



## 1. Project Data

<b>Project ID</b> P133338	<b>Project Name</b> CM-GPE: Support to Education Sector	
<b>Country</b> Cameroon	<b>Practice Area(Lead)</b> Education	
<b>L/C/TF Number(s)</b> TF-16665	<b>Closing Date (Original)</b> 30-Sep-2018	<b>Total Project Cost (USD)</b> 50,761,883.93
<b>Bank Approval Date</b> 24-Feb-2014	<b>Closing Date (Actual)</b> 28-Jun-2019	
	<b>IBRD/IDA (USD)</b>	<b>Grants (USD)</b>
Original Commitment	53,300,000.00	53,300,000.00
Revised Commitment	50,761,883.93	50,761,883.93
Actual	50,761,883.93	50,761,883.93

<b>Prepared by</b> Antonieta Romero-Follette	<b>Reviewed by</b> Salim J. Habayeb	<b>ICR Review Coordinator</b> Joy Behrens	<b>Group</b> IEGHC (Unit 2)
---	--	--	--------------------------------

## 2. Project Objectives and Components

### a. Objectives

Two PDOs were stated in the financing agreement of the original Cameroon Global Partnership for Education (CM-GPE): Support to Education Sector (CEQUIL) project, as follows:

(A) To improve the equity of primary education service delivery in the recipient's territory with an emphasis on disadvantaged areas.



(B) To improve the quality of primary education service delivery in the Recipient's territory with an emphasis on disadvantaged areas.

The disadvantaged areas defined at appraisal in the Strategic document for education and training (DSSEF, *Document de Stratégie du Secteur de l'Éducation et de la Formation 2013 to 2020*) included: Adamawa, North, Far North, North-West and East regions of Cameroon, and other disadvantaged areas (pockets of poverty in other peri-urban areas and rural areas).

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

No

**c. Will a split evaluation be undertaken?**

No

**d. Components**

The original structure of the project included two components with activities subdivided under sub-components:

**Component 1: Improving equity and quality in primary education service delivery [Original Cost: US\$48.3 million and 100 percent GPE financing; Revised Cost: US\$46.9 million; Actual Disbursement: US\$45.9 million].** This component supported (i) the improvement of education service delivery, especially for early grade students and girls on disadvantaged areas, and (ii) the development of a national primary assessment framework. Component 1 included five sub-components; in sub-components 1.1 and 1.2 disbursement-linked indicators (DLIs) were the instrument to incentivize sectorial reforms.

- **Sub-component 1.1** sought to increase teacher availability in public primary schools in disadvantaged areas by supporting recruitment of 9,000 state-paid new contract teachers (instead of having teachers paid by parents).
- **Sub-component 1.2** focused on the provision of teaching and learning materials that were to be reliable, more affordable, and also through (i) a sustainable system of textbook supply sufficiently large in volume and low unit and system provision costs, (ii) good-quality books to public schools for grades 1, 2, and 3; and (iii) an awareness campaigns on the proper-and-intended use of teaching and learning materials.
- **Sub-component 1.3:** Continued professional development for teachers and inspectors through capacity building on how to use new didactic materials to be provided by the project.
- **Sub-component 1.4:** Support for girls' education through a design addressing equity in access and retention in selected areas. This sub-component supported the following activities: (i) dissemination material as teaching and learning materials; (ii) awareness-raising campaign on violence against girls and women; (iii) enhanced monitoring and evaluation of gender equity in education at all levels; and (iv) strengthening the institutional framework and building the capacity of the Ministry of Basic Education (*Ministère de l'Éducation de Base, MINEDUB*) officials to track progress on girls' education.



- **Sub-component 1.5:** Support to the Government in developing a National Assessment Framework, including a formative evaluation system, by instituting the Early Grade Reading Assessment (EGRA) and the Early Grade Mathematics Assessment (EGMA) as tools for measuring learning outcomes for early grade students (grades 1 to 3). Activities supported included: test development, test marking/grading, testing materials, stop watches, and rapid results assessments, under the guidance of a National Student Evaluation Committee.

**Component 2. Building institutional capacity for improved education service delivery [Original Cost: US\$5 million and 100 percent GPE financing; Revised Cost: US\$5 million; Actual Disbursement: US\$4.9 million].** Through this component the CEQUIL project was to provide capacity building to mitigate governance risks and enhance monitoring of service delivery, learning outcomes, and equity in basic education. It also provided project management financing. This component had two subcomponents.

- **Sub-component 2.1: Improving information, governance and accountability, and monitoring and evaluation (M&E) capacity.** Activities supported under included: (i) data collection through the geo-mapping of preschools, primary, and secondary schools, record-card development and setting up an architecture for the unification of the Education Management Information System (EMIS); (ii) governance and accountability using Rapid Results Strategies (SSR, to identify procedural barriers, keep the project on course and get results in 100 days) and budget transparency support; and (iii) M&E of progress implementation.
- **Sub-component 2.2: Building knowledge for improved service delivery and learning.** Through key studies and provide TA relevant for moving Cameroon to the next stage of building human capital for growth and competitiveness. Activities included: (i) an analysis on introducing compulsory basic education (primary and junior secondary); (ii) a study on skills for the labor market; (iii) a study on higher education reforms; and (iv) TA for the Government to finalize its policy on adult literacy (*alphabétisation*), out-of-school children (*les non-scolarisés*), reducing dropout rates, and inclusive education, as well as, prospectively, the development of some tools to address the challenges.

#### e. **Comments on Project Cost, Financing, Borrower Contribution, and Dates**

**Project cost.** Total project costs were estimated at appraisal at US\$55.8 million of which US\$53.3 million were a GPE grant provided by the Bank. The cancellation of Bank funds approved in 2018 led to financing being revised to US\$50.76 million resulting from the dropped US\$1.4 million funding allocated to the provision of textbooks, savings under subcomponents and exchange rate gains. The project's total actual funding was US\$52.16 million.

**Financing:** Total actual disbursement was US\$52.16 million, of which the Bank contributed US\$50.76 million.

**Borrower contribution:** An original contribution of US\$2.5 million was provided by the Recipient. Actual funds in the amount of \$1.4 million were disbursed from the Recipient.

**Dates:** The project was approved on February 24, 2014 and became effective on June 5, 2014. It underwent a mid-term review on October 31, 2016 and had three restructurings, all of which authorized additional funds, modifications of the results framework (including dropping activities and subsequent



changes in disbursement periods and indicators). The 2017 and 2018 restructurings also encompassed fund reallocations and changes in implementation schedule. The restructurings were as follows:

- December 11, 2015: A level 2 restructuring authorized change in disbursements linked to indicators (DLI) of US\$6.37 million.
- June 29, 2017: A second level 2 restructuring authorized reallocations between categories of US\$21.32 million, and revisions of the implementation schedule;
- September 27, 2018: This third level 2 restructuring authorized the restructuring of US\$36.1 million cost revisions, addition of the distribution of benches to schools receiving refugees, cancellation of US\$1.4 million of funding allocated to the provision of textbooks and reallocation between categories. It also authorized a ten-month extension of the project closing date from the original date of September 30th, 2018 to June 28, 2019.

### 3. Relevance of Objectives

#### Rationale

The objectives were relevant at appraisal. In 2012, Cameroon realized that its progress to raise the primary completion rate (PCR) of 71.2 percent was insufficient to meet the Millennium Development Goals 2 (MDGs) of universal primary schooling by 2015. Shortcomings began with the disparity in regional and gender access to education (especially affecting the poorest and most disadvantaged children, particularly girls, in rural and priority geographic areas,), and the relatively low financing from the Government that only covered 77% of primary education (resulting in high out-of-pocket expenses for households). Likewise, the country faced a shortage of state-paid qualified teachers and a severe shortage of teaching and learning materials, especially textbooks. Furthermore, weak governance/management and monitoring capabilities to properly assess attrition and learning outcomes (due to fragmentation of the ministries in charge of education, poor quality data on education, and the absence of a national assessment framework) prevailed (ICR, paras 1 to 8, and PAD p.6).

Overall, the project PDOs – raising equity and quality in primary education service delivery, including fostering a more robust sector governance and developing an education monitoring system – were relevant dimensions to support Cameroon’s strategic development objectives encapsulated in the development and education sector strategies, namely, the *Document de Stratégie pour la Croissance et l’Emploi* (DSCE 2010–2020), the *Document de Stratégie du Secteur de l’Education et de la Formation* (DSSEF 2013–2020). In particular, the DSSEF sought to enlarge areas addressed by the project, namely, increase accessibility to education (especially of girls) in rural and priority regions, as well as the pool of teachers and provision of learning materials and textbooks (ICR, p. 7). The project’s focus on boosting the sector’s institutional governance and M&E capabilities was also aligned with the Government’s commitment to bring Cameroon’s efforts on the path towards achieving the MDG2 of universal primary education.

The project was also relevant to the Bank priorities. At appraisal, the PDOs were aligned with strategic themes of the 2010 Country Assistance Strategy (CAS 2010) recognizing Cameroon’s central challenge of stimulating a healthy and equitable growth rate and boosting competitiveness. The CEQUIL project was aligned with the CAS education sector goal of improving service delivery to reduce extreme poverty. This, and boosting shared prosperity were two goals shared by the CAS and the CEQUIL project. Similarly, the



CEQUIL was also aligned with the 2011-2015 Country Partnership Strategy, in particular with Pillar 1, which aimed at supporting universality and gender parity in education, as well as efficiency in education service delivery (PAD, para 19).

The PDOs continued to be relevant to the Bank's Global Partnership for Education (2017-2021, CPE), and seeks to achieve equitable quality education for all by 2030 which focuses on investing in strengthening the human capital skills base and supporting the implementation of education sector plans. At project closing, the objectives remained consistent with the current Country Partnership Framework (CPF 2017–2021). Specifically, the project was aligned with objective 3 that aimed to enhance quality of and increase equitable access to education (ICR, p. 18). The CEQUIL activities – new contracts for teachers, larger distribution of teaching and learning materials, training, and fostering institutional capacity– were aligned to the GPE aim to provide a better-quality primary school education contributing to improved learning outcomes. Finally, the CEQUIL is aligned with the WBG's Education Strategy 2020, also well-aligned with GPE's strategy, which aims at: (i) the continuation of systemic reform; (ii) measurement of results that enable planning processes to be informed by research and shared best practices; (iii) following Government approach; (iv) striving for universality and equity; (v) political alignment and financial commitment; and (vi) investment in leadership and implementation capacity.

## Rating

High

## 4. Achievement of Objectives (Efficacy)

### OBJECTIVE 1

#### Objective

To improve the equity of primary education service delivery in the recipient's territory with an emphasis on disadvantaged areas.

#### Rationale

The project's theory of change presupposed that increasing availability of state-paid teachers in public primary schools in disadvantaged areas would be reasonably expected to contribute to lower education expenses burden on households because these education expenses were the primary reason that prevented poorest children to access or stay at school. A larger provision of grades 1, 2 and 3 textbooks, teaching guides (French, English, Mathematics), reading, and stationery in disadvantaged areas would also increase equity of education delivery (ICR, p. 21). In addition, the theory of change considered that supporting girls' education and provision of benches to refugee children would enhance equity of education in disadvantaged areas. The theory of change also assumed that a management information system was to drive the enhancement of governance and accountability, as well as the ability for officials to follow-up project implementation and equitable delivery of education service delivery. In addition, it was presupposed that the implementation of a Rapid Results Approach (RRA, and for monitoring, RMR) would help address bottlenecks and assure effective and equitable text distribution at large-scale.



The CEQUIL project achieved the following **outputs and intermediate results** by June 2019.

### **1.1. Increased number of teachers recruited in public primary schools largely in disadvantaged areas**

- 8,970 new contract teachers recruited from *maître des parents* (teachers paid by parents) and graduates from the *Écoles Normales des Instituteurs de l'Enseignement Général* (ENIEG), and mainly assigned in disadvantaged areas, close to achieving the original target of 9,000, showing substantial progress from the original absence of these contracts. Of the newly contracted teachers, 57 percent were females, exceeding the original target of at least 45 percent. The number of new contract teachers in 2016 was 3,060; in 2017, it was 2,895; and in 2018, 3,015 teachers.
- 93 percent of *maîtres des parents* converted to contract-teacher status in the ZEP (i.e., priority zones—*zones d'éducation prioritaires*) and other disadvantaged areas, exceeding the target of at least 80 percent. Of the new contract *maîtres des parents*, 69 percent were females, exceeding the target of 45 percent.

### **1.2. Increased provision of teaching and learning materials largely in disadvantaged areas**

- More than 8 million textbooks, teaching guides, readers, and stationery for grades 1, 2 and 3 of primary school were provided. In the year 2018/2019 there were 2,249,456 textbooks distributed and 2,614,106 enrollments registered. For usage during class, 1,090,184 textbooks, readers books, and stationery were distributed to schools for grade 1; 1,300,000 textbooks, for grade 2 students; and 680,000 textbooks, for grade 3 students.

### **1.3 Support of girls' education**

- A campaign to raise awareness on girls' education in disadvantaged areas was completed. At least 2,995 school kits consisting of school supplies and toiletries for girls in grades 5 and 6 were distributed in schools in six targeted regions including Far North, East, North, Adamawa, South West, and North West.
- Communication strategies on gender and girls' education and a sensitization action plan were developed.
- Several departments of MINEDUB department staff at the central and regional levels were trained on gender awareness.
- Several sensitization materials were developed, including life skills pamphlets, note pads, posters, publicity materials, and video and audio spots in French, English, and in local languages such as Fulfulde, Gaya, Pidgin, and Bemoan.
- Campaigns consisting of mass sensitization and proximity sensitization were carried out.

### **1.4. Support to the Government in developing a National Assessment Framework**

- The cross ministerial learning assessment unit within the MINEDUB and MINESEC was set up based on learning activities in 2016 and 2018-2019, which also increased the culture of evaluation in the education sector.
- The project assessed the baseline on learning achievements for grades 2, 4 and 6 in 2016-2017.
- A well-organized Rapid Monitoring for Results (RMR) through Collaborative Leadership for Development (CL4D) was put in place to support the distribution of textbooks.



- The institutionalization of the cross ministerial Unit for Learning Assessment (*Unité des Acquis Scolaires—UAS*) within the MINEDUB and MINESEC took place (supported by the project), underpinned the development of the National Assessment framework. “The existence of such a unit for the education system is critical to monitor the performance of the system through assessment of the learning outcomes on a regular basis” (ICR, p. 30). With the support of the project, Cameroon operationalized the education assessment unit that enhanced the subsector’s governance and enabled formative learning evaluations to support better informed decisions and reliable collection of statistics on 3rd graders’ performance, measuring the ratio of at least 45 percent of students per cohort with high reading and mathematics skills that met reading and mathematics benchmarks.

### **1.5 Support refugee children with provision of benches in disadvantaged areas. This activity was added in the third restructuring revisions:**

- More than 90 percent of school benches were distributed before the closing date of the project. Priority in bench allocation was given to schools hosting refugees. 9,155 school benches were distributed in priority schools almost meeting the target of 10,000 school benches for 300 host schools in Cameroon. Also 6,131 benches were distributed in refugee/displaced-affected communes, exceeding the planned 4,000 benches.

### **Outcomes**

There is evidence that pupil-textbook ratio was reduced from a baseline of 1:12.1 in 2012 to 1:2.32 in 2019, above the target of 1:3 for project cohort (grades 1, 2, and 3). While it is reasonable to assume that putting *maîtres des parents* under state budget directly contributed to decreasing parents’ financing of teacher salaries, the project did not present data, near the end of the project, on the actual reduction of educational expenses burden in disadvantaged groups (the indicator was dropped after the second restructuring of June 29, 2017 (ICR, p. 22). Such data was available before the project (out-of-pocket expenses for households were estimated at 42 percent of total education expenditure, PAD p. 4) and were used to justify the project.

Evidence from the evaluation by the 2019 Independent Verification Agency (IVA) among girls showed a country-wide gender sensitization campaign induced a change in parents’ and other stakeholders’ awareness of the importance of girls’ schooling and in the motivation of girls to finish primary education and continue to higher education (ICR, p.34). The strengthening of access and retention of girls in the education system can support the reasonable assumption that the project might have prompted a contribution to equity of the national system. However, girls’ enrollment in the ZEP and disadvantage areas was not verified.

The overall number of direct project beneficiaries was 5,796,674 (exceeding the target of 3,493,988) and of these, 48% were female.

**Rating**  
Substantial

**OBJECTIVE 2**  
Objective



To improve the quality of primary education service delivery in the Recipient's territory with an emphasis on disadvantaged area.

### **Rationale**

The theory of change of Objective 1 is also applicable to this objective, which presupposed a correlation between increased recruitment of new contract teachers, materials for teaching and learning, and a National Assessment Framework as preconditions for enhancing the quality of education delivery. The premise for change was also grounded in the provision of training to build up teachers' knowledge on textbook use and officials' knowledge in EMIS operation to improve governance and accountability, both of which would enhance the quality of the education system (ICR, p. 12). In addition, change in quality would result from the ability of replicating special studies' best-practice policy actions to address current needs and enhance first-, second- and third-graders' learning performance. At the basis of change would also be mainstreaming of informative learning evaluations.

**In addition to the outputs under Objective 1 above, the CEQUIL project reported the following outputs and intermediate results by June 2019.**

#### **2.1. Capacity development for in-service teachers and inspectors on how to use the material**

- 60,000 teachers, 712 inspectors, and 62 ENIEG directors were trained in the use of teaching and learning materials, exceeding the targets of 30,663 teachers, 382 inspectors, and 58 ENIEG directors. Of these, 30,400 teachers, 360 inspectors and 9 ENIEG directors were women. Using a cascade approach, almost all the teachers were trained by inspectors in the use of the textbooks during Professional Development Days (*journées pédagogiques*). No metrics of teachers' and official's post-capacity building learning performance were reported by the ICR.

#### **2.2 Improvements in information, governance and accountabilities, and monitoring and evaluation capacity**

- Establishment of the Education Management Information System (EMIS) Architecture and completed staff capacity building in (i) EMIS for MINEDUB and MINESEC, (ii) EMIS diagnosis, and (iii) for stakeholders.
- Achieved improvements in the governance model of textbook selection resulting from the newly reformed textbook policy and the institutional framework developed with project support.
- Achieved mobilization of Rapid Monitoring for Results for the distribution of textbooks by easing the communications flow between the PMU, deconcentrated services, and the distributor.
- Achieved development of M&E assessments that would inform on the allocation of all items provided to schools, including textbooks.
- The National Student Evaluation Committee administered the learning assessments in 2016, 2018, and 2019.
- Not implemented geo-referencing of public and private schools as originally planned; this activity was dropped during the second restructuring to avoid duplication with a Government-financed initiative.

#### **2.3. Building knowledge for improved quality of service delivery and learning.**

- Three studies were completed: Skills for the Labor Market, Policy Note on adult literacy and out-of-school children; and Student Flow and Higher Education. The completed studies were critical for the





development of in-service training of teachers, for updating the Education sector Diagnostics in 2019, and for the development of the ongoing ESS (2020-2030) (ICR, p.61).

- The project completed a study that validated reports on key reforms in the Country Growth and Employment Strategy (DSCE): Partially achieved target of the analysis on introducing basic education including early childhood development (completed but not approved by key decision-makers and pending approval by the Government, although highly utilized for the ESS, 2020-2030).

## 2.4 Building knowledge from mainstreamed informative learning evaluations

- The project achieved 33.40 percent of 2019 cohort of francophone third-graders meeting mathematics benchmarks in national territory monitored through EGRA, closely reaching the 34 percent target. Possible substantial progress from 2014 baseline share of 26.30 percent was captured by another methodology (ICR, p. 24). For the anglophone children, the share was 28.1 percent of cohort, not achieving the target of 34 percent; remaining same as baseline 28.1 percent (PAD, p. 39).
- Targets of 2019 shares of third-graders in anglophone schools and francophone schools meeting the reading benchmarks in national territory, monitored through EGRA were not achieved. Reading–share of anglophone cohort was 19.30 percent (target was 38 percent; baseline 33.1 percent); share of francophone cohort was 16.60 percent of cohort substantially below the 45 percent target; (baseline 36.8 percent) (PAD, p.38).
- In 2016-17, the team completed a learning assessment (that did not use the EGRA/EGMA methodologies) for grades 2, 4 and 6 performance (grades 4 and 6 are outside the project) (ICR, p. 36). The *Rapport d'états du System Educative National* (RESEN) 2019 provided proficiency baseline data of percentage of second graders. The targeted average of 50% of cohort skillful in both subjects was not met (ICR, p. 37):
  - Second graders: 27% of anglophone cohort and 28.3% of francophone cohort met the language benchmark. Similarly, 32.4% of anglophone cohort and 29.8% of francophone cohort met the mathematics benchmark.
  - Four-graders: 19.3% of cohort met the reading benchmark in anglophone schools, while in francophone schools, 16.6% of cohort met the reading benchmark. Similarly, in Mathematics shares in anglophone schools were 28.1% of cohort; while in francophone schools, 33.4% of cohort met the benchmark.
  - Six-graders: In anglophone schools, 50% of cohort met the reading benchmark; while in francophone schools 37% of cohort met the reading benchmark. In Mathematics 28.1% of cohort met the benchmark in anglophone schools, while in francophone schools, 31% of cohort met the benchmark.

No disaggregation in data was presented for gender, performance in ZEP and disadvantaged areas, 1 and 2 grades, and other academic years (i.e., 102 of potential 108 statistics were not reported). The PAD did not indicate the academic cycles to be assessed. Learning indicators of grade 1 (2017, 2018 and 2019), grade 2 (2018 and 2019) and grade 3 (2017 and 2018) were dropped after the second restructuring due to the lack of baseline data (ICR, p. 17).

### Outcome

It is reasonable to assume that capacity training helped teachers and inspectors become acquainted, respectively, with the use of teaching materials and the operationalization of the newly established Education Management Information System (EMIS). Similarly, it is also reasonable to assume that the institutionalization



of the EMIS might have contributed to enhance the subsector's governance and accountability. However, without post-training assessments to verify whether teachers and officials acquired and applied the needed capacity, there is a lack of tangible evidence to confirm these outcomes. The project enabled formative learning evaluations that measured the 2019 nationwide ratio per cohort of 3rd graders with high reading and mathematics skills meeting benchmarks, and the literacy and numeracy baselines for 2017 second graders. The targeted shares for third-graders were not met for reading skills, and also for mathematics skills among children in anglophone schools. Although there is some evidence of progress in the performance of francophone children who met the mathematics target and surpassed the baseline benchmark, progress in children's learning was not measurable, partly due to non-compatible or non-existent baseline data, and because of the project's overambitious targets within a limited timeframe. The effect of preconditions for raising quality of education service delivery cannot be confirmed.

There is further evidence of unintended outcomes not related to education service delivery: the study on the labor market helped stakeholder identify the gap between labor market needs and training in Cameroon; and the study on student flow and higher education reform gave authorities a clear insight on the internal efficiency of higher education.

**Rating**  
Modest

## **OVERALL EFFICACY**

### **Rationale**

The ICR presents evidence at national level that overall, the project enhanced the equity of education service delivery, but there was a lack of evidence on outcomes in the ZEP and other disadvantaged areas. The project lacks the parameters to possibly make a valid judgement of whether the quality of service delivery improved. The enhanced quality of education outcomes (not service delivery) that reflected the improvements in quality of the educational service delivery attributed to the intervention cannot be measured, and the efficacy of teacher's capacity building was not verified. This Review also highlights the trying context of insecurity under which the project operated in the anglophone region, where primary education delivery was used as a negotiating medium of the armed groups, preventing the CEQUIL implementation in that geographic area. *Soon after the project was approved, Boko Haram's attacks on Cameroonian far North and East Regions began on March 2014, causing a humanitarian crisis. Due to Anglophone Crisis that began in 2016, the majority of schools closed for the 2016-2017 academic year, and as of May 2018 an estimated 42,500 children were still out of school, according to UN Office for Humanitarian Affairs (OCHA). Most schools in the area did not re-open in 2018.* In consideration of one almost fully achieved objective to improve equity of primary education service delivery and another partly achieved objective to improve quality of primary education service delivery, overall efficacy is rated borderline substantial.

### **Overall Efficacy Rating**



Substantial

## 5. Efficiency

### Cost-effectiveness.

The CEQUIL's premises and economic analyses at appraisal are relevant and currently in line with the premises of the Sustainable Development Goals, which establish the link between eradication of poverty and the provision of equitable and inclusive quality education for all, placing emphasis on fostering gender parity in out-of-school rates. The project was justified on the premise that primary education is universally regarded as a public good, that the Government needed support, and that sector state-of-the-art best-practices sustained the expectation that primary education generates individual, sectoral, and societal benefits.

In the PAD, the ex-ante economic analyses for investing in Education deemed as benefit the fact that higher quality of primary education contributes to break the cycle of poverty, especially in rural areas (individual returns to education), and to increased productivity (PAD paras 32). The economic analysis also justified the equity-improving nature of the Bank support to public service delivery, and efficiency in resource allocation by improving teacher availability in disadvantaged areas and textbook distribution; and in helping to develop the needed comprehensive primary education MIS to foster evidence-based decision making and resource allocation.

The project considered alternative economic arguments from lessons from the World Bank/IDA-supported project implementation in the education sector,[1] including: (i) using Investment Project Financing (IPF) with disbursement-linked indicators instead of the recommended Program for Results approach as Cameroon lacked strong and reliable monitoring systems to enable the adoption of the latter, (ii) factoring in the political economy sensitivities in the ZEP, which justified that some interventions targeted direct beneficiaries –girl's education, teacher recruitment, and textbook distribution in disadvantaged area–; while other interventions –teacher training, learning assessment, and the EMIS activities– had as *sine qua non* condition that they would encompass the whole student population country-wide; (iii) correct the market failure of the teaching and learning material and use the opportunity to reform the monopolistic commercial book industry; (iv) investing in teachers' contracts as a *sine qua non* condition for achieving positive results, and (iv) the analysis of centralized versus decentralized financing.

---

[1] The Project design was based on lessons learned from the Education For All-Fast Track Initiative (EFA-FTI) Project (P116437) that closed in December 2011, the World Bank's Education Development Capacity Building Project (IDA Cr.4070-CM) that closed in September 2012, the ongoing implementation experience of the CM2D Project of the AFD, and other development partners' specifically UNICEF, UNESCO, JICA, and World Bank Project design and implementation experience.

The cost-benefit analyses (CBA) with estimation of the net present value (NPV), benefit-cost ratio (BCR), and internal rate of return (IRR) were conducted only at completion by the ICR. Thus, it is not possible to compare cost-benefit assessments of the project with the appraisal stage (ICR, p. 32). **The ex-post cost-benefit analysis** in the ICR assessed direct contributions of the project in supporting higher access to and higher quality



of primary education service delivery. The CBA: (i) considered the change in service delivery that can be attributed to the project; (ii) translated the increase in service utilization into educational benefits; and (iii), assigned a monetary value to these benefits. According to the ICR, “economic benefits outweighed the costs. Under the preferred scenario [of the CBA], the estimated NPV of the project was US\$639.2 million (the estimated NPV of the project benefit of US\$1,357 million), the benefit-cost ratio was US\$3.2, and the economic IRR was 23.5 percent. The economic rate of return was comparable to other World Bank education projects” (ICR, p. 32).”

As calculated by the ICR, the project’s internal rate of 23.5 percent, which is nearly equal to the economic return of 24% in countries in the region, is a reasonable metric of the opportunity cost of capital invested by the project. Comparatively, optimal levels reported by the Bank Policy Research Work tend to gravitate between 24 to 27 percent as in the case of Ethiopia[2] and other fragile or conflict-afflicted countries in the region. Similarly, findings from the studies on textbook distribution and impact on raising quality of education form a reasonable basis to determine the CEQUIL ex-post opportunity cost of capital invested.

---

[2] Ethiopia Education Sector Development Program (Report No. 1 7739-ET) in Economic Analysis of World Bank Education Projects and Project Outcomes, POLICY RESEARCH WORKING PAPER 2564, 2001.

**At appraisal, cost-effectiveness analyses** were also used for the provision of textbooks and teacher recruitment.

a) *Provision of textbooks effectiveness* was evaluated in comparison to other countries in SSA and the baseline cost of textbooks before the project. In 2013, the price range agreed on at appraisal was US\$3 (grade 1) to US\$4.2 (grade 3). The ICR reported that the project’s unit cost ranged between US\$2.7 (grade 1) and US\$3.6 (grade 3), in line with appraisal. “The lower cost of textbooks under the CEQUIL project was, in part, attributable to the larger number of textbooks and guides procured under the project, which allowed economies of scale to be realized. Concerning the average cost (AC) of textbooks in Cameroon, at appraisal the AC was US\$6-7 per textbook; in contrast, after the intervention, the project helped to reduce AC by close to half to US\$3.2 per textbook, which is lower when compared to regional average unit cost of textbooks for grade 1 of US\$4.5 in Niger, US\$5 in Chad, and US\$7.5 in Namibia (at appraisal)” (ICR, p. 33).

b) *Cost-effectiveness in teacher recruitment.* “The conversion of qualified maîtres des parents from voluntary to contract-paid teachers was efficient in comparison to classic teacher civil servant recruitment in Cameroon. The average annual salary of a state-paid primary school teacher was 69 percent higher than that of contract teacher of the project. “In 2018, the increase in the share of contract teachers, financed by the Government, contributed to lower the unit cost of primary education. In 2018, this unit cost was estimated at 6.2 percent of GDP per capita, which is 45 percent lower than the SSA average” (ICR 90).

c) *Cost-effectiveness of teachers’ and inspectors’ capacity building in textbook use.* Training was provided, but the ICR did not comment about this activity. It only provided a general observation: “The cost-benefit analysis suggests that economic benefits outweigh the costs (ICR, p. 32),” including capacity building of teachers. *Overall, the project did not have the ability to establish a comparison between counterfactual and intervention*



*scenarios related to teachers' learning outcomes, making the determination of cost-effectiveness of investment in raising the quality of education service delivery impossible, which is the focus of the PDO.*

d) Cost-effectiveness of additional procurement. Changes in the exchange rate enabled an increase in Central African CFA resources, which were used to pay more transactions in local currency. Savings were efficiently reallocated to finance the grade 3 student learning assessments and the benches for schools in ZEP, disadvantaged areas and schools hosting refugees.

### Project implementation efficiency

The quality of data from CEQUIL regular monitoring enabled tracking meeting milestones, defining revisions of the project scope, and extensions of scheduled deadlines to comply with delivery of the PDO at closure. The project was diligent in its management of project funds. However, there were shortcomings in disbursements stemming from the economic and insecurity crisis, which caused: i) a decrease of fiscal space which led Government to reprioritize its budget, and ii) slower decision making. In the case of teacher reform and textbooks, government entities (MINEDUB, MINFOPRA, MINEFI) experienced significant delays ICR, p. 39). By 2016, the MTR found out that this aspect of the PDO was not going to be achieved in the original four years of the project. Due to the unavailable Government funds, textbooks arrived with one-year delay due to the delayed and complex procurement process resulting in cancellation of the final tranche of the textbook-related DLI, namely 60 percent of the funds attributed to non-achievement of the related DLI of grade 3 textbook provision (ICR, p.17).

Later, the insecurity in the Anglophone Cameroon that began in 2016 and escalated in 2017 and 2018 further hindered the efficiency of the distribution of textbooks. The crisis situation also delayed the 2018 teacher recruitment and deployment to be accomplished in 2019, as funds were intended to fund other budgetary priorities of the administration (ICR, p.39). In 2018, an extension of one extra year was authorized, and by 2019, the majority of implemented activities were completed as well as targets for all, except the learning achievement expected outcomes, were met or exceeded. These delays lowered efficiency of implementation (ICR, p. 10).

Negatively, the Anglophone Crisis and insecurity severely disrupted implementation in this zone, practically impeding delivery of education in the Far North, North West and South West anglophone regions, key geographic targets of the project. "During the 2018–19 school year, strikes and ghost town campaigns were imposed by the armed groups. Children and teachers not complying with those lockdowns were kidnapped. Since 2018, more than 300 teachers and students have been kidnapped. Insecurity in these regions caused many students to move to other regions to pursue their education. This issue exacerbated the implementation delays of key project activities" (ICR, p. 122-123).

At closure the total allocated US\$50.76 million grant was completely executed.

*As explained in section 4, the project's ability to modify the share of CEQUIL-cohort that meet literacy and numeracy benchmarks cannot be measured. The lack of this parameter prevents assessing the cost-effectiveness and implementation efficiency of raising the quality of education service delivery. **While the project potentially offered good value for money, it had significant shortcomings in the efficiency of implementation.***

### Efficiency Rating



Modest

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

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	23.50	0 <input checked="" type="checkbox"/> Not Applicable

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

**6. Outcome**

Relevance of objectives is rated High as the project continued to be consistent with the development priorities of the Bank and the Government of Cameroon and with the Bank’s Country Partnership Framework (2017–2021) at closing. Efficacy is rated substantial, as the combined objectives were almost fully achieved. Efficiency is rated modest, as the project potentially offered good value for money, but had significant shortcomings in the efficiency of implementation. These ratings are consistent with an overall outcome rating of moderately satisfactory.

**a. Outcome Rating**  
Moderately Satisfactory

**7. Risk to Development Outcome**

The financial sustainability of the development outcome is likely to be maintained with the available Bank grant contributions beyond the project’s closing as considered in the education sector plan. In addition, the adopted education delivery and learning frameworks, as well as the mainstreamed mechanisms to strengthen governance, accountability and budget transparency will continue to guide education delivery implementation, using the experience gained in the provision of textbooks sets a baseline. Similarly, the newly developed national primary assessment framework and M&E tools under the control of the project are likely to be conducted regularly by Cameroon’s education officials given the need to learn about progress on future pupil-teacher ratio reduction and inform decisions to deblock supply-side constraints bearing on number of children directly benefitting from the project interventions, cohorts’ learning outcomes in reading and mathematics, and the overall performance of the primary education system.

However, the persistence of the insecurity and crisis in Far North and the anglophone regions will continue to be a threat for future projects working in these areas.



Going forward, this Review notes that without the Bank GPE grant and interventions in supporting teachers, textbook distribution and governance and accountability, the sustainability of the PDO in conflict-afflicted countries like Cameroon may be substantially compromised.

## 8. Assessment of Bank Performance

### a. Quality-at-Entry

Strong economic sector and social analytical work justifying private and public returns from primary education studies, as well as financial analyses and World Bank best practices (PAD para 140-146) were a relevant basis for the design of the project's theory of change. Targets for the increase in access to education of 1, 2, and 3 grade students were set according to Cameroon's development education strategies and the current World Bank's CPS priorities (2013 country status report on education country status report and fully aligned with the DSSEF (2013-2020 DSSEF)). Institutional arrangements were pragmatic, whereby a Technical Secretariat, made up of staff from MINEDUB line departments and Bank-paid fiduciary and support staff implemented the project (rather than a separate unit). The combination of a government- and in-country Bank technical expert support ensured high Government ownership, effective project coordination and appropriate fiduciary actions. The capacity building on implementation provided to staff in charge was suitable for the participating institutions and project units to carry out the project and mitigate the high implementation agency risk identified at appraisal. Bank experts supported the government units involved in developing and operating the EMIS, the national primary assessment framework and in administering the learning assessments.

The preparation team identified the high risk of the project congruously with economic analysis and incorporated additional mitigation features from other Bank-supported primary education projects to mitigate the risk. The design was calibrated with the Bank's know-how from other projects. The RRS and Budget Transparency Initiative (BTI) were among tools highly utilized during implementation. At appraisal, the team considered, to the best of its ability, the risks from the political context of the current conflict-afflicted situation in the ZED areas, which according to the ICR, "due to the security issues in the Far North and anglophone crisis in South-West and North-West regions, the overall risk continued to be high" (ICR, para 143).

Overall, the team assessed simplicity, implementation feasibility, measurability, replicability and economic and financial sustainability challenges. At appraisal the Team estimated that the fiscal impact of the project was sustainable by the Government, for schools, communities, and households through a system of progressive transfer of reform-financing responsibility to the Government (PAD para 30) and the gradual absorption of the salary payments for newly contracted teachers in the payroll of the ministry under the state budget and line item allocations for textbook financing (PAD paras 53 and 89). Although the project underassessed at appraisal the fragility of the Far North region, presenting insecurity and humanitarian crisis since 2013, the aggravation of insecurity risks was not fully overt at that time. The project implementation was impacted by external factors such the Boko Haram insurgency, which had spread to Cameroon in 2014 shortly after the project began. Later, the Anglophone Crisis exacerbated the insecurity, which became a deterrent of implementation. These disruptions were external factors at the basis for the project restructurings, and in 2016, after schools closedowns, teachers and children kidnappings directly affected implementation and meeting the planned deadlines.



## **Quality-at-Entry Rating**

Satisfactory

### **b. Quality of supervision**

The quality of supervision was adequate to alert the team of diversions from milestones and goals. In bi-annual implementation status and results reports (ISRs) during implementation, ratings of progress toward achievement of the project development objective were two thirds of the time moderately satisfactory and one third of the time satisfactory (first ISR, June and December 2018 ISR ratings). Ratings of implementation performance (IP) were moderately satisfactory 7 of 11 times, while the 12/2016 and both biannual 2017 IP-ratings were moderately unsatisfactory. World Bank teams of managers, the country-based education economist, and the Washington staff in charge of fiduciary and other technical subjects were proactive in supervising and working with the government to keep the project on track towards the intended results. However, the project was challenged by factors outside the control of the Bank, among which were vendor's delays in providing textbooks, the initial poor quality of the procurement activities at MINEDUB and Ministry of Public Procurement and civil conflict disruptions. As the ICR explained, the MTR in October/November 2015 highlighted external project implementation shortcomings beyond the team's control, mostly linked to unanticipated general strikes, the Boko Haram insurgency, insecurity, protest disturbances in anglophone areas, exacerbated internal anglophone/francophone tensions, and the overflow of refugees from Nigeria (ICR, p. 111).

The Bank showed responsiveness in supporting the first and second restructurings with extension of deadlines and AF, and skillful management of the project to achieving the PDO. However, implementation progress continued to be challenged by the delays on textbooks procurement, teacher selection, and the above conflict-related factors.

The Bank's team closely coordinated with directors of ENIEGs and inspectorates, MINEDUB, MINISEC, and with staff of the National Student Evaluation Committee in charge of the 2016, 2018, and 2019 assessments. The Bank team also reported on financial management and procurement progress (7 of 11 ISR-IP ratings were moderately satisfactory; 12/2016, 6/2017 and 12/2017 IP-ratings were moderately unsatisfactory) and worked with the project management unit teams to strengthen their implementation capacity to hire teachers, distribute textbooks and other areas. Bank experts also supported the government units involved in developing and operating the EMIS, the national primary assessment framework and in administering the learning assessments.

## **Quality of Supervision Rating**

Satisfactory

## **Overall Bank Performance Rating**

Satisfactory

## **9. M&E Design, Implementation, & Utilization**





### **a. M&E Design**

The project results-framework clearly specified the PDOs linked to indicators, outputs and intermediate outcomes. The M&E design made it possible to monitor progress towards achievement of component activities within the PDOs (ICR, p. 43). The development of education management information system (EMIS) allowed managers and third parties to clearly track and measure teacher recruitment and deployment, as well as textbook and learning material procurement and their distribution in classrooms, all of which were clearly-specified indicators and outputs upon which the PDO-achievement was prompted. The system enabled tracking the delivery of capacity building for teachers on using the new didactic materials, as well as the completion of special sector and sub-sector studies that strengthen the education system. The newly developed formative evaluation tools and system enabled measuring the abilities of children to read and do mathematics.

The M&E design proved to be too ambitious to assess outcomes of the efficacy of the project in some dimensions. For PDO 1, when it became clear that the M&E system lacked ability to determine change in the reduction of out-of-pocket expenses for households in all regions, including the disadvantaged areas, the indicator was dropped. The ICR also reported that some PDO2 indicators lacked baseline values and/or disaggregation, which made it problematic to assess learning outcomes through EGRA and EGMA of grade 3 students meeting the reading and mathematics benchmarks. Similarly, data were not disaggregated for the number of textbooks (Grades 1, 2 and 3), teaching guides (French, English, Mathematics), and learning materials, instead all was grouped together. Such shortcomings made it difficult to assess the geographic distribution per grade and change derived from the good-quality textbooks provided by the project (ICR, p. 43). Ultimately, due to lack of baseline data, cost-benefit analyses were not undertaken at appraisal, preventing a comparison with cost-benefit results and change in quality of education delivered at closing.

### **b. M&E Implementation**

Overall, the project implementation had the relevant and measurable Results Framework for the MINEDUB to track implementation and assess learning outcomes. M&E activities included (i) systematic-routine monitoring, (ii) a mid-term review, (iii) biannual implementation support reviews (ISR) and (iv) the ICR (ICR, p. 2). Overall, M&E data were available to determine attainment of milestones and implementation delays, such as the one that the 2016 MTR detected and the following ISR reported concerning textbook activities that had not been flagged (due to limited capacity of management staff and the underestimation of the time needed to complete the textbook distribution for 2 and 3 grades). Despite remedial actions, follow-up activities found that textbook distribution never pulled back to track leading to ineffective implementation of this activity until the project closure was extended in 2018 and the milestone was achieved in 2019.

As indicated in section 2d, the project supported the design, development and completion of the Education Management Information System (EMIS), which also supported tracking procurement.

### **c. M&E Utilization**

M&E findings were effectively used to monitor the status of implementation, decision-making and outcome indicators. M&E findings were undertaken by the cross ministerial Unit for Learning



Assessment (*Unité des Acquis Scolaires—UAS*) within the MINEDUB and MINESEC and shared with the project administrator.

The 2016 mid-term review’s finding of delays in textbook distribution was used by the Government and the Bank to modify the results framework, which included dropping some indicators (i.e., those without baseline, nonrelevant on EMIS, learning materials other than textbooks); adding new indicators (i.e., number of benches in ZEP for the refugee/IDPs-affected communities as a result of dollar/CFA Franc exchange rate savings), extensions to the implementation schedule; and adjustments to the source to account for beneficiaries (i.e., the use of actual data from the EMIS became mandatory). The project also used the EMIS system to monitor and ensure that funds were used for the intended purposes, facilitating transparency of procurement. The findings were also used by the Bank to approve additional funds, changes in disbursement periods and reallocations in the three project restructurings. The ICR summarized overall accomplishments and performance of the project. It also reported on how the institutionalized project-financed formative assessments also served to provide evidence on actual cohort shares deviation from the 65 percent targeted share of third-graders meeting the reading and mathematics learning benchmarks, both in anglophone and francophone schools (ICR, p. 44).

## **M&E Quality Rating**

Substantial

## **10. Other Issues**

### **a. Safeguards**

The CEQUIL was a Category 'C' project. The OP/BP 4.01 "Environmental Assessment" was not triggered because no public civic works or use of land having environmental impacts were included. At appraisal it was anticipated that the project would have a positive social impact through improvements in education service delivery and teachers’ recruitment (ICR, p. 44).

### **b. Fiduciary Compliance**

Evidence reported by the ICR (p.45) supported the observation that the project made proper budget execution and of grant disbursements as stated in the Financial Agreements.

**Financial management** performance was rated moderately satisfactory in ISRs except at the time of the MTR (2015) and the ISR December of 2016 and 2017 for MINEDUB –the sole project implementation agency– when ISRs were unsatisfactory. Fiduciary staff within the Technical Secretariat were adequately in place throughout the project implementation. In addition, external auditors were in place, audits were completed on time, and Interim Financial Reports (IFRs) were submitted regularly and in accordance with Bank procedures” (ICR, p.45p). Ex-ante the PAD para 101-102) stated that the Bank team rated highly risky the financial management capacity of the MINEDUB’s Project Secretariat. Consequently, the project complied with the World Bank’s requirements under OP/BP10.00 by having additional fiduciary staff, namely (i) a technical auditor (third party verification agent) who reviewed payments to contract teachers, and the delivery of teaching and learning materials; (ii) a financial management officer and the accountant



who provided support to the Project Secretariat; and (iii) an external auditor. The project also adequately (iv) upgraded and used the World Bank/IDA-financed project (Education Development Capacity Building Project) information system (Toprol) to manage the project; and (v) adopted a procedures manual as part of the Project Implementation Manual.

Overall, the MINEDUB accomplished the financial covenants of the Financing Agreements. Auditors' opinions throughout the project were unqualified (clean), except in December 2017 when significant internal control weaknesses were identified. These related to budget allocation, absence of formal validation of payment of expenses, and ineligible expenditures of US\$26,000 that the Government fully reimbursed to the project. In addition, criminal proceedings were brought up by the Government against the firm called SOFCOM and civil proceedings against the guarantors (insurance companies) for not delivering textbook storage lockers after receiving US\$225,000 as advance payment. The US\$52.16 million disbursement was adequately executed. The final audit report took place on June 30, 2019.

**Procurement** was consistently rated moderately satisfactory except for three assessments rated moderately unsatisfactory (12/2016; 6/ and 12/2017) related to textbook provision –the largest procurement activity under the project–, and poor quality of the procurement activities at MINEDUB and Ministry of Public Procurement. The contract on provision of textbooks underwent five amendments (1st, 2nd and 3rd, due to change of editors; 4th due to change of contract amount; 5th, due to change of higher quantity of textbooks (higher enrollment) and contract amount (higher unit costs). World Bank staff ensured compliance with procurement guidelines of 2011 and no deviations from them were reported. Although the implementing agency had experience with implementing Bank-financed projects, the project secretariat at first did not have a procurement specialist, and one was appointed (ICR, p. 45).

**c. Unintended impacts (Positive or Negative)**

The establishment of the cross ministerial learning assessment unit within the MINEDUB and MINESEC enabled Cameroon to launch the practice of carrying out achievement tests in 2016-17 that provided baseline data on learning achievement for grades 2 and also grades 4 and 6; the latter grades were not targeted by the project. This outcome reflects not only the increase in the culture of evaluation in the education sector, but also the institutionalization of a critical mechanism within the education system to monitor learning outcomes on a regular basis (ICR, p. 23).

**d. Other**

Not applicable.

**11. Ratings**

Ratings	ICR	IEG	Reason for Disagreements/Comment
---------	-----	-----	----------------------------------



Outcome	Moderately Satisfactory	Moderately Satisfactory	
Bank Performance	Moderately Satisfactory	Satisfactory	The ICR rated both Quality-at-Entry and Supervision as moderately satisfactory, while this ICR Review rated them as satisfactory because the shortcomings at Entry were considered to be minor, and those encountered during implementation were beyond the control of the Bank team.
Quality of M&E	Substantial	Substantial	
Quality of ICR	---	Substantial	

## 12. Lessons

The ICR (pp. 49 to 50) offered several lessons for projects, including the following adapted by IEG:

- 1. Flexible disbursement-linked indicators (DLIs), which are easily understood by key stakeholders and adjustable to incentivize reforms, promote the achievement of development objectives.** DLIs ensure that funds benefit the implementing entities and ease implementation in complex geographical and political contexts. The unfamiliarity of a national team with the DLI approach can negatively impact the timely compliance with the planned schedule. Similarly, crises like the ones from refugees and anglophone region in Cameroon, also lead to disruptions in Government expenditures, causing delays that compromise the efficiency of DLI financing (ICR, p. 42).
- 2. The use of existing government structures rather than a separate implementation unit, complemented by Bank backstopping, facilitates implementation and ownership.** Such combination facilitated high government ownership, the timely provision of appropriate capacity building, and the use of effective coordination mechanisms. In addition, the presence of at least one locally based staff helped to strengthen the Bank’s supervision ability and ensured completion of planned activities.
- 3. When selecting project development indicators, the unavailability of baseline data is a challenging factor for measuring progress toward the achievement of objectives.** Data that is irregularly administered and controlled by an entity not involved in the project, or affected by exogenous factors such as insecurity worsening, hindered the project’s ability to collect baseline data and to assess key changes sought by the project. The CEQUIL’s absence of baselines caused that the increase in quality of learning could not be determined.
- 4. In conflict-afflicted contexts such as Cameroon’s, easy-to-implement interventions that adjust to local situations reduce the risk of not achieving outcomes.** The CEQUIL project demonstrated that rapid result strategies and the budget transparency Initiatives



helped accelerate implementation and foster governance, although not sufficiently enough to ensure smooth activity implementation.

### 13. Assessment Recommended?

No

### 14. Comments on Quality of ICR

The ICR provided thorough information on the project scope and experience. It was internally consistent and followed guidelines. The theory of change was well articulated. The results were clearly presented and showed how ratings were reached. Analyses were outcome-oriented, but explanations were affected by incomplete evidence. However, this issue was rooted in the project rather than the ICR. In that sense, the ICR had room to further emphasize achievements under data unavailability and heightened challenges from the worsened insecurity in the targeted ZED regions. The lessons section provided a few relevant lessons, some of which were largely coherent insights for enhancing education service delivery and others, on routine general good practice process matters such as time frame, baselines, understandable indicators, and implementation by mainstream ministry vs. a project unit. The ICR copied uncorrected errors in the PAD text, which did not match with the indicators and targets in the Results Framework of the same PAD, missing to highlight the discrepancy. The performance storyline was not tightly presented, and the ICR provided a lengthy implementation narrative, resulting in 50-page report.

#### a. Quality of ICR Rating

Substantial