Such as school feeding.

¹¹³ Such as by successfully monitoring the receipt and utilization of early grade readers in June/July 2017.

¹¹⁴ Established with support from UNICEF.

¹¹⁵ By December 2015 mission a procurement specialist had been identified and was onboard, working closely with the World Bank procurement consultant (assigned to the project) to update the procurement plan and develop the necessary bidding documents for the various components.

¹¹⁶ The project experienced challenges with sourcing firms for the development of modular teaching training program on early grade reading as none of the firms that competed for the contract had adequate relevant experience. In this case, single source contracting was applied and firms with relevant expertise were approached.

¹¹⁷ Given that QuickBooks accounting software had been approved and procured by the MEST, and training provided by the project – despite delays as a result of the Ebola crisis – and in response, the Bank recommended a transition as soon as possible.

¹¹⁸ The ICR mission took place from December 4th to December 12th, 2019.

¹¹⁹ In draft form at the time of writing this ICR (March 27th, 2020 version). Delivery to the Board expected by the end of June 2020.

¹²⁰ As according to the draft of Sierra Leone's draft Country Partnership Framework (CPF) for the period FY21-26 - draft version in the decisions meeting stage – as of March 27th, 2020.

¹²¹ Fortuitously, the 2010 decisions of the GoSL preventing pregnant girls from attending schools was overturned on March 30th, 2020 and was replaced by two (2) new policies focused on the 'Radical Inclusion' and 'Comprehensive Safety' of all children in the education system.

¹²² World Bank (2019). The Immediate Effects of the Free Quality Education Program in Sierra Leone.

¹²³ Specific details about the country's response can be found in the Ministry of Education, Science and Technology (MEST) Emergency radio educational program (EREP) Report – see supporting documents in Annex 7 for reference.

¹²⁴ The initial phase of implementation was slow and challenged for a number of reasons: (i) an overly complex design proved infeasible in a low-capacity environment; (ii) inaccuracies in bank information of a number of schools, as well as dormant school accounts, delayed disbursements; (iii) record-keeping, financial management and reporting in schools needed significant upgrade to ensure proper flow and documentation of information against payments; (iv) some schools administrations' abilities to plan for and use these funds effectively was lacking; and (v) gaps in performance feedback and accountability on the use of funds required greater-than-expected scrutiny and additional mitigating measures.

¹²⁵ **Error! Reference source not found.** in Annex 1.D demonstrates the REDiSL project's level of achievement on these PDO-level indicators.

¹²⁶ Changed from a PDO-indicator to an IRI under AF 2.

¹²⁷ Changed from a PDO-level indicator to an IRI under AF 2.

¹²⁸ **Error! Reference source not found.** in Annex 1.D demonstrates the REDiSL project's level of achievement on PDO-level and Intermediate Results Indicators linked to Components 1 and 4 towards the project's achievement in regard to Outcome 1.

¹²⁹ Specifically, the operationalization of the TSC as well as establishing systems for the management of teachers.

¹³⁰ Teacher records were transferred to TSC in February 2018 after significant delays.

¹³¹ This included the construction of 50 ECE classrooms and latrines in 50 schools and the procurement of age-appropriate furniture and educational kits for the classroom.

¹³² Directorate of Policy and Planning completed the report and sent an e-copy to the Bank.

¹³³ These achievements, corresponding to the project's four components, were taken from the project's completed ICM and have been added to in order to reflect, as well, the project's achievements during its AF 2.

¹³⁴ SMCs from the selected schools in the two new LCs were also trained on the PBF program and school-based management. The training covered the School Grants Implementation Manual (SGIM) and the SMC Manual (developed under a previous project). Detailed school-based management guidelines and tools were developed in ten operational areas for the PBF schools, namely – school improvement planning, financial management, procurement, safeguards, records management, human resource management, instructional leadership, pupil management, school-community relations, monitoring and reporting. SMCs of all PBF schools received an 8-day training in December 2016 on applying these guidelines and tools.

¹³⁵ Namely, (i) school improvement planning and budgeting, (ii) FM, (iii) procurement, (iv) social and environmental safeguards, (v) human resource management, (vi) instructional leadership, (vii) pupil management, (viii) record management, (ix) school-community relations, (x) PBF/school improvement plan (SIP) monitoring and reporting.

¹³⁶ Under this additional financing, an educator's guide with written plans for 17 weeks was developed to operationalize the curriculum, and a 5-day introductory training of educators and head teachers is planned to be implemented on the policy, minimum



standards, curriculum and educators' guide in selected districts.

¹³⁷ The harmonized framework was reviewed and approved in 2018 by an Advisory Panel comprising of the Ministry of Technical and Higher Education (MOTHE), MBSSE, Tertiary Education Commission, NCTVA, TSC, Sierra Leone Teachers' Union (SLTU), and principals from all teacher training colleges. A Bank-Executed Early Learning Partnership (ELP) grant of US\$200,000 has been secured to enable development of course content and capacity building of ECCE faculty in TTCs to roll-out the upgraded curriculum.

¹³⁸ Due to shortfalls in supply in some institutions (i.e. schools where actual enrolment exceeded projected enrolment based on school census data from 2015, and teacher training colleges), additional readers and guides were procured.

¹³⁹ Comprising alphabet frieze; letter, word and sentence cards; wall pocket charts; posters with stories & poems; stationery items like vanguards, scissors, crayons, markers, pencils, sharpeners, erasers, rulers, string, clips [for teachers to 'make' their own materials].

¹⁴⁰ The training program comprised two levels – Level I (targeting grade 1 and 2 teachers) and Level II (targeting grade 3 and 4 teachers).

¹⁴¹ The main activities in the training program included guided instruction using the teacher guides, the anthology, supplementary readers, and the classroom support packets.

¹⁴² Some of the activities were Reading time, Daily Literacy Building Blocks, Fishbowl teaching and learning, Make and take, Demonstration and discussion, Assessment practice, etc.

¹⁴³ It is expected that the findings of this IE will inform the many teacher training plans the TSC has under other programs including the GPE-funded project and the upcoming FREE education project.

¹⁴⁴ A donor coordination desk officer was selected by MEST in June 2016. Once onboard, all activities supporting the MEST flowed through this desk and regular reporting commenced.

¹⁴⁵ A joint donor education sector review took place on December 8th and 9th, 2015. The report was then reviewed, and comments provided by the Bank team.

¹⁴⁶ Pilot learning assessments for grades 4 and 5 were carried out in seven LCs. Additionally, a national learning assessment framework, achievement standards and relevant test items in English, Math and Science for grades 4 and 5 were also developed and a national assessment occurred in May 2017.

¹⁴⁷ Grade 4 was later added as a project activity.

¹⁴⁸ During negotiations with potential consultants for data analysis, the timeframe proposed for robust data analysis, results validation and report writing exceeded the GPE completion date. As a result, timeframe for in-depth data analysis was revised to 2018 (with IDA additional financing support).

¹⁴⁹ Added during the project's AF 1 (see Annex 2.I).

¹⁵⁰ Additional financing here refers to the project's second additional financing which had a closing date of December 31st, 2019.

¹⁵¹ This number refers to 66 percent of total enrollment across all primary, junior secondary and senior secondary schools in 2014-2015, as a proxy for the number of students who returned to school and benefitted from the cleanup of 66 percent of all schools nationwide under the project. Source of data: 2015 school census – preliminary analysis.

¹⁵² At the time of the GPE completion the school-based grants had been implemented over only one school year (as opposed to the initially envisaged three years – as according to the PAD). As a result, the same indicator and target continued under AF 2 with a revised target achievement date of December 2019.

¹⁵³ This baseline indicator was calculated using the 2018 ASC, where the indicator was calculated using the number of trained teachers as these are the only ones that can be employed by the TSC. According to the 2018 ASC, teachers deployed to approved schools and who were present in school during the last census is 87 percent.

¹⁵⁴ This was not achieved by the project's original closing date (December 2017) but was achieved by the actual closing date (December 2019).

¹⁵⁵ The project's second level II restructuring is not included in the table considering that no changes were made to the project's RF during this time.

¹⁵⁶ This indicator was revised to include new beneficiaries; specifically, the number of school-aged children who benefitted from the newly introduced activities under Component 4, during the months of Ebola-inflicted school closures. Given this expansion in the definition of 'direct project beneficiary', this indicator was upwardly revised to 1,190,000 so as to reflect the 66 percent of total enrollment across all primary, junior secondary and senior secondary schools in 2014-2015, as a proxy for the number of students who returned to school and benefitted from the cleanup of 66 percent of all schools nationwide under the project. Source of data: 2015 school census – preliminary analysis. It was upwardly revised once more in June 2016 in order to better reflect the project's progress.

¹⁵⁷ At the time of the GPE completion the school-based grants had been implemented over only one school year (as opposed to the initially envisaged three years – as according to the PAD). As a result, the same indicator and target continued under the additional financing with a revised target achievement date of December 2019.

¹⁵⁸ According to the impact evaluation, REDiSL teachers outperformed control teachers – in a statistically significant way – on 21 out of 25 (84 percent) of teaching practice for early grade reading.

¹⁵⁹ Most schools were reopened on April 14th, 2015 but a small percentage still required some cleaning and were therefore delayed



until the end of the month.

¹⁶⁰ This baseline indicator was calculated using the 2018 ASC, where the indicator was calculated using the number of trained teachers as these are the only ones that can be employed by the TSC. According to the 2018 ASC, teachers deployed to approved schools and who were present in school during the last census is 87 percent.

¹⁶¹ The project's second level II restructuring is not included in the table considering that no changes were made to the project's RF during this time.

¹⁶² After the project design, it was agreed with other DPs that the REDiSL project was to finance 30 percent of 8,100 schools. However, at the time of AF 1, the targeted number of schools increased from 8,100 to 9,000 in February 2015 when the GoSL agreed to include non-formal education centers and the project became responsible for financing the cleanup and maintenance of 66 percent of the schools (5,970 schools) and UNICEF and other partners being responsible for the remaining 34 percent (3,030 schools).

¹⁶³ Similarly, as the number of schools receiving handwashing stations and supplies was directly linked to those being disinfected, similarly this target number was changed to reflect the project's responsibility for 66 percent of the targeted schools.

¹⁶⁴ The project's second level II restructuring is not included in the table considering that no changes were made to the project's RF during this time.

¹⁶⁵ The Plan was endorsed by the local donor group in October 2014.

¹⁶⁶ Selected LCs were Kenema, Pujehun, Kambia and Tonkolili.

¹⁶⁷ 30 of which would be attached to Government-supported primary schools and the rest hosted in community learning centers (CLCs).

¹⁶⁸ This was to include 3 weeks of training and then ongoing training throughout the school year. It was anticipated that approximately 110 teachers would be trained throughout the project and that materials would also be made available to teacher training institutions throughout the country for use by teachers and caregivers considering working in ECCE, which was expected to add another 150-200 teachers that could benefit from training using these materials developed by the project.

¹⁶⁹ Including teachers' guides and teaching support packages for trained teachers.

¹⁷⁰ Currently the GPE.

¹⁷¹ An EFA-FTI project (P115782) for US\$13.9 million was approved in December 2008 and closed in September 2012.

¹⁷² See 'Gender' section (section 109).

¹⁷³ At the time, UNICEF was working with the MEST to execute an EGRA/ Early Grade Mathematics Assessment (EGMA) type assessment at grades 2 and 4. As a result, it was agreed that the initial assessment to be carried out by MEST under the REDiSL project would be at Grade 5. The proposed Grade 4 assessment would provide a baseline against which the impact of the various measures could be judged.

¹⁷⁴ Including but not limited to the enhancement staff capacity to perform their assigned roles, establishment of the learning assessment unit, development of operational and budget plans at the LC levels, by the LCs and DEOs, etc.

¹⁷⁵ Consisting of a large bucket with tap and a bucket stand.

¹⁷⁶ This number increased as a result of the Government's agreeing to include non-formal education centers.

¹⁷⁷ Originally, \$2,464,800 USD of the MDTF grant was set aside for monitoring and evaluation of REDiSL under Component 3 ['Goods, works, non-consulting services, consultants' services, training and operating costs under Part 2 of the project']. The first restructuring entailed taking \$500,000 from this amount and instead setting it aside to monitor the EREP in Component 4 ['Goods, works, non-consulting services, consultants' services, training and operating costs under Part 4 of the project']. In total, after restructuring, \$1,964,800 was allocated to monitoring and evaluation under Component 3, and \$500,000 was moved and allocated to monitoring and evaluation for Component 4.

¹⁷⁸ The REDiSL project did not officially launch until August 2015.

¹⁷⁹ The exact amount was \$1,452,686 USD (\$0.95M from GPE and \$0.5M from MDTF).

¹⁸⁰ In the GA, the GPE amount (\$0.9 M) was indicated as 'unallocated' While the MDTF amount was incorporated as Category 3 (Goods, works, non-consulting services, consultant' services, Training and Operating Costs) to finance the Project's Component 2's eligible expenditures.

¹⁸¹ Despite this, schools did not open and remained closed until April 14th, 2015 and a modified academic year was implemented.

¹⁸² The amount of \$0.95M was approved on June 9th, 2016.

¹⁸³ Extended the project's closing date from February 28th, 2017 to December 31st, 2017.

¹⁸⁴ As of project launch (August 2015), activities on all components, except for sub-component 1.3, had begun.

¹⁸⁵ The proposed reallocation resulted in a transfer of US\$924,000 from Category 2 to Category 3 of TF-16568 only.

¹⁸⁶ Two additional LCs identified to receive school grants under AF 2 based on socio-economic and education indicators were Kono and Koinadugu.

¹⁸⁷ SMCs from the selected schools in the two new LCs were also trained on the PBF program and school-based management. The training covered the School Grants Implementation Manual (SGIM) and the SMC Manual (developed under a previous project). Detailed school-based management guidelines and tools were developed in ten operational areas for the PBF schools, namely – school improvement planning, financial management, procurement, safeguards, records management, human resource



management, instructional leadership, pupil management, school-community relations, monitoring and reporting. SMCs of all PBF schools received an 8-day training in December 2016 on applying these guidelines and tools.

¹⁸⁸ In total, after restructuring, \$1,964,800 was allocated to monitoring and evaluation under Component 3, and \$500,000 was moved and allocated to monitoring and evaluation for Component 4.

¹⁸⁹ A base case is built on the following main assumptions: The benefit stream is calculated over 30-year timeframe. The earning rate per level of education and cognitive skills remain the same over the benefits time span except for inflation adjustment. Discount rate of 15 percent is assumed to calculate net present value of project benefits. Age of entry into the labor market is 15 for those entering labor market before finishing high school and 18 for the rest. Average earnings by age grow by 5 percent. Unemployment based on SLIHS estimates to determine the chance of employment of beneficiaries. 75 percent is considered for quality component analysis. Unemployment rate by level of education remained the same although quality improvement might increase the chance of employment. Primary school starting age is 6 and ECD starting age is 3 or lower.

¹⁹⁰ Disbursement was 5% in December 2014; 18% in June and December 2015; and 37% in June 2016.

¹⁹¹ The 34 months includes the 10-month extension and the 24 months of the AF 2.

¹⁹² An exchange gain in the amount of \$322,220.06 was received.