Document of

The World Bank

FOR OFFICIAL USE ONLY

Report No: PAD2084

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED LOAN

IN THE AMOUNT OF US$ 40 MILLION

TO THE

ORIENTAL REPUBLIC OF URUGUAY

FOR A

IMPROVING THE QUALITY OF INITIAL AND PRIMARY EDUCATION IN URUGUAY PROJECT

November 8, 2016

Education Global Practice
Latin America and the Caribbean Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective October 11, 2016)

Currency Unit =	Peso Uruguayo (UYU)
UYU 1 =	US$ 0.04
US$ 1 =	UYU 28.05

FISCAL YEAR
January 1 - December 31

Regional Vice President:	Jorge Familiar Calderon
Country Director:	Jesko S. Hentschel
Senior Global Practice Director:	Amit Dar
Practice Manager:	Reema Nayar
Task Team Leader(s):	Diego Ambasz

ABBREVIATIONS AND ACRONYMS

ACG	World Bank's Anti-Corruption Guidelines
ANEP	National Administration for Public Education (*Administración Nacional de Educación Pública*)
APRENDER	Prioritized Attention for Contexts with Negative Structural Difficulties (*Atención Prioritaria En Entornos con Dificultades Estructurales Negativas*)
B-40	Bottom 40 percent of the income distribution
BCU	Central Bank of Uruguay (*Banco Central del Uruguay*)
BICE	Banco de Inversión y Comercio Exterior
BROU	Bank of the Republic (*Banco de la República Oriental del Uruguay*)
CEIP	Preschool and Primary Education Council (*Consejo de Educación Inicial y Primaria*)
CES	Secondary Education Council (*Consejo de Educación Secundaria*)
CETP-UTU	Technical Professional Education Council - University of Labor in Uruguay (*Consejo de Educación Técnico Profesional - Universidad del Trabajo del Uruguay*)
CLASS	Classroom Assessment Scoring System
CODICEN	Central Directive Council of Education (*Consejo Directivo Central*)
CPF	Country Partnership Framework
DIEE	Research, Evaluation and Statistics Division (*División de Investigación, Evaluación y Estadística*)
DLI	Disbursement-Linked Indicators
ECD	Early Childhood Development
EEP	Eligible Expenditure Programs
EIT	Early Childhood Assessment (*Evaluación Infantil Temprana*)
EMP	Environmental Management Plan
ESMF	Environmental and Social Management Framework
EYE-TA	Early Years Evaluation - Teacher Assessment
EWS	Early-Warning System
FM	Financial Management
FTS	Full-Time Schools
FY	Fiscal Year
GDP	Gross Domestic Product
GoU	Government of Uruguay
GPA	Grade Point Average
GURI	Information and Registries Unified Management (*Gerenciamiento Unificado de Registros e Información*)
GRS	Grievance Redress Service
IAD	Internal Audit Department
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communications Technology
IDA	International Development Association
IFAC	International Federation of Accountants
IFR	Interim (Unaudited) Financial Report
INEED	National Institution for Education Evaluation (*Instituto Nacional de Evaluación Educativa*)
IPF	Investment Project Financing

IRI	Intermediate Result Indicator
NPV	Net Present Value
MEC	Ministry of Education and Culture (*Ministerio de Educación y Cultura*)
MEF	Ministry of Economy and Finance (*Ministerio de Economía y Finanzas*)
OECD	Organization for Economic Cooperation and Development
OLPC	One Laptop per Child
OPP	Budget & Planning Office (*Oficina de Planeamiento y Presupuesto*)
OP/BP	Operational Policy / Bank Procedure
PAEPU	Support to Uruguayan Public Schools (*Proyecto de Apoyo a la Escuela Pública Uruguaya*)
PCU	Project Coordination Unit
PDO	Project Development Objective
PDV	Present Discounted Value
PISA	Program for International Student Assessment
PPVT	Peabody Picture Vocabulary Test
RPF	Resettlement Policy Framework
SDI	Service Delivery instrument
SES	Socio-emotional skills
SEL	Socio-emotional Learning
SIIF	Integrated Financial Information System
SMC	School Management Committee
SOE	Statement of Expenses
SORT	Systematic Operations Risk- Rating Tool
STEP	Systematic Tracking of Exchanges in Procurement
TCR	Tribunal de Cuentas de la Republica
TIPPS	Teacher Instructional Practices and Processes System
WBG	World Bank Group
WFAFO	World Bank Group Financial Operations Department
WIAT	Wechsler Individual Achievement Test

BASIC INFORMATION

Is this a regionally tagged project?	Country (ies)	Lending Instrument
No		Investment Project Financing

[ ] Situations of Urgent Need or Assistance/or Capacity Constraints

[ ] Financial Intermediaries

[ ] Series of Projects

Approval Date	Closing Date	Environmental Assessment Category
05-Jan-2017	31-May-2022	B - Partial Assessment
Bank/IFC Collaboration		
No		

Proposed Development Objective(s)

The objectives of the Project are to improve the teaching practices and the learning environment in early and primary education, as well as the internal efficiency in primary education, all in Full-Time Schools, and to strengthen the evaluation capacity of the education system.

Components

Component Name	Cost (USD Million)
Early Education	6.56
Primary Education	40.56
Transition between Primary and Secondary Education	2.21
Monitoring and Evaluation System	9.66

Organizations

Borrower : Ministry of Finance

Implementing Agency : ANEP - Administracion Nacional de Educacion Publica

PROJECT FINANCING DATA (IN USD MILLION)

[✔] Counterpart Funding	[✔] IBRD	[ ] IDA Credit [ ] Crisis Response Window [ ] Regional Projects Window	[ ] IDA Grant [ ] Crisis Response Window [ ] Regional Projects Window	[ ] Trust Funds	[ ] Parallel Financing

Total Project Cost:	Total Financing:	Financing Gap:
59.00	59.00	0.00
	Of Which Bank Financing (IBRD/IDA):	
	40.00	

Financing (in USD Million)

Financing Source	Amount
Borrower	19.00
IBRD-86750	40.00
Total	**59.00**

Expected Disbursements (in USD Million)

Fiscal Year	2017	2018	2019	2020	2021	2022
Annual	5.00	7.50	7.50	7.50	7.50	5.00
Cumulative	5.00	12.50	20.00	27.50	35.00	40.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	Low
2. Macroeconomic	Moderate
3. Sector Strategies and Policies	Low
4. Technical Design of Project or Program	Moderate
5. Institutional Capacity for Implementation and Sustainability	Moderate
6. Fiduciary	Moderate
7. Environment and Social	Low
8. Stakeholders	Low
9. Other	Low
10. Overall	Moderate

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [✔] No

Does the project require any waivers of Bank policies?

[ ] Yes [✔] No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✔	
Natural Habitats OP/BP 4.04		✔
Forests OP/BP 4.36		✔
Pest Management OP 4.09	✔	
Physical Cultural Resources OP/BP 4.11	✔	
Indigenous Peoples OP/BP 4.10		✔
Involuntary Resettlement OP/BP 4.12	✔	
Safety of Dams OP/BP 4.37		✔
Projects on International Waterways OP/BP 7.50		✔
Projects in Disputed Areas OP/BP 7.60		✔

Legal Covenants

Sections and Description

LOAN AGREEMENT - SCHEDULE 2, Section I.A.1

To facilitate the carrying out of the Project, the Borrower shall make the proceeds of the Loan available to the Project Implementing Entity, under a subsidiary agreement between the Borrower and the Project Implementing Entity, under terms and conditions approved by the Bank (the “Inter-Administrative Agreement”).

Sections and Description

PROJECT AGREEMENT - SCHEDULE, Section I.A.4 (a)

Not later than three (3) months after the Effective Date, the Project Implementing Entity shall enter into an agreement (the “Verification Agreement”) with an agency with experience and qualifications acceptable to the Bank (the “Verification Entity”), for purposes of assisting the Project Implementing Entity in the implementation of Part 4 of the Project (including, inter alia, the verification of compliance of selected DLIs), under terms and

conditions acceptable to the Bank (as these are further detailed in the Operational Manual).

Conditions

Type	Description
Effectiveness	LOAN AGREEMENT, Section 5.01 The Additional Condition of Effectiveness consists of the following, namely that, the Inter-Administrative Agreement has been executed on behalf of the Borrower and the Project Implementing Entity in a manner acceptable to the Bank.

Type	Description
Effectiveness	LOAN AGREEMENT, Section 5.02 The Additional Legal Matters consist of the following, namely, that the Inter-Administrative Agreement, has been duly authorized or ratified by, and executed and delivered on behalf of, the Borrower and the Project Implementing Entity, and is legally binding upon the Borrower and the Project Implementing Entity in accordance with the terms of the Inter-Administrative Agreement.

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
Diego Ambasz	Team Leader(ADM Responsible)	Co-TTL	GED04
Julio Sanjines Gonzales	Procurement Specialist(ADM Responsible)	Procurement Management	GGO04
Juan Carlos Serrano-Machorro	Financial Management Specialist	Financial Management	GGO22
Elba Lydia Gaggero	Safeguards Specialist	Environmental Management	GEN04
Francisco Haimovich Paz	Team Member	Co-TTL	GED04
Luciana Beatriz Velarde Arrisueno	Team Member	Economist	GED04
Maria Gracia Lanata Briones	Team Member	Project Management	LCC7C
Maria Pia Cravero	Counsel	Legal Counsel	LEGLE

Mariela Alvarez	Team Member	Project Management	LCC7C
Santiago Scialabba	Safeguards Specialist	Safeguards	LCC7C
Silvestre Rios Centeno	Team Member	Project Management	LCC7C
Uriel Kejsefman	Team Member	Operations Analyst	GED04

Extended Team

Name	Title	Organization	Location
Alberto Treves	Environmental Safeguards Specialist		Mexico City,Mexico
Sergio España	Consultant - Education Specialist		Argentina

URUGUAY
IMPROVING THE QUALITY OF INITIAL AND PRIMARY EDUCATION IN URUGUAY

TABLE OF CONTENTS

I. STRATEGIC CONTEXT

A. Country Context

1. **After a decade of inclusive economic growth, Uruguay has achieved impressive gains in poverty reduction and shared prosperity.** Since the banking crisis and economic slowdown of 2001-2002, Uruguay's economy has expanded rapidly, at an annual average rate of 5 percent, allowing the country to achieve a per capita income of US$16,866 -- the highest in Latin America. Moreover, an inclusive socioeconomic agenda lifted over a million people out of poverty, so that in 2015, only 9.7 percent of the population lived below the official poverty line, less than a third of the rate observed a decade earlier. Extreme poverty declined even further from a peak of 4.5 percent in 2004 to its virtual elimination in 2015 (0.3 percent). The mean income of the bottom 40 (B-40) rose more rapidly than that of the rest of the population (7.8 percent annually vs. 4.3 percent for the population as a whole, between 2003 and 2012) and income inequality fell to the lowest in LAC (from a Gini coefficient of 45.5 in 2006 to 38.6 in 2015). The country's middle class, an impressive 60 percent of the population, continues to be the largest in the region.

2. **Nevertheless, macroeconomic deceleration threatens the sustainability of social gains.** In the context of a global and regional slowdown and the end of the commodity boom, growth decelerated strongly in 2015 to 1 percent. Much of this deceleration stems from Uruguay's high vulnerability to exogenous shocks as a small and open economy. Uruguay has built important buffers to shocks (such as a reduction of debt-to-GDP ratios) but fiscal space has declined as growth lagged behind, unemployment increased, and spending on social programs rose. Poverty gains have slowed, especially among children and youth, who are disproportionately overrepresented amongst the poorest. While poverty among children is less than a half of the 2006 figures, it has recently become more concentrated among children under 18[1].

3. **Education investment and human capital accumulation has become especially critical.** High concentration of poverty among children is especially concerning because Uruguay is facing the peak of its 'demographic window of opportunity'. The increase in the proportion of elderly Uruguayans as the working-age population shrinks, has placed added pressure on building the human capital of current youth. Education reform is especially important to strengthen the skills and increase the productivity of the current generation so to sustain and extend attained social gains in the midst of slower medium-term growth.

B. Sectoral and Institutional Context

4. **The early and primary education system in Uruguay includes a complex array of institutions.** In primary education (grades 1 through 6), the public education system is composed of: (i) traditional schools (301 schools and 27 percent of all students), that provide 4 hours of instruction in double shifts

[1] By way of illustration, in the past years, as many as 44 percent of children aged 14 or under were deprived of at least one basic need, compared to 34 percent for the population as a whole (Country Partnership Framework for the Period FY16-FY20).

(ii) APRENDER schools (254 schools and 22 percent of students)[2], that target students from poor backgrounds; (iii) practice schools (135 schools and 14 percent of students) that are similar to traditional schools, but allow teachers in training to practice; (iv) full-time schools (FTS) (211 schools and 12 percent of students) that provide 7.5 hours of instruction; (v) rural schools (1105 schools and 5 percent of students) that provide 5 hours of instruction to smaller rural communities and operate with fewer students and teachers; and (vi) extended time schools (37 schools and 2 percent of students) that focus on less vulnerable urban areas in single shifts. The remaining 18 percent of students attend private institutions.

5. **Uruguay has an equally diverse configuration of agencies implementing education policy.** The Ministry of Education and Culture (*Ministerio de Educación y Cultura*, MEC) is responsible for education policymaking, and plays a coordinating role with various institutional actors throughout the sector. The National Administration for Public Education (*Administración Nacional de Educación Publica*, ANEP) is an autonomous institution mandated with carrying out policy. It is comprised of the Central Steering Council (*Consejo Directivo Central*, CODICEN), as well as the Councils of Preschool and Primary Education (*Consejo de Educación Inicial y Primaria*, CEIP), and Secondary Education (*Consejo de Educación Secundaria*, CES). Many of these institutions have overlapping spheres of influence, which at times creates duplication of functions and lack of adequate communication. These challenges explain the limited work across levels and lack of a systemic approach to resolving education bottlenecks.

6. **Uruguay exhibits relatively better performance when compared to the region, but challenges remain[3].** Poor learning outcomes and low internal efficiency are Uruguay's main challenges. In the latest round of the Program for International Student Assessment (PISA) 2012, Uruguay scored far below the OECD average and showed a deterioration in both performance and equity as compared to 2003[4]. These learning gaps begin as soon as early education. A recent assessment of cognitive and non-cognitive skills among children aged 4 to 6 found that between 25 percent and 40 percent exhibited low levels of development. The Uruguayan system also has high repetition, dropout and overage rates throughout basic education, with a strong socio-economic gradient for most indicators. The transitions from initial to primary, and from primary to secondary education represent especially critical bottlenecks, as illustrated by the fact that the highest repetition rate in primary education occurs in the first grade (11 percent), and the highest repetition rate in secondary education also occurs in the first year (34 percent). Repetition exhibits a gender bias throughout basic education –males are more likely to repeat the first grade of primary by 3 percentage points and the first year of secondary by 4 percentage points[5].

[2] APRENDER Schools are located in vulnerable urban areas (mainly in Montevideo and surroundings) and have an exclusive focus on school autonomy, strengthening teaching and institutional practices, focusing on students at risk of academic failure, and protecting school trajectories. They also receive technical and financial support from several public Programs such as: *Programa Maestros Comunitarios* (PMC), *Escuelas Disfrutables*, *Programa Maestro más Maestro* (M+M), *Programa PODÉS*, *Trayectorias Protegidas*, *Campamentos Educativos* and *Programa Educativo de Verano*.

[3] Uruguay was one of the first countries in the region to declare and achieve universal primary education and it has consistently been ranked among the top regional performer in PISA.

[4] Only half of 15-year-olds exhibited minimum standards of reading (53 percent), science (54 percent), mathematics (44 percent) and problem solving (42 percent)

[5] Haimovich & Vazquez, 2016.

7. **To address these challenges, the Government of Uruguay's (GoU) strategy rests on three pillars: FTS, early education, and student trajectories.** The GoU established three priority areas, as reflected in the budget program for 2015-2019: (i) expanding the coverage of Full-time schools; (ii) universalizing of early education for children aged 3; and (iii) supporting successful transitions across education levels. To achieve the latter, the Government is strengthening in-service teacher training so to shift the focus towards the key competences expected in each education cycle (as defined by graduate profiles). Furthermore, and based on these profiles, the Government is planning to drastically expand its evaluation capacity: it seeks to diagnose learning gaps earlier in the education cycle, create mechanism to respond accordingly, and monitor progress. The GoU has already undertaken some initiatives aligned with these pillars: (i) the doubling in the number of FTS in a decade (from 104 in 2005 to 211 in 2015); (ii) the revision of the curricula, taking into account the graduate profiles developed for each education cycle; (iii) the production and distribution of didactic materials and guidelines to improve teaching methodologies; (iv) remedial courses in early secondary education, and (v) pilot assessments in early and primary education. In addition, as a first step to address gender gaps, the Government will carry out a national diagnostic on gender equality to assess specific gaps and challenges and design specific actions to address identified challenges.

8. **The GoU has requested the Bank's support to further implement the FTS model.** The Government launched the FTS model in the mid-1990s and it has been supported by the Bank since its inception. Its value-added chiefly stems from an extension of the number of class hours (from 4 to 7.5). The additional class time improves the learning environment by allowing for time to consolidate learning, non-cognitive abilities, and to support students at risk of grade failure. The most rigorous impact evaluation available showed considerable learning gains from the FTS model in Uruguay, equivalent to almost an additional year of schooling[6] (Cerdan-Infantes & Vermeersch, 2007).[7] Furthermore, FTS supports proper nutrition through school-feeding programs and allows parents, and especially mothers, to work. These advantages made the FTS model very popular in the country[8] and led the Government to make its expansion a policy priority leading to a multiparty agreement[9] that seeks to reach 300 schools by 2019. The FTS model also has an equity angle, with about half of FTS students coming from the households in the B-40 percent of the income distribution[10].

9. Early education faces challenges in both coverage and quality. Access to high quality early-childhood education (ECD) is key to boost school readiness and smooth the transition from home to school (Heckman et al., 2010). Key bottlenecks documented in different studies include: (i) low coverage for 3-year olds in early education due to limited supply of classrooms (below 60 percent for children in

[6] Treated schools improved their test scores by 0.38 standard deviations in mathematics, and 0.26 in Spanish.

[7] A new impact evaluation—but with a weaker research design than Cerdan-Infantes & Vermeersch (2007) – will soon be completecompleted. Preliminary findings –based on cross-sectional variation— show positive impacts only on writing skills. However, there is evidence that the design used (propensity score matching, with control schools matched on post-treatment variables) tends to underestimate the impact of FTS. Using a follow-up survey in 2016, the second stage of the evaluation will use a difference-in-difference model that will deal, to some extent, with the underestimating bias.

[8] FTS are multiple times oversubscribed. Anecdotal evidence across visited schools confirms that there is great demand for vacancies at FTS, and in most schools many students have to be turned down for lack of available spots. Similarly, school principals describe that the liberation of a vacancy is usually immediately filled by long wait lists.

[9] "*Acuerdo Nacional en Educación*" from February 23, 2012.

[10] The Bank's involvement has been central to the model's equity dimension, supporting the focus on the most vulnerable. Still, the GoU stressed the importance of making the FTS model available to people from various socio-economic backgrounds to prevent a stigmatization of these schools, as has previously occurred with APRENDER schools.

the poorest quintile); (ii) low quality of ECD training, linked to the absence of any type of in-service training; (iii) inadequate didactic materials; and (iv) insufficient assessment capacity: current diagnostics only cover a fraction of children and are not effectively used to close detected gaps. (See Monitor, 2015; World Bank 2016). In addition, there is a lack of agreement on the learning standards needed in early education. While some institutions focus on play-based activities, others focus on hard-skills such as reading and numeracy skills, making early education a duplication of the first grade of primary education.

10. **Outdated teaching practices constrain teachers' ability to provide pertinent skills and non-cognitive dimensions of learning**. Most Uruguayan teachers often use outdated pedagogic methodologies that emphasize encyclopedic, unengaging, and rote learning rather than focusing on skills and competences (World Bank, 2015)[11]. Similarly, despite their documented importance, socioemotional and non-cognitive skills are not properly included in the learning development goals, which is particularly detrimental to vulnerable and at-risk students. Lack of awareness and inclusion in the classroom of gender dimensions of learning underpins gender stereotypes in Uruguayan society. ANEP has outlined graduate profiles for every grade of primary education, in an attempt to standardize learning milestones and the achievement of minimum competencies for all students; these profiles, however, have not been substantively incorporated into the curricula, as teachers find it difficult to move from traditional content-based conception of learning to a perspective centered on competencies aligned with graduate profiles.

11. **Limited identification and support to at risk students, and lack of articulation across education levels, lead to high repetition rates in the transition to secondary education**. The system currently has no tools to recognize and flag students at risk. While the FTS model is the only one that provides enough time to go beyond the required curriculum and provide personalized attention to at-risk students, the lack of guidance on the use of this time and teachers' lack of training on how to support these students, often leads to misusing the additional class time. In particular, disadvantaged students lack the study and organization skills needed to face the extensive curriculum taught in secondary education (students go from 6 subjects in primary education to 13 subjects in secondary education). Finally, the multiplicity of competing actors in basic education lead to few intra-level and systemic approaches.

12. **Uruguay's evaluation capacity is less developed than among peer countries**. While peers like Chile have had 20-years of census-level assessments for basic education, Uruguay has neither standardized census-level data on primary or secondary education, nor census-level early childhood assessments. While mid-year evaluations in primary education exist, they were designed for pedagogical purposes, allowing students to participate and retake them, without standardized guidelines. The lack of reliable data is compounded by Uruguay's limited number of researchers, due to the size of its tertiary education system. To remedy the data gap, the GoU has supported some pilots, which were successfully completed in 2015 and are ready for expansion. Beyond these pilots, the systems does not have an culture of active use of data and the limited existing information is not shared systemically with parents, teachers, and school directors, and therefore has narrow impact.

[11] Diego Ambasz, Miguel Szekely, Sergio España y Denise Vaillant (2015) "Hacer frente a los desafíos educativos en Uruguay". World Bank, Washington, DC.

C. Higher Level Objectives to which the Project Contributes

13. **The proposed Project contributes to the Bank's twin goals and its overall strategy for Uruguay.** The Project contributes to the WBG twin goals of eradicating poverty and promoting shared prosperity. As noted, despite Uruguay's commendable record in poverty reduction and inclusive growth, children and youth are substantively overrepresented among the poor; poor children also fare worse in educational attainment and dropout rates. The Project is focused on increasing this population's human capital by providing targeted infrastructure investment (75 percent of which is focused towards schools of quintiles 1 and 2)[12], improving internal efficiency, and supporting identification mechanisms and teaching practices that focus on at-risk students (most of them from vulnerable backgrounds). In addition, the Project addresses the second pillar of "rebalancing the social compact" under the Uruguay's Country Partnership Framework (CPF) for the Period FY16-FY20 (Report No. 97063-UY). The expansion of scope towards initial education directly addresses the CPF's objective to "promote early childhood development of the bottom 40 percent", especially with respect to supporting the enrollment growth of 3 year olds. Moreover, the overall focus on vulnerable schools is aligned with the objective of "strengthening the quality of and access to education to prepare the B-40 to acquire marketable labor skills", as the expansion of the FTS model will lead to improvements in the access to higher quality education and will help address Uruguay's demographic window of opportunity by investing in the human capital of children before the country's demographic peak.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

[12] In Uruguay, schools are classified according to an index of its students' socioeconomic context. This index takes into account: (i) the households' average educational attainment level, (ii) the households' socioeconomic level (with emphasis on unsatisfied basic needs) and (iii) the households' degree of interaction with formal education. With data from each school's students, schools are ranked in "quintiles".

The objectives of the Project are to improve the teaching practices and the learning environment in early and primary education, as well as the internal efficiency in primary education, all in Full-Time Schools, and to strengthen the evaluation capacity of the education system.

B. Project Beneficiaries

14. The Project would reach approximately 90,000 direct beneficiaries, including students, teachers, inspectors and school directors in existing FTS schools, schools to be converted to FTS, and students living in areas of high urbanization that would benefit from new FTS school construction. Most of these beneficiaries primarily live and work in vulnerable areas. New and enhanced census-level monitoring and evaluation mechanisms will also benefit indirectly most students and teachers in the early and primary education system (approximately 350,000 beneficiaries).

C. PDO-Level Results Indicators

15. The proposed PDO would be measured through the following four indicators:

a. Increase in the teaching practices scores in FTS:
   i. Increase in the teaching practices score in FTS based on class observation.
   ii. Increase in the teaching practices score in FTS based in self-reports.

b. Number of students enrolled in new schools that meet required quality standards.
c. First grade repetition rate in FTS:[13]
   i. First grade repetition rate in FTS.
   ii. First grade repetition rate gender gap in FTS.
d. Share of schools that use student assessment results for decision-making.

III. PROJECT DESCRIPTION

A. Project Components

16. The Project would achieve its development objective through implementation of four components, as follows:

17. **Component 1.** *Early education*. (Total: US$6.56 million; Bank: US$5.53 million; Counterpart: US$1.03 million)[14]. This component will provide support to increase access to early education for 3-year olds and to improve the quality of early education for 3-5 year olds. In the medium and long-term, this is expected to foster school readiness and reduce early grade failure, thus improving internal efficiency.

[13] High repetition rates in the early grades of primary education are an indicator of low internal efficiency and a strong predictor of overage and dropout in primary and secondary education (World Bank, 2016; Shane R. Jimerson, Gabrielle E. Anderson, And Angela D. Whipple, 2002).
[14] All budgeted amounts are estimates for reference only.

18. **Subcomponent 1.1** *Access to Early Education*. (Total: US$4.00 million; Bank: US$3.53 million; Counterpart: US$0.47 million). The Project will provide support to increase access to early education, through the construction and/or rehabilitation of 20 new classrooms in FTS for 3-year old students, including the acquisition of equipment for said FTS. The new classrooms will have approximate dimensions of 50m^2 with capacity for 25 students per classroom.

19. **Subcomponent 1.2** *Quality Improvements in Early Education*. (Total: US$2.56 million; Bank: US$2.00 million; Counterpart: US$0.56 million). This subcomponent will provide support for:

a. *Educational Materials in Early Education.* In every FTS school with a classroom for 3-year olds, the Project will fund a library of at least 60 volumes of pertinent children literature and a mobile shelf space that allows the transportation of this library across classrooms and students (from 3-5 year olds). These mobile libraries resolve space constrains and allow teachers to share resources across grades. It will also finance didactic games and toys.

b. *Expansion of the Evaluation Capacity in Early Education:* The *Evaluación Infantil Temprana* (EIT), an early-childhood evaluation administered by the *División de Investigación, Evaluación y Estadística* (DIEE) will evaluate students across a number of key dimensions such as awareness of self and the environment, social abilities, language, communication, and motor skills. The assessment seeks to become a feedback mechanisms for teachers to understand the progress and stages of development of their students. This evaluation is adapted from the successful (and cost-effective) Canadian *EYE-TA* model, and can be easily incorporated into daily learning.[15] The previous Bank financed operation financed pilots of this study in 2014 (one department, 55 schools), 2015 (two departments, 151 schools), and an expansion to half of the target population during 2016 (13 departments, almost 1000 schools). In particular, the Project will support:
   i. The scaling-up of the EIT to make it universal in Uruguay (target all departments [19] and schools [2037]).[16].
   ii. The development of a local version of EIT that helps guarantee the sustainability of the tool in the long term and its adequacy for the Uruguayan context.[17].

[15] Two key criteria to evaluate the quality of development assessment are the reliability and validity of the instrument. As shown by KSI (2009), EYE-TA perform well in both dimensions. Reliability refers to the consistency of the instrument—e.g. whether different assessors reach consistent yield on average similar scores. In a recent study encompassing more than 1,000 kindergarten children, the EYE-TA has proven to be strongly reliable, with reliability coefficients across different dimensions averaging more than 0.85. On the other hand, the validity criterion refers to the fit of the instrument and the underlying dimensions of development. As explained by KSI (2009), in practice this is done by assessing whether scores on the instrument are correlated with other well-known instruments. This study also documents that the EYE-TA cognitive development subtest correlated 0.55 with the Peabody PPVT (Picture Vocabulary Test) and 0.65 with the reading subtest of the WIAT (Wechsler Individual Achievement Test), while the language subtest of the EYE-TA correlated 0.67 with the PPVT and 0.45 with the WIAT.

[16] These early pilots have focused on polishing the assessments themselves rather using them (e.g., interventions targeting at-risk students). In addition, these pilots have led to the creation of protocols of intervention, but they remain in early stages of development.

[17] The scaling-up of the study will require The Learning Bar (TLB), owner of the EIT copyrights, to support the nation-wide implementation at least during 2017 and 2018. This strategy follows the need to harness its unique experience and know-how in the development of systems that identify children who are behind the age-appropriate level development. Its experience with the follow-up and application of adequate response protocols is equally instrumental. Although this assessment is cost-effective in comparison with comparable international tools, the GoU is keen on developing a local tool that eliminates the financial burden of recurrent copyrights licenses.

The carrying out of activities aimed at exploiting the information produced by the EIT through (i) a protocol of intervention tailored to various EIT diagnoses and embedded as a specific module in all in-service training courses in the early education; (ii) an integration of EIT student-level microdata into the platform of GURI (*Gerenciamiento Unificado de Registros e Información*)[18] so to make it easily available to first-cycle primary teachers (iii) the development of student reports for 1st grade teachers, based on EIT results that provides information about at-risk students in his or her class.

c. *In-service Training in Early Education:* The subcomponent will provide support to the creation of an in-service training course on early education, which currently does not exist. This will include both (i) the design of the training course (e.g., revised guidelines for ECD teaching practices, workshops, technical assistance) as well as (ii) the implementation of said training course. The focus will be to prepare teachers for the key needs of students at the earliest stage of development[19]. In particular, the training will teach the response protocols associated with the EIT as well the uses and applications of ICT tools (e.g., GURI apps). The training will cover all early education teachers in FTS.

20. **Component 2.** *Primary education*. (Total: US$40.57 million; Bank: US$26.98 million; Counterpart: US$13.58 million). This component will (i) support added class time (through the expansion of the FTS model), better use of additional class time (through school principal training), and improved physical environments; and (ii) improve teaching practices with a focus on the development of competencies, socio-emotional skills (SES) and the alignment of skills imparted with graduate profiles.

21. **Subcomponent 2.1.** *Infrastructure in Primary Education*. (Total: US$34.10 million; Bank: US$24.16 million; Counterpart: US$9.93 million). This subcomponent will finance:

a. *Infrastructure and Equipment for Primary Education*. The Project will finance the construction and/or rehabilitation of approximately twenty (20) FTS: New construction is expected for 4 schools, for underserved populations and for cases where existing buildings cannot be repaired at a reasonable cost. 16 traditional or APRENDER schools will be renovated or expanded to become FTS. The renovation or refurbishment will include minor construction work, and upgrade of the water, electricity and internet systems, as well as issues related to deferred maintenance (e.g. defective roofs and windows, patching and painting walls). It is expected that these works would cost on average US$7,800 per student.

b. *Preventive Maintenance:* The Project will cover costs associated with smaller expenses for maintenance and general upkeep. This would include goods, minor works, and operating costs required for FTS maintenance, which help secure the long-term sustainability of the Project's investments. The Project will also provide technical assistance to School Management Committees (SMCs), made up of school representatives, and representatives

[18] GURÍ is Uruguay's most comprehensive online information system and database for education, and contains up-to-date information on students (detailed grades, daily attendance, etc.).
[19] These include: the importance of experiential learning, the constant interaction with the written text, the construction of autonomous behavior, the development of adequate relations and communication with peers, parents, and the school, and the fostering a comprehensive set of abilities (cognitive, social, emotional).

from the surrounding communities, including parents through the implementing agency, PAEPU. The technical assistance would be for the drafting of school maintenance plans as well as for managing the funds.

Project Targeting and Selection Process: ANEP has assembled a list of potential schools that meet the requirements for participation in the program, based on: a) availability of land for school use; b) assessment of the infrastructure needs of schools; c) demonstrated community endorsement of the sub-project; d) consultation with teachers, directors and students; e) assessment of the ownership status of land. At least 75 percent of all infrastructure and equipment will be allocated to schools of quintiles 1 and 2, in an effort to guarantee the targeting of students from underprivileged socioeconomic backgrounds. This list will be reviewed and updated during the project implementation according to selection criteria stated in the Operations Manual.

22. **Subcomponent 2.2**. *Quality Improvements in Primary Education*. (Total: US$6.47 million; Bank: US$2.82 million; Counterpart: US$3.65 million). This subcomponent will finance:

a. *Strengthening the Pedagogical and Institutional Management:* This activity will provide support to the preparation of guidelines and the provision of training to both supervisors and school principals in classroom management, periodic evaluations of learning, learning planning, allocation of teacher's time, with a focus on (i) supporting students lagging behind, (ii) aligning pedagogies with the development of competencies across grades, (iii) encouraging the development of socioemotional skills, (iv) use of information from student assessments (e.g., read assessment results, implement improvement plans).

b. *In-service Training in Primary Education:* This activity will provide support to the adjustment of the existing in-service training programs to foster modern pedagogies adapted to the special needs and bottlenecks of the Uruguayan system. The training will cover primary education teachers in FTS of all grades (2500 teachers at a pace of at least 800 teachers trained a year). The training will focus on a number of priorities: (i) improved teaching strategies in key knowledge areas, especially math and writing; (ii) teaching of competencies, instead of traditional rote learning; (iii) development of socio-emotional skills; (iv) focus teaching towards the attainment of graduate profiles; and (v) fostering awareness of the gender dimensions of learning, especially ingrained social norms about masculinity and femininity and differential cognitive development in early grades, as well as the development of non-violent conflict resolution. The training will involve four type of interventions: (1) face-to face classes, led by pedagogical experts, who will attempt to revise teaching frameworks, reflect on the teaching process, learning outcomes, and teacher performance, (2) school workshops for the teachers of a single school or center, (3) school visits for in-place identification of issues, support and advice, and (4) virtual support for on-time needs. These interventions will be complemented, in some cases, with materials such as teachers' guidelines and schoolbooks. In addition, this activity will also provide technical and operational support to CEIP's teacher training institute that provides in-service training to other schools (*Instituto de Formación en Servicio)*, particularly to APRENDER schools, which target vulnerable neighborhoods. The training focus will be differentially adapted for each grade, with first cycle teachers focusing on language and math literacy, and second

cycle teachers focusing on reading comprehension, writing, problem solving, and transition to secondary education.

23. **Component 3.** *Transition between Primary and Secondary Education*. (Total: US$2.21 million; Bank: US$1.09 million; Counterpart: US$1.12 million). This component will improve internal efficiency in the short term by supporting students at-risk in their transition to lower secondary education and by helping articulate institutions in primary and secondary education through intra-level school partnerships.

24. **Subcomponent 3.1**. *Strengthening the Second Cycle of Primary Education*. (Total: US$1.66 million; Bank: US$0.54 million; Counterpart: US$1.12 million). This subcomponent will finance:

a. *In-service Training for Successful Transitions:* The Project will provide in-service training for sixth grade teachers in FTS to strengthen their ability to provide remedial support for students most at-risk in the transition to secondary education. The courses will improve teaching methodologies conducive to instilling skills needed for success in secondary education including: organization and study skills (the higher number of subjects is a key challenge in secondary education), and addressing remedial gaps in core skills (e.g., reading, writing). This training will be conducted in partnership with ANEP's System of Protection of Educational Paths (*Sistema de Protección de Itinerarios Educativos*), which supports student career choices by providing information for the selection of a secondary institution, facilitating direct inscription through the GURI system, and verifying the enrollment of all graduates in secondary education.

b. *Remedial Course for Successful Transitions:* A pilot program for 6th graders in 30-50 schools will focus on providing at-risk students the tools needed to succeed in their transition to secondary education[20]. This remedial course will be structured around small study groups with intense personalized attention focused on reinforcing key competencies in math, Spanish, and study strategies. It will have a minimum duration of 3 hours a week. The Early Warning System Activity defined under component 4.1 will be the basis for the selection of the target population. A study to document the short-term impact of this course will be carried out in order to inform the eventual scaling-up of this activity.

25. **Subcomponent 3.2.** *Pilot Alliances between Primary and Secondary Schools*. (Total: US$0.55 million; Bank: US$0.55 million; Counterpart: US$0 million). This subcomponent will finance:

a. *Primary-Secondary School Alliances:* Approximately 5-10 primary schools will align with secondary institutions (*Educación Media Básica*), such as CETP-UTU (*Universidad del Trabajo del Uruguay*), in order to support primary education graduates sustain their accomplishments in their trajectory to secondary education. The Project will foster student exchanges that help primary students gather information, align expectations and provide academic preparation for the transition to secondary. It will also implement discussion seminars between teachers of primary and secondary so as to (i) align teaching contents and

[20] This course is likely to strongly benefit male students, as recent data shows that boys face higher risk of repeating and/or dropping out of school.

practices between the last year of primary education and the first of secondary, (ii) produce a report that provides pedagogic guidelines with best practices for intra-level cooperation, (iii) frame meetings among students of different levels, both curricular and extracurricular.

26. **Component 4.** *Monitoring and Evaluation System*. (Total: US$9.66 million; Bank: US$6.39 million; Counterpart: US$3.27 million). This component will seek to improve the evaluation capacity of the education system as well as to ensure the good management and monitoring of this Project and the FTS program, by (i) helping design and finance key analytical studies and impact evaluations that expand the knowledge base of the Uruguayan education system, and (ii) providing assistance and resources for the coordination, execution, and monitoring of the project.

27. **Subcomponent 4.1**. *Strengthen the Evaluation Capacity of the Borrower's Educational System.* (Total: US$4.97 million; Bank: US$4.97 million; Counterpart: US$0 million). This subcomponent will finance:

a. *Standardized learning evaluations*: This activity will seek to identify learning gaps and students at risk by evaluating the learning achievements of all students at the end of 2nd grade. Reports summarizing the school performance and identifying critical areas of development will be delivered after the completion of the assessment. Research has shown that timely acquisition of reading and writing skills is a major predictor of long-term educational achievement and that feedback on school performance has a large impact on student learning (World Bank, 2016)[21]. In addition, this will be complemented by standardized assessments at the end of each learning cycle of primary education.

b. *Strengthening of GURI*: The GURI system provides school administrators and education policymakers with timely and accurate school-level administrative data that complement student learning data. It allows the monitoring of students' schooling history throughout preschool and primary, including detailed data on attendance, course grades, grade progression, etc. In addition, GURI has designed an interactive web platform to interact with school directors, teachers and parents. This activity will support the strengthening of GURI, by supporting (i) the incorporation of new data fields in the system comprising both teachers (e.g. course planning, in-service training, etc.) and students (EIT results, end of year standardized evaluations, homework grades, etc.), and (ii) the improvement of GURI's interactive platforms' design.

c. *Early-Warning System (EWS*): The objective of this activity is to accurately predict who is most likely to repeat/drop out of school using readily available student-level administrative data, as well as detailed standardized scores (complete available history of scores by subject). Once in place, this system will allow to target at risk students with specific programs (e.g. remedial courses). This component will finance the design and maintenance of the EWS.

d. *Innovations in Education and Impact Evaluations*: This activity will finance at least two

[21] A. Ganimian, R. de Hoyos, and P. A. Holland 2016. "Teaching with the Test: Experimental Evidence on Diagnostic Feedback and Capacity-Building for Schools in Argentina". Washington, DC: The World Bank.

impact evaluations using randomized control trials.[22] Priority is given to understand the impact of key components of the Project and identify promising low-cost innovations that could be easily scaled-up. The likely candidates for impact evaluations are: (i) evaluation on the effectiveness of in-service teacher training on teaching practices and/or learning outcomes; (ii) use of GURI interactive platforms (e.g. cell phone apps) to provide timely information to parents on their childrens' academic progress.[23]

e. *Diagnostic of Gender Equality in Education*: This activity will finance Uruguay's first nationwide diagnosis on gender equality for the education sector. The study will be used as the baseline for the Gender Equality Action Plan to be implemented by ANEP from 2017 to 2020; this Plan will seek to address challenges faced by girls at school (e.g., school- based gender violence, stereotypes about female/male roles) and become a catalyst of long-term solutions (e.g., enhancing access for women to the labor market, prevention of domestic violence against women and girls).

f. *Other Studies:* the Project will support other useful studies to develop education policy, such as a class-observation study[24]. Other potential studies include: FTS time-use analysis[25]; school-climate evaluation; and infrastructure evaluations (systemic assessments of the renovation and maintenance needs of FTS and the use of space).

28. **Subcomponent 4.2**. *Project Administration*. (Total: US$4.69 million; Bank: US1.42 million; Counterpart: US$3.27 million). This subcomponent will provide support for the implementation, monitoring and evaluation of the Project as well as technical assistance to enhance the Project's communication strategy and disseminate the impact of the Project's activities.

29. The subcomponent will finance the operating costs of the Project, including expenses associated to the successful implementation of the Project, whose execution will be centered in PAEPU. The PAEPU team has extensive experience partnering with the Bank and implementing successfully previous Bank-financed operations, including, the ongoing "Support to the Uruguayan Public Schools Project"

[22] In addition, the evaluations may exploit the gradual phase in of the programs, as well as the eligibility rules of the programs.

[23] Recent research suggests that this type of informational interventions could be very cost-effective. In particular, Bergman, 2016, shows that providing additional information to parents on their children's academic progress had a large impact on students' educational achievements. The intervention involves emails, text messages and phone calls enumerating students' missing assignments and grades many times per month over a six-month period. The study finds that GPA increased by .19 standard deviations and math scores by .21 standard deviations. In addition, assignment completion increased by 25 percent and the likelihood of unsatisfactory work habits decreased by 24 percent. See Bergman, 2016, *Parent-Child Information Frictions and Human Capital Investment: Evidence from a Field Experiment*.

[24] This activity may finance up to three waves of class-observation assessments in a representative sample of FTS schools (possibly all FTS). The assessment will likely encompass dimensions such as classroom organization, instructional support, and emotional support. The instrument would be coordinated by INEED. A team of observers will be trained to collect the data, improving the institutional capacity to carry out these assessments in the future. The specific instrument is yet to be determined, but examples discussed with key authorities include the Stallings classroom snapshot instrument; and the Service Delivery instrument (SDI).

[25] FTS time-use analysis: A key mechanisms by which the FTS model expects to improve student outcomes is the use of the additional school time for the development of non-cognitive abilities, the identification and support of at-risk students, and the pacing and evening of learning achievement across students. Still, as little regulation mandates the use of this additional time, its use varies widely across schools and classrooms. This study is aimed at collecting data on the use of the extended school time across more than 200 FTS, and assess the time allocations that are associated with better school performance.

(P126408) and previous operations, “Third Basic Education Quality Improvement Project” (P070937) and “Second Basic Education Quality Improvement Project” (P041994). Based on lessons learned from previous operations, this Project will include technical assistance that supports an enhanced communication strategy for PAEPU and helps showcase and disseminate the impact of the Project’s activities. The Project would continue the practice of maintaining an in-house team of engineers and architects to oversee the implementation of civil works. For other functions, such as managing the research program, the Project would work closely with entities in ANEP such as the DIEE. The Project management arrangements are spelled out in the Project's Operational Manual.

30. The Project would finance the staff for the following areas: (i) Project coordination and administration; (ii) management of the financial and physical execution of the Project; (iii) management of the Project's procurement activities; (iv) monitoring and evaluation of the Project; (v) dissemination and communication activities of the Project’s outcomes and impact. This sub-component would also finance other recurrent costs including the rent of office space, insurance, and operational costs. The Project would also finance the costs related to the implementation of the Environmental and Social Management Strengthening Program.

The Project's expected result chain is as follows:

Objectives	Outcomes	Products	Planned Activities
Improved teaching practices*	Teaching practices uniform and high-quality across ECD centers	- Creation and implementation of in-service programs, courses and educational materials	- In-service Training in Early Education
	Teaching practices focused on the development of competencies and SES, and aligned with graduate profiles	- Revision and update of in-service programs - Implementation of in-service courses with FTS teachers - Alignment of educational materials	- In-service Training in Primary Education - Learning materials and teacher guidelines with above orientations
	School management aligned with revised teaching practices	- Revision, update, and implementation of in-service courses for managers and supervisors	- Strengthening the Pedagogical and Institutional Management
Improved learning environment *	Additional class time and improved physical environment stimulate better learning	- Renovation and construction of 20 new FTS - Restoration of existing FTS	- Infrastructure and Equipment for Primary Education - Preventive Maintenance in Primary Education
Improved internal efficiency*	Repetition and dropout rates decrease in the medium/long-term	- More 3-year old children attend early education	- Infrastructure, Equipment, and Materials in Early Education
	Repetition and dropout rates decrease among at-risk students	- At risk students receive support in the transition to lower secondary - Better articulation between primary education and lower secondary	- Remedial Course for Successful Transitions - In-service Training to Align Teaching Practices - Primary –Secondary School Alliances
Strengthened evaluation capacity of the system	Improved availability and utilization of student and school assessment data	- EWS in place - Student-level databases on learning outcomes - School-level database on the use of time - Clean, expanded and integrated GURI database - Identification of cost-effective interventions that improve student performance	- Design of Early-Warning System (EWS) - Early-childhood Evaluation (EIT) - Standardized learning evaluations - FTS time-use analysis - Strengthening of GURI - Innovations in Education and Impact Evaluations - Other studies

*Improved teaching practices and learning environment clearly support the improvement of internal efficiency as well.

B. Project Cost and Financing

31. The proposed Investment Project Financing (IPF) would be financed by an IBRD loan in the amount of US$40 million. The variable–spread loan has a final maturity of 10 years, including a grace period of 5 years. The Front-end Fee will be financed out of Loan proceeds.

Project Components	Project cost	IBRD Financing	Counterpart Funding
Early education	6.56	5.53	1.03
Primary education	40.56	26.98	13.58
Transition between Primary and Secondary Education	2.21	1.09	1.12
Monitoring and Evaluation System	9.66	6.39	3.27
Total Costs	58.99	39.99	19.00
Total Project Costs	58.99	39.99	19.00
Front End Fees	0.1	0.1	
Total Financing Required	59.00	40.00	19.00

32. In order to address the GoU's interest in a pilot of a result-based instrument in education, US$3 million out of the US$40 million of IBRD financing will be linked to the accomplishment of specific targets under subcomponent 1.2. A set of six Disbursement Linked Indicators (DLI), see table below, has been established to enhance ECD quality. Disbursements under these DLIs will be supported with underlying expenditures incurred by ANEP, for preventive maintenance under budgetary line 382 "*Otras edificaciones*".[27]. This budgetary line is credited US$12 million divided amongst works, preventive maintenance and corrective maintenance activities (and allocation/relocation within categories under this budgetary line is under ANEP´s purview).

33. The DLIs and corresponding amounts are listed in the table below. Disbursement against a corresponding DLI target could be requested as soon as the corresponding target is achieved, as long as

[27] The disbursement of DLI's underlying expenditures is subject to the accomplishment of two conditions: a) achievement of DLIs (see table below) according to the verification protocols; and b) proof of spending of the pertinent underlying expenditures. Under this Project, DLI's underlying expenditures will be preventive maintenance expenses of selected Full-Time School's facilities. This consists of minor civil works, goods and operating costs under subcomponent 2.1 (item 2) of the Project (these expenses are accounted in the budgetary line 382— "other edifications"— of the GoU's budget).

sufficient underlying expenditures have been incurred that can be reimbursed. All DLI targets are non-scalable, which means that disbursements against each met indicator will add up to its full value.

34. Subcomponent 1.2 was deemed most appropriate for a DLI pilot as it is technically meaningful: it touches on a key policy priority (as reflected in the Sectoral and Institutional Context section) and is strongly backed by international evidence (ECD interventions have been shown to provide especially long-lasting and cost-effective improvements in learning outcomes).

35. Verification of the achievement of most DLIs will be carried out by the Bank. DLIs 3, 4 and 5 will be tracked by school supervisors as part of their monitoring visits, and will be externally verified and validated by INEED through school visits to a representative sample of FTS; results will be documented through a brief report addressed to the Bank.

Disbursement-Linked Indicators by June 30 of each year (or as otherwise indicated herein)				
	2018	**2019**	**2020**	**2021**
IRI2. ECD teachers of FTS use mobile libraries at least once a week		**DLI 3:** 60% of ECD teachers (from a baseline of 30 ECD teachers) of FTS which have installed a mobile library use mobile libraries at least once a week during 10 consecutive months prior to January 1, 2019 *(Amount: S$400,000)*		
IRI4. ECD assessment results inform first grade teachers	**DLI 1:** ECD assessment results integrated into GURI's database *(Amount: S$500,000)*		**DLI 5:** 60% of first grade teachers of all FTS (operating as of January 1, 2020) have digital access to students' ECD assessment results *(Amount: S$600,000)*	**DLI 6:** Local ECD assessment is developed and approved by the Project Implementing Entity *(Amount US$600,000)*
IRI5. ECD teachers of FTS apply protocols for at-risk students		**DLI 4:** 60% of ECD teachers of all FTS (operating as of January 1, 2019) apply protocols for at-risk students *(Amount: S$400,000)*		
IRI6. ECD teachers of FTS accredit in-service training courses	**DLI 2** Guidelines for ECD teaching practices are revised and published by the Project Implementing Entity *(Amount: US$500,00)*			
Estimated disbursement	**US$ 1,000,000**	**US$ 800,000**	**US$ 600,000**	**US$600,000**

C. Lessons Learned and Reflected in the Project Design

36. **Lessons Regarding Full-Time Schools:** The value proposition in full-time schools stems from an extended class time, whose ultimate impact is determined by an effective use of this time. Indeed, large variability in the use of time explains, in part, ambivalent results in the literature. The use of time in Uruguay's FTS is not regulated, so in some FTS this time is used for ludic and non-cognitive activities (e.g., playtime), while in others this time is spent providing specialized attention to at-risk students. The focus on at-risk students has produced positive improvements in learning outcomes and internal efficiency[28]. This Project will incorporate this lesson in the assistance and training of school directors and inspectors to motivate a focus on support for vulnerable and at-risk students.

37. **Lessons Regarding In-Service Training:** Previous in-service training formats in Uruguay showed less-than-expected improvements in student learning-outcomes (beyond writing skills) and mixed support among teachers due to the substantial time commitment required. These lessons will be used in the current operation to reduce face-to-face course time, support on-site visits by in-service trainers, and focus the training on remaining student gaps (reading and writing for the first cycle of primary, adding math in the second cycle).

38. **Lessons Regarding Systemic Impact:** In Uruguay, some of the greatest challenges for sustained learning, internal efficiency, and strong learning outcomes take place beyond primary education (e.g., low access and quality in early education and peaks of repetition and dropout in secondary). The previous operation's focus on primary education thus could only have a limited impact on systemic bottlenecks. These constrains curtailed the Project's overall impact. As a result, the new operation actively expands the scope of work to both initial education and the primary/secondary transition to reinforce the systemic impact of primary level interventions.

39. **Lessons Regarding Information and Evaluation Systems:** Previous work has showed the limited use made of the GURI system and its data. The current operation will work jointly with GURI and DIEE to produce periodic school reports especially designed for schools in need of close supervision, and it will work with the FTS coordinators, inspectors and in-service training team to provide targeted support to these schools based on this targeted use of existing data.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

40. The Project Implementing Entity would be ANEP, represented by the CODICEN. Under CODICEN's overall guidance, CEIP is responsible for results of the proposed Project. CEIP would be also responsible for all external linkages, such as with INEED (National Institute of Education Evaluation), Plan Ceibal and MEC (Ministry of Education and Culture). In the case of INEED, this arrangement would follow an agreement of cooperation for monitoring and evaluation activities and the verification of

[28] This assessment is based on in-country school and international evidence (see Patall, Erika 2010. "Extending the School Day or School Year: A Systematic Review of Research (1985–2009)". Austin, TX).

achievement of selected DLIs; this agreement would derive from the inter-institutional agreement already in place between ANEP and INEED. The Project will be implemented by ANEP through the Project Coordination Unit (PCU, also referred to as PAEPU), which has been coordinating the implementation of all previous and current Bank-financed projects since its creation in 1994. PAEPU will be responsible for coordinating the participation of various actors in the context of Project implementation, such as i) the Research, Evaluation and Statistics Division (*División de Investigación, Evaluación y Estadística*, DIEE) within ANEP who will support the monitoring and evaluation; ii) a new entity for in-service training (Institute of In-Service Training); iii) INEED, who will be responsible for carrying out national evaluations, the DLI verification and the policy analysis that identifies effective interventions (such as those related to teaching practices); and iv) GURI who will conduct the enhancement and integration of the program's platforms. PAEPU's fiduciary team would be responsible for carrying out all activities related to financial management, procurement and safeguards compliance.

41. The proposed implementing agency and its PCU have a very strong track record in executing Bank financed operations. Since mid-1990', ANEP has implemented four education operations, all of which have been satisfactorily executed. The current operation (P126408) was rated "Satisfactory" in safeguards during all the implementation period of the project. For the proposed operation, social and environmental safeguards will continue to be managed by the qualified and experienced specialists within PAEPU. In particular, the socio-environmental team comprises: (i) a main responsible professional (an architect with a post-degree in environmental planning and management); (ii) a coordinator for the Project Design Area; and (iii) a coordinator for the Works and Maintenance Area. In addition, they are assisted by a monitoring and evaluation specialist, a lawyer, and a group of regional works supervisors.

B. Results Monitoring and Evaluation

42. Results monitoring and evaluation would be under the responsibility of the DIEE within ANEP, in collaboration with CEIP and PAEPU. With regards to results monitoring, indicators would largely be tracked through a combination of existing monitoring systems (e.g. repetition rates) and new instruments (e.g. classroom observation). The existing administrative data would be reported in the *Monitor Educativo*, ANEP's public annual report on primary education produced by the DIEE.

43. With regards to evaluations, several studies are planned. The impact evaluations will focus on key components (e.g. teacher training) and on identifying low-cost innovations with potential for improving students' outcomes (e.g. GURI apps). The main innovation with respect to the previous projects is that these evaluations will likely exploit randomized control trials.[29]

C. Sustainability

44. The FTS Model has been in place since the 1990s and its sustainability is anchored in intra-party agreements approved by the Uruguayan congress that established its essential importance for all education levels. Each National Budget Law has confirmed the aspiration to continue this policy at the national level by expanding the funding for extended pedagogical time in schools, the expansion of the

[29] The estimated impact will be disaggregated by gender, whenever the differences are statistically significant.

FTS model, and recurrent activities such as salaries, in-service training and preventive maintenance. From an institutional standpoint, the Project would serve to strengthen country systems in several notable areas: i) the expansion of access of 3-year olds in early education, ii) the revision and implementation of a new model for in-service training that directs teaching practices towards pedagogies that ensure learning improvements, iii) improvements in graduation rates in secondary education, iv) innovation in the information systems for the establishment of early alert systems for at-risk students, v) consolidation of the evaluation system. The aforementioned activities will contribute to a long-term strengthening of ANEP's institutional capacities.

D. Role of Partners

45. No additional partners will be involved in the implementation or financing of this Project.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

46. **Risks.** The overall risk rating for the proposed Project is assessed to be Moderate due to: (a) the country's macroeconomic situation, (b) the Technical Design of Project, (c) the Institutional Capacity for Implementation and Sustainability, and (d) the Fiduciary risk. The Project enjoys great political support, as the education agenda is prioritized in the National Budget Plan 2015-2019, and no major changes are expected in the short term. In fact, FTS have been an integral part of the GoU's education strategy, as reflected by the doubling of FTS over the last decade (from 104 in 2005 to 211 in 2015); the Bank has been an integral partner in this progress through three previous operations (P126408, P070937, P041994). Description of the moderate risks and their mitigation measures:

47. **Technical Design** risk could arise from lack on buy-in among beneficiaries regarding the Project's innovations on the teacher training approach, including follow-up visits and greater focus on teaching methodologies. Moreover, the voluntary-nature of these trainings could limit participation and systemic impact. The use of additional class time in FTS remains unregulated, so no guarantees exist that the use of time will improve in a large scale. These risks are mitigated by the fact that in-service training financed under the previous operation showed high demand (including overbooking), and that this operation will expand training beyond teachers to school management, which improves the likelihood of systemic change.

48. **Institutional Capacity for Implementation and Sustainability** risk also exists, as the decentralized and fragmented organization of the educational system in Uruguay can produce overlapping or conflicting mandates in the institutions overseeing and approving the Project's innovations. In order to mitigate both risks, the team will work closely with the Government on the technical design, especially with regards to teacher training activities, and will support the coordination with the council for secondary education for those new activities (subcomponent 3.2). The Project will also provide technical assistance by sharing international experiences and best practices and by promoting joint activities between the different levels and actors involved in the activities of the Project.

49. **The Macroeconomic Risk** to the Project is assessed to be moderate. Uruguay faces downside risks to growth, with an external environment subject to heightened uncertainty regarding commodity prices, capital flows, and financing conditions. Deeper recession in major trading partners Brazil and Argentina and sharper deceleration in China could further dampen Uruguay's exports. Fiscal consolidation could prove more challenging in a less favorable external environment and the GoU might re-prioritize investment spending with implication for the Education sector. Furthermore, significant currency depreciation could move inflation above the 12 percent threshold with important implications for salary re-negotiations and spending on wages and pensions that would affect consolidation efforts – however, this scenario is considered unlikely. Gradual normalization in monetary policy in the U.S. could increase capital outflows and borrowing costs for financially integrated economies. Uruguay has built financial buffers that help mitigate some of these risks and the GoU has showed a strong commitment to fiscal consolidation.

50. **The Fiduciary Risk** proposed is Moderate. From the FM standpoint, the main risks associated with this Project are the implementation of multiple activities of different nature (e.g., school infrastructure and equipment, acquisition of education material, preventive maintenance, consultancies, training and operational expenses). This diversity leads to a relatively complex operational process to produce reliable and timely financial information to manage project implementation. Moreover, the disbursements of some portions of component 2.1 will be made upon the achievement of DLIs, creating a need for additional reporting and verification protocols that ensure the eligibility of expenditures. Nonetheless, these risks are satisfactorily mitigated by the strong Public Financial Management arrangements in Uruguay, the accumulated years of experience of the project implementing unit, along with mitigating measures defined for this Project, which among others include the annual audit of funds and a strict control framework for funds disbursed under the DLI approach. From the Procurement perspective, the World Bank Procurement Regulations for IPF Borrowers dated July, 2016 will be applied even though there is no previous experience in specific methods and market approaches. This risk is mitigated by strong institutional capacity for Procurement, the extended experience of the project implementing unit from having implemented previous Bank's financed Projects, and the capacity building that the Bank will provide as needed.

VI. APPRAISAL SUMMARY

A. Economic and Financial (if applicable) Analysis

51. **Project's development impact**. The Project is expected to yield substantial economic and social benefits through its contribution to increased educational attainment and improved educational quality. All the Project's components are aimed at eliminating or reducing learning deficits that accumulate over time and are therefore expected to reduce school failure (grade repetition and dropout) and increase the number of years of education in the population. From the individual point of view, the Project will have a direct positive impact on lifetime earnings of the beneficiaries through an increase in their labor productivity. Other individual labor outcomes are also expected to be affected, since higher educational attainment facilitates labor market entry for youth and increases the probability of being employed and having a better job. From a social perspective, the Project will raise human capital endowment having a positive impact on growth and therefore reducing poverty rates. Its impact on the society as a whole

goes beyond the individual's outcomes, since a more educated population has better health, less crime, higher democratic participation, more environmental consciousness, etc. Since the components are also aimed at improving educational quality, all these effects are largely augmented.

52. **Rationale for public sector provision/financing.** Several factors provide a strong rationale for public sector financing of initial and primary education. First, individual acquisition of education generates positive externalities on the society by making individuals more engaged and responsible citizens, and increasing the overall level of productivity and growth in the economy. To the extent that individuals do not take these benefits into account when making education investment decisions, public sector investments can lead to efficiency gains. Second, there is imperfect information that makes parents unaware of the importance of early investments in the development of their children through education or, even if they are aware, financial constraints might prevent them to finance these investments in the credit market. Third, the education system has the potential to promote equality of opportunities. Since school failure (grade repetition and dropout) is especially relevant for students from disadvantaged households, any policy aimed at increasing educational attainment in primary education and easing the transition from primary to secondary will benefit vulnerable groups and is therefore desirable from an equity perspective.

53. **Value added of Bank's support.** The Bank provides added value in this Project by guaranteeing financial support to ensure the program's funding, but also through its implementation experience and technical expertise. Additionally, the introduction of a DLI instrument associated to ECD will provide a pilot of results-based financing that could be further applied throughout the country so to foster a result-oriented culture. The Bank will provide technical support to planned impact evaluations to produce new knowledge and strengthen the culture of evidence-based decision making within the GoU. It will continue helping to develop the client's institutional capacity during Project implementation. The Bank's involvement will also come in the form of sharing the best international practices with teachers, school directors, parents, advisors, supervisors, and the community in general. The Bank will bring its expertise on assessments, research and innovation design, implementation, follow-up, interpretation of results, and feedback to policy design. All these aspects of value added are expected to increase the Project's development impact, compared to what the Project could achieve without the Bank's involvement.

54. **Brief description of methodology and main results.** The economic analysis estimates the economic benefits accruing from the additional lifetime income expected from the additional years of education that beneficiary children would obtain as a result of Project activities. The net effect of the Project on beneficiaries is estimated using a present discounted value (PDV) approach. This approach entails estimating the stream of benefits and costs of schooling over the lifetime of a representative student with and without the Project. The students benefiting from the Project will be less likely to face school failure (grade repetition and dropout) and will accumulate more years of education. The benefits are projected using the best available estimates of the returns to education. This approach only captures the most readily quantifiable benefits, as better educated individuals also benefit from improved health and greater life satisfaction, and society as a whole enjoys the multiple positive externalities provided by a more educated population. Bearing all this in mind, the economic benefits that are computed represent a lower bound of the Project's potential returns.

55. The economic analysis shows that the average beneficiary of the Project would have gained an

additional 0.28 years of schooling by 2027. Assuming a return to the additional year of schooling of 10.5 percent (See Haimovich and Vazquez, 2016), that an average individual works from age 18 to 65, and a discount rate of 10%, the Project would have a net present value (NPV) of US$136.9 million, with an Internal Rate of Return of 18.6%. To estimate the impact of the project on schooling, the analysis exploits rigorous impact evaluations of the long-term effects of similar interventions. [30] Component 4 was excluded from the analysis since it involves smaller amount of resources and the impact would be harder to estimate.

B. Technical

56. **There is strong evidence supporting investments in ECD.** The theoretical argument for ECD investments is very intuitive (Heckman et al., 2010). Key cognitive skills (such as mathematical reasoning and language skills) and non-cognitive skills (like sociability and discipline) are thought to be more easily developed at early ages. Moreover children that start school with low levels of cognitive and non-cognitive skills may learn less thereafter as a result. Thus any initial skill gap may widen over time if initially disadvantaged children are not able to benefit fully from each stage of the educational system. This cumulative skill gap will eventually be reflected in lower quality employment opportunities and lower wages in adulthood. This theoretical argument is supported with empirical studies from Uruguay (e.g. Berlisnki, Galiani, and Manacorda, 2008), Latin America and Caribbean region (e.g. Gertlrer et al, 2014), and the rest of the world (e.g. Havnes and Mogstad, 2011). These studies show strong evidence that expanding coverage and quality of ECD can have long-term effects on school dropout, human capital accumulation and labor income, and also that it is a very cost-effective investment.

57. **The literature finds mixed results on FTS, but in Uruguay it has shown some promising outcomes.** The theoretical rationale for investing in FTS is also very intuitive. The value-added stems from allowing enough class-time to consolidate learning, incorporate courses outside the core-curriculum, and support students at risk of grade failure (FTS have an extended day, resulting in 37.5 hours per week as compared with 20 hours at regular public schools). While evidence on the impact of FTS is mixed, results are more encouraging for Uruguay. As mentioned above, the most rigorous impact evaluation available for the country showed considerable learning gains equivalent to almost an additional year of schooling (see Cerdan-Infantes and Vermeersch, 2007). In particular, the study found that students in FTS in Uruguay improved their test scores by 0.42 of a standard deviation in mathematics, and 0.24 in language. Furthermore, a recent study on the implementation of longer school days in Colombia (Hincapie, 2016) reveal that those 5th and 9th graders exposed to full school days had significantly larger scores than those who attended half school days. The impact was larger among the poorest schools and in rural areas.

58. **The teacher training interventions, the targeted remediation's courses, and the provision of timely diagnostic feedback are also in line with the best international practices.** The teacher training sub-components is aligned with the evidence on the most effective interventions to boost learning. In particular, Evans and Popova (2015) find that tailoring teaching to the different pace of students and

[30] The specific studies comprise Berlisnki, Galiani, and Manacorda, 2008, and Havnes and Mogstad, 2011 (ECD); Cerdan-Infantes and Vermeersch, 2007 (FTS), Chetty, 2014 (teaching quality); and De Hoyos et al, 2016 (learning assessments).

repeated teacher training interventions (that include school visits and feedback from trainers) are among the most promising interventions. Furthermore, better teaching practices is likely to have long-term impact on students' outcomes. According to Chetty (2014), teachers' value-added has a causal long-term effect on wages. There is also strong support for remedial interventions that are targeted to at-risk students (see for instance Cook et al, 2014). Finally, recent research also shows considerable learning gains associated with the provision of timely diagnostic feedback –based on students' assessments—to teachers and school managers (De Hoyos et al, 2016).

C. Financial Management

59. The Financial Management (FM) capacity assessment concluded that the project budgeting, accounting, internal control, funds flow, financial reporting and auditing arrangements are adequate to provide a reasonable assurance that the financial management system efficiently and reliably provides timely information required to manage and monitor the implementation of the Project. These arrangements are expected to be very similar to those in place at the UY – Support to Uruguayan Public Schools Project (P126408) which is implemented through the *Administración Nacional de Educación Pública* (ANEP), which had satisfactory record in terms of FM.

60. Overall public financial management arrangements in Uruguay function well and this Project will make extensive use of country's systems in terms of budgeting, accounting, flow of funds, internal control and internal and external audit. Main mitigating measures would include: (i) annual financial audit of Project's financial statements conducted under terms of reference acceptable to the Bank, (ii) preparation of a Project's operational manual which will describe the main fiduciary procedures and controls including those related to the control framework applicable to the expenditures disbursed under the DLI approach, and (iii) provision of ad-hoc fiduciary training to the implementing entity.

61. **Implementing Agency and staffing arrangements:** ANEP has in place a project implementation unit which has implemented various education operations[31], all of which have been satisfactorily executed from the FM standpoint. This unit will be responsible for financial management functions of this operation including accounting, reporting, internal control, preparation of withdrawal applications, interim unaudited financial reports (IFRs) and interaction with the Bank and the external auditors on FM issues. This unit is adequately staffed, including one coordinator, one staff in charge of treasury and two in charge of accounting. There is adequate segregation of duties so as to maintain an adequate level of control.

62. **Budgeting Arrangements:** The institutional framework that rules the elaboration of the National Budget involves a range of entities including OPP (Budget & Planning Office) and various departments within the Ministry of Economy and Finance (MEF). The budget is prepared according to the 5-year plan which is adjusted yearly according to macroeconomic forecasts. This plan is the basis for a monthly cash planning, agreed bilaterally between MEF and each spending unit included in the National Budget.

63. ANEP will use the integrated financial information system (SIIF) in order to control the allocated

[31] Including the UY – Support to Uruguayan Public Schools Project (P126408) currently in implementation, which closing date is on May 2017.

budget. Moreover, the Project will be implemented using a budget appropriation allocated in the budget of the ANEP-CODICEN in both funding sources (one for IBRD funds and the other for local counterpart funds). Counterpart funds are transferred by the General Accounting Office.

64. **Accounting.** For accounting matters, the Project uses the Memory Conty information technology system. The chart of accounts will reflect the Project's categories, components and sources of funding. This system is already in place and functioning well, although it is important to mention that the budgeting system SIIF is not interfaced with the Memory Conty system. Therefore, the project implemented manual controls aimed at ensuring the integrity and accuracy of data between both systems.

65. **Project financial reporting.** The FM monitoring and evaluation will be done through the preparation of the semi-annual project unaudited Interim Financial Reports (IFRs) and the annual audited Project financial statements. These will be prepared on a cash basis using the standard formats agreed with the Bank. After loan effectiveness, the following financial reports will be presented to the Bank:

Report	Due date
Semi-annual unaudited project IFRs reflecting the sources and uses of funds for each semester and cumulative uses by category, including beginning and ending cash balances.	Within 45 days after the end of each calendar semester
Annual audit report on project financial statements and eligibility of expenditures	Within six months after the end of each calendar year of loan disbursements (or other period agreed with the Bank).
Special opinions on SOEs and Designated Account	

66. **External Audit Arrangements.** Annual Project financial statements will be audited based on Terms of Reference (ToRs) acceptable to the Bank. The audit will be conducted based on International Standards on Auditing issued by the International Federation of Accountants (IFAC). The audit report shall be submitted to the Bank within six months of each calendar year. Annual audits will cover all funding and expenditures reported in the Project's annual financial statements. It is expected that the financial audit would be conducted by the Uruguayan Supreme Audit Institution, *Tribunal de Cuentas de la República* (TCR) which has been responsible for auditing the previous and current phase of the Project with satisfactory results.

67. **Internal Control and Internal Auditing:** ANEP has an Internal Audit Department (IAD). This unit has technical autonomy and unlimited access to financial records. There have been no IAD reports at the project level. Internal control related observations have arisen as a result of the external audit work of the TCR, although no significant issues have been identified in the last reports.

68. **Flow of funds and disbursement arrangements.** The following disbursement methods may be

used under the loan: (i) Advance, (ii) Reimbursement and (iii) Direct Payment**.** The Project's funds will be managed by the project implementing unit through a designated account opened at the Central Bank of Uruguay (BCU) and two operating accounts at the Bank of the Republic (BROU), one in U.S. dollars and the other in local currency. While most of the disbursements under the Project's components will follow the standard approach by which the PIU will make payments to providers of goods, works and services, a portion of disbursements under sub-component 2.1 will be linked to results.

69. **Arrangements for Sub-component 2.1**. As noted in earlier sections of the document, a portion of Subcomponent 2.1 of the Project will follow a results-based financing approach by establishing a set of DLIs that would trigger disbursements for an amount of US$3M. Disbursements under these DLIs will be supported with underlying expenditures incurred by ANEP under the concept of preventive maintenance expenditures which will be pre-financed with local counterpart funds.

70. These preventive maintenance expenditures consists of funds transferred to schools on an average of US$3,500 per calendar year (approximately US$700,000 per year considering a universe of 200 schools). These funds shall be used by the schools to cover costs associated with smaller expenses for maintenance and general upkeep. ANEP has in place a control framework to ensure that these funds are adequately controlled and spent by the schools which includes the following aspects:

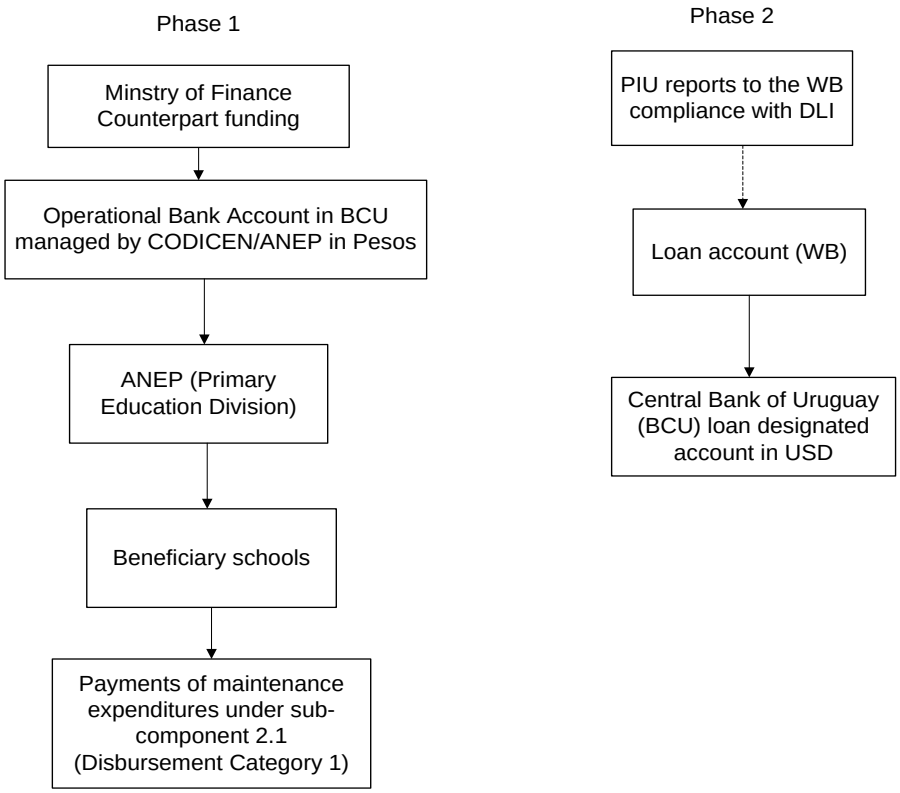
- A defined set of rules and procedures applicable to the program which establish the requirements for requesting, using and reporting the use of funds.
- A specific bank account opened by each school for managing the resources.
- All the expenditures' supporting documentation should be submitted by the beneficiary schools to an internal unit within ANEP named *Division de Hacienda del Consejo de Educacion Inicial y Primaria (*Finance Division of the Initial Education and Primary Council).
- The expenditures' supporting documentation is also subject to the concurrent review performed by an accountant designated by the TCR, and the ex-post review of TCR's annual audit.

71. **Link of underlying expenditures to DLIs.** Once the Government has met the agreed targets and the Bank has approved the associated DLIs, from the FM perspective the funds disbursed under this modality will be documented against the presentation of the aforementioned preventive maintenance expenditures, which are linked to specific budget allocations (from here on underlying expenditures).

72. Disbursements under the DLI framework will take place upon Borrower's request and will be documented based on a Customized Report prepared by the Project. These reports will include the following information:

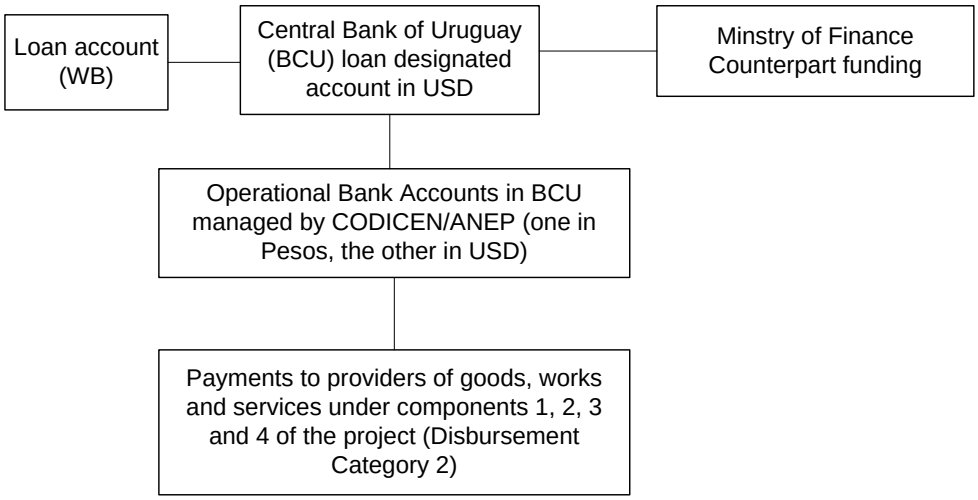
- Budget financial reports issued by the SIIF system identifying the underlying expenditures incurred during the period.
- Certification letter issued by the Finance Division of the Initial Education and Primary Council and the accountant designated by the TCR, which will confirm that they have received and reviewed the expenditures' supporting documentation.
- Technical report specifying the DLI targets achieved.
- DLI Verification Report from the corresponding Verifying Entity (only for DLIs 3, 4 and 5).

73. The following figure reflects the flow of funds for the underlying expenditures (the solid lines represent the flow of funds and the dotted lines represent flow of information):



74. **Arrangements for other components**. The primary disbursement method will be advance of funds. The project implementing unit will receive funds from the Bank in a designated account in the BCU and will transfer these resources into two operational accounts, one in US$ and the other in pesos. Expenditures under all Project's components will be paid directly from these accounts.

75. The following figure presents the flow of funds:



76. **Reporting on the use of loan proceeds**. Supporting documentation should be provided with each withdrawal application as follows: (i) Disbursement Category 1 "Preventive Maintenance Expenditures": Customized reports for underlying expenditures linked to the achievement of the agreed DLIs under Component 2.1, and (ii) Disbursement Category 2 "Goods, works, non-consulting services, training and operating costs": records in the form of standard SOEs for expenditures incurred under all other components.

77. Full documentation in support of SOEs will be retained by the Project for at least two years after the Bank has received the audit report for the 12-months prior to June 30th of the year in which the last withdrawal from the loan account was made. This information will be made available for review during supervision by Bank staff and for annual audits which will be required to specifically comment on the propriety of SOE disbursements and the quality of the associated record keeping.

78. **Disbursement Table**.

Category	**Amount of the Loan Allocated (expressed in US$)**	**Percentage of Expenditures to be financed (inclusive of Taxes)**
(1) Preventive Maintenance Expenditures.	3,000,000	100% up to the amount of the Loan allocated to each DLI.
(2) Goods, works, consulting services, non-consulting services, Training and Operating Costs	36,900,000	100%
(3) Front-end Fee	100,000	100%
TOTAL AMOUNT	40,000,000	

79. **Retroactive Expenditures.** Based on the Project's needs, the Bank could finance up to 20 percent of the loan amount for eligible expenditures incurred by the borrower up until one year before the loan agreement signature.

D. Procurement

80. **Procurement activities will be undertaken by Support to Uruguayan Public Schools Project (PAEPU)**. A capacity assessment of PAEPU was undertaken in August 2016, which reviewed the organizational structure, the PAEPU's unit responsible to carried out procurement activities, and the relationship between the procurement, technical, administrative, and financial units. PAEPU is currently operating and centralizes the execution of the activities related to the Project. The overall project risk for procurement is Moderate. The assessment concluded that the experience of PAEPU gained in the implementation of previous Bank-financed Projects suggests that the PAEPU would have reasonable institutional capacity to handle all aspects of procurement. PAEPU would maintain current procurement specialized staff during the Project execution. However, PAEPU does not have experience applying Procurement Regulations for IPF Borrowers. The activities financed by the Project are foreseen to consist of small contracts. Considering that PAEPU should apply Procurement Regulations for IPF Borrowers dated July, 2016 and PAEPU's staff has no experience with said new regulations, the Bank will provide the necessary capacity building to PAEPU to conduct its procurement activities, mainly regarding the application of these new procurement guidelines.

81. **PAEPU, as the implementing agency, developed a Procurement Plan** for the first eighteen months of project implementation, which was approved by the Bank on November 1st, 2016, and will provide the basis for the procurement methods and market approaches. This Plan, agreed between the Borrower and the Bank, will be uploaded and updated in the publicly accessible Systematic Tracking of Exchanges in Procurement (STEP), in agreement with the Bank or as required to reflect the actual project implementation needs and improvements in institutional capacity. Additionally, annual supervision missions will take place to carry out post review of procurement actions. PAEPU's procurement staff and the Bank, will meet annually to review the implementation of the Procurement Plan and an action plan and to carry out the ex post reviews.

82. **Procurement Arrangements.** Procurement will be conducted according to the Bank's 'Procurement Regulations for IPF Borrowers', issued in July 2016, for the supply of Goods, Works, Non-Consulting Services and Consulting Services. The application of the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006 and revised in January 2011 and July 1, 2016 (World Bank's ACG), and sanctions procedure will continue to be ensured through the Bank's model legal agreements for Financial Intermediaries operations, which require that ACG provisions apply to the ultimate recipients of Bank funds. The Bank's Standard Procurement Documents will govern the procurement of Bank-financed International Competitive Bidding. For procurement involving National Competitive Bidding, the borrower may use their own procurement documents, acceptable to the Bank. All Standard Procurement Documents as well as model contracts should be included in the Operating Manual.

83. **Procurement of Works. Construction of new schools and rehabilitation of existing schools:** The open national competitive market approach is supported by the availability of bidders in the local market and the small contracts planned, also taking into account that in previous projects there was ample competition. The Request for Bids or the Request for Quotations would be the selection methods for these contracts, given that the borrower is able to prepare designs, technical specifications and

specify detailed requirements to which bidders respond by offering bids. Request for Quotations would be the selection method for minor works of schools maintenance.

84. **Procurement of Goods and Non-Consulting Services.** Furniture and equipment for schools and services for in-service teachers training: The open national competitive bidding approach is supported by the availability of bidders in the local market and the small contracts planned. The Request for Bids or the Request for Quotations would be the selection methods for these contracts, given that (a) the borrower is able to specify detailed requirements to which bidders respond by offering bids.

85. **Procurement of Consulting Services.** Technical assistance in education and technical assistance in infrastructure: Considering that these will be small contracts and that a limited number of qualified consultants can carry out these assignments (education related specialized in the matter), the suitable market approach would be an open competition in the national market or direct market approach, while the Quality-Cost- Based Selection or the Consultant's Qualification Based Selection (considering the nature of the services and the need to take into account the quality of the proposals based on the evaluation of the different solutions and the cost of the services), or Direct Selection (when a sole firm with needed capabilities is identified and justified) would be the selection methods.

86. **Project implementation support personnel.** Individuals contracted by PAEPU to support project implementation (project staff), other than individual consulting positions identified in the Legal Agreement, may be selected by the borrower according to their personnel hiring procedures for such activities, as reviewed and found acceptable by the Bank and described in the Operating Manual.

87. **Individual consultants.** Individual consultants will be selected for an assignment for which (a) a team of experts is not required; (b) no additional office support is required; and (c) the experience and qualifications of the individual are of paramount requirement. The evaluation shall be based on the relevant qualifications and experience of the individual consultant in accordance with provision of paragraphs 7.34 to 7.39 of the Procurement Regulations for IPF Borrowers.

E. Social (including Safeguards)

88. The proposed Project builds on a wide previous experience that indicates that FTS have a positive impact for disadvantaged communities throughout the country since they contribute to social inclusion of the students and their families and promote social equity, without causing adverse social impacts. In this sense, the Project is expected to result in social benefits including, inter alia, the generation of safe and positive learning environment in FTS, a renewed in-service training for teachers, school principals and supervisors that will help them to enhance their teaching practices.

89. The Project also includes a series of consultation stages where the broad school community can participate not only during each sub-project preparation but also in different ex-post stages. According to the provisions of the ESMF, depending on the sub-project characteristics, communication activities with the broader education community (teachers, school authorities, students, parents, project cycle's school-building responsible professionals -designers, works supervisors, etc.-)and other local representatives may involve: a) site election, b) gathering of information regarding area singularities and cultural value, c) project presentation, d) start of works, e) finish of works/building inauguration, and f)

ex-post consultation. Two of these activities, as consultation meetings, are mandatory for all sub-projects: project presentation and ex-post consultation.

90. Contrary to mainstreaming perceptions, gender inequality in education performance affects primarily male students. Boys' repetition rates in first grade (13.5 percent) is higher than for girls (10.6 percent) and the change in the probability of dropping out school associated to being male (four percentage points higher for boys) is the highest in Latin America. Challenges for women and girls includes experiencing any kind of school related gender based violence[32] or studying in a negative school environment affected by gender stereotypes in educational curricula, affecting educational performance[33].

91. The Project will include activities to address these issues. To reduce the repetition gender gap, the Project will support, inter alia: (i) inclusion of in-service training focused on gender-sensitive learning environment that takes into account learners' –both sexes- needs; and (ii) the procurement of educational materials for early education that will include books on areas of interest for little boys, which will help to generate reading comprehension skills for this group. The Project will also address challenges faced by girls at school; the Project will finance a study to make a diagnosis on gender equality in the education sector in Uruguay that will be used as the baseline for the Gender Equality Action Plan that will be implemented by ANEP from 2017 to 2020. Gender-sensitive attitudes and learning materials promote non-stereotyped images of women and men, which are vital for creating a learning atmosphere that is fair and sustainable for all. Teachers and other facilitators must be aware of learners' (both sexes) needs and of the need to redress this imbalance and avoid sexist material (UNESCO) [34]. In this sense, it is expected that this will have positive effects on improving learning outcomes and reducing school dropouts[35]. In addition, it is expected that this will also have a positive effect on prevention of violence against women and girls in the longer term.

92. In respect to Social Safeguards, OP/BP 4.12 (Involuntary Resettlement) is triggered. Experience with previous school construction and reconstruction with PAEPU shows that no land has been acquired or occupied for any civil works. Nevertheless, since sub-projects specific locations would be selected during Project implementation, the Project will preventively trigger this policy in order to have the instruments required to handle any potential physical or economic displacement to any formal or informal resident or tenant that may arise during works execution. In this context, it is important to

[32] According to the first national gender based violence survey (2013) almost 65 percent of women between 15 and 18 years old experienced some form of GBV at least once in their lifetime, and 5.2 percent of women were victims of some kind of violence within an educational facility during the latest 12 months. This violence includes sexual harassment/assault and bullying, and it is perpetrated by other students, out of school youth, teachers, school administrators, and others. In a similar way, LGBTI children and youth are also negatively affected by violence and discrimination based on sexual orientation and/or gender identity, and this also can adversely affect students' attendance and performance in school.

[33] According to international experience, a negative school environment is one the main endogenous causes of low educational performance. For that reason, a positive school environment is essential to enhance students learning outcomes.

[34] Gender stereotypes are also likely to be reinforced or weakened by text books and reading material provided in schools. (European Commission, 2009: 11)

[35] Training teachers in subject content, pedagogy, management and with regard to gender equality and gender-sensitive pedagogy, and informally to develop attitudes of inclusion and tolerance, plays a significant role in reducing girls' drop-out (UNESCO). The diagnosis that will be financed under the project will provide the basis to design training materials for teachers, school principals and students in order to address these issues. This will become a core set of instruments for ANEPs plan to sensitize schools on human rights, gender and sexual education.

highlight that in order to minimize implementation risks, the Project will prioritize the use of land fully owned by ANEP and where no displacement (economic or physical) is expected to occur. Since sub-projects specific locations have not been defined yet, the Project has prepared a Resettlement Policy Framework (RPF), developed by ANEP and approved by the Bank. A draft version of the RPF was disclosed and consulted jointly with the draft version of the ESMF (see below); the final version was published by the Bank and the client on their respective websites on October 7, 2016. OP 4.10 (Indigenous Peoples) is not triggered since this safeguard does not apply as indigenous peoples, as defined by the four required characteristics in this WB operational policy, are not present in Uruguay.

F. Environment (including Safeguards)

93. Physical interventions foreseen in the Project are included in Component 1 and Component 2 and refer to i) construction of new schools; ii) transformation and/or rehabilitation of schools; iii) maintenance of existing schools; and, iv) potentially, remodeling of CEIP facilities for in-service training. The rest of the Project's activities essentially focused on institutional development, training, and capacity building do not involve environmental or social risks.

94. The Project triggers OP/BP 4.01 (Environmental Assessment) and has been classified as Category B following this policy´s guideline. The potential adverse impacts are mostly associated to the construction stage of civil works (e.g. construction staging, construction activities while schools are operating, debris generation, dust emission, noise and other standard impacts of construction). Therefore, the environmental impacts are not expected to be significant, or irreversible.

95. The prevention, reduction and mitigation of these impacts are based on the adoption of engineering and management good practices included in an Environmental and Social Management Framework (ESMF), developed by ANEP and approved by the Bank, which: (i) ensures compliance with pertinent national legislation and Bank policies for works of the type considered under the Project; (ii) identifies potential environmental and social impacts based on the scope of physical interventions and site characteristics; (iii) establishes appropriate procedures for sub-project (architectural projects) evaluation as well as mitigation, management, and monitoring measures; and (iv) identifies and assesses specific strengthening needs for the environmental and social management of the Project. All the works would be designed and implemented in observance of the specific building standards needed for schools, with emphasis on sustainability, health & safety and universal accessibility for persons with Disabilities. Green architecture criteria would be applied for the works of the Project (e.g., landscape integration, natural ventilation, and even when applicable, green roofs, reuse of rainwater); in addition, new and rehabilitated schools will be designed, built and operated to reduce the consumption of water, and increase energy efficiency and recycling. According to the ESMF provisions, once the specific locations of the different sub-projects are selected and sub-project designs are defined, an Environmental Management Plan (EMP) would be prepared for each of them.

96. Given that schools may use pesticides during their operational phase to control pests (e.g., termite treatment, vector control), although in non-significant quantities and in a non-systematic way, the Policy on Pest Management, OP/BP 4.09, is triggered for the Project; a Guide to Pest Control and Pesticide Safety has been included in the ESMF. Although sub-projects specific locations will be selected during Project implementation, potential eligible sites for the construction, transformation and/or

rehabilitation of FTS have been pre-identified. Preliminary screening regarding these pre-identified sites indicates that works would take place in urban or sub-urban zones on public land, not involving protected areas or ecologically fragile sites, nor areas where existence of cultural resources is known or suspected. None of the potentially eligible schools to be upgraded are in historic buildings either. Similarly, the remodeling works of CEIP facilities will take place in consolidated urban zones; however, one of the potential works may involve the refurbishment of an historic building. This building has not a legal status as a cultural heritage; it has particular values for the Uruguayan teachers' community due to the fact it is one of the biggest and oldest school buildings in the country. At present it is used as a secondary school, and potential interventions involve limited remodeling works in only one floor, which will not affect its main constructive characteristics, in particular the façade of the building. Therefore, OP/BP 4.11 is also triggered for the Project. In order to cover the related requirements, procedures and measures for the protection of cultural assets are established in the ESMF (they include, inter alia, early identification, consultations with community and cultural heritage authorities, specific project design specifications as needed) and the EMP for works would establish the particular mitigation measures to be applied during civil works execution.

97. A draft version of the ESMF, which includes an RPF, was disclosed in the ANEP-PAEPU website (http://mecaep.edu.uy) on September 26, 2016 and in the World Bank's external website on September 29, 2016. It was consulted on-line and through a face-to-face meeting with relevant education community representatives until October 5, 2016. The consultation process allowed PAEPU to reconfirm the appropriateness of the instrument for the social and environmental management of the new operation; no changes in the Project design or in the ESMF provisions resulted from the consultation process. The final version of the ESMF -including the RPF-, was published in the PAEPU/ANEP website on October 7, 2016. This final version, which documents the consultation process carried out and its results, was also published in the World Bank external website on October 7, 2016.

G. Other Safeguard Policies

98. No other safeguard policies are triggered for the Project.

H. World Bank Grievance Redress

Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit *http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service*. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VII. RESULTS FRAMEWORK AND MONITORING

Results Framework
COUNTRY : Uruguay
Improving the Quality of Initial and Primary Education in Uruguay

Project Development Objectives

The objectives of the Project are to improve the teaching practices and the learning environment in early and primary education, as well as the internal efficiency in primary education, all in Full-Time Schools, and to strengthen the evaluation capacity of the education system.

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Name: PDO1. Increase in the teaching practices score in FTS based on class observation.		Text	TBD in 2017	+15%	Biannual	Classroom observation (teaching practices)	INEED
Sub-PDO1. Increase in the teaching practices score in FTS based in self-reports.		Text	TBD in 2017	+15%	Biannual	Self-reported online survey	INEED
Description: This indicator will assess teaching practices through classroom-observations that will be developed/adjusted by INEED. It will cover key dimensions of the training including: instructional and socioemotional support, active teaching techniques, and class-organization. A pilot version of the observation instrument will be available in 2017. The instrument will cover at least a representative sample of FTS (and possibly all FTS). Targets represent percentage increases over mean baseline results (TBD in 2017).							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Name: PDO2. Learning environment. Number of students enrolled in new schools that meet required quality standards.		Number	0.00	4500.00	Annual	ANEP's Educational Statistics System	PAEPU
Description: "Required quality standards" refers to: (i) high quality educational infrastructure; (ii) at least 7.5 hours of class per day; and (iii) at least 2.5 hours a week of school staff meetings. High quality educational infrastructure refers to having at least : (i) design complies with minimum required areas per student; (ii) open space common areas; (iii) materials and design that ensure low-maintenance costs. Targets consider 25 students in each of the 9 classrooms of 20 new/newly converted FTS.							
Name: PDO3. Internal efficiency. First grade repetition rate in FTS.		Percentage	11.00	9.00	Annual	ANEP's Educational Statistics System	ANEP (Division de Investigación, Evaluación y Estadística)
Sub-PDO3. First grade repetition rate gender gap in FTS.		Percentage	4.30	3.30	Annual	ANEP's Educational Statistics System	ANEP (División de Investigación, Evaluación y Estadística)
Description: According to GURÍ data the repetition rate in 2015 was 10.9%.							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Name: PDO4. Evaluation Capacity. Share of schools that use student-level census assessment results for decision-making		Percentage	0.00	70.00	Biannual	Online survey	ANEP (División de Investigación, Evaluación y Estadística)
Description: This indicator will track the use of standardized student assessment results for decision-making through an online survey to a representative sample of school principals. The "use" will be determined based on both self-reported answers of school principals and administrative data on timely delivery of summary reports to them.							

Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Name: IRI1. Number of classrooms for 3-year-olds built resulting from Project intervention.		Number	0.00	20.00	Annual	Certificate accrediting the completion of civil works	PAEPU
Description: Number assumes that one classroom for 3-year-olds will be built in each of the 20 new/newly converted FTS.							
Name: IRI2. ECD teachers of FTS use mobile libraries at least once a week.		Percentage	0.00	70.00	Annual	Supervisor visit reports	PAEPU

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Description: This indicator tracks the use of the mobile ECD libraries that will equip classrooms for 3 to 5-year-olds in FTS, at least once a week. Baseline is cero as equipping will begin in 2017. Progress towards the targets will consider the number of ECD teachers that use the libraries out of the ECD teachers that have a library available in their FTS. Each library will have at least 60 volumes of age-appropriate children literature and a mobile shelf space that allows the transportation of this library across classrooms and students (from 3-5 year olds). Approximately 20 new FTS, and 80 of the 211 FTS implemented under the previous Project, will be equipped accordingly. Data on library usage will be collected by the supervisors in their corresponding school visits.							
Name: IRI3. Increase in the share of 5-year-old students in FTS with an "appropriate" development level.		Text	TBD in 2017	+15%	Annual	DIEE Report	ANEP (División de Investigación, Evaluación y Estadística)
Description: This indicator aims at measuring child development levels at 5 years old in 12 jurisdictions. The "appropriate development level" corresponds to the "green" category in the end-of-year child development assessment (currently being assessed by an instrument similar to the EYE-TA Canadian model). Child development will be assessed country-wide but this indicator will track progress on 12 jurisdictions as the baseline will only be available for that sample. Targets refer to percentage increases relative to the baseline.							
Name: IRI4. ECD assessment results inform first grade teachers.		Text	ECD assessment has 50% coverage.	Local ECD assessment is developed and approved by the Project Implementing Entity.	Annual	SEA Report/GURI records	ANEP (División de Investigación, Evaluación y Estadística)

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Description: This indicator aims at enhancing the use of the results of the ECD assessment through its integration into the GURI confidential database through four milestones: (i) increasing the coverage of the assessment from 50% (2016) to 100%, (ii) integrating the results into the GURI internal databases, (iii) making this information available to first grade teachers through GURI, and (iv) developing a local version of an ECD assessment instrument.							
Name: IRI5. ECD teachers of FTS apply protocols for at-risk students.		Text	Not started	70% of ECD teachers of all FTS apply protocols for at-risk students.	Annual	Supervisor visit reports	PAEPU
Description: This indicator tracks progress towards applying new protocols for at-risk children. The milestones include: (i) revising ECD teaching guidelines and protocols for at-risk children, (ii) including the revised ECD teaching guidelines and protocols into the ECD in-service training, and (iii) most ECD teachers applying the new protocols in FTS.							
Name: IRI6. ECD teachers of FTS accredit in-service training courses.		Text	Not started	350 certified ECD teachers	Annual	Project reports based on training sessions' testing registries.	PAEPU
Description: This indicator measures the creation of an in-service training system for early education which includes the revision of the guidelines for ECD teaching practices in FTS (including Jardines de Jornada Completa, JJC), the design of the training course (workshops, technical assistance, etc.) and the accreditation of ECD teachers of FTS. The course has a 2-year duration, and targets consider a target population of 700 ECD teachers in FTS, to be trained in two waves and a 50% accreditation rate.							
Name: IRI7. Number of additional primary level		Number	0.00	160.00	Annual	Certificate accrediting the completion of civil works.	PAEPU

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
classrooms built or rehabilitated in FTS resulting from Project intervention.							
Description: End target considers 8 classrooms (4-year-old through Grade 6) in each of the 20 new/newly converted FTS.							
Name: IRI8. Number of FTS that are equipped with physical and educational equipment.		Number	0.00	28.00	Annual	Certificate accrediting the delivery of the equipment in FTS.	PAEPU
Description: End target considers equipping the 20 new/newly converted FTS as well as 8 additional regular schools. Equipment includes physical and didactic materials for schools, such as tables, benches, school libraries, IT and audiovisual equipment, and preschool materials.							
Name: IRI9. Number of FTS that annually receive resources and technical assistance for preventive maintenance.		Number	100.00	211.00	Annual	Project report	PAEPU
Description: Resources will be provided in the form of an annual grant to be awarded to each of the 211 FTS implemented during the previous Project. The grant will cover costs associated with smaller expenses for maintenance and general upkeep (minor works, goods and services required for FTS maintenance). PAEPU will also provide technical assistance to School Management Committees (SMCs), for the drafting of school maintenance plans as well as for managing the funds. These funds will be managed by the school director with the assistance of community members who would also be allowed to contribute monetarily and in kind.							
Name: IRI10. Primary teachers, principals and inspectors accredit in-service		Text	Not started	900 teachers, principals	Bianual	Project reports based on training sessions' testing	PAEPU

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
training courses.				or inspectors certified.		registries.	
Description: This indicator measures the revision of the in-service training course for primary education (according to the existing standards, graduate profile and competency-approach) as well as the training of FTS primary teachers, principals and inspectors. Each course has a 2-year duration and are cycle-specific (one specialized course for the last years of primary education in order to enhance survival rates). This will also track the provision of technical and operational support to the teacher training institute of CEIP that provides in-service training to other schools (Instituto de Formación en Servicio). The indicator tracks completion of any of the in-service training courses. Eligible participants as of 2016 include 1,598 primary school teachers, 211 principals and 50 inspectors. Targets considers that 50% of those enrolled actually achieve accreditation after completing the two-year course.							
Name: IRI11. Number of schools that implement a course for at-risk sixth grade students.		Number	0.00	30.00	Annual	Supervisor visit reports	PAEPU
Description: This indicator tracks implementation of a pilot remedial course for 6th graders in at least 30 schools. The courses will be carried out during 3 hours a week within the extended school period and will select its target population using the Early Warning System. The course will focus on providing at-risk students the tools needed to succeed in their transition to secondary education. This remedial course will be structured around small study groups with intense personalized attention focused on reinforcing key competencies in math, Spanish, and study strategies.							
Name: IRI12. Pilot experience linking FTS with secondary schools.		Text	Not started	10 FTS-EMB pairs fully aligned	Annual	Project report	PAEPU
Description: This indicator aims at having 10 FTS aligned with secondary institutions (Educación Media Básica), such as UTU (Universidad del Trabajo del Uruguay). Activities would include: (i) student exchanges; (ii) frame meetings among students of different levels (curricular and extracurricular); and (iii) discussion seminars between primary and secondary teachers. The latter will result in: a report that provides pedagogic guidelines with best practices for inter-level cooperation as well as							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
agreements between institutions to improve management practices.							
Name: IRI13. Early Warning System (EWS) for identifying and tracking progress of at-risk students implemented in FTS.		Text	Not started	Complete EWS is being implemented.	Annual	Project report/GURI	PAEPU
Description: This indicator tracks the design and implementation of a framework and software for identifying, addressing and tracking the progress of at-risk students in order to enhance their progress through primary education. This System will be fed by student-level data on learning assessments, repetition rates, overage, etc. so as to better predict the likelihood of being at-risk of repeating/dropping out in secondary education.							
Name: IRI14. Number of census-based standardized student assessments carried out at the ECD or Primary levels.		Number	0.00	2.00	Annual	Project report	DIEE/INEEd
Description: This indicator tracks the implementation of census-based learning assessments such as: (i) child development assessment, and (ii) adaptive grade 2 learning evaluation, etc.							
Name: IRI15. First grade repetition rate in quintile 1 and 2 FTS.		Percentage	12.40	10.00	Annual	ANEP's Educational Statistics System	ANEP (División de Investigación, Evaluación y Estadística)

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Description: Targets take into account recent tends in repetition rates for quintile 1 and 2 FTS, from 15% in 2011 to 12.4% in 2015.							
Name: Beneficiary Feedback. Share of FTS that use teacher or parent apps to carry out a beneficiary satisfaction survey.		Percentage	0.00	50.00	Annual	GURI records	PAEPU
Description: This indicator tracks the implementation of a beneficiary satisfaction survey by the GURI System Team in order to generate additional beneficiary feedback channels as part of the series of consultation stages where the broad school community can participate.							

Target Values

Project Development Objective Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
PDO1. Increase in the teaching practices score in FTS based on class observation.	TBD in 2017	Baseline		+5%		+15%	+15%
PDO2. Learning environment. Number of students enrolled in new schools that meet required quality standards.	0.00	900.00	1800.00	2700.00	3600.00	4500.00	4500.00
PDO3. Internal efficiency. First grade repetition rate in FTS.	11.00	11.00	10.50	10.00	9.50	9.00	9.00
PDO4. Evaluation Capacity. Share of schools that use student-level census assessment results for decision-making	0.00	0.00		50.00		70.00	70.00
Sub-PDO1. Increase in the teaching practices score in FTS based in self-reports.	TBD in 2017	Baseline		+5%		+15%	+15%
Sub-PDO3. First grade repetition rate gender gap in FTS.	4.30	4.10	3.90	3.70	3.50	3.30	3.30

Intermediate Results Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
IRI1. Number of classrooms for 3-year-olds built resulting from Project	0.00	4.00	8.00	12.00	16.00	20.00	20.00

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
intervention.							
IRI2. ECD teachers of FTS use mobile libraries at least once a week.	0.00	20.00	40.00	60.00	65.00	70.00	70.00
IRI3. Increase in the share of 5-year-old students in FTS with an "appropriate" development level.	TBD in 2017	Baseline	+5%	+10%	+12.5%	+15%	+15%
IRI4. ECD assessment results inform first grade teachers.	ECD assessment has 50% coverage.	Census-based ECD assessment (100% coverage)	ECD assessment results integrated into GURI's database.	ECD assessment results integrated into GURI's database.	60% of first grade teachers of all FTS have digital access to students' ECD assessment results.	Local ECD assessment is developed and approved by the Project Implementing Entity.	Local ECD assessment is developed and approved by the Project Implementing Entity.
IRI5. ECD teachers of FTS apply protocols for at-risk students.	Not started	Revised ECD teaching guidelines and protocols for at-risk children.	ECD teaching guidelines and protocols for at-risk students included in the ECD in-service training.	60% of ECD teachers of all FTS apply protocols for at-risk students.	65% of ECD teachers of all FTS apply protocols for at-risk students.	70% of ECD teachers of all FTS apply protocols for at-risk students.	70% of ECD teachers of all FTS apply protocols for at-risk students.
IRI6. ECD teachers of FTS accredit in-service training courses.	Not started	Guidelines for ECD teaching practices are revised and published by the Project Implementing Entity.	ECD in-service teacher training is designed and approved by the Project Implementing Entity.	175 certified ECD teachers of FTS.	ECD in-service teacher training is being implemented.	350 certified ECD teachers of FTS.	350 certified ECD teachers

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
IRI7. Number of additional primary level classrooms built or rehabilitated in FTS resulting from Project intervention.	0.00	32.00	64.00	96.00	128.00	160.00	160.00
IRI8. Number of FTS that are equipped with physical and educational equipment.	0.00	5.00	10.00	16.00	22.00	28.00	28.00
IRI9. Number of FTS that annually receive resources and technical assistance for preventive maintenance.	100.00	120.00	140.00	160.00	180.00	211.00	211.00
IRI10. Primary teachers, principals and inspectors accredit in-service training courses.	Not started	New in-service training courses are designed and approved.		450 teachers, principals or inspectors certified.		900 teachers, principals or inspectors certified.	900 teachers, principals or inspectors certified.
IRI11. Number of schools that implement a course for at-risk sixth grade students.	0.00	5.00	10.00	15.00	20.00	30.00	30.00
IRI12. Pilot experience linking FTS with secondary schools.	Not started	Workshops for FTS and secondary teachers and principals.	Pedagogical framework proposal	Common guidelines for 6th grade in FTS and 7th grade in EMB (subjects TBD)	Institutional agreements are established for paired schools (FTS and EMB).	10 FTS-EMB pairs fully aligned.	10 FTS-EMB pairs fully aligned
IRI13. Early Warning System (EWS) for identifying and tracking progress of at-risk students implemented in FTS.	Not started	EWS framework and EWS response protocol are designed and approved.	EWS and response protocol are implemented.	EWS tracking module is designed and approved.	EWS tracking module is implemented.	EWS tracking module is implemented.	Complete EWS is being implemented.

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
IRI14. Number of census-based standardized student assessments carried out at the ECD or Primary levels.	0.00	1.00	2.00	2.00	2.00	2.00	2.00
IRI15. First grade repetition rate in quintile 1 and 2 FTS.	12.40	12.00	11.50	11.00	10.50	10.00	10.00
Beneficiary Feedback. Share of FTS that use teacher or parent apps to carry out a beneficiary satisfaction survey.	0.00	0.00	20.00	30.00	40.00	50.00	50.00