



1. Project Data

Project ID P132617	Project Name Chad Education Sector Reform Project P2	
Country Chad	Practice Area(Lead) Education	
L/C/TF Number(s) IDA-D2160,IDA-H8620	Closing Date (Original) 31-Oct-2018	Total Project Cost (USD) 63,714,128.22
Bank Approval Date 21-Jun-2013	Closing Date (Actual) 31-Oct-2021	
	IBRD/IDA (USD)	Grants (USD)
Original Commitment	15,000,000.00	0.00
Revised Commitment	65,000,000.00	0.00
Actual	63,953,290.56	0.00

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2. Project Objectives and Components

a. Objectives

According to the financing agreement (p. 4), the project's objectives were: (i) to improve teaching and learning conditions in primary and upper secondary schools in selected areas; and (ii) to strengthen the system to facilitate evidence-based decision making in the education sector."

At a June 2017 restructuring and additional financing (AF), the objectives were revised, dropping the second objective. The new objective was to improve teaching and learning conditions in primary schools nationwide and upper secondary schools in selected areas. The AF introduced activities intended to support nationwide



payment of teachers at a time of fiscal crisis, in response to widespread teacher strikes and absenteeism over delayed or unpaid wages. The second objective was dropped to accommodate capacity constraints in the Ministry of National Education and Promotion of Civics (MENPC) and the urgent need to focus on stabilizing the education system.

Because many of the outputs and some of the outcomes for improving primary and secondary schools were the same, the two levels of schooling are assessed here as a single objective. In addition, with the dropping of the second objective at the 2017 restructuring, a split rating is performed for this review. At the time of restructuring, US\$6.37 million, or 9.96 percent of total financing, had been disbursed.

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

Yes

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

Yes

Date of Board Approval

23-Jun-2017

c. Will a split evaluation be undertaken?

Yes

d. Components

The project proposed using a "traditional" platform of school construction, teaching and learning material production and distribution, and teacher training within a limited geographic scope to introduce, pilot, and test systems innovations that could lead to greater efficiencies in the delivery of education. The PAD (p. 7) noted that multiple other donors were engaged in Chad's education sector, with their relationship structured according to a partnership framework signed in 2012. Interventions financed by UNICEF and UNESCO were covering some of the country's most poor and disadvantaged regions; the six regions covered by this project were chosen to complement those other efforts. The project was structured around three original components:

1. Improving teaching and learning conditions in primary schools (appraisal: US\$9.1 million; AF: US\$ 11.5 million; actual: US\$16.05 million) focused on infrastructure, teaching and learning materials, teacher training, efficiency gains, and national strategy development. It was to finance community-led construction of 70 classrooms and rehabilitation of five additional classrooms; printing, distribution, and training on 405,000 textbooks and 10,000 teacher guides; improvements in the quality and efficiency of the in-service training system for community teachers (CTs); training of 1,620 CTs; and piloting of a new payment mechanism for CT subsidies through mobile phones.

2. Improving teaching and learning in upper secondary schools (appraisal: US\$2.0 million; AF: 0; actual: US\$3.05 million) focused on teaching and learning materials (with a special focus on scientific disciplines), teacher training, cost-effectiveness of interventions, and development of a subsector strategy. It was to finance upgrading of the pedagogical and didactic skills of 300 upper secondary science teachers



and 90 inspectors, science kits, and development of documentary resource centers (DRCs) for science teachers.

3. Project management, monitoring, and evaluation (M&E) (appraisal: US\$3.9 million; AF: US\$3.5 million; actual: US\$5.6 million) focused on funding the activities of the Project Coordination Unit (PCU), with particular emphasis on strengthening M&E and evidence-based management capacities of the Ministry of Basic Education and Literacy (MEFA) and the Ministry of Secondary Education and Professional Training (MEFPS) (during implementation, these entities evolved into the MENPC). It was to finance the design and upgrading of tools and institutional mechanisms for collecting, compiling, controlling, and using school-level data for human resource management, statistical, and overall planning purposes, and hands-on training.

At the June 2017 restructuring and AF, a fourth component was added, additional funds were allocated to teacher training under the first component, a new subcomponent on support for de-worming of all primary school-age children was added to the first component, and activities and US\$1.2 million in financing for CT subsidy support (supporting mobile phone-based payment mechanisms) were moved from the first component to the fourth component.

4. Community teachers' subsidies payments (AF: US\$35 million; actual: US\$39.65 million). In response to a fiscal crisis in 2017 brought about by a sharp decrease in domestic revenues due to falling oil prices, the AF aimed to support the payment of CT subsidies to ensure a stable learning environment and adequate learning conditions that were being disrupted by teacher strikes and absenteeism throughout the country. It was to finance payment of CT subsidies for approximately 11,680 teachers across three school years, beginning in 2016-2017, and training of 3,000 lower-level CTs to become contractualized.

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

The project was designed as a five-year investment project financing grant of SDR 10 million (US\$15 million equivalent). On June 23, 2017, an AF Grant of US\$50 million was approved, primarily to support a new fourth component. No government contribution was envisaged or made. Total disbursement was US\$64.35 million, with US\$0.65 million unused (ICR, p. 37).

The project was approved on June 21, 2013 and became effective on January 8, 2014. It was initially expected to close on October 31, 2018. Following a mid-term review in March of 2017, the project was restructured in June 2017 and the closing date extended to October 31, 2020. A second restructuring took place in October 2020, again extending the closing date. The project closed on October 31, 2021, three years later than originally planned. Its restructurings were as follows:

- June 23, 2017: AF and revision of objectives and components as detailed above, with corresponding adjustment of the results framework and implementation arrangements.
- October 30, 2020: Extension of the closing date and other adjustments to accommodate the impact of the COVID-19 pandemic.

3. Relevance of Objectives



Rationale

The project's objectives were highly relevant to country context. Despite relative political stability, Chad is considered a fragile state, having been exposed to security crises and affected by instability in the sub-region that produced an influx of 300,000 refugees in the early 2010s. After becoming an oil-exporting state in 2003, Chad experienced nominal GDP growth of 15 percent between 2000 and 2011, but this economic performance was not accompanied by improvements in the poverty level or human development indicators. It remains one of the poorest countries in the world, with more than half of its population living on less than US\$1.25/day in 2011. Public education expenditures increased by seven percent annually between 2001 and 2011, but funding of the sector remained low, with only 2.5 percent of GDP and 10.3 percent of the state budget allocated to education over that decade. Infrastructure was deficient, with a high average pupil-to-classroom ratio (61 in 2011-2012) and about 75 percent of schooling done in temporary shelters. A new curriculum had been designed under a predecessor project, but teaching and learning materials remained scarce. Payment to CTs, financed through a state subsidy system, were small and often late, a situation that escalated to the point of causing widespread teacher strikes that catalyzed the AF in 2017. Actual classroom time was low, and teacher absenteeism was high. Management of the sector faced many challenges, including sub-optimal allocation of human and material resources to schools, highly centralized financial and human resource management, and insufficient capacity and funding among decentralized structures. M&E mechanisms were weak, with production of national education statistics routinely delayed by more than a year. As a result of these shortcomings, the average net enrollment rate was only 51 - 65 percent in 2010-2011, and overall cumulative survival rates in the primary cycle were only 37 percent. Gender and regional disparities were high. In national primary-level assessments conducted in 2004 and 2010, no average student scores reached the 50 percent threshold, and one in four students scored below 10 percent.

The original objectives were highly relevant to both government and Bank strategy. This project followed two prior Bank-financed education projects in Chad: the Basic Education Project (1993-2001) and the Education Sector Reform Project Phase I (2003-2012). Its objectives and scope followed logically from its predecessors. The government's Interim Strategy for Education and Literacy, covering 2013 through 2015, addressed issues of access but also prioritized conditions for delivery of quality education. It focused on primary education, adult literacy, non-formal basic education, and capacity-building for planning, management, and M&E at all levels. Planned expenditures in the context of this plan were US\$592 million, while indicatively earmarked government resources were estimated at US\$469 million. This project, in conjunction with financing from other partners, was intended to close the financing gap. The Bank's Interim Strategy Note (2010-2012) identified improving livelihoods and access to key social services as one of three main axes of engagement; support for basic education was integral to progress along this axis.

Adjustment of the objectives was necessary due to the fiscal crisis and the need to align the project's core emphasis toward addressing the impact of recurring teacher strikes and widespread teacher absenteeism on the teaching and learning environment. The revised objectives responded nimbly to the evolving country context. The objectives also continued to be relevant to government strategy as expressed in the 2018-2020 Intermediate Education Sector Plan for Chad, which aimed to address access and quality challenges, and the 2017-2021 National Development Plan, which contains a fourth pillar on improving human capital by strengthening education and ensuring that all children are able to read, write, and master basic mathematics. They aligned with the third engagement theme of the Bank's 2016-2020 Country Partnership Framework, on building human capital and reducing vulnerability, particularly its outcome to improve rural access to and quality of education.



Rating

High

4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

Improve teaching and learning conditions in primary and upper secondary schools in selected areas

Rationale

The theory of change for this objective held that provision of infrastructure, school furniture, and teaching and learning materials, teacher training for CTs and upper secondary science teachers, training for school principals and managers, improved payment mechanisms for CT subsidies, and provision of de-worming drugs would lead to students being more prepared to learn, teachers being more effective, school inputs being of better quality, and managers being better equipped to support learning. These intermediate results would, in turn, lead to improved teaching and learning conditions in both primary and upper secondary schools.

Outputs

70 classrooms were built or rehabilitated, meeting the target of 70 classrooms. These classrooms were equipped with ramps allowing access for students and staff with physical disabilities. Five water wells were built, meeting the target. A community-based approach was followed for these works, as this had been demonstrated as a low-cost option in the predecessor project.

A CT mobile payment mechanism for paying subsidies to teachers was developed and implemented. Implementation of a comprehensive survey of CTs led to the development of a CT database with assignment of a unique identifier to each teacher; this facilitated efficient payment without duplication. A robust grievance redress mechanism was established to field complaints from teachers who did not receive timely payments. The number of CTs receiving their subsidy payment regularly was 10,913 in 2022, exceeding the original target of 4,500 and essentially meeting the revised target of 11,000. The number receiving their subsidy payment by mobile mechanism was 10,913 in 2022, exceeding the target of 7,000.

The project supported the development of a national textbook policy, procedures for textbook management, and training modules for teachers on the new materials. It financed the development of curricula for secondary schools in all subjects, not just science (as originally planned). 465,751 textbooks and teacher guides were distributed, exceeding the target of 415,000 textbooks. Cost savings through efficient textbook procurement allowed more books than planned to be bought and distributed. 31 DRCs were created and equipped (15 physical and 16 virtual), exceeding the target of 30 centers, and 150 science kits were delivered to schools. In-service training modules were developed for the Centers for In-Service Training and Primary



Education Pedagogical Inspectorate. 10,000 teachers, including 300 upper secondary science teachers in 23 schools, were trained on using new materials, meeting the target.

4,080 school directors and 90 inspectors were trained in school management and governance. Inspectors or advisors visited schools in targeted regions an average of three times per year, meeting the target.

The planned de-worming program was initiated but not completed. According to the ICR (pp. 19 and 33-34), the contracted vendor could not deliver the required quantity and quality of de-worming drugs.

485,751 students benefited from interventions to enhance learning, meeting the target. 233,160 of those students were female, meeting the target.

Outcomes

The percentage of grade 3-6 students in project areas having textbooks in reading and math improved from 25 percent in 2013 to 52 percent in 2022, exceeding the target of 50 percent.

10,965 additional teachers were made available as a result of project interventions, exceeding the original target of 1,620 and the revised target of 9,000 teachers. Of these, 2,083 were female, exceeding the target of 1,800 female teachers. The number of contractualized CTs (those who had reached the highest level of training and were eligible to apply to become civil servants) reached 3,000 in 2022, meeting the target of 3,000; of those, 17.3 percent were female, not reaching the target of 25 percent. As "the project had "no specific activities related to gender" (ICR, p. 30), specific outcomes related to female teachers or students should not have been expected.

The ICR (pp. 43-44) states that the number of days that the majority of schools throughout the country were closed due to CT strikes related to non-payment of the CT subsidy declined from 90 in 2017 to 30 in 2022, meeting the target of 30 days. However, it also states (p. 24) that, after the project began providing CT subsidies, there were no strikes due to non-payment of subsidies. The project team later clarified that any teacher strikes that occurred after the project began providing subsidies were general civil service strikes, and that the project fully succeeded in eliminating strikes due to non-payment of CT subsidies.

The primary completion rate in project selected areas increased from 37 percent in 2011 to 63.94 percent in 2022, exceeding the original target of 40 percent and the revised target of 43 percent. The gender parity index improved from 74 percent in 2013 to 78 percent in 2022, exceeding the target of 77 percent.

There were 1.082 million total project beneficiaries, exceeding the original target of one million, but not meeting the revised target of 1.5 million. Of these, 42.9 percent were female, exceeding the target of 30 percent. The revised target for total beneficiaries was not met because the planned de-worming program was not completed.

Rating
Substantial



OBJECTIVE 1 REVISION 1

Revised Objective

Improve teaching and learning conditions in primary schools nationwide and upper secondary schools in selected areas

Revised Rationale

The project scaled up the provision of CT subsidies nationwide following the 2017 restructuring. As noted above, targets for payment of those subsidies and subsequent reduction in teacher strikes and absenteeism were met. Achievement of the revised objective is therefore rated Substantial.

Revised Rating

Substantial

OBJECTIVE 2

Objective

Strengthen the system to facilitate evidence-based decision making in the education sector (objective dropped in 2017)

Rationale

The theory of change for this objective held that capacity building for the MENPC, school administrators, and other stakeholders would facilitate the administration of surveys and studies of education service delivery, teacher training, and teacher payment mechanisms, as well as the ability to use information gathered through these studies to make evidence-based decisions about future programming and initiatives.

Outputs and Outcomes

The project supported several key studies whose results have been or are being used to support decision-making and future programming in the education sector:

- The project conducted an assessment of the needs and capacities of teacher training institutions, providing an in-depth diagnostic of the challenges they faced. It found that these institutions were inadequately funded, leaving them with poor physical facilities and excessive reliance on development partner financing. Those findings have been integrated into a follow-on Bank-financed project (Improving Learning Outcomes project, US\$150 million, 2022-2027).
- Pre-tests and post-tests for level I and II CT training were designed and validated, meeting the target. Through this process, the MENPC was able to develop a standardized item bank for the tests and create and M&E feedback loops for improving the quality and efficiency of in-service training. The National Curriculum Center reviewed the item bank for quality and relevance. Data from the testing is being used to establish a database of teacher profiles to improve teacher management.
- Although an impact evaluation of the CT payment scheme, with a proper control group, was not implemented, the project supported a comprehensive mobile phone payment satisfaction survey. It



showed that 79.2 percent of CTs were satisfied with the system, and suggestions received through the survey are being used to refine the service.

- A 2021 service delivery indicator survey (using a representative sample of 531 schools from across the country) was conducted, with results being used to inform the government's new education sector strategy (2023-2032) and a study on the characteristics and performance of teacher training colleges.

Rating

Substantial

OVERALL EFFICACY

Rationale

According to the ICR (pp. 27-28), test scores and progression rates of students who were most affected by school closures (in terms of their timing of entry into the school system) were significantly lower than the scores of those who started primary school after project implementation began. Although these results cannot be fully attributed to the project, it is plausible that the prompt mobile payment of CT subsidies under the project, in addition to its other interventions, brought teachers back to their teaching duties full-time and therefore restored and enhanced the teaching and learning process.

Both of the original objectives were substantially achieved, leading to an overall efficacy rating of Substantial.

Overall Efficacy Rating

Substantial

OVERALL EFFICACY REVISION 1

Overall Efficacy Revision 1 Rationale

After the 2017 restructuring, part of the first objective -- to improve teaching and learning conditions in primary schools -- was scaled up nationwide, and the original second objective was dropped. With the payment of CT subsidies in a full, timely, and efficient manner, teacher strikes and absenteeism declined, as planned, representing substantial achievement related to teaching and learning conditions in primary schools across the country. Results in upper secondary schools in selected areas were substantially achieved, as described earlier. Achievement of the revised objective is therefore rated Substantial.

Overall Efficacy Revision 1 Rating

Substantial



5. Efficiency

The economic analysis at appraisal (PAD, Annex 6, pp. 60-67) calculated benefits based on improved completion rates and learning outcomes. Based on national-level data, it assumed that an additional year of schooling yields a seven percent increase in earnings, with those benefits even larger for females at eleven percent. A 25-year time horizon and four percent discount rate were used, the latter based on the 2013 lending interest rate in the country. Given a lack of outcome data at the secondary level, the analysis was restricted to interventions under the first component. It found a net present value (NPV) of US\$47.4 million, corresponding to an internal rate of return (IRR) of 18.9 percent. This result represented a lower bound, given the inclusion of only private outcomes and one component.

The ICR (Annex 4, pp. 60-70) repeated this analysis (based on the revised first and fourth components), finding an NPV of US\$202.4 million, an IRR of 25 percent, and a benefit-cost ratio of 4.14. The findings were robust, with a pessimistic scenario under which only 20 percent of graduates were able to secure a paid job finding an NPV of US\$51.6 million and IRR of 11 percent.

Implementation efficiency was strong, with some minor shortcomings. Low-cost community-based approaches were used for classroom construction and rehabilitation. Development of the CT database led to efficient payment of subsidies to teachers through mobile platforms. Efficiencies in textbook procurement allowed more books than initially planned to be procured and distributed. Some activities, such as the purchase of science kits for secondary-level teachers, were delayed due to weak procurement performance, and implementation of CT subsidy payments was delayed from 2018 to 2019 because of issues with the census and validation of CT, selection of eligible beneficiaries, establishment of the payment platform, and recruitment of the mobile companies involved. Implementation time and costs were expended on a drug procurement process for de-worming medicines that was never completed. The COVID-19 pandemic delayed activities because of travel restrictions and school closures, leading to a one-year extension of the project's closing date.

Efficiency Rating

Substantial

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	✓	18.90	60.10 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	25.00	86.60 <input type="checkbox"/> Not Applicable

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

6. Outcome



Under the original objectives, the project's relevance was high, efficacy was substantial (based on substantial achievement of both objectives), and efficiency was substantial. Outcome under the original objectives is therefore rated Satisfactory.

Under the revised objectives, the project's relevance was high, efficacy was substantial (based on substantial achievement of the one remaining objective after the second objective was removed), and efficiency was substantial. Outcome under the revised objectives is therefore also rated Satisfactory.

With the outcome ratings under the original and revised objectives both Satisfactory, a detailed split rating calculation is not necessary. Overall Outcome is rated Satisfactory, indicating that there were only minor shortcomings in the project's preparation, implementation, and achievement.

a. Outcome Rating

Satisfactory

7. Risk to Development Outcome

Institutional strengthening under the second objective was significant and multi-faceted. As a result, data systems are comprehensive and robust, and the MENPC has the capacity to conduct studies and evaluations to monitor the sector, particularly related to teachers. Although the project's payment of CT subsidies was intended to be a temporary stopgap measure, the Bank's follow-on project also includes activities to improve the payment of those subsidies through the provision of equitable operating grants to public primary schools to strengthen the management and financing of CTs.

The primary risk to the project's outcome stems from possible political and economic instability in Chad. Political volatility, vulnerability to terrorist attack, security risks, and limited governance remain significant challenges. In April 2021, the president passed away from battlefield wounds. After a brief transition period established by military authorities, a new transitional government, led by a prime minister, was established, but the situation remains tenuous. Reliance on oil revenue, high overall debt stress, and limited liquidity contribute to significant macroeconomic risk. The COVID-19 pandemic disrupted Chad's economy, causing a contraction of GDP by one percent in 2020. Although there was a rebound to 1.76 percent growth in 2021, continuing uncertainty about the pandemic's duration, government spending on the military and regional security, and fiscal liquidity constraints create questions about budget space for the social sector moving forward. In addition, there are more than 500,000 refugees (mostly from Sudan and the Central African Republic) and 400,000 internally displaced persons in Chad, putting pressure on the education system. The donor community has engaged in policy dialogue with the government to prioritize financing of the social sector in general, and education in particular.

8. Assessment of Bank Performance

a. Quality-at-Entry



The project's objectives were clearly specified, relevant to country context and government strategy, and appropriate given previous Bank engagement in Chad's education sector. Implementation arrangements, including for M&E, were detailed and sound. Lessons learned from previous education projects in Chad included the need to focus on only a few well-focused components, given limited implementation capacity and a volatile, insecure country context; the importance of explicitly linking the results framework to the objectives and planned activities; the key role of close monitoring of project implementation; the vital role that can be played by support for policy initiatives that can exert long-lasting impact on the education system; and the need to address communication issues to facilitate ownership by stakeholders at all levels.

Overall risk associated with the project was estimated to be substantial. It was recognized that weak capacity, resource constraints, high personnel turnover, and frequent restructuring of MEFA and MEFPS could affect implementation timelines; this was mitigated by the presence of a strong PCU, but it was recognized that strong implementation support was needed. There were also risks related to the possible misuse of funds as they were channeled to local levels, mitigated through training, technical support, and strong supervision and checks.

Quality-at-Entry Rating

Satisfactory

b. Quality of supervision

Supervision missions were regular and appropriately staffed. Both local and international Bank staff were consistent across the project's lifetime, facilitating smooth implementation and addressing of challenges as they arose. Restructuring was timely and appropriate, given the evolving context, but it meant that the project took on additional risk. Overall risk at the time of AF was rated high due to the government's unstable financial situation and resulting teacher strikes, and due to more complex project design associated with CT payments. The Bank team worked carefully with counterparts to mitigate risk and ensure timely implementation of planned activities. The project team also worked diligently with the MENPC to find alternate vendors to provide de-worming medication, including organizing a working session with the World Health Organization on the issue, but ultimately another supplier could not be identified.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Satisfactory

9. M&E Design, Implementation, & Utilization



a. M&E Design

The project's objectives were clearly specified, and links between most planned inputs, outputs, outcomes, and objectives were sound. Indicators included baselines and targets. Several outcome indicators were sex-disaggregated even though the project contained no activities specifically related to girls or women; although the results chain was adequate overall, there were some lapses in the clarity of the links connecting the project's interventions to gender-specific results.

The PCU was responsible for regular monitoring and reporting. At appraisal, it was acknowledged that the M&E capacity of MEFA and MEFPS was limited. Production of national statistics using the education management information system (EMIS) was regularly delayed by more than a year; there was no national learning assessment system; and there was no culture of using statistics and M&E results to inform planning and operational decisions. Special attention was therefore paid to improving the efficiency of data collection systems, collecting specific data to inform evaluation of the impacts of financed interventions, and promoting the analysis and use of evidence to inform decision-making (including explicitly through interventions supporting surveys and studies under the third component). The project was to train key M&E personnel and hire a dedicated M&E specialist.

b. M&E Implementation

Regular reporting on indicators in the results framework was done throughout the project's lifetime, and capacity development was implemented as planned. Planned surveys and studies were conducted, with results made available throughout MENPC and the donor community. EMIS systems were improved, including development of an overall framework to connect relevant education departments and agencies within the government, creation of Information Technology Master Plan tools, operationalization of those tools at central and decentralized levels, and training and capacity building on those tools. By project closing, almost 450 pedagogical facilitators and planners had been trained on the database features and data input. With the support of the Bank's Poverty Global Practice, the project also used the Interactive Beneficiary Monitoring system to track the payments of CTs.

c. M&E Utilization

Results from project-supported surveys and studies were used to feed into implementation adjustments on CT payments, teacher training, and the status of educational service delivery nationwide. The data gathered on CT training and payment mechanisms were particularly impactful, facilitating the development of a robust and accurate database of CTs across with country, with a unique identifier for each CT, and improvement of teacher training activities. Results from a teacher survey on the mobile payment mechanism are being used to improve the system, in collaboration with mobile phone operators. Results of the teacher training survey and service delivery indicators study have been used to inform the development of the Bank-financed follow-on project, other donor-supported projects, and the government's next education sector plan. According to the ICR (p. 36), EMIS data are being used by the MENPC to advance education policy dialogue in the country.



M&E Quality Rating

High

10. Other Issues

a. Safeguards

The project was rated Environmental Assessment category "B" and triggered the Environmental Assessment (OP 4.01) safeguard policy due to potential impacts associated with classroom construction. Because excavations were to be carried out, the project also triggered the Physical Cultural Resources (OP 4.11) policy. An updated Environmental and Social Management Framework (ESMF) was prepared and disclosed on May 1, 2013, identifying the project's various potential environmental impacts and proposed mitigation measures. The ESMF also included procedures for addressing physical cultural resources management risks that could be encountered during implementation. A partnership protocol with the Directorate of Environmental Assessments and the Fight Against Pollution and Noise supported safeguards training and awareness raising. Safeguards remained the same at the 2017 restructuring and AF. According to the ICR (p. 36), safeguards were monitored consistently throughout implementation, and Implementation Status Reports had safeguard ratings of moderately satisfactory or satisfactory with one exception: a downgrade to moderately unsatisfactory in December 2016, when construction of some classrooms did not initially follow required screening procedures. The Bank worked with the government to restore compliance, and the shortcomings were rectified. The project team later confirmed that there were no notable issues with safeguards.

A grievance redress mechanism (GRM) was established in 2018 in relation to the CT subsidy payments. The GRM Committee received, reviewed, and addressed approximately 6,100 complaints from CTs across the country.

b. Fiduciary Compliance

Financial management arrangements were adequate and smooth. At the time of the AF, a new designated account was established for payment of CT subsidies, and the PCU added a financial management assistant specifically to support those payments. Performance was rated satisfactory or moderately satisfactory across the project's lifetime, with one exception: in March 2021, the rating was downgraded to moderately unsatisfactory because of shortcomings with integration of security parameters into management of the CT database, inadequate fixed assets management, and the need to recover funds that had been advanced to the de-worming medication supplier. With support from the Bank team, these shortcomings were rectified. Unaudited interim financial reports were on time and of acceptable quality, and opinions on required audits were clean and unqualified.

The Bank's procurement team conducted regular procurement performance rating assessment missions, and project procurement was always rated satisfactory or moderately satisfactory. Bank staff provided training to the PCU to ensure compliance with guidelines. The PCU's migration to the Bank's Systematic Tracking of Exchanges in Procurement (STEP) system took place in 2018. Procurement plans were regularly updated and submitted to the Bank as required, though submissions were sometimes late.



c. Unintended impacts (Positive or Negative)

None reported.

d. Other

11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	
Bank Performance	Satisfactory	Satisfactory	
Quality of M&E	High	High	
Quality of ICR	---	Substantial	

12. Lessons

The ICR (pp. 39-40) offers several insightful lessons, including:

Mobile payment systems can be a viable approach to providing timely payments to teachers and other service providers even in fragile contexts, and especially when beneficiaries are scattered across vast geographic areas. This project was instrumental in establishing a system for mobile payments that included a database that has increased efficiency in payments without duplication.

Development of digital platforms for education can start effectively with relatively small first steps, such as the digitization of upper-secondary school materials through virtual libraries. The experience gained through this project's development of digital materials for upper-secondary school science education allowed the education ministry and school librarians to support on-line learning during the COVID-19 pandemic, and is being used in the Bank-financed follow-on project to begin to digitize in-service teacher training content at the primary level.

13. Assessment Recommended?

No

14. Comments on Quality of ICR



The ICR is clear, candid, evidence-based, internally consistent, and focused on results. It contains a careful and insightful analysis of the project's specific contribution to observed outcomes. Its lessons are drawn effectively from the project's experience. However, it is extremely lengthy, with a main text of 40 pages. Although it appropriately applies the split rating methodology, it does not implement that methodology correctly, assessing the project in phases rather than against the project's original and revised objectives across the project's entire lifetime.

a. Quality of ICR Rating
Substantial