Report Number: ICRR14420

IEG ICR Review
Independent Evaluation Group

1. Project Data:		**Date Posted:**	09/15/2014	
Country:	Gambia			
Project ID:	P115427		**Appraisal**	**Actual**
Project Name:	The Gambia Efa-fti Catalytic Fund 2009-2011	**Project Costs (US$M):**	28.0	28.0
L/C Number:		**Loan/Credit (US$M):**	28.0	28.0
Sector Board:	Education	**Cofinancing (US$M):**		
Cofinanciers:		**Board Approval Date:**		07/31/2009
		Closing Date:	12/31/2012	01/11/2014
Sector(s):	Secondary education (35%); Primary education (35%); Public administration- Education (20%); Pre-primary education (10%)			
Theme(s):	Education for all (100% - P)			

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2. Project Objectives and Components:

a. Objectives:

The Project Development Objective (PDO) in the Grant Agreement (GA, p. 5) was "...to improve the Recipient's conditions for teaching and learning in basic education including early childhood development, in alignment with the overall objectives of the Recipient's Education Sector Strategy Plan 2006-2015 and the Medium-Term Plan for 2008-2015." The PDO in the Project Appraisal Document (PAD, p. 4) was identical with the PDO in the GA. The results framework in the Project Appraisal Document (PAD, Annex 3) is articulated around four specific outcomes linked to the PDO: (i) increased access and equity; (ii) improved retention and completion; (iii) improved quality; and (iv) strengthened management. These expected outcomes overlap somewhat (but not completely) with the project's components.

The November 2012 restructuring revised the PDO (GA letter, p. 1) by removing the reference to early childhood development, so as to read: "...to improve the Recipient's conditions for teaching and learning in basic education, in alignment with the overall objectives of the Recipient's Education Sector Strategy Plan (ESSP) 2006 and the Medium-term Plan for 2009-2011." PDO indicators were added and dropped to: (i) reflect the dropping of ECD from the PDO; (ii) better measure the original intent of the project, which focused (as a result of the restructuring) more narrowly on Lower Basic School; and (iii) simplify the results chain (ICR p. 16). With one minor exception, there were no changes to original target values.

This ICRR will employ a split rating, assessing the project against the original objective (stated in the original GA), which includes ECD, and against the revised objective (stated in the 2012 GA amendment letter), which drops ECD, weighted by disbursements before and after restructuring. (At the time of the restructuring, 89 percent of the grant had been disbursed.) To adequately measure PDO achievement the efficacy section of this ICRR is organized around the four outcomes articulated in the results framework.

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

Yes

If yes, did the Board approve the revised objectives /key associated outcome targets?

Yes

Date of Board Approval: 12/27/2012

c. Components:

Component 1: Increasing access to and equity in basic education (Appraisal: US$9.32 million; Actual: US$9.46 million or 102 percent of appraised cost) supported: (i) construction, rehabilitation, and furnishing of classrooms and staff quarters in deprived areas; (ii) construction of water points and sanitary facilities (including separate toilet facilities for girls); and (iii) provision of customized horse/donkey carts to transport early graders to and from school. The Project also financed strategies for early childhood development (ECD), out-of-school children, and adolescent girls.

Component 2: Improving the quality of teaching and learning (Appraisal: US$16.50 million; Actual: US$15.29 million or 93 percent of appraised cost) included: (i) the provision of learning materials; (ii) support for ECD and special needs education (including orphans of HIV/AIDS); (iii) curriculum development at all levels; (iv) support for in- and pre-service teacher training and school-level pedagogical support; (v) incentives to attract and retain teachers in remote, rural areas; and (vi) design and implementation of learning assessment instruments. In addition, the component funded: (i) strategies for communication on HIV/AIDS and support for persons living with HIV/AIDS; and (ii) for advocacy and community activities to support mothers' clubs.

Component 3: Strengthening Management and Institutional Capacity at central and regional levels (Appraisal: US$2.19 million; Actual: US$3.25 million or149% percent of appraised cost) included: (i) leadership training for managers in the Ministry of Basic and Secondary Education (MoBSE); (ii) improved data collection, analysis and dissemination, including the timely availability of reliable statistics each year; completion of a school mapping exercise and a facilities assessment survey; (iii) an Education for All (EFA) assessment in all six regions with performance bonuses to teams within MoBSE as part of the performance management system; (iv) formulation and finalization of the postings policy; (v) organization of regular management and coordination meetings; and (vi) operating costs for central and regional offices.

Among the changes in activities during implementation were the following. For Component 1, the number of needy boys benefiting from financial assistance increased from 3,000 to 6,000 boys due to a higher demand. For Component 2, conditional cash transfers were introduced as incentives for children in the custody of religious leaders to have access to literacy and numeracy classes; support for the early childhood education activity was dropped due to the availability of other funding. For Component 3, leadership training for managers in the MoBSE was dropped due to the availability of other funding.

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

Project cost: The actual project cost (US$28 million) was equal to the appraisal estimate. There were differences between estimated and actual component costs for Components 2 and 3; neither the ICR nor the restructuring papers provides an explanation for the differences.

Financing: Though there were references to a sector-wide approach to support the Government's Medium-Term Plan (MTP), the project was entirely financed by the Catalytic Fund Grant and was intended to complement already existing funding sources (see PAD, Annex 10, p. 56). The Grant of US$28.0 million was 100 percent disbursed.

Borrower contribution: There was no planned Borrower contribution.

Dates: A Level 1 restructuring was approved on December 26, 2012 to eliminate ECD because most of the planned project interventions were being implemented through the Japan Social Development Fund and the remaining project activities were considered insufficient for inclusion in the development objective. The restructuring also revised the project's indicators. At the time of the restructuring, US$24.97 million (or 89 percent) of the grant had been disbursed.

The project closing date was extended twice: (i) by six months (from December 31, 2012 to June 30, 2013) to ensure completion of the contracted civil works; and (ii) for an additional three months (from June 30, 2013 to September 30, 2013) to ensure completion of the reprinting and delivery of four core subject textbooks and teachers' guides for grades 5 and 6 and the publishing and delivery of Science and Social Environmental Studies textbooks and teachers' guides for grades 7, 8, and 9.

3. Relevance of Objectives & Design:

a. Relevance of Objectives:

Relevance of Objectives : Substantial .

Substantial before restructuring and after restructuring .

The Education for All-Fast Track Initiative (EFA FTI) Project aimed to accelerate progress towards universal primary education and other key education-related Millennium Development Goals (MDG). Its objectives coincided with: (i) the Government's strategy and action plan as laid out in the ESSP and the MTP; and (ii) the Bank's Joint Assistance Strategy (JAS) 2009-2013 and the Poverty Reduction Strategy Paper.

The PDO remains aligned with the JAS (2013-2016) in which human capital development is a main pillar and linked to the larger Bank education strategy focusing on Learning for All, which will be reinforced by the Bank-financed Results for Education Achievement and Development (READ) Project which will be effective in 2014. The PDO also remains consistent with the overall country conditions and sector objectives outlined in the ESSP (2014-23) and the MTP (2014-17). These strategic documents propose a shift from programs based mainly on education cycles (basic, secondary, etc.) to a more results-oriented approach (in line with the project) emphasizing programs addressing access and equity, quality and relevance, and sector management among others and linking each of these programs to corresponding indicators, outputs and results .

However, the PDO statement is general and is neither sufficiently clear nor measurable . The PDO can only be understood when the four outcome indicators included in the results framework (PAD, p. 23) are considered.

b. Relevance of Design:

Relevance of Design : Modest.

Modest before restructuring and after restructuring .

The project built on IDA's long experience in the sector and aimed to strengthen key aspects of the previous phase of the project, support the ongoing IDA-financed Third Education Project, and complement ongoing efforts (e.g., African Development Bank, Department for International Development) to implement the MTP within an overall sector-wide approach. The project combined: (i) proven approaches to increase access and equity (e.g., construction/rehabilitation of classrooms and water points, opportunities for boys and girls in rural areas to attend school, etc.); (ii) expanded pilots to improve teaching and learning outcomes (e.g., support for early reading in national languages, teacher incentives, etc .); and (iii) innovative demand-side support activities (e.g., donkey carts to reduce travel time to school, conditional cash transfers for targeted villages or religious schools, etc.).

There were several weaknesses with the project's results chain. First, the PDO is essentially an intermediate outcome, which is much more limited than the four expected outcomes articulated in the Results Framework (PAD, Annex 3). Second, while the linkage between the PDO, the sub-objectives, and the components is clear in the PDO section of Annex 3 of the PAD; Annex 3 seems to have combined increased access and equity with improved retention and completion in the intermediate outcomes section (and merged them in Component 1). Third, the links between the outputs and the intermediate outcomes are not evident or are missing (Section 4). Fourth, the restructuring addressed the precision of the project indicators without addressing the overall shortcomings in the logic of the project.

4. Achievement of Objectives (Efficacy):

Measurement of the efficacy of the PDO (improved conditions for teaching and learning) is organized around the four expected outcomes (and related output and outcome indicators), articulated in the project results framework referred to in Section 2a of this ICR Review: (i) increased access and equity; (ii) improved retention and completion; (iii) improved quality; and (iv) strengthened management. The findings of the ICR have been reorganized according to these sub-objectives.

All baseline data, except the mean score of Grade 3 level English and Math) are dated December 31, 2008; all completion data are dated September 30, 2013.

Increased access and equity in basic education : Modest before restructuring and after restructuring (that is, without the ECD support and outcomes). As noted in Section 10, equity was not measured.
Outputs

- The number of classrooms built or rehabilitated was respectively 396 (not meeting the target of 406) and

144 (exceeding the target of 80).

- 252 new and 144 rehabilitated classrooms were realized, 144 new toilet facilities for girls were constructed; and 20 water points were developed (12 concrete-lined wells and 8 boreholes). 35 teachers' quarters were constructed and 15 rehabilitated.
- Approximately 1,400 teachers in designated hardship areas in Regions 3-6 were provided with a hardship allowance.
- Measures were implemented to reduce barriers to education, including : (i) 82 donkey carts were built to transport early grade students; (ii) sanitary packets for 12,000 girls were distributed to all upper basic schools in Regions 3-6 for one school term; and (iii) 6,000 upper basic boys were exempted from paying formal tuition. NB. The Borrower's ICR (ICR, p. 58) notes that the exemption of fees for boys was introduced after the intensification of previous actions promoting girls education produced a backlash with the withdrawal of boys from school, particularly at the level of upper basic where fee paying was already a barrier for them.
- 93 mothers' clubs were established in all the regions, and 518 mothers from 74 mothers' clubs benefited from labor-saving devices to reduce the time spent by their daughters on domestic chores .
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Intermediate Outcomes

Outcomes

- The intake rate for ECD increased from 39.4 percent to 69.47 percent (exceeding the target of 45 percent).
- The intake rate for Lower Basic level increased from 102 percent to 117 percent (exceeding the target of 111 percent).
- The intake rate for Upper Basic level increased from 61 percent to 71 percent (exceeding the target of 67 percent).
- The gross enrollment for ECD increased from 26 percent to 36.5 percent (not meeting the target of 42 percent).
- The gross enrollment rates for Lower Basic level increased from 79 percent to 97 percent (exceeding the target of 94 percent), but the net enrollment rate decreased from 75 percent to 73.4 percent compared (not meeting the target of 85 percent).
- The gross and net enrollment rates for Upper Basic level increased, respectively, from 66 percent to 72 percent (exceeding the target of 67 percent) and from 38 percent to 39.1 percent (not meeting the target of 48 percent).
- The gender parity index for gross enrollment ratio in Upper Basic Schools increased from 0.91 to 0.98 (not meeting the target of 1.0).
- The gender parity index for gross enrollment ratio in Lower Basic Schools decreased from 1.03 to 1.02 (not meeting the target of 1.03).
- The total number of project beneficiaries was 332,337 (exceeding the target of 326,074).
- The percentage of female beneficiaries was 50.5 percent (meeting the target of 50.5 percent).

Improved retention and completion : Substantial before restructuring and after restructuring . While the completion rate was dropped as an indicator during restructuring, data are available and rated by the ICRR, given that they do provide salient evidence on the achievement of the PDO .

Outputs

- 148 parents of students with hearing disabilities participated in sign language training .
- Special materials for blind and low vision students and for students with learning disabilities were acquired .
- Support for the 2012 Global Week of Action was organized to highlight the importance of education .
- A communications strategy for HIV/AIDS was developed, 2000 copies printed, and 360 teachers trained on care, support, discrimination and prevention .

Intermediate Outcomes

Outcomes

- The completion rate for Lower Basic level increased from 66 percent to 76 percent (exceeding the target of 74 percent).
- The completion rate for Upper Basic level increased from 66 percent to 68 percent (exceeding the target of 67 percent).

Improved quality of teaching and learning : Substantial before restructuring and after restructuring

Outputs

- A curriculum framework for basic education was developed; teachers were familiarized with its contents .
- 47 titles (15 new) and a total of 262,470 supplementary readers were delivered, and 315,529 sets of Early

Grade Reading Assessment pocket readers were delivered .

- Library materials and classroom consumables were delivered to schools . 125 classrooms were provided with library books in national languages.
- 181 madrassa teachers were trained in Regions 1-6 on early identification of children with special needs .
- 36 polyvalent itinerant teachers were trained on the Itinerant Teaching Program .
- Stipends, monitoring, distance learning, and face-to-face training were organized for teachers.
- Schools were monitored at least three times a month.
- The pilot project to support Early Literacy in National Languages was implemented and an evaluation was conducted.
- A Conditional Cash Transfer program was implemented at twelve pilot sites to allow 1,053 children enrolled in targeted villages to learn literacy and numeracy for five hours per week /per subject.
- Equipment and technical assistance was provided to the West African Examinations Council .

Intermediate Outcomes

- The teacher/pupil ratio for Lower Basic level decreased from 1:39 to 1:27 (essentially meeting the revised target of 1:29); and the teacher/pupil ratio for Upper Basic level increased from 1:22 to 1:29 (essentially meeting the revised target of 1:28). (It is not clear why the original target of 1:45, set for both Lower and Upper Basic Schools, was set, since it represents an increase in class size over the baseline . While increased class size can be an indicator of improved efficiency, a smaller class size than the baseline, which is what the revised target was aiming for, is an indicator of improved quality .)
- The pupil/textbook ratio for Lower Basic level remained constant at 1:00 (meeting the target of 1:00).
- The pupil/textbook ratio for Upper Basic level decreased from 3:00 to 1:00 (meeting the target of 1:00).
- The percent of schools with approved school development plans was 100% (meeting the target of 100%).
- The percentage of qualified teachers at Lower Basic level increased from 70 percent to 92.6 percent (exceeding the target of 80 percent).
- The frequency and duration of support visits to schools by cluster monitors increased to a 4 hour visit to each school, 3 times per month (exceeding the target of a two hour visit to each school per week). No baseline had been established for this indicator.

Outcomes

- The mean score of Grade 3 level English and Math increased from 37.7 (English) and 36.5 (Math) in 2011 to 45.57 (English) and 47.20 (Math) in 2013 (exceeding the targets of 41.5 (English) and 40.0 (Math).
- Grade level competence (Mastery) in core subjects in National Achievement Tests increased from 10.0% to 14.1% (almost meeting the target of 15.0%).
- Grade level competence (Minimum) in core subjects in National Achievement Tests increased from 46.0% to 50.6% (not meeting the target of 60.0%).
- The average correct words per minutes in Early Grade Reading Assessments increased in Grade 2 from 3.98 to 12.4 and in Grade 3 from 9.28 to 21.4. No target had been set for this indicator.
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Strengthening Management and Institutional Capacity at central and regional levels : Substantial before restructuring and after restructuring

Outputs

- Bi-monthly Coordinating Committee Meetings and Senior Management Team meetings were supported in Regions 1-6, and office consumables for regions and headquarters (15 directorates and units) were delivered.
- The project supported the Directorate of Planning to improve data collection, analysis and dissemination, including a school mapping exercise and facilities assessment survey .
- The education policy developed for the period from 2004 to 2015 was reviewed and revised.
- A Country Status Report for the education sector was finalized and published .
- A Performance Management System was implemented and bonuses were paid . Team bonuses were included under Government financing to ensure sustainability .

Intermediate Outcomes

- Education's share of the national budget increased from 14.00 percent to 20.07 percent meeting the target of 20.00 percent.
- The Performance Management System is functional and helps inform key personnel decisions .
- The establishment and functioning of a system for Learning Assessment at the primary level was achieved .
- The availability of sector statistics by February of each year was achieved for 2013.

Outcomes

- There are no indicators or text in the ICR that directly assess the extent to which this sub-objective has been achieved. But it is plausible to assume that the important building blocks cited above have contributed to improved capacity at central and regional levels.

5. Efficiency:

Efficiency: Substantial before restructuring and after restructuring.

The ICR (pp. 39-42), provided cost-benefit analysis of the project's access and quality interventions. Although some benefits were not fully quantifiable, both the internal rate of return and the net present value of costs and benefits for all components (combined) show that the project is economically viable. Under a conservative assumption, the lower bound based on the present discounted value of benefits for the overall project is estimated to be US$53.65 million while the present discounted value of costs is estimated to be US$ 24.41 million (US$18.89 million project cost and US$5.57 other costs). The corresponding net present value of program benefits is US$26.77 million and the internal rate of return associated with this net present value is 21 percent.

The ICR also noted (pp. 18-19) that the project was implemented in less than four years, the entire amount was disbursed by the (extended) closing date, and several interventions were shown to be efficient:

- Investments in quality have been shown to reduce the average number of years to produce one LBS graduate from 8.93 to 6.59 years reducing the cost per primary school graduate from an estimated US$ 190 to US$179.
- Analysis shows that: (i) an additional year of education results in about 6.1 percent higher wages; and (ii) the marginal returns to education increase as individual advance from primary to secondary to tertiary.
- Specific interventions had important returns: (i) students participating in the Early Literacy in National Languages program improved more in all aspects of reading skills after five months than those students who did not participate; (ii) the proportion of qualified teachers receiving allowances for hard-to-reach schools increased at a faster rate than for non-hard to reach schools; (iii) construction of schools and classrooms and provision of textbooks were cost-effective when compared to other African countries.

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

	Rate Available?	Point Value	Coverage/Scope*
Appraisal		%	%
ICR estimate		%	%

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

6. Outcome:

A split rating is required when the PDO and/or related outcome targets are revised. In this case the PDO was amended in the 2012 restructuring, at which time the project funds were 89% disbursed.

Relevance of project objectives is rated Substantial both before and after restructuring; relevance of project design is rated Modest before and Modest after the restructuring. The PDO were aligned throughout with: (i) the MDG; (ii) the ESSP and MTP; and (iii) the Bank's overall country orientations, and the project benefited from coordination with other funding sources through a sector-wide approach. There were shortcomings in the formulation of the PDO (which was very general and neither sufficiently clear nor measurable), and these shortcomings were not entirely rectified by the restructuring.

Efficacy is rated Substantial both before and after restructuring for three of the four sub-objectives and modest on one sub-objective, although the linkages between the outputs and the outcomes are not always evident.

Efficiency is rated substantial before and after restructuring based on: (i) the overall results of the cost-benefit analysis of the project's access and quality interventions; and (ii) the individual contributions (reduced costs, increased earnings, better results, etc.) of several of the interventions.

a. Outcome Rating: Moderately Satisfactory

7. Rationale for Risk to Development Outcome Rating:

Rating: Moderate.

Technically, the interventions tested and adopted during successive IDA -funded (and other) projects have had demonstrated success in achieving the country's educational objectives. As noted by the ICR (p. 12), these will be expanded by the READ project, which is funded by IDA, the Global Partnership for Education (GPE), and the Government and was expected to become effective in April 2014.

Administratively, the expertise available among MoBSE staff after implementing a series of education projects should ensure a smooth transition to an effective implementation of the new project.

In addition to the prospective project funding, the ICR's fiscal sustainability (pp. 44-45) analysis pointed out that: (i) the project's quality improvements and capacity building had only minor implications for the Government's future spending; and (ii) additional enrollments (particularly of out of school, primary age children) could be accommodated with the existing teacher workforce.

a. Risk to Development Outcome Rating : Moderate

8. Assessment of Bank Performance:

a. Quality at entry:

The project was prepared by an experienced Bank team on the basis of: (i) several high level country and sector strategies and plans; (ii) analytical studies and financing gap assessments; and (iii) buy-in from other partners and stakeholders. The Bank also benefited from: (i) long-standing and stable relations with the Government and its implementing agencies; and (ii) lessons learned from experience in The Gambia and other similar settings.

There were some shortcomings, namely: (i) the lack of a well-established monitoring and evaluation (M&E) system to regularly collect data to report on all of the PDO - and intermediate-level indicators; (ii) an overly complex results framework; and (iii) inaccurate estimates of unit costs at appraisal which led to a revision of the number of schools, water points and teacher housing units that could be built /rehabilitated under the project.

Quality-at-Entry Rating: Moderately Satisfactory

b. Quality of supervision:

The regularity of supervision and the range of technical assistance provided were appropriate. In addition to the formal supervision missions, policy dialogue occurred during semi-annual joint reviews chaired by MoBSE and reverse supervision missions where Government officials met with other technical experts. The Bank was proactive in ensuring that all project activities were completed by closing. The only shortcoming involved the restructuring, which was late and did not fully resolve the project design issue.

Quality of Supervision Rating : Moderately Satisfactory

Overall Bank Performance Rating : Moderately Satisfactory

9. Assessment of Borrower Performance:

a. Government Performance:

Government commitment was high during project preparation, throughout implementation (as evidenced by its participation at the bi-monthly Coordination Committee Meetings and Inter-ministerial Senior Management Team meetings, at the semi-annual reviews, and in the supervision missions). In addition, as the ICR (p. 24) notes, the Government replaced project financing with national funding for several activities that had been successful under the first phase of the project and will finance a significant portion of the follow-on READ Project. Finally, MoBSE has been recognized on occasion by international organizations for its contribution to the education sector.

Government Performance Rating Satisfactory

b. Implementing Agency Performance:

The Project Coordinating Unit (PCU), housed within MoBSE, was responsible for the ongoing Third Education Project as well as the first and second phases of the EFA FTI Project. Since the implementation arrangements were the same, the unit was experienced and functioned effectively, particularly in terms of financial management (FM) and procurement.

Implementing Agency Performance Rating : Satisfactory

Overall Borrower Performance Rating : Satisfactory

10. M&E Design, Implementation, & Utilization:

a. M&E Design:

The ICR (p. 9) notes that the original PDO-level indicators were: (i) linked to the Government's MTP and to the project components; and (ii) appropriate given the project design and approach for selecting indicators employed at the time as it was common practice to include system-wide indicators to measure progress under EFA-financed projects. Thus the project's RF was aligned with the Government's desire to monitor progress towards achieving the MDG and EFA goals. (ICR, p. 9)

There were three minor shortcomings: (i) several of the PDO and intermediate-level indicators might have been streamlined (e.g., intake, gross enrollment rates, net enrollment rates); (ii) baseline indicators were recalculated late in the project (using the new and more accurate 2011 population data) and delayed restructuring; and (iii) the inclusion of Upper Basic School was not consistent with the scope/scale of the project interventions at that level. There was also one significant problem: the M&E design made no provision for monitoring and evaluating the equity PDO; the design did not distinguish between access and equity and, as a result, did not include specific measures and means to collect the necessary data to assess equity by comparing trends across income quintiles.

The revised results framework also included a number of core indicators which had become Bank requirements (e.g., number of project beneficiaries and percentage of which were female). Baseline targets were also adjusted as new population projections were validated by the Government in late 2011/early 2012.

b. M&E Implementation:

Data to track progress towards achieving the PDO were provided by established sources including the EMIS. M&E training was provided early on to those responsible for undertaking data collection, analysis and reporting under the project. Since the EMIS data, however, relied on outdated population projections and did not fully cover the country's madrassas, the data used were not entirely reliable for setting targets and measuring progress under the project. In addition, two indicators were never measured: (i) annual instruction hours; and (ii) hours devoted to reading by region.

The Government took an active role in ensuring the accuracy of data. When a data mismatch was identified in 2012, the MoBSE undertook data collection at the field-level to address the inconsistencies. (ICR, pp. 10-11)

c. M&E Utilization:

Beginning in 2010 with increased availability of sector statistics, semi-annual joint sector reviews were held. These were highly participatory, including a variety of key stakeholders in the sector (including the Government, donors, civil society organizations (CSOs), teachers' unions, etc.) and provided a forum to discuss both challenges and achievements in the sector. (ICR, p. 10)

The ICR (p. 10) noted that project data as well as data collected from the PMS were used by the Government to assess progress, realign activities and to undertake regular reporting. The project also supported evaluations of pilot activities (e.g., the provision of the hardship allowances), an important aspect in undertaking new and innovative approaches.

M&E Quality Rating : Modest

11. Other Issues

a. Safeguards:

The environmental screening category was B. An Environmental and Social Management Framework and a Resettlement Policy Framework were prepared and disclosed in-country and at the Bank InfoShop prior to appraisal. However, as the ICR (p. 12) points out, the small size of the civil works activities did not have significant negative environmental or social impact that warranted the development of either an Environmental Management Plan or a Resettlement Action Plan.

b. Fiduciary Compliance:

Financial management (FM): The Government's FM system used by the Project Coordination Unit of MoBSE was adequate during project implementation as evidenced by: (i) qualified FM staff being in place; (ii) a computerized accounting system established and functional; (iii) an adequate flow of funds system; (iv) the establishment of an internal audit function in April 2012; and (v) a strong Senior Management Team in place to monitor project funds. In addition, the Government complied with the Development Grant Agreement provisions relating to the submission of the interim unaudited financial reports and the audited financial statements. FM performance improved over the course of project implementation as indicated by the FM implementation support mission reports with the Government responding to Bank's recommendations with concrete actions. These missions also noted that the quality of the interim unaudited financial reports had improved and the external auditor expressed an unqualified opinion on the project financial statements. (ICR, pp. 11-12)

Procurement. The Project Coordination Unit was well-versed in IDA procedures as it had relevant experience from previous and on-going IDA-funded projects. The procurement unit functioned effectively having a procurement specialist on board during most of the project life. When this specialist left, the procurement unit was able to handle the remaining procurement activities according to procedures. Procurement under the project was rated Satisfactory throughout the life of the project. (ICR, p. 12)

c. Unintended Impacts (positive or negative):

d. Other:

12. Ratings:	ICR	IEG Review	Reason for Disagreement /Comments
Outcome:	Moderately Satisfactory	Moderately Satisfactory	
Risk to Development Outcome:	Moderate	Moderate	
Bank Performance :	Moderately Satisfactory	Moderately Satisfactory	
Borrower Performance :	Satisfactory	Satisfactory	
Quality of ICR :		Satisfactory	

NOTES:
- When insufficient information is provided by the Bank

for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.

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

13. Lessons:

Lessons from the ICR, adapted by IEG:

- In a context where the Bank has a long-standing partnership and sound track record with a Government, there are opportunities both to adopt incremental improvements and to introduce innovative approaches to address identified needs.
- Enhancing the quality of teacher training programs and providing performance incentives are important measures for improving educational quality.

Lessons from IEG:

- Given the complexity of improving educational results, implementing numerous and disparate activities may not necessarily be an inefficient approach, assuming that each activity can be justified within the framework of a sector-wide approach.

14. Assessment Recommended? ○ Yes ● No

15. Comments on Quality of ICR:

The ICR contained many good elements (Data Sheet, contextual presentation, project preparation, etc.). A comprehensive presentation of the number of beneficiaries (ICR, Table 2.2) and an excellent economic and financial analysis were also positive features of the ICR.

There were, however, some shortcomings. First, the storyline on M&E (paras. 26-30) contains some inconsistencies, including statements that: (i) the indicators were appropriate, aligned with MDG/EFA/MTP objectives but also that some were not measured or redundant; (ii) data to track progress were provided by the EMIS, but also that the EMIS data were based on outdated population projections, raising questions about their utility for the sector reviews; and (iii) restructuring was supposed to resolve the data issues, but challenges persisted. Second, while Annex 2 (Outputs by Component) provides accomplishments by activity and component, and Annex 3 (Economic Analysis) provides some graphs aiding the economic analysis of the project, the assessment of efficacy in the main chapter would have benefited from the presentation of more trend data/graphics to highlight the achievement of each of the project's objectives. Third, the analysis of the risk to development outcome was largely focused on the assessment of the risk mitigation measures and their impact on project implementation, and only partially on what the guidelines require: an assessment of the risk that development outcomes (or expected outcomes) will not be maintained (or realized). While the ICR assessed financial sustainability (highlighting a follow-on project), it neglected other elements of this analysis specified in the guidelines (technical, economic, social, political, institutional, etc.). Fourth, the ICR is not clear on the contributions of the various partners or the modalities for their cooperation during project implementation. The Global Practice has subsequently informed IEG that, over the period 2009-2013, total donor (five donors) financing constituted US$13 million for education activities and US$12 million for school feeding.

a.Quality of ICR Rating : Satisfactory