

Document of
The World Bank

Report No: ICR0000651

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IBRD-46710)

ON A

LOAN

IN THE AMOUNT OF US\$300 MILLION

TO THE

REPUBLIC OF TURKEY

FOR A

SECOND BASIC EDUCATION PROJECT

IN SUPPORT OF THE SECOND PHASE OF THE
BASIC EDUCATION PROGRAM

February 29, 2008

Human Development Sector Unit
Turkey Country Unit
Europe and Central Asia Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective December 31, 2007)

Currency Unit = New Turkish Lira
US\$ 1 = 1.17 New Turkish Lira

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

APL	-	Adaptable Program Loan
BEP	-	Basic Education Program
BEP1	-	First Phase of the Basic Education Project
BEP2	-	Second Phase of the Basic Education Project
BOE	-	Board of Education
CAS	-	Country Assistance Strategy
CQ	-	Consultant's Qualifications
CY	-	Calendar Year
DC	-	Direct Contracting
EA	-	Environmental Assessment
ECA	-	Europe and Central Asia
EGITEK	-	General Directorate for Educational Technologies
EIB	-	European Investment Bank
EMP	-	Environmental Management Plan
ERDD	-	Education Research and Development Department
EU	-	European Union
FMS	-	Financial Management System
GNP	-	Gross National Product
GDP	-	Gross Domestic Product
IBRD	-	International Bank for Reconstruction and Development
ICB	-	International Competitive Bidding
ICR	-	Implementation Completion Report
ICT	-	Information and Communication Technology
IDA	-	International Development Association
IS	-	International Shopping
ISR	-	Implementation Status Report
MIS	-	Management Information System
MOF	-	Ministry of Finance
MONE	-	Ministry of National Education
MS	-	Moderately Satisfactory
NCB	-	National Competitive Bidding
NGO	-	Non-Governmental Organization
NS	-	National Shopping

OECD	-	Organization for Economic Co-operation and Development
PAD	-	Project Appraisal Document
PCC	-	Project Coordination Center
PDO	-	Project Development Objectives
PISA	-	Program for International Student Assessment
PIO	-	Primary Education Part-Time Boarding School
PIRLS	-	Progress in Reading Literacy Survey
PMR	-	Project Management Report
PSR	-	Project Status Report
QAE	-	Quality at Entry
QAG	-	Quality Assurance Group
QBS	-	Quality Based Selection
QCBS	-	Quality and Cost Based Selection
QER	-	Quality Enhancement Review
RFP	-	Request for Proposal
SBD	-	Standard Bidding Document
SOE	-	Statement of Expenditures
SPO	-	State Planning Organization
SWAp	-	Sector-Wide Approach
TUIK	-	Turkey Statistics Institution
YIBO	-	Primary Education Regional Boarding School

Vice President: Shigeo Katsu

Country Director: Ulrich Zachau

Sector Manager: Mamta Murthi

Project Team Leader: Maureen McLaughlin

ICR Primary Author: Kirill Vasiliev

REPUBLIC OF TURKEY

SECOND BASIC EDUCATION PROJECT

IN SUPPORT OF THE SECOND PHASE OF THE
BASIC EDUCATION PROGRAM

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A. Basic Information			
Country:	Turkey	Project Name:	Basic Education 2 Project (APL #2)
Project ID:	P059872	L/C/TF Number(s):	IBRD-46710
ICR Date:	02/29/2008	ICR Type:	Core ICR
Lending Instrument:	APL	Borrower:	REPUBLIC OF TURKEY
Original Total Commitment:	USD 300.0M	Disbursed Amount:	USD 280.9M
Environmental Category: B			
Implementing Agencies: Ministry of National Education			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	10/05/2000	Effectiveness:	10/23/2002	10/23/2002
Appraisal:	04/08/2002	Restructuring(s):		06/28/2005
Approval:	07/16/2002	Mid-term Review:	04/30/2005	04/30/2005
		Closing:	02/28/2006	08/31/2007

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Satisfactory
Risk to Development Outcome:	Low or Negligible
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Unsatisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Moderately Satisfactory	Implementing Agency/Agencies:	Moderately Satisfactory
Overall Bank Performance:	Moderately Satisfactory	Overall Borrower Performance:	Moderately Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	Moderately Unsatisfactory
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
DO rating before Closing/Inactive status:	Moderately Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	1	1
Pre-primary education	5	5
Primary education	65	65
Secondary education	28	28
Sub-national government administration	1	1
Theme Code (Primary/Secondary)		
Access to urban services and housing	Secondary	Secondary
Education for all	Primary	Primary
Education for the knowledge economy	Primary	Primary
Rural services and infrastructure	Secondary	Secondary

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Shigeo Katsu	Johannes F. Linn
Country Director:	Ulrich Zachau	Ajay Chhibber
Sector Manager:	Mamta Murthi	Ernesto P. Cuadra
Project Team Leader:	Maureen Anne McLaughlin	Marit Ketilsson Granheim
ICR Team Leader:	Maureen Anne McLaughlin	
ICR Primary Author:	Kirill Vasiliev	

F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

The objective of the second phase of the APL is to promote progress in coverage of eight-year basic education and improved basic education quality by supporting the

implementation of the Basic Education Program. The second phase of the APL will support the Basic Education Program during the three-year period 2002/03 - 2004/05. In particular, activities supported through the second phase of the APL will concentrate on increasing coverage and improving quality among the children of low-income families and children with special needs. The project will also continue to extend opportunity to a greater number of children to have access to Information and Communications Technologies (ICTs) in basic education schools across the country.

Revised Project Development Objectives (as approved by original approving authority)

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Students benefit as a result of renovated or new educational facilities			
Value quantitative or Qualitative)	0	350,000 students		216,000 students
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	Actual value is an estimation based on average number of students annually attending each type of educational institution supported under the project.			
Indicator 2 :	Students enabled to improve performance due to new educational materials.			
Value quantitative or Qualitative)	0	3.5 million students		2.45 million students
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	2.45 million students study in schools which received educational materials under the project, including 2.4 mln in poor gecekondu areas around large cities. Teachers reported that students improved their performance after they started			
Indicator 3 :	Students with special needs improve performance as a result of teacher and administrator training.			
Value quantitative or Qualitative)	0	35,000 students; 4,225 teachers and administrators trained		33,180 students; 5,390 teachers and administrators trained
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	33,180 students attend schools with trained staff. Teachers report general increase in performance of their students as a result of the training received.			
Indicator 4 :	Preschool students improve their readiness due to teacher training.			
Value	0	150,000 preschool		About 105,000

quantitative or Qualitative)		students and 4,500 preschool teachers.		preschool students and 3,500 teachers trained.
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	About 105,000 preschool students attend schools with trained staff. Teachers report general increase in students' readiness for school as a result of the training received.			
Indicator 5 :	Children improve school readiness because their families participate in the Mother and Children Training Program.			
Value quantitative or Qualitative)	0	50,000 families.		56,000 families received training materials
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	The project financed development of training materials and training of tutors. Training of mothers was financed outside BEP2. Teachers reported that the children whose mothers participated in the training were better prepared for schooling.			
Indicator 6 :	Students use ICT for learning			
Value quantitative or Qualitative)	0	2 million students		2.47 million students
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	2.47 million students study in the schools which received computers under BEP2. ICT in Education Study (conducted under the project) & Beneficiary Survey demonstrated that computer equipment is regularly used by students one install in a schools.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Renovation of 200 rural schools			
Value (quantitative or Qualitative)	0	200		94
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	Renovation and additional dining rooms for 400 bussing schools.			
Indicator 2 :	Renovation and additional dining rooms for 400 bussing schools - the activity was cancelled			
Value (quantitative or Qualitative)	0	400		The activity was not carried out. Funds were reallocated
Date achieved	06/02/2002	02/28/2006		08/31/2007

Comments (incl. % achievement)				
Indicator 3 :	Renovation of 200 bussing schools			
Value (quantitative or Qualitative)	0	200		79
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 4 :	Renovation and additional facilities for 150 YIBOs/PIOs			
Value (quantitative or Qualitative)	0	150		50
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 5 :	Renovation and additional classrooms for 150 schools in gecekondur areas			
Value (quantitative or Qualitative)	0	150		87 schools renovated and 100 additional classrooms constructed
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 6 :	New construction and furnishings of 300 pre-school classrooms at existing basic education schools			
Value (quantitative or Qualitative)	0	300		169
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 7 :	40 special education schools renovated; 20 additional buildings for special education constructed			
Value (quantitative or Qualitative)	0	40 special education schools; 20 additional buildings		7 schools renovated; 9 additional buildings with 8 classrooms each constructed
Date achieved	06/02/2002	02/28/2006		08/31/2007

Comments (incl. % achievement)				
Indicator 8 :	3000 schools (4002 classrooms) equipped with computers and educational software			
Value (quantitative or Qualitative)	0	3000 schools (4002 classrooms)		3000 schools (4002 classrooms) equipped with computers
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)	Some educational software was procured at the provincial level using BEP2 funds.			
Indicator 9 :	Design, develop and maintain an education portal			
Value (quantitative or Qualitative)	0	Education portal develop		The activity was carried out by MONE using other resources. Project funds were reallocated.
Date achieved	06/02/2002	02/28/2006		03/01/2007
Comments (incl. % achievement)	MONE developed an educational portal using other resources rather than BEP2 funds.			
Indicator 10 :	Educational materials to be defined by MONE, provided for 4000 schools in gecekondur areas			
Value (quantitative or Qualitative)	0	4000		4600
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 11 :	Educational materials defined by MONE provided to 800 pre-school classrooms			
Value (quantitative or Qualitative)	0	800 pre-school classrooms		800
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 12 :	ICT installed in 70 special education schools			
Value (quantitative or Qualitative)	0	70		70
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				

achievement)			
Indicator 13 :	ICT installed in 40 primary schools within hospitals		
Value (quantitative or Qualitative)	0	40	40
Date achieved	06/02/2002	02/28/2006	08/31/2007
Comments (incl. % achievement)			
Indicator 14 :	900 Braille typewriters for the blind in 15 schools for the visually impaired		
Value (quantitative or Qualitative)	0	900	1035
Date achieved	06/02/2002	02/28/2006	08/31/2007
Comments (incl. % achievement)			
Indicator 15 :	65 group hearing devices for the students in 47 schools for the hearing disabled		
Value (quantitative or Qualitative)	0	65 devices in 47 schools	75 devices in 48 schools
Date achieved	06/02/2002	02/28/2006	08/31/2007
Comments (incl. % achievement)			
Indicator 16 :	Educational materials for 640 classrooms in schools for students with special needs & in 700 classrooms for students with special needs in ordinary schools		
Value (quantitative or Qualitative)	0	Educational materials for 1340 classrooms	1340
Date achieved	06/02/2002	02/28/2006	08/31/2007
Comments (incl. % achievement)			
Indicator 17 :	Provision of ICT in-service training for 31,500 teachers (10,500 teachers for each year) in primary education		
Value (quantitative or Qualitative)	0	31,500 teachers	The activity was not carried out. Funds were reallocated.
Date achieved	06/02/2002	02/28/2006	08/31/2007
Comments (incl. % achievement)	The funds from ICT related training were reallocated to training of subject teachers in new curriculum. In the ICT area, the project focused on training ICT tutors, and a significant number of teachers were trained in ICT but financed by Government.		
Indicator 18 :	Provision of ICT in-service training for 3,000 primary education inspectors (1,000 inspectors for each year)		
Value	0	3,000 primary	The activity was

(quantitative or Qualitative)		education inspectors		not carried out. Funds were reallocated.
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 19 :	Provision of ICT in-service training for 5,800 school administrators in primary education (1,935 administrators for each year)			
Value (quantitative or Qualitative)	0	5,800 school administrators		The activity was not carried out. Funds were reallocated to training staff in new curriculum.
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 20 :	Provision of ICT in-service training for 22,800 rural school teachers (7,600 teachers for each year)			
Value (quantitative or Qualitative)	0	22,800 rural school teachers		The activity was not carried out. Funds were reallocated.
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 21 :	Provision of annual ICT in-service training for 250 master trainers and 5,800 school based formators			
Value (quantitative or Qualitative)	0	250 master trainers; 5,800 school based formators		600 formators
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 22 :	Provision of in-service training for 4,500 pre-school teachers and administrators			
Value (quantitative or Qualitative)	0	4,500		3,349
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 23 :	Provision of in-service training for 4,051 teachers, 628 administrators, 931			

	provincial staff, 780 inspectors & for 304 education experts in special needs education			
Value (quantitative or Qualitative)	0	4,051 teachers, 628 administrators, 931 provincial staff, 780 inspectors, 304 education experts. Total 6,694 staff		3,318 teachers, 2,072 administrators and inspectors. Total 5,390 staff
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 24 :	Provision of in-service and pre-service training for 1,300 non-formal early childhood educators			
Value (quantitative or Qualitative)	0	1,300		3,497
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 25 :	Provision of training & materials for 95,000 mothers of young children			
Value (quantitative or Qualitative)	0	95,000		56,000 mothers received training materials
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 26 :	PCC staff complete relevant development and certification programs in project management, M & E, procurement, financial management, and communications at the of 2003			
Value (quantitative or Qualitative)	0	PCC staff completed certification programs in project management, M & E, procurement, financial management, and communications.		Completed
Date achieved	06/02/2002	12/31/2003		12/30/2005
Comments (incl. % achievement)	Different courses were completed in different time			

Indicator 27 :	Provision of office equipment for MONE line units by the end of 2003 and for PCC in office equipment, training and technical assistance			
Value (quantitative or Qualitative)	0	Office equipment for MONE line units provided. Office equipment for PCC provided. Training and technical assistance for PCC provided.		Completed
Date achieved	06/02/2002	02/28/2006		12/31/2006
Comments (incl. % achievement)				
Indicator 28 :	Assessment of the updated APL II in terms of social, economic and institutional aspects			
Value (quantitative or Qualitative)	0	Completed		The activity was not carried out. Funds were reallocated.
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 29 :	Impact studies for extending basic education coverage			
Value (quantitative or Qualitative)	0	Completed		The activity was not carried out. Funds were reallocated.
Date achieved	06/02/2002	02/28/2006		08/31/2007
Comments (incl. % achievement)				
Indicator 30 :	ICT integration study			
Value (quantitative or Qualitative)	0	Completed		Completed
Date achieved	06/02/2002	02/28/2006		03/01/2007
Comments (incl. % achievement)				
Indicator 31 :	On-going ICT evaluation studies			
Value (quantitative or Qualitative)	0	Completed		Completed

Date achieved	06/02/2002	02/28/2006		12/31/2004
Comments (incl. % achievement)				
Indicator 32 :	Evaluation studies on the effect of the pre-school education on basic education ("Impact of Mother and Child Education")			
Value (quantitative or Qualitative)	0	Completed		Completed
Date achieved	06/02/2002	02/28/2006		03/01/2007
Comments (incl. % achievement)				
Indicator 33 :	Impact studies on in-service training activities			
Value (quantitative or Qualitative)	0	Completed		Completed
Date achieved	06/02/2002	02/28/2006		03/01/2007
Comments (incl. % achievement)				
Indicator 34 :	Evaluation/impact studies on efficiency of special education initiatives			
Value (quantitative or Qualitative)	0	Completed		Completed
Date achieved	06/02/2002	02/28/2006		06/01/2007
Comments (incl. % achievement)				
Indicator 35 :	OECD-evaluation of Basic Education in Turkey			
Value (quantitative or Qualitative)	0	Completed		Completed
Date achieved	06/02/2002	02/28/2006		06/01/2007
Comments (incl. % achievement)				

G. Ratings of Project Performance in ISRs

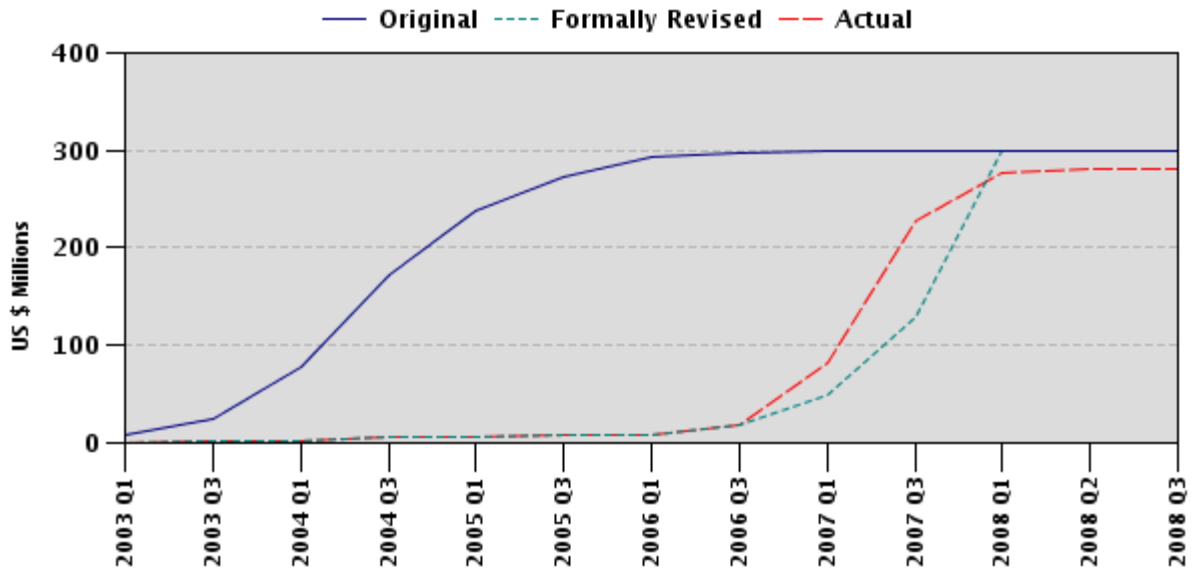
No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	09/04/2002	Satisfactory	Satisfactory	0.00
2	10/25/2002	Satisfactory	Satisfactory	3.00

3	03/10/2003	Satisfactory	Unsatisfactory	3.00
4	12/04/2003	Satisfactory	Unsatisfactory	3.00
5	01/28/2004	Unsatisfactory	Unsatisfactory	7.04
6	06/01/2004	Unsatisfactory	Unsatisfactory	7.04
7	10/22/2004	Unsatisfactory	Satisfactory	7.04
8	06/29/2005	Unsatisfactory	Unsatisfactory	8.54
9	10/27/2005	Unsatisfactory	Unsatisfactory	11.21
10	04/03/2006	Unsatisfactory	Unsatisfactory	18.66
11	06/22/2006	Moderately Satisfactory	Moderately Satisfactory	23.35
12	11/16/2006	Moderately Satisfactory	Moderately Satisfactory	116.27
13	12/22/2006	Satisfactory	Satisfactory	163.13
14	04/29/2007	Moderately Satisfactory	Satisfactory	253.09
15	08/31/2007	Moderately Satisfactory	Moderately Satisfactory	271.33

H. Restructuring (if any)

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
06/28/2005	N	U	S	8.54	The project was restructured in June 2005 in order to overcome implementation inefficiencies caused by long and complicated procedures of agreeing terms of references and contracts on national level (i.e. between MONE Directorates and Board of Education). After restructuring, provincial authorities were delegated with responsibilities to conduct minor procurements on local level without involving MONE.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

(this section is descriptive, taken from other documents, e.g., PAD/ISR, not evaluative)

1.1 Context at Appraisal

(brief summary of country and sector background, rationale for Bank assistance)

Operational context

The Bank's engagement in Turkey's education sector began in the early 1980s and eight loans have been made since that time.¹ The early projects focused on vocational education and training, but over time, the priority shifted to projects supporting broader reform of the education system. Over the past two and a half decades, a collaborative relationship with Government has developed and the World Bank continues to work with the Government of Turkey in a strong partnership on education issues. However, it must be noted that portfolio performance has been challenging. The early projects in the sector, e.g., the two Industrial Training Projects, the two Vocational Training Projects and the National Education Development Project, all had serious implementation problems. In 1997, as a result of lagging projects overall in the Bank-financed program, Turkish Treasury requested and the Bank agreed to institute a joint Remedial Action Plan, including cancellation of poor performing projects, tightening of procurement and disbursement procedures, and increased Bank task management delegation to the field office, including sign off authority for procurement and disbursement. These actions did lead to some improvements in the overall portfolio. However, persistent issues remain within the education sector where implementation remains slow and the implementation environment continues to be relatively weak, mainly due to cumbersome organizational structures and uneven institutional capacity.

Sector background

Educational attainment of Turkey's population and labor force was by far the lowest of all the OECD countries *before the Government's Basic Education Program was launched in 1997*. Indeed, in 1997, virtually all children in other OECD countries completed at least eight years of schooling, but in Turkey, fewer than 90 percent of children completed the first five years of schooling. Of those students who did complete the first five years, 45 percent - mostly girls - did not pursue further education. Just 17 percent of Turkey's labor force had at least a secondary education, versus an average of 60 percent across all the OECD countries. Fully 70 percent of the labor force had only a five-year primary education or less. Ten percent of the labor force was illiterate. The East and Southeast regions of Turkey lagged far behind the rest of the country in educational attainment, with almost half of girls dropping out before completion of fifth grade in some provinces. In particular, rural schools had problems with high turnover of teachers, availability of educational materials, school attendance, and educational performance. As far as the education quality is concerned, data from international comparative studies were not available in 1997 to benchmark Turkey performance, but later in PIRLS 2001 and PISA 2003 Turkish students performed well below the international averages.

In August 1997, Turkey's Parliament adopted the *Basic Education Law No. 4306* which extended the period of compulsory basic education from five years to eight years, mandated improved

¹ Industrial Training Projects 1 and 2, Vocational Training Projects 1 and 2, National Education Development Project, Basic Education Project 1 and 2, and Secondary Education Project.

quality and relevance of basic education and raised new tax revenues to finance a significant expansion of the education infrastructure to accommodate the expected increase in basic education enrollments. Enactment of this law was followed by the launch of *Government's Basic Education Program* to support the objectives and provisions stipulated by the law. In 1998, the *Bank* was requested to provide support to this new legislation with two projects, Basic Education Adaptable Program Loan 1 (BEP1) which became effective in 1998 (US\$300 million loan), and the follow-on project, BEP2 (US\$300 million) which became effective in October 2002.

Government's Basic Education Program comprised a broad range of actions, financed largely by the Government, but also by major private contributions. In 2002, total annual expenditures for the Basic Education Program, including all investment and recurrent costs that directly support basic education, were estimated at over US\$3 billion annually. The Program included construction of new schools, refurbishment of existing schools, and provision of educational equipment and materials, including computer equipment, free textbooks and lunches for poor students, daily bussing for students from villages without school (or with a school without grades 6-8). The Program also supported an increase in the salaries of teachers and other educational staff, and recruitment and training of additional teachers and educational staff to expand school capacity.

The first phase of the APL (BEP1, Loan 4355-TU) financed a subset of the Government's Basic Education Program. The US\$300 million provided under the first APL supported the following activities: a) refurbishment and enlargement of rural basic education schools; b) provision of educational materials to all rural schools; c) introduction of information and communication technology (ICT) classes in rural and urban basic schools; d) in-service training for basic education teachers and school inspectors; e) monitoring and evaluation; and f) reconstruction of earthquake-damaged schools and other earthquake recovery actions. The main outputs of BEP1 were as following: a large number of schools were renovated, and new facilities were constructed; the project provided over 2,800 schools with computer classrooms; about 8,000 education staff were trained out of initially planned 333,000 people; and a large number of educational materials were provided to the schools. However, the project did not demonstrate impact on the quality and relevance of education and did not succeed in developing a sound monitoring and evaluation system. The Closing Date for the first phase of the APL was extended from June 2001 to December 2003, mainly to allow enough time to complete procurement of educational materials and to deliver civil works. Despite the fact that the project disbursed 95.5 percent of the loan funds (US\$ 286.5 million), the Outcomes, as well as Bank and Borrower Performance were rated "Unsatisfactory" in the ICR. In terms of Outcomes, the ICR concluded that the project contributed to expansion of enrollment but failed to train large number of teachers, central and provincial capacity to implement the program was not improved and mechanisms to monitor and evaluate project performance were not established. Moreover, there was no evidence of improved quality and relevance of education. Complex and time consuming procurement clearance procedures in the MONE and Ministry of Finance together with poor performance of the Bank during project preparation and supervision jeopardized project implementation.

Despite problematic implementation of BEP1, in fact there had been *major progress in achieving one of the main objectives of the Basic Education Program – to increase coverage*. Enrollments in basic education have increased by 1.5 million since the start of the Program, raising the gross enrollment ratio for eight-year basic education from 85.6 percent in 1997 to 96.6 percent in 2001.² Enrollments in grade 6, which became mandatory for the first time in 1998, increased by

² CAS Progress Report.

more than 30 percent. In rural areas, the gains were dramatic: boys' enrollments in grade six increased by 62 percent and girls' enrollments increased by 162 percent. The rate of enrollment growth for girls was at least 50 percent greater than for boys in each of the years since the passage of the Law.³

Despite this progress, by 2002 there were still about half a million children of basic education age who were not in schools. For the most part, these children lived in rural areas, where there was generally sufficient school capacity in grades one through five. But many village primary schools required investments to upgrade facilities, provide better educational materials, and train teachers in order to raise quality and to attract children who were not attending school. For grades six through eight, the situation was different. At this level, there were remaining investment needs throughout the country for expanded infrastructure. In view of the dispersion of the rural population, there were recurrent budget needs to bus students to central schools in the upper grades of basic education and to operate boarding schools for students from very remote villages.

As far as the *education quality* is concerned, some urban basic education schools and a few rural schools were severely overcrowded, and investments in expanded capacity were needed in order to reduce crowding. Further investments were also needed to extend the effort of providing all students with equal access to ICT. In terms of international benchmarking, Turkey performed below international averages in PIRLS 2001, and PISA 2003 and 2006. However, in PISA 2006 Turkey results were above averages for few countries with similar level of economic development, i.e. Bulgaria, Brazil, Mexico, and Romania.

1.2 Original Project Development Objectives (PDO) and Key Indicators (as approved)

The objective of the second phase of the APL (BEP2) was to promote progress in coverage of eight-year basic education and improved basic education quality by supporting the implementation of the Basic Education Program. BEP2 was to support the Basic Education Program during the three-year period 2002/03 - 2004/05. Activities supported through the second phase of the APL were to concentrate on increasing coverage and improving quality of education particularly among the children of low-income families and children with special needs. The project was also to continue to extend opportunity to a greater number of children to have access to ICT in basic education schools across the country.

Key indicators:

1. More than 350,000 students benefit as a result of renovated or new education facilities, including:
 - 9,800 students in rural schools;
 - 185,300 students in schools in gecekondu areas (low-income areas around large cities);
 - 83,200 students in regional basic education boarding schools and part-boarding schools;
 - 70,800 students in bussing schools;
 - 12,000 students in pre-schooling; and
 - 14,800 students with special needs.

2. More than 3.5 million students enabled to improve their performance as a result of provision of new education materials provided to:
 - 3,430,000 students in schools in gecekondu areas;

³ Country Economic Memorandum, 2006. Public Expenditures Review, 2006

- 32,000 students in pre-schooling; and
- More than 35,000 students with special needs.

3. More than 35,000 students with special needs improve their performance as a result of 4,225 teachers and administrators attending special needs in-service training.

4. More than 150,000 pre-school students improve their school readiness as a result of 4,500 teachers attending pre-school in-service training

5. Children in 50,000 families improve their school readiness as a result of training of mothers and their children.

6. More than 2 million students utilize ICT for learning as a result of installation of ICT classrooms (interventions in the first and second Basic Education Project), teacher training and the education portal, including:

- 700,000 in rural schools;
- 1,400,000 in urban schools; and
- 70,000 teachers trained.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

No revisions were made to the PDO or key project indicators.

1.4 Main Beneficiaries,

(original and revised, briefly describe the "primary target group" identified in the PAD and as captured in the PDO, as well as any other individuals and organizations expected to benefit from the project)

The ultimate beneficiaries were expected to be young people who would have improved access to higher quality basic education under the Project. Special emphasis was to be placed on children from low-income families, including households in low-income areas around large cities (gecekondou areas) and children with disabilities. The Project also specified girls in the East and Southeast as the target audience.

Teachers were also meant to benefit from the improved training and incentives, as well as mothers of children who would be better equipped to provide for their children's health and education needs because of the Project. Also, provincial education administrations were to benefit from strengthened capacity to diagnose, implement and manage programs to meet their needs.

1.5 Original Components (as approved)

The project included five components.

Component 1. Extending Basic Education Coverage (Bank financing US\$112.37 million) was to continue rehabilitation and extension of rural schools and schools in low-income areas around large cities (gecekondou areas) to improve school attendance. It was to finance the construction of new preschool classrooms in existing basic education schools, and renovation and extension of schools for children with special needs.

Component 2. Improved Basic Education Quality (Bank financing US\$165.45 million) was to continue investments to equip basic education schools with ICT classrooms, to equip remote rural schools with modest computer facilities, to develop an online education portal, and to provide educational materials to schools in low-income areas around large cities (gecekondur areas). It was also to initiate support for expanded formal preschool education and education of children with special needs. In addition, support to nonformal education in early childhood development for mothers was to be provided to ensure better chances of success in basic education for children from educationally deprived households.

Component 3. Delivery of Basic Education Program (Bank financing US\$16.05 million) was to provide ICT in-service training to tutors to provide teachers with basic computer skills and to assist them to utilize ICT to improve instruction, to inspectors to assist them provide pedagogical ICT support to schools, and to assist computer instructors to utilize the existing ICT classrooms to their full potential. In addition, specially designed in-service training courses were to be delivered to teachers of children with special needs and to preschool teachers and trainers of mothers in early childhood development.

Component 4. Project Implementation Support (Bank financing, US\$1.43 million) was to finance consultant services (particularly in the areas of project management, procurement management, financial management, reporting and communication, ICT and construction) and provision of office equipment, training and incremental operating costs to upgrade implementation capacity.

Component 5. Monitoring and Evaluation (Bank financing, US\$1.70 million) was to support studies and assessments of the outcomes of the Program against performance indicators, and provide continuous feedback to Program management to improve the effectiveness of the Program. In particular, the loan was to support semi-annual reviews of the Basic Education Program and the second phase of the APL by Government and the World Bank.

1.6 Revised Components

Overall, project components were not revised. However, a significant change in the project took place towards the end of the project implementation with the cancellation of the educational software under Component 2 worth US\$19 million. The procurement of this software was not completed under the project. The main reason was uncertainty and lack of agreement within Ministry of National Education (MONE) Directorates and Board of Education (BoE) about technical requirements to the software and areas of curriculum to be supported. Finally, MONE decided that they would finance the software from their own budget (not loan) and the funds were cancelled. In the end, while MONE did not purchase the expected software, some educational software was procured at the provincial level using BEP2 funds. Moreover, based on the ICR sites visits, many schools seem to have obtained educational software from other sources. Also, there was no agreement reached within MONE on the design of the educational portal and electronic decision support system, envisaged under the project. These activities were not carried out under the project but they were financed later from the national budget.

1.7 Other significant changes

(in design, scope and scale, implementation arrangements and schedule, and funding allocations)

There were several changes made during the course of the project, in addition to the one discussed directly above. A significant change was made in terms of loan allocations during the project. The amount of funds originally allocated to “Civil works” was increased from the original US\$100 million to US\$174.5 million during the course of the project by three Loan amendments, and the categories of “Goods” and “Unallocated” were correspondingly reduced. There are several reasons for the increase. New earthquake safety regulations for school constructions, renovations and retrofitting were introduced in 2003 after the Bingol earthquake which increased unit costs of civil works significantly (by up to 50 percent by estimations of experts and officials). The strengthening of the Turkish Lira against US dollar also affected prices of many contracts. Moreover, there was a general increase in market prices for civil works and initial price estimations proved to be very modest. Despite significantly increased loan allocations to civil works the number of schools which were rehabilitated under the project was lower than expected (details are available in the Data sheet).

The standard disbursement percentage was increased to 100 percent for all the categories by second Loan Amendment. This change contributed to significant decrease in the amount of Borrower cofinancing from originally planned US\$56.86 million to US\$0.25 million.

Teacher training activities in the area of ICT were not conducted under Component 3 as planned. The MONE decided to reallocate some funds from ICT related training to training of subject teachers in new curriculum, as the demand in this area was urgent and considered as a priority. In the ICT area, while the project focused on training ICT tutors (trainers or “formators”), a significant number of teachers were trained in ICT but financed by Government.

The project was restructured in June 2005 in order to overcome implementation inefficiencies caused by long and complicated procedures of agreeing on the terms of references and contracts at the national level (i.e. between MONE Directorates and Board of Education). As part of the restructuring, provincial authorities were delegated responsibilities to conduct minor procurements on the local level without involving BOE, which significantly improved the project implementation.

The project Closing Date was extended twice (from February 28, 2006 to February 28, 2007, and then to August 31, 2007). The main rationale for the first extension was to compensate for the delay and to enable the project to complete planned activities (details provided in section 2.2). The second extension was given in order to complete remaining contracted works. The extensions turned out to be fully justified. During this additional time the project team was able to commit and disburse roughly US\$250 million.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

(including whether lessons of earlier operations were taken into account, risks and their mitigations identified, and adequacy of participatory processes, as applicable)

The preparation of BEP2 started during the course of BEP1 implementation. The overall preparation process was very inclusive, and the Government and the Bank team maintained continuous dialogue regarding ways to ensure that the project was designed in the most suitable way in order to support the Government reform agenda. Moreover, visible efforts were made to improve on the previous deficiencies of BEP1 implementation. For example, as suggested by the Quality Enhancement Review (QER) which took place in December 2000, an effort was made to

develop a sound monitoring and evaluation system by introducing an improved and comprehensive results framework and adding to the project design a set of studies to measure project outcomes. Also, the team made an effort to ensure that the results framework was more outcome-oriented (which was not the case under BEP1). There were a number of additional recommendations provided by the QER many of which were accepted by the team in order to improve the project design. The QER also concluded that the triggers for the second phase of the APL would be met by the completion of APL1, except for trigger four which required proper monitoring and a social assessment to be conducted.

Thus, the design of BEP2 built on the work started under BEP1, in support of the Government Basic Education program. The Government of Turkey explicitly requested that BEP2 should address a wide variety of issues and goals, as outlined in the Basic Education Program. As a result, the design of BEP2 turned out to be complex. The Bank could have done a better job in encouraging the Government to keep the design simpler (perhaps with focus on one or two key components), and this could have been a very important value added by the Bank in ensuring efficient implementation. However, the simplicity was not ensured. This complex large-scale project with diverse activities and multiple responsible parties (i.e. 11 MONE Directorates) required strong implementation capacity. However, as was discussed at the beginning of this ICR, the operating environment in MONE remained challenging and project complexity only exacerbated difficulties in the speed of the project's implementation. Unfortunately, the project design did not specifically address this issue and more attention should have been paid to develop better project management skills, and better arrangements to facilitate decision making and clearance procedures in MONE. On the other hand, the Bank team could have predicted that implementing such a complex projects with large scale civil works would require an implementation period longer than 3.5 years and could have proposed a more realistic implementation timeline to the Government. Unfortunately, the complexity of project design was not counterbalanced by a comprehensive set of mitigations and arrangements.

In June 2003, the Quality Assessment Group (QAG) conducted a Quality At Entry review for the project. The review rated both the Project and Bank Inputs and Processes as "Marginally Satisfactory" (rating of 3). The QAG identified a number of issues that needed improvement, among which the following main weaknesses were pointed out: (i) insufficient formal sector analysis was done to support preparation; (ii) the risk assessment was not well thought-through; (iii) weak measures were envisaged to draw in the remaining children who were not enrolled into the education system; and (iv) measures to maximize benefits to the poorest and most vulnerable were uncertain.

Indeed, a number of these issues were correctly identified as weaknesses during the preparation and some of them were addressed during the implementation. With respect to *sector work*, no formal piece of sector work was carried out but this project was second in a series of operations and Government priorities were clear and the Bank was already fully engaged in its support of the Basic Education Program. The poor assessment of project *risks* is a fact. Indeed, a risk of not having sufficient implementation capacity in place during the project implementation was not mentioned in the risks section. Considering that this was one of the weaknesses under BEP1, the Bank team could have done a better job to ensure that capacity building was given a more prominent role in the project. In addition, another important risk which should have been taken into consideration during preparation, as was mentioned earlier, is the earthquake safety situation in Turkey. This is particularly poignant because the Bank already had experience in assisting Turkey in responding to the Marmara earthquake in the summer of 1999 in a variety of areas, including education. Unfortunately, BEP2 did not take this into account in the design of its school reconstruction and construction program. As a result, additional school retrofitting

activities had to be introduced during the implementation to include the new earthquake safety requirements. These changes significantly increased the costs of the civil works and hence reduced the number of schools that eventually were financed by the project. As far as *drawing in the children who were not enrolled*, the project design addressed the issues of making schools more accessible for students with special needs, i.e. additional schools for this target group were constructed, and special accessibility facilities were introduced to a number of basic schools. The issue of girls' education was addressed through education of mothers of preschool age children, particularly through exposing parents to the benefits of providing girls with basic education; however, no specific measures were planned to enroll girls of school age and to retain children in the education system till the end of the basic cycle. The project design envisaged measures to improve large number of schools in *poor rural and urban* areas. Schools to be supported under BEP2 were carefully selected by the Government and one of the main criteria was location in low income areas.

2.2 Implementation

(including any project changes/restructuring, mid-term review, Project at Risk status, and actions taken, as applicable)

BEP2 faced many internal and external issues during its life and the project implementation environment was challenging, but MONE managed to overcome most of the obstacles and BEP2 was fully disbursed and delivered a large number of outputs.

It must be stressed that BEP1 was under the final stage of implementation when BEP2 was launched, and two projects were under implementation for the whole year of 2003. It was very difficult for MONE to keep the new large project in focus while it was ensuring successful completion of the ongoing operation. Indeed, the start of BEP2 was precarious. *The Government changed two months after project effectiveness (in December 2002)*. Consequently, several internal changes took place at MONE with a number of the consequences affecting BEP2 implementation, i.e. lack of familiarity with the project and Bank procedures, including procurement, and a general lack of ownership of the operation designed by predecessors. Indeed, the new Ministry of National Education reviewed the project design and proposed adjustments in some of the project activities. Later, a few consultations were conducted internally and with the Bank staff to clarify questions on the project objectives and design. At the end of 2003, however, the Government confirmed its commitment to the initial project objectives and informed the Bank that it would not request any significant changes in the design of BEP2.

Moreover, *the new budget law was enacted* in 2003, requiring all external donor funding to be included within the Government budget. An immediate impact of the new legislation was that the 2003 budget was provisional in nature, and no resources were allocated for the project investments. Another reason for lack of funding allocations during the first implementation year was the request from SPO to evaluate BEP1 results and impact first, and only after that commit to the new project. While it is a reasonable request to learn the lessons of previous operation, it shall be noted that BEP1 was still under implementation, making results evaluation challenging. As a result, only a very limited number of activities were initiated in 2003.

When BEP2 began its implementation in 2003, the implementation was slow and only about ten percent of the loan was disbursed by mid 2006. There were ***three systemic reasons for delays in implementation***. The first reason relates to the *complexity of decision making and clearance procedures* on the Government side. Different departments of the MONE, including the Board of Education, are involved in decision making regarding most of the activities and procurement exercises. As a result, reaching an agreement was not an easy and smooth process. Also, the lack

of cross-communication and coordination across Directorates and BOE and heavy use of complex committees and working groups exacerbated the situation.

A good example of the cumbersome decision making process in MONE is the procurement of educational materials. By MONE procedures, all decisions in the area of curriculum and teaching and learning materials have to be approved by the Board of Education. This influential body in the MONE provides expertise and ensures quality control of all relevant documents. Evaluation criteria and procedures are complex, demanding and sometimes difficult to interpret, making it challenging for Directorates to develop reasonable specifications acceptable to the BOE. As a result, development of the specifications for educational materials took much longer time than was initially planned and many of the materials were excluded from procurement on the national level (most of them were later procured on provincial level). In fact, the same difficulties in reaching an agreement between Directorates and BOE and getting BOE's approval resulted in cancellation of educational software from the project.

The Bank team was familiar with these complex procedures and arrangements and could have provided better support to the implementation through more ongoing dialog with MONE regarding concrete technical issues that prevented MONE from reaching agreements. More extensive consultations regarding technical issues and just-in-time technical advice during first years of the project life could have been helpful in accelerating the implementation.

The second reason for implementation delays relates to *insufficient implementation capacity* and comprises of several issues: (i) capacity to plan complex activities is not fully developed within MONE; (ii) organizational structure makes it difficult for implementing units to accept accountability, control the necessary human and material resources, and recognize ownership of the results; (iii) relevant procedures and tools for monitoring and evaluating the implementation are missing; and (iv) lack of familiarity of MONE staff with Bank procurement procedures, especially with the selection of consultants. Following project restructuring in 2005, MONE and the Project Coordination Center (PCC) staff took project management courses which had a positive effect on the implementation.⁴

The third obstacle to smooth implementation was the *unclear role of the Project Coordination Center* (PCC) within the MONE. The PCC was supposed to coordinate implementation activities between different line units of MONE, external Government bodies and the Bank, while the project was to be implemented by MONE. The PCC faced difficulties in coordinating project implementation, mainly because it was not fully integrated into the Ministry structure and the official status of the PCC staff was not sufficiently high to accelerate decision making in the MONE. Despite its formal coordination function, in reality the PCC was responsible for many daily implementation aspects backing up MONE Directorates.

Moreover, there was another *objective external* reason which affected implementation of construction works under BEP2. *All regulations in the area of school construction and renovation were revised after the earthquake in Bingol in May, 2003.* The changes in the regulations and construction procedures were crucial to ensure school safety against the earthquakes. New regulations were developed by late 2004 giving no possibility to launch civil works under the project in time. After regulations were revised, consultancy services were

⁴ PCC was established to coordinate implementation of international projects (including those financed through the Bank loans) between different line units of the MONE, other Government bodies and international organizations.

contracted under BEP2 to examine all the schools in Turkey to identify needs for retrofitting and renovations. This exercise was necessary but time-consuming. Consequently, new specifications were developed under the project to match new earthquake safety regulations and support retrofitting of selected schools throughout the country. MONE made a tremendous effort in introducing these changes which allowed to improve the quality of the civil works, ensure school safety and address the school needs better. However, a natural price to pay for these improvements was postponed launch and a significant increase in costs of the construction works.

To address these issues and delays in implementation, a practice of regular (monthly and semi-monthly) meetings between MONE, PCC and the Bank was introduced in 2005 to discuss and resolve areas which were delayed. The agreements of these meetings were closely followed up both on the Government and Bank sides. This led to some improvements in implementation pace but mainly affected small contracts. Preparation of major procurements of construction works and goods still suffered from long and complex decision making processes inside the MONE and, sometimes, insufficient quality of technical specifications.

As mentioned previously, *the project was restructured* in June 2005 at the time of the planned Mid-Term Review. The main purpose of the restructuring was to address implementation inefficiencies by enabling local authorities to procure minor goods and civil works. The threshold for minor works was raised for this purpose. Giving more autonomy for procurement at the local level helped to speed up procurement as the documentation did not have to go through reviews of BOE and MONE Directorates but only through the procurement unit of the PCC. Moreover, it became easier to address specific schools' needs which are more visible on the local level (for example, schools provided lists of educational materials they needed to provincial authorities; the consolidated lists were then converted into specifications and materials got procured through simple shopping procedures). A formal Mid-Term Review was never conducted because there was little progress made by the project until the middle of 2005, and the restructuring was carried out instead. The Bank conducted regular supervision missions once every 4 to 6 months, as well as supervision meetings (in country and by videoconferences) to accelerate implementation. Project progress and ongoing issues were under constant attention of the Bank team.

In the end, despite all the difficulties and the significant delays which the project experienced throughout its life, most of the project activities were implemented in the last 18 to 24 months and the loan was fully disbursed (US\$280 million), except for the US\$19 million which were cancelled.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

BEP2 had a separate component devoted to monitoring and evaluation. The component was designed to monitor progress in project implementation as well as general development of the education system towards improving education quality. The results framework had relevant outcome indicators to capture progress towards improving education quality and access to ICT, however, the objective to extend education coverage was not as well reflected by the outcome indicator and the end of the project target related to coverage was not clear enough. A number of relevant studies were planned under BEP2 to evaluate project impact. Output indicators were well designed to monitor progress of the key project activities. However, in some cases, end of the project targets were too specific; for example, the target for training special needs education staff specifies 628 administrators to be trained.

While the results framework was sensible overall, the implementation arrangements for M&E activities were not well thought-through. Despite the fact that a special unit was organized in the

PCC to monitor project progress, in the reality M&E functions were spread between different Directorates in the MONE and units in the PCC. MONE Directorates collected information regarding progress under relevant contracts and submitted to the PCC, while the PCC was preparing regular progress reports for the Bank. The PCC developed a useful tool to monitor progress in civil works and goods and managed to collect reliable information about progress in procuring these two categories. However, the data regarding consultancy services procured under the project, including teacher training were often incomplete and inconsistent, and obtaining data to track relevant project indicators has proven to be challenging. Indeed, the MONE and PCC evaluated progress of the project against inputs (i.e. number of signed contracts, amounts of committed and disbursed funds) rather than outputs. The short period of actual implementation limited opportunities for monitoring the progress towards outcome indicators. Baseline studies for the project outcomes were conducted with significant delays closer to the project completion, allowing no time for follow up studies and proper reflection of the lessons learned. In order to receive objective information regarding project achievements and outcomes, the Bank team requested MONE to conduct a Beneficiary Survey for BEP2. A comprehensive study was carried out straight after the project completion and the results were made available in mid-December 2007. Moreover, the MONE demonstrated a strong desire to evaluate the long-term impact of both stages of the APL on access to and quality of education and agreed with the Bank to include a special evaluation study into the ongoing Secondary Education Project in Turkey.

2.4 Safeguard and Fiduciary Compliance

(focusing on issues and their resolution, as applicable)

Safeguard. The project design did not identify any significant environmental risks, connected with the civil works under the project, and indeed, no environmental issues of note presented themselves during project implementation. School construction was done in accordance with the *Handbook for Basic Education School Buildings* which was developed during the preparation of BEP2. Moreover, all civil works were carried out in accordance with the agreed Environmental Management Plan and were closely supervised by independent civil works supervisors which were hired to monitor the completion of works as well as their quality. There were no resettlement or land acquisition issues as a result of project investments.

Procurement. Procurement activities under BEP2 were carried out in compliance with the guidelines, and the efficiency of procurement improved during the course of the project. MONE and PCC have successfully overcome most of obstacles and procurement capacity increased in MONE and PCC during the implementation period. One area of procurement which has been particularly difficult is selection of consultants because of lack of experience of MONE officials in procuring consultancy services under the Bank guidelines. Close follow up and assistance from the Bank procurement specialists helped to resolve the issues.

Financial Management. Overall, the financial management aspects of the projects were handled efficiently with no significant issues identified. A solid financial monitoring basis was developed under BEP1, and then improved and successfully utilized under BEP2. However, there were some minor procedural issues which sometimes caused delays in payments to the contractors.

2.5 Post-completion Operation/Next Phase

(including transition arrangement to post-completion operation of investments financed by present operation, Operation & Maintenance arrangements, sustaining reforms and institutional capacity, and next phase/follow-up operation, if applicable)

While there is no post-completion operation planned at this moment, a good policy dialogue on the quality of education is being held between the Government and the Bank. Arrangements for sustaining reforms and Government expenditures for the education sector are discussed in section 4. The main physical infrastructure that the project helped to build was preschool classrooms. The Government keeps preschool education in focus of the sector development agenda which ensures that the infrastructure created will be properly maintained. In accordance with the law, municipalities have to allocate at least 20 percent of their budgets to the education sector, and provincial authorities which are in charge for maintaining the infrastructure provide regular annual allocations appropriate for keeping school premises in good condition. As far as implementation capacity is concerned, the key PCC staff who were involved in BEP2 implementation were retained and are currently assigned to implementing the Secondary Education Project, financed from the Bank loan.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

(to current country and global priorities, and Bank assistance strategy)

Relevance of Objectives

BEP2 supported the central CAS objective: "to help Turkey meet its goals of improving living standards and reducing economic vulnerability and poverty". Financing under the project contributed to two of the five themes of the CAS: it supported the first of these, "to expand social services and social protection", by improving coverage of basic education throughout the country. It supported the second theme, "to accelerate connectivity and technological capabilities", by financing introduction of computer assisted teaching and learning in basic education schools. The CAS for 2004-2006 highlighted the contribution of BEP1 and BEP2 to achieving Governments objective to improve access to education and education quality.

When the project was prepared, *coverage* was still an issue even though Turkey was making progress in this area. Gross enrollment rate in grades one through eight increased from 85.6 in 1997 to 96.4 percent in 2002 following enactment of Basic Education Law.⁵ However, ECA and other middle income countries on average typically show gross basic education enrollments rates at around 100 percent. Education *quality* was and still is a key issue in Turkey. Turkey was well below the international average in PIRLS 2001 study, and later in PISA 2003. A large proportion of schools suffered from a lack of basic learning materials, including books, and researchers reported low qualifications of teachers. BEP1 contributed to improved *access to ICT*, however, both access and educational use of the technologies was very limited when compared to OECD countries. Therefore these areas were included into the design of BEP2.

Relevance of design and implementation

Overall, project design included 5 components and generally reflective of the PDOs. *In relation to quality of education and access to ICT, the project design fully addressed the relevant objectives.* Key inputs needed to ensure basic aspects of education quality were covered by the project: provision of educational materials, training teachers, renovating school premises, ensuring schools' safety, etc. Access to ICT was ensured for greater number of students through equipping schools with computer equipment and training staff; new technologies were utilized to develop ICT literacy among students and to enhance teaching of basic curricula.

⁵ CAS evaluation report.

The objective to improve eight-year basic education coverage, however, was probably an over-statement because the actual design of the first component “Extending Basic Education Coverage” included measures to improve coverage but was limited to constructing new preschools and special needs education classes in low-income areas. In fact, the more specific part of the PDO does state that measures to increase coverage would be concentrated on students from low-income families and students with special needs. Unfortunately, the results framework was relatively vague in relation to measuring the PDO on coverage. Outcome Indicator #1 captures “the number of students benefiting as a result of renovated or new educational facilities”, whereas, the indicator should have been specific with respect to measuring the increase in coverage. The preparation team was aware that at the beginning of APL2, the net enrolment rate was just above 90 percent, which means that there was a limited share of children not covered by education services. Targeting relatively limited groups of children excluded from the education system would be very difficult to achieve for a variety of reasons. Anecdotal evidence, however, suggests that this group consists mainly of children from poorest areas and girls from eastern and south eastern parts of the country, where the issue of girls’ education seems to be socially and politically sensitive. It must be noted, that one of the reasons why BEP2 did not include extensive measures to fully address the issue of coverage was that there was another Bank loan under implementation in Turkey (at the same time with BEP2 implementation), which financed activities promoting education coverage among children from poorest families with special focus on girls. Indeed, Social Risk Mitigation Project was launched in 2003, and it introduced conditional cash transfer (CCT) system. One of the conditions for the transfers was appropriate level of school attendance by children. During 2003-2006, this project provided incentives for families of more than 1 million of school age children.

3.2 Achievement of Project Development Objectives

(including brief discussion of causal linkages between outputs and outcomes, with details on outputs in Annex 2)

MONE utilized the project to support its education development agenda and to extend the scale of improvements in access to quality basic education in Turkey. In spite of delays in launching most of the activities under BEP2, significant results were achieved during a rather limited implementation period (the last 24 months).

For the analysis of progress towards achieving the PDO the objective can be presented in three sub-objectives:

- (i) extended coverage of basic education;
- (ii) improved quality of basic education; and
- (iii) extended access to ICT for basic education students.

The first two objectives were to focus on children of low-income families and children with special needs.⁶

⁶ The results framework and outcome indicators (OI) suggest assessing achievement of the PDO through the number of students benefiting from renovated or new educational facilities (OI#1), students improved performance due to new educational materials and staff training (OI#2 and 3), children improved school readiness due to preschool staff training and mothers educational programs (OI#4 and 5), and students using ICT for learning (OI#6). Quantitative progress towards the targets is presented in the Data Sheet and qualitative aspects of the achievements are discussed in this section.

Progress against these objectives was assessed by several means. The beneficiary survey was conducted in Autumn 2007 to evaluate the progress of BEP2. In total, 1,825 interviews were conducted with headmasters, teachers, parents and students from schools supported under the project in 12 provinces. Moreover, in order to evaluate project impact, 14 project sites were visited during ICR mission, over 50 headmasters, teachers, parents and officials at the provincial level were interviewed. On the national level, meetings and interviews were conducted with officials of eight key MONE Directorates involved in the project, officials from State Planning Organization and PCC staff.

(i) Extended coverage of basic education.

Extended coverage (or “progress in coverage”) means that more children are enrolled into the education system. This target with particular focus on grades one to eight and students from low income families and children with special needs is included into the development objective.

However, this PDO is difficult to measure because of two reasons. *The first reason* is the following. This objective is reflected in the Outcome Indicator #1: “More than 350,000 students benefit as a result of renovated *or new* educational facilities”, and this indicator only partially captures the objective of increasing education coverage. In fact, two objectives are mixed in the indicator: i) *enrolling additional children* in the basic education, and ii) providing *students already enrolled in the system* with access to improved education infrastructure and facilities. Detailed end-of-project targets are set up in the results framework for this indicator, but they do not separate two categories of the beneficiaries (target groups). Thus, it is challenging to estimate the intended impact of the project on coverage in quantitative terms. *The second reason* is that, the objective itself sounds too ambitious, considering the number and substance of the activities planned under the project and targeted to extending education coverage. These activities under Component #1 “Extending Basic Education Coverage” included: i) constructing new preschool classes, and ii) constructing classes for special needs education. Also, the special emphasis was placed on low income rural and urban areas.⁷

In spite these difficulties, there is evidence of progress towards improving basic education coverage. Thus, nine new school buildings (with 8 classrooms each) for *special needs* education were constructed under the project (the target was to construct 20 new buildings). This investment provided access to basic education for approximately 1,800 students with special needs.⁸ As reported by officials, most of these children had limited (home schooling supported by visiting teachers) or no access to formal education before the project. Moreover, facilities for special needs students were constructed in 109 basic schools, i.e. ramps, proper toilets and

⁷ No investments were planned to other areas which typically lead directly to extended coverage, i.e. recruiting teachers, providing incentives for families, bussing children to schools, etc. However, as it was mentioned in the section 3.1, Conditional Cash Transfer program was planned and implemented under Social Risk Mitigation Project in 2003-2006; the program directly addressed the issue of education coverage.

⁸ The target for the relevant Outcome Indicator #1 is 14,800 students with special needs. The actual value of 1,800 students specified here is lower because i) the target of 14,800 students include those students who benefited from *renovated* schools (7 special education schools were renovated), ii) less schools were constructed, i.e. 9 against the target of 20 (output indicator #7), and iii) special assess facilities for students with limited physical capabilities were constructed in 109 basic schools, but there is no data available about number of special needs students attending such schools and therefore these students are not included into the actual value for the indicator.

elevators. This is very valuable achievement in improving access to education for children with limited capabilities.

The major investment targeting better coverage was building new preschool classes (preschool education is considered as part of basic education in Turkey). 169 preschool classrooms were constructed as separate buildings, *mainly in rural areas with low income population* (the original target was 300 schools). On average, these classrooms are attended by 24 children each, giving in total about 4,000 children attending the new preschools.⁹ Before new classes were constructed, preschool students attended classrooms located inside main school buildings, or, in rare cases had no access to preschool education. Interviews with school administrators and preschool teachers showed that having new separate and well-equipped buildings especially designed for young children helped in developing positive attitudes to preschool education among parents. Some preschools reported a small increase in enrolments during current school year and they do expect a more visible increase in school year 2008/09. New preschool classes have a capacity to accommodate greater number of students. Most of the construction works were done with high quality, which was acknowledged by officials at the national and provincial level and by direct beneficiaries, i.e. teachers and headmasters. All new preschools were properly furnished and equipped under BEP2.

Taking into account that BEP2 was supporting Government's Basic Education Program, which also targets better coverage of basic education, it is important to mention progress in this area achieved beyond the direct project interventions. As a result of continuous efforts of MONE, basic education enrolment increased by more than 500,000 students during the course of the BEP2 (from 2002 to 2007). However, due to growing school age population in Turkey, there was no increase in enrolment rates during the period of 2002-2007: net rate slightly decreased from 90.98 percent in 2002/03 school year to 90.13 in 2006/07, and gross rate did not change, - 96.45 and 96.34 percent respectively. The share of girls to boys in basic education increased from 91.1 percent in 2002/03 to 94.1 percent in 2006/07.¹⁰ Net enrolment rate for preschool education increased dramatically from 11 percent in 2002 to 25 percent in 2006/2007 school year reaching the target set in Government's 9th Five Years Development Plan.¹¹

Finally, considering the number of improved, extended, renovated and retrofitted schools (over 480 schools together with those newly constructed), the coverage of children by *schools of higher quality* did improve as a result of the project. This is an important achievement, especially taking into account that the issue of access to quality education always comes to the front once universal access to regular educational services is ensured. Better equipped, renovated, less crowded and safe schools staffed with well trained teachers are well received and contribute to developing positive attitude towards education among parents and local communities. These improvements in the education quality are discussed below.

Overall, the *rating for this development objective is moderately satisfactory*.

⁹ Data from Project Completion Report. Observations during visits to two rural preschools gave an average of 12 students been present in classes. The actual value of 4,000 students is lower than the target of 12,000 specified in the Outcome Indicator #1. This is due to the fact that i) less schools were constructed, i.e. 166 against the target of 300 (output indicator #6), and ii) the initial target was too ambitious (300 schools with 24 student end up with 7,200 students who supposed to benefit from the new preschools).

¹⁰ National Education Statistics. Formal Education. 2006-2007. The Ministry of National Education. 2006

¹¹ Data from Project Completion Report with reference to National Budget Report for 2007.

(ii) Improved quality of basic education

Quality of education is traditionally considered as a combination of quality of conditions of education and educational process, and quality of educational outputs and outcomes. As most of the activities were implemented during the last 24 month of the project, there was not sufficient time to determine the project impact on educational outcomes (such as improved students' achievements in national and international tests, better key competences and skills, etc.). However, there is evidence available from the beneficiary assessment and interviews for assessing changes in quality of various components of *education process* and *educational outputs*. Findings in these two areas are presented below.

The following major *project interventions* contributed to increasing quality of education process and educational outputs:

- 1) Improving and renovating school premises;
- 2) Retrofitting school buildings to ensure earthquake safety;
- 3) Constructing new classrooms (within existing schools);
- 4) Providing students and teachers with educational materials;
- 5) Providing teaching and learning materials for special needs education;
- 6) Constructing new preschool premises separate from main school buildings and especially designed for early childhood education;
- 7) Providing access to ICT for students and assisting in developing basic computer literacy;
- 8) Providing mothers of future students with relevant educational materials regarding growing their children and preparing them for schooling; and
- 9) Training teachers.

Quality of educational process and conditions of education.

A large number of schools (more than 310) was *renovated* under the project. Schools for renovation were carefully selected and most of them were located in poor and remote areas. Education authorities on the national level suggested that a large number of these schools are geographically isolated and their improvement would have been delayed without the project implementation. Almost all schools which were renovated were also *retrofitted* (just above 300). Headmasters and officials also stressed the importance of retrofitting (earthquake safety) works conducted under BEP2. Improved earthquake safety in the schools was highly appreciated by all beneficiaries, including teachers and parents. As the result of the project, about 216,000 students annually attend better, cleaner, well renovated and safe schools (the original target was 350,000 students, but because of the increased costs of civil works fewer number of schools and consequently students were supported), including over 45,000 students in gecekondü areas.

It must be noted here, that for a number of output indicators dealing with construction works the actual values are lower than the targets. As it was mentioned in the section 1.7, this is due to a number of factors, including earthquake safety regulations increasing unit costs, the strengthening of the Turkish Lira against US dollar, and a general increase in market prices for civil works together with modest initial price estimations and ambitious targets.

School administration and provincial officials reported that *new classrooms* (over 180) constructed under the project reduced the number of overloaded classes and in some cases reduced the number of double shifts, which had positive implications for the quality of educational process. One hundred out of these new classes were constructed in schools in poor gecekondü areas, and over 70 in special needs schools.

BEP2 provided large number of schools with *educational materials*. 2.45 million students attend schools provided with the materials, including 2.39 million students in poor gecekondu areas. In most cases, schools' needs were studied carefully and schools received those particular materials that they were missing. Educational authorities on the provincial level and school staff reported that the materials are intensively used and teachers were satisfied with them. Educational materials for special needs education were provided to teachers and students, helping to address specific needs of this sector of basic education. All beneficiaries appreciated this support and, in many cases reported a positive impact of new materials on the students' performance.

Large number of *educational staff was trained* under the project (over 87,000), including teachers, school inspectors, teacher trainers and administrators. The training covered a variety of topics, including student-centered teaching, new educational technologies and practices, social aspects of education, new curriculum, approaches to assessing school performance, etc. Most of the training was conducted on the provincial level. Schools and teachers could choose training programs they wanted to undertake and adjust professional development paths according to personal needs. Teachers reported that the training received helped them in improving teaching practices, and in introducing new methods of teaching. In general, they observed improvements in students' performance after the new practices were applied in the classrooms.

New preschool classes (169) constructed under the project not only extended access to education but also improved the quality of preschool education. Younger children now attend separate classrooms especially designed to accommodate their needs. All preschool classes were well equipped with appropriate furniture and learning materials. The buildings were constructed in compliance with earthquake safety regulations.

The quality of educational outputs, including students' performance.

Under the Beneficiary Survey, headmasters and teachers evaluated the impact of the different project interventions on the quality of educational outputs and reported visible impact. The findings are presented below and grouped around key beneficiaries of the project. The impact was attributed to different project interventions. Moreover, interviews with the stakeholders and observations made during the sites visits correspond to the evidence available from the Beneficiary Survey.

As a result of the project, *basic education students* improved their performance during lessons, increased interest towards school and lessons, participated in lessons more actively, had more equal access to computers, and improved computer / internet using skill. *Special education students* improved writing, reading and mathematical skills (impact is attributed to hearing devices and Braille typewriters), interactions and communication skills (impact is attributed to hearing devices), and social and independent life skills. First year *students whose parents participated in "Mother and Child"* education program when compared to other students demonstrate better team working skills and help one another more regularly. They participate more in classroom activities, are better at expressing their ideas within a group, give more respect to fellow students' rights and are more aware of their own rights, follow the rules of school and society better, and give importance to their personal care. Moreover, "Mother and Child" education program supported by the project addressed the issue of girls' education by providing mothers with relevant information and training.

The objective of improving quality was reflected in the *outcome indicators 2, 3, 4 and 5*, which were designed to measure students' performance and preschool children's readiness for schooling. Unfortunately, there are no data available to determine the exact numbers of students who

improved the performance or school readiness, but the results of beneficiary survey demonstrated qualitative evidence of improvements in these two areas.

Thus, the project improved educational infrastructure and conditions of delivering educational services, especially in poor areas, and demonstrated positive impact on teaching practices and students' performance with special emphasis on students with special needs, and students from poor areas. However, there are important shortcomings which keep the ***rating for this objective to moderately satisfactory***: i) the scale of achievement related to quality of education could have been higher and closer to originally planned targets if the project was implemented according to original schedule, and ii) data to measure project impacts on quality of educational outcomes (such as improved students' achievements in national and international tests, better key competences and skills, etc.) are not yet available due to insufficient time to collect such data.

(iii) Extended access to ICT for basic education students.

Under the project, 3000 schools (over 4000 classrooms) have received ICT hardware providing access to ICT to more than 2.4 million students a year. Computer classrooms installed under BEP2 made a visible difference in providing students with access to ICT and equipping students and teachers from poor areas with basic ICT skills. During the site visits and under the Beneficiary Survey, students and teachers reported greater opportunities for accessing ICT for computer science lessons, as well as teaching and learning other subjects and performing extracurricular activities (i.e. developing web-sites). Computer labs are extensively used for improving students' computer literacy. There are positive examples of ICT use to support new curriculum, and students' independent learning. The Outcome Indicator #6 for this objective required 2 million of students to use ICT for learning and it was fulfilled.

School visits and meetings with teachers demonstrated that most of the teachers' demands for formal training in ICT literacy and support in using ICT for teaching are met at local level (outside the project). Ongoing support to teachers in using ICT is provided by tutors (instructors) trained under the project. Local communities also appreciated the ICT equipment installed in schools. For example, in one of the rural Erzurum provinces the head of parental committee stressed that there were no opportunities for children to have public access to computers and some of them visited parents' offices to search the internet to prepare homework and projects, while other students did not have such opportunity. In contrast, now all children easily access ICT in their own school. At the same time, the parents association helps the school with minor computer supplies and maintenance, if needed.

Overall, the ***rating for this development objective is satisfactory***.

3.3 Efficiency

(Net Present Value/Economic Rate of Return, cost effectiveness, e.g., unit rate norms, least cost, and comparisons; and Financial Rate of Return)

The framework for financial or economic analysis was not set up in the Project Appraisal Document. No cost benefit or economic analysis was done as indicated in the PAD. Quality At Entry review panel stressed the lack of economic rationale behind the project design. However, four major studies were conducted by the Bank and OECD in 2005-2007, exploring education sector efficiency issues.¹² The studies did not have BEP2 as the specific focus but rather looked into the Government's education sector development program (Basic Education Program).

¹² Education Sector Study, World Bank 2005. Public Expenditure Review, World Bank 2006. Country Economic Memorandum, 2006. Basic Education in Turkey, OECD 2007.

However, they do provide information for a rough assessment of education sector efficiency and BEP2's contribution.

The following conclusions can be made when efficiency is considered in terms of the cost of producing graduates of a given quality. Turkey increased public expenditures on primary, secondary and post-secondary non-tertiary education as share of GDP from 1.7 percent in 1995 to 3.1 percent in 2004.¹³ These investments allowed Turkey to extend basic education coverage, - in net terms the enrollment rate increased from 84.7 percent in 1997 to 90.1 percent in 2006.¹⁴ At the same time, Turkey is ranked among poor performers in international assessments (PISA 2003 and 2006, PIRLS 2001) and average results of the students in annual national achievement tests remained constant or showed very modest improvements during the recent years.¹⁵ It is important to note, that it was a major achievement that school quality measured by annual learning achievement tests did not decline during the rapid enrollment expansion. Thus, Turkey has probably had very modest reductions in cost per quality graduate (owing to higher enrollments and retentions) if at all, but clearly much more could be done. BEP2 has made a small contribution to this efficiency gain (by raising quality of graduates) due to its small overall size relative to the Government's program.

3.4 Justification of Overall Outcome Rating

(combining relevance, achievement of PDOs, and efficiency)

Rating: MS

The project was and remains *relevant* to basic education development agenda in Turkey and to the CAS priorities. In terms of three main PDOs, BEP2 successfully addressed the issues of *increasing access to and use of ICT for learning*, supported *improving quality* of basic education, and contributed to *extending basic education coverage* by focusing on preschool education and the vulnerable group of students with special needs. BEP2 has improved quality of educational infrastructure, teachers' qualifications, and teaching and learning process. Moreover, there are first modest indications of improved quality of outputs, i.e. student's skills, attitudes towards learning, learning experience, teaching practices, etc. The most visible impact was done in the area of special needs education where investments into increasing quality of educational process lead to students' successes in learning. *Students from rural areas, poor families and with special needs* were targeted by the project. BEP2 improved access to ICT for students and teachers and the equipment is efficiently used. However, there are some important *shortcomings* that keep progress towards achieving the PDO at moderately satisfactory rating: i) limited project impact on increasing basic education coverage, ii) partial achievement of end of the project targets for selected outputs, and iii) delays in implementation followed by postponed impact.

3.5 Overarching Themes, Other Outcomes and Impacts

(if any, where not previously covered or to amplify discussion above)

(a) Poverty Impacts, Gender Aspects, and Social Development

¹³ OECD, Education at a Glance 2007.

¹⁴ National Education Statistics. Formal Education. 2006-2007. The Ministry of National Education. 2006

¹⁵ At the same time, Turkey results In PISA 2006 were above averages for few countries with similar level of economic development, i.e. Bulgaria, Brazil, Mexico, and Romania.

BEP2 improved educational infrastructure in poor rural and urban areas. The project impact on education quality contributes to improving quality of human capital which is associated with poverty decrease. Observations during school visits and interviews with school administration (including in eastern territories) demonstrated that there are no internal barriers in the education system limiting access to schooling for girls. “Mother and Child” educational program supported under the BEP2 addressed the issue of girls’ education by stressing the importance of providing equal educational opportunities for both genders and explaining benefits girls receive from completing basic education. All project activities supported boys and girls equally.

(b) Institutional Change/Strengthening

(particularly with reference to impacts on longer-term capacity and institutional development)

Strengthening of institutional capacity was not among the project’s primary or secondary objectives. Nevertheless, some lessons of BEP1 were taken into account and PCC improved its capacity, i.e. appropriate financial management system was established, it was adequately staffed, and appropriate training was delivered to the personnel. The MONE and PCC staff improved their procurement skills, as confirmed by the latest procurement post-review report. The capacity of local education authorities in the area of procurement was also improved after appropriate training and support were provided under the project. A practice of supervising civil works by an independent consultancy firm was introduced during the project and strengthened the quality assurance procedures in this area; officials from the MONE and the State Planning Organization referred to this approach as positive and stressed the importance of disseminating this quality assurance practice to all projects which include civil works.

(c) Other Unintended Outcomes and Impacts (positive or negative)

There were no unintended outcomes of this project.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

(optional for Core ICR, required for ILI, details in annexes)

A Beneficiary Survey was conducted for BEP2.¹⁶ It demonstrated that key target groups were generally satisfied with the changes made by the project. In general, headmasters were neutral about renovation services provided to their schools (average score is 3.1). For the most part, this can be explained by the fact that there were few consultations conducted with headmasters during the preparation stage of civil works, and little attention was paid to headmasters’ views on types and scope of renovations their schools needed and almost no authority to control quality of work done (as reported during site visits). Both headmasters and teachers were satisfied with new preschool premises (average scores were close to 3.8). Headmasters and teachers were moderately satisfied with newly constructed classrooms (average score is 3.4 and 3.65 respectively). School staff appreciated quality of new preschool premises (average scores are close to 3.8).

Headmasters and teachers appreciated educational materials provided under the project (average score is 4) and were very positive about materials for special education (average scores are

¹⁶ The Likert scale method was used in the Beneficiary Survey to measure project impact and beneficiaries’ satisfaction with the project inputs and outputs. A five point scale was used and the following intervals were identified: “Strongly Disagree” (interval from 1.00 to 1.79 points), “Disagree” (1.80 - 2.59), “Neither disagree nor agree” (2.60 - 3.39), “Agree” (3.40 - 4.19), and “Strongly Agree” (4.20 - 5.00).

around 4.2), with the exception of Braille typewriters rated 2.7 by headmasters and 2.96 by teachers, because they felt that the quality of these products was low. Computer laboratories were well appreciated by teachers but not as much as by headmasters (score 3.72 for teachers against 4.3 for headmasters). All target groups reported that students do use all educational materials provided under the project, especially computer equipment and materials for preschool education. Moreover, the survey shows that students demonstrated improvements in knowledge and skills after they used new educational materials.

Teachers evaluated the quality of training provided as average (scores in the range from 2.44 to 4.15 depending on particular training program). However, at the same time, they made a statement of overall positive impact of various training received to their knowledge, skills and actual teaching practices (average scores in a range from 3.78 to 4.0). As a result of the project, teachers reported improved relationships with headmasters (and vice versa) and students; increased job satisfaction and desire to develop professionally; improved ability to provide efficient lessons using a larger variety of educational activities; used computer laboratories to support their teaching and other educational activities more often; and started using computers /internet more frequently for preparing and conducting lessons, and for evaluation and assessment.

4. Assessment of Risk to Development Outcome

Rating: Low

Increasing quality and coverage of basic education are official objectives of the MONE, as reflected in current national Five Year Development Plan. These objectives are supported by stable allocations to education sector from the national budget. Therefore, there is a little risk that the reforms showing good progress since 1997 will be reversed or reduced in scale, and that the investments made under the project will not be sustained.

However, there is a minor risk that the country will not be able to sustain the current high level of educational expenditures if economic situation turns unfavorable. Moreover, the school age population is increasing in Turkey. The pace of GDP growth has to be sufficient to support the growing demands of the education system, both in terms of share of resources channeled to education and per capita expenditures. It is likely that if the Government was forced to reduce expenditures to the education sector, the most likely candidates would be activities directly linked to quality improvement: teacher training, educational materials, maintaining ICT and other infrastructure.

5. Assessment of Bank and Borrower Performance *(relating to design, implementation and outcome issues)*

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry *(i.e., performance through lending phase)*

Rating: MU

The preparation of this project took place when its predecessor BEP1 was still under implementation which made it challenging to draw and apply the full range of lessons which were later outlined in the BEP1 ICR. Nonetheless, the Bank team made an effort to improve some of the problematic implementation aspects which made BEP1 unsuccessful. The project team made an effort to ensure quality at entry, including conducting a quality enhancement review and by taking on board many of the recommendations of the QER. The Bank team also relied on some of the lessons learned during the implementation of BEP1. As a result, a separate component on monitoring and evaluation was included in the project and key project indicators were improved

to focus more on outcomes. Also, significant efforts were made to improve the fiduciary aspects of the project which were highly problematic during BEP1. Greater emphasis was placed to improve financial reporting and procurement under the project.

It must be noted that the Bank team was very focused on ensuring that the new project would continue to provide the kind of support which the Government of Turkey requested. Therefore, the project was designed to contribute to the Government's Basic Education Program, building on its previous achievements. However, this kept the design of the project complex and challenging to implement and the Bank could have made more efforts to simplify the design. The Bank team did not explicitly recognize a number of weaknesses of BEP1 as risks for implementation. Thus, the Bank team could have done a better job to introduce more realistic implementation timeframe and to ensure that more capacity building was introduced in the project. Specifically, more work could have been done to ensure that a monitoring and evaluation system was established, which was one of the lessons of BEP1. In addition, as was previously noted, one important factor was not taken into consideration, i.e. the need to include earthquake safety measures into the design of civil works. As a result, the project costing significantly overestimated the number of schools which could be rehabilitated and reconstructed within the budget envelope. Consequently, the actual number of schools which were financed by the project was much less than originally expected.

(b) Quality of Supervision

(including of fiduciary and safeguards policies)

Rating: MS

The supervision of this project was challenging given delays and implementation issues as described above. The Bank team learned an important lesson from BEP1 and from early stages of BEP2, i.e. that more intensive supervision was necessary to enhance implementation efforts. Therefore, the supervision efforts improved over time, the Bank conducted frequent supervisions of the project as well as regular video-conferences, with participation of relevant MONE staff. In addition, following major delays in the earlier years of project implementation, the Bank team led a restructuring effort in mid-2005 to enable the project to move forward. This contributed to an acceleration of the project in the last year and a half when significant loan funds were disbursed (US\$250 million). Another positive aspect in Bank supervision was that the project was closely followed up by the team at the Bank Country Office. The procurement staff provided the Client with ongoing and just-in-time support to ensure quality and efficiency of procurement exercises. A critical recommendation was made by the Bank procurement team, to involve independent civil works supervisors in the project in order to improve the quality of works. Although the selection of the consultant firms took some time, the end result was that the highly ambitious plan to rehabilitate and construct schools in a limited timeframe was achieved and the quality of works was assured. Also, financial management staff on the Bank side provided important inputs in developing a comprehensive financial monitoring system for the project.

One aspect which remained deficient during implementation was an insufficient attention to ensuring that a system for monitoring and evaluation of the project was in place. Although the Bank made regular attempts to improve on this issue, particularly following project restructuring, the system was never fully introduced. To compensate for this, the Bank was successful in making sure that the Government provided all necessary data in order to adequately measure the project impact. In part, this included launching a beneficiary assessment at the end of the project which provided very useful and interesting data about project achievements. The Bank team also carried out an intensive ICR mission in order to collect some of the data and also agreed to include impact assessments on BEP2 in the ongoing Secondary Education Project.

(c) Justification of Rating for Overall Bank Performance

Rating: MS

The rating for Bank performance is MS given the Bank's strong commitment and support for the Government Basic Education Program and its continued and strong dialogue with the Government throughout the preparation and implementation periods. The Bank team provided valuable technical and operational support during the implementation period and contributed significantly to acceleration of implementation in 2006. However, shortcomings, particularly during the preparatory stage and low implementation progress made during first years of the project keep the performance rating at Moderately Satisfactory level.

5.2 Borrower Performance

(a) Government Performance

Rating: MS

Overall Government's performance is rated Moderately Satisfactory. There was major uncertainty on the Government side with financial mechanisms appropriate for the BEP2 funding after the new budget law was enacted in 2003, requiring all external donors funding to be included within the Government budget. This caused a delay with the project implementation for a year. State Planning Organization was involved in annual project implementation reviews, and contributed to the acceleration of the BEP2 implementation during the last year and a half by monitoring the disbursement progress against strict deadlines.

(b) Implementing Agency or Agencies Performance

Rating: MS

The project was implemented by the Ministry of National Education. Multiple components comprising diverse activities spanning numerous MONE Directorates, have made the project challenging to implement. Insufficient implementation capacity was also an issue. Organizational and leadership structures made it difficult for implementing units to take decisions. A significant area of weakness was monitoring and evaluation; there was no clear leadership in this area, and the functions and responsibilities were spread between MONE Directorates and PCC, and this contributed to difficulties with managing and evaluating the project.

Despite these issues, once MONE reached an agreement and made a decision, it was highly effective. The impressive performance of civil works activities in the last 18 months of the project shows that the PCC and MONE staff are capable of carrying out these types of activities efficiently and effectively. MONE made a tremendous effort in introducing earthquake safety regulations and arrangement under the project. Delegating responsibilities for selected procurements to the provincial level was a positive step towards facilitating the implementation. The PCC significantly contributed to fast project implementation during last 24 months of the project despite of a pressure of multiple and complex procurement activities. MONE demonstrated commitment to evaluating the impact of BEP2 by conducting the Beneficiary Survey and commissioning a major impact assessment study.

(c) Justification of Rating for Overall Borrower Performance

Rating: MS

In spite of the startup delays and difficult implementation process, the Government managed to overcome major obstacles and ensured significant progress towards achieving the project development objectives. During the final 18 month of the project US\$250 million was disbursed. However, the above mentioned hardships keep the performance rating at Moderately Satisfactory level.

6. Lessons Learned

(both project-specific and of wide general application)

The BEP 1 and 2 were investment lending operations and used the Adaptable Program Loan as an instrument. Both BEP1 and BEP2 contributed to implementation of the Government's Basic Education Program and financed same activities as were financed through this Program. In other words, it cofinanced national educational reform. Taking into account all the difficulties of implementing investment operations in education sector in Turkey, better consideration should be given to other Bank instruments, such as the SWAP and the Development Policy Loan, with procurement and disbursement based on country systems.

Other lessons drawn from the above analysis and discussions are presented below:

- Project design and scope should be appropriate to implementation capacity and significant efforts should be made to keep project design straightforward, simple and realistic.
- A realistic assessment of project duration during the preparatory stage, especially for the projects with large amount of civil works, could help to estimate project deliverables and impact more accurately.
- In the case of repeater or follow-up projects (i.e. APLs) it is important to learn lessons, obtain evidence to evaluate performance and achievements from previous operations before asking the Government to commit resources for next operation.
- It is crucial to ensure that a robust monitoring and evaluation system is in place before the project is launched.
- Roles and responsibilities of Government units and agencies regarding the projects should be made clear during project preparation.
- Adequate resources should be allocated to provide appropriate technical and operational support to the education program, considering the volume of lending and the longstanding relationship with Turkey. This includes appropriate full time technical and operations support in the country.
- It is essential that Bank teams not only carry out dialogue on policy aspects of the education sector, but also pay close attention to the political, social and institutional aspects of education reforms and have consultations with a broad range of stakeholders to improve the relevance and design of projects.
- During preparation of investment loans, straightforward implementation plans should be developed to indicate clearly all major activities planned for implementation. However, these plans shall leave a reasonable room for changes and adjustments related to details of the implementation. The Bank shall be flexible in responding to objective changes in the Borrower's' needs.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

The Borrower did not raise any issues regarding the ICR. See Annex 7 for details on the Borrower's ICR and the Borrower's comments.

(b) Cofinanciers

There were no cofinanciers for BEP2.

(c) Other partners and stakeholders

(e.g. NGOs/private sector/civil society)

Not applicable.

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in US\$ Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
IMPROVED BASIC EDUCATION COVERAGE	116.8	172.2	147%
IMPROVED BASIC EDUCATION QUALITY	174.2	95.9	55%
DELIVERY OF BASIC EDUCATION PROGRAM	19.1	6.3	33%
PROJECT IMPLEMENTATION SUPPORT*	1.6	3.0	188%
MONITORING, EVALUATION AND REVIEW	1.9	0.6	32%
Total Baseline Cost	313.6	277.9	89%
Physical Contingencies	29.7		
Price Contingencies	10.6		
Total Project Costs	353.9	277.9	79%
Project Preparation Fund	0.0	0.0	
Front-end fee IBRD	3.0	3.0	
Total Financing Required	356.9	280.9	79%

* Actual expenditures include financing of BEP1 activities in the amount of USD 1.1 million
Source: FMR, Project Balance Sheet as of January 22, 2008

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower		56.9	0.25	0.4%
International Bank for Reconstruction and Development		300.0	280.9	93.6%

Annex 2. Outputs by Component

Component 1. Extending Basic Education Coverage

The following main outputs were achieved under this Component:

- 169 preschool classrooms were constructed;
- 94 rural schools were renovated;
- 79 bussing schools were renovated;
- 50 boarding schools (YIBOs/PIOs) were renovated and received additional facilities, i.e. classrooms;
- 87 schools were renovated in gecekondur areas;
- 100 additional classrooms were constructed in gecekondur areas; and
- 7 special education schools renovated and 9 additional buildings with 8 classrooms each constructed.

All renovated schools in the list above - over 300 - were also retrofitted (except 5 schools which did not need retrofitting) to ensure earthquake safety.

Four firms were contracted to prepare documentations for renovating and retrofitting schools and supervised the civil works in different provinces. The firms prepared renovation and retrofitting files for 860 schools (part of them was supported under the project and the other part – through Government’s own resources).

Component 2. Improved Basic Education Quality

The following outputs were achieved under this Component:

ICT equipment

- 3,000 schools were provided with 4002 computer laboratories. The laboratories included computers for students, teachers, administrators, and librarians, as well as servers, printers, scanners, multimedia projectors, interactive whiteboards, air conditioning units, appropriate furniture, etc. 2,000 schools with about 400 students received one computer lab each and 1,000 schools with up to 1,500 students received two labs each. In school selection, preferences were given to schools without ICT equipment located in low income areas.
- 70 special need education schools for mentally challenged students and students with hearing impairment were equipped by computer equipment and furniture in 44 provinces.
- 40 primary education classrooms within hospitals received computers and printers.

Educational materials and furniture

- 135 preschools and 9 newly constructed schools for special needs education were equipped with appropriate furniture.
- 4,600 low income urban (gecekondur) and rural schools were provided with sets of educational materials: microscopes, television sets and DVD players.
- 800 preschools were provided with relevant educational materials.¹⁷

¹⁷ The materials included: concept game sets, painting tables, erasable painting sets, table puppet scenes, human body puzzles, farming sets, town traffic sets, wooden dominoes, wooden memory games, wooden

- 1,340 classes in special education schools received sets of educational materials.¹⁸
- 151 schools for visually impaired students in 80 provinces received 1,035 Braille typewriters.
- 48 schools for students with hearing impairment were provided with 75 sets of group hearing devices.
- *Procuring educational materials (including educational software) on provincial level.* Over 325 contracts for educational materials delivery were signed in more than 80 provinces. The materials were supplied to basic education schools, preschools and special needs schools. The procurement was made at the local level through the shopping procedures and the payments were done at the central level. A wide variety of materials, including educational software for various subjects, were supplied to the schools.

Component 3. Delivery of Basic Education Program

In total, over 87,000 educational staff was trained under this Component. This number includes about 1,500 tutors who continued the cascade type of training beyond the project. The following numbers represent different types of training delivered to various staff categories:

The national level

- 600 ICT tutors (master formatters)
- About 3,350 preschool teachers and administrators
- About 4,370 special need education teachers, administrators, tutors and inspectors
- Over 1,300 trainers for “Mother and Child” education program

The provincial level

- About 4,200 teachers, administrators and inspectors were trained in various areas of preschool, special needs and basic education on the provincial level
- About 550 ICT tutors were trained in the area of new technology and design
- Over 73,000 teachers were trained in the area of new curriculum in 80 provinces
- Moreover, 56,000 sets of materials for training mothers of young children under “Mother and Child” education program were printed and distributed under this Component.

Component 4. Project Implementation Support

In order to strengthen the performance of the PCC, nine additional individual consultants in the fields of ICT, financial management, construction, project management, reporting and communication were contracted under this Component. The Component supported training of the PCC staff and local educational authorities in the areas of project management, procurement, financial management, reporting and communication, ICT, and civil works. It also financed office equipment for the PCC. Recurrent costs of the PCC, including salaries of BEP2 staff and banking

block sets, block coffer (60-80 pieces), soft gymnastics devices, filled dolls and animals, sponge game cushions, bucket sets, ropes for skipping, train sets, space connection sets, science sets, puzzles, height scales, hand puppets, clocks, demount-dismantle sets, wooden kitchen sets, dolls, balls, musical rhythm sets, painting sets, figure matching sets, etc.

¹⁸ The materials included: mathematics sets, structural educational blocks, traffic sets, “talent cubes”, Lego sets, concept sets, reading-writing books, geometric figures, abacus, blowing sets, geometric planes aiming to develop concept for visually impaired, and six points reading blocks for visually impaired.

fees, the rent, utilities and maintenance costs for the office and equipment, the procurement advertisements costs were also financed from this Component.

Project Management System was developed under the project to assist MONE in carrying out the management and coordination of the World Bank financed projects. The Component was supposed to develop a database for Education Research and Development Directorate of the MONE but these services were never committed under the project and the funds were reallocated.

Component 5. Monitoring and Evaluation

The Component financed implementation of five studies:

- Impact of mothers' education on the readiness of the children for primary school;
- Impact of in-service teacher training on students' performance;
- Impact of education materials on learning achievements;
- ICT integration study; and
- Impact of special needs education on students' performance.

The studies were designed to collect baseline information in the respected areas but they were conducted closer to the project completion, and follow-up studies were never implemented.

The Component also financed Basic Education Program Review by OECD. In addition, it provided funds for printing and disseminating materials necessary for conducting student achievement tests in 2005.

Annex 3. Economic and Financial Analysis

(including assumptions in the analysis)

Was not conducted

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Marit Granheim	Sr. Education Specialist	ECSHD	Team Leader
Paud Murphy	Lead Education Specialist	HDNED	Co-Team Leader
Michael Mertaugh	Lead Education Economist	ECSHD	Former Team Leader
Ferda Sahmali	Senior Operations Officer	ECSHD	Operations
Laura Freganti	Country Program Coordinator	ECCU6	Operations
Hong Chen	Operations Analyst	ECSHD	Operations, ICR author
Ayse Seda Aroymak	Financial Management Specialist	ECCU6	Financial Management
Elmas Arisoy	Procurement Specialist	ECCU6	Procurement
Robert Schware	Lead Informatics Specialist	CITPO	Informatics
Dilek Barlas	Senior Counsel	LEGEC	Lawyer
Claudia Pardiñas Ocaña	Senior Counsel	LEGEC	Lawyer
Rohit Mehta	Senior Disbursement Officer	LOAG1	Disbursement
Monika Huppi	Consultant, Economist	ECSHD	Economist
Leo Sinke	Consultant, Architect	ECSHD	Architect/Constructions
Mary Eming	Lead Specialist, Child Development	ECSHD	Child Development
Michael Hallissy	Consultant, ICT for Pedagogy	ECSHD	ICT for Pedagogy
Selma Karaman	Team Assistant	ECCU6	Team Assistant
Amber Surrency	Consultant, Early Childhood Dev.	ECSHD	Early Childhood Dev.
Marit Holm	Consultant, Education of Children with Special Needs	ECSHD	Education of Children with Special Needs
Supervision/ICR			
Maureen McLaughlin	Lead Education Specialist	ECSHD	Task Manager
Ibrahim Akcayoglu	Consultant	ECSSD	Operations
Ayse Seda Aroymak	Sr Financial Management Specia	ECSPS	Financial Management
Furuzan Bilir	Operations Officer	ECCU6	Operations
Maria E. Gracheva	Operations Officer	ECSHD	Operations
Michael Hallissy	Consultant	ECSHD	ICT for Pedagogy
Dilek Barlas	Senior Counsel	LEGEC	Lawyer
Irina Kichigina	Senior Counsel	LEGEC	Lawyer
Rohit Mehta	Senior Disbursement Officer	LOAG1	Disbursement
Hannah Koilpillai	Disbursement Officer	LOAG1	Disbursement
Robin S. Horn	Sector Manager, Education	HDNED	Former Team Leader
Salih Kemal Kalyoncu	Procurement Spec.	ECSPS	Procurement
Jennifer Manghinang	Senior Program Assistant	ECSHD	Program Assistant
Ferda Sahmali	Sr Operations Off.	ECSHD	Operations
Robert Schware	Lead Informatics Specialist	CITPO	Informatics
Kirill Vasiliev	Research Analyst	ECSHD	ICR author
Elif Yonca Yukseker	Program Assistant	ECCU6	Program Assistant

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	US\$ Thousands (including travel and consultant costs)
Lending		
FY99		38.3
FY00	15	62.1
FY01	31	108.9
FY02	52	224.4
Total:	98	433.7
Supervision/ICR		
FY03	35	139.6
FY04	30	120.3
FY05	58	200.9
FY06	47	184.8
FY07	46	180.1
FY08	3	14.7
Total:	219	840.4

Annex 5. Beneficiary Survey Results

(if any)

The Beneficiary Survey was conducted in autumn 2007 to evaluate the progress of BEP2. In total, 1,825 interviews were conducted with headmasters, teachers, parents and students from schools supported under the project in 12 provinces. The Likert scale method was used in the Beneficiary Survey to measure project impact and beneficiaries' satisfaction with the project inputs and outputs. A five point scale was used and the following intervals were identified: "Strongly Disagree" (interval from 1.00 to 1.79 points), "Disagree" (1.80 - 2.59), "Neither disagree nor agree" (2.60 - 3.39), "Agree" (3.40 - 4.19), and "Strongly Agree" (4.20 - 5.00).

The survey demonstrated that key target groups were generally satisfied with the changes made by the project. In general, headmasters were neutral about renovation services provided to their schools (average score is 3.1). For the most part, this can be explained by the fact that there were few consultations conducted with headmasters during the preparation stage of civil works, and little attention was paid to headmasters' views on types and scope of renovations their schools needed and almost no authority to control quality of work done (as reported during site visits). Both headmasters and teachers were satisfied with new preschool premises (average scores were close to 3.8). Headmasters and teachers were moderately satisfied with newly constructed classrooms (average score is 3.4 and 3.65 respectively). School staff was appreciated quality of new preschool premises (average scores are close to 3.8).

Headmasters and teachers appreciated educational materials provided under the project (average score is 4) and were very positive about materials for special education (average scores are around 4.2), with the exception of Braille typewriters rated 2.7 by headmasters and 2.96 by teachers, because they felt that the quality of these products was low. Computer laboratories were well appreciated by teachers but not as much as by headmasters (score 3.72 against 4.3). All target groups reported that students do use all educational materials provided under the project, especially computer equipment and materials for preschool education. Moreover, the survey shows that students demonstrated improvements in knowledge and skills after they used new educational materials.

Teachers evaluated the quality of training provided as average (scores in the range from 2.44 to 4.15 depending on particular training program). However, at the same time, they made a statement of overall positive impact of various training received to their knowledge, skills and actual teaching practices (average scores ranging from 3.78 to 4.0). As a result of the project, teachers reported improved relationships with headmasters (and vice versa) and students; increased job satisfaction and desire to develop professionally; improved ability to provide efficient lessons using a larger variety of educational activities; used computer laboratories to support their teaching and other educational activities more often; and started using computers /internet more frequently for preparing and conducting lessons, and for evaluation and assessment.

Under the Beneficiary Survey, headmasters and teachers evaluated impact of the different project interventions on the quality of educational outputs and reported visible impact (scores close to 4 or slightly above). The findings are presented below and grouped around key beneficiaries of the project. The impact was attributed to different project interventions.

Basic education students

- Students' achievements increased

- Students' interest towards school and lessons increased
- Students' participation in class increased
- Students' chance of having equal access to computers increased
- Students' computer / internet using skill improved

Special education students

- Special education students' writing, reading and mathematical skills improved (impact is attributed to hearing devices and Braille typewriters)
- Special education students' interactions and communication skills improved (impact is attributed to hearing devices)
- Special education students' social acceptance, social and independent life skills improved

Preschools students

- Preschools children's adaptation to school environment improved
- Preschool children's participation in learning activities increased
- Preschool children's basic skills improved
- Parents' interest towards preschool education increased

First year students whose parents participated in Mother and Child Education program

When compared to other students, children, whose mothers participated in the training:

- Demonstrate better team working skills, help one another more
- Participate more in classroom activities
- Are better at expressing their ideas within a group
- Give more respect to fellow student's rights and are more aware of their own rights
- Follow the rules of school and society better
- Give importance to their personal care (clothing, hygiene etc.)

Teachers

- Relationships between teachers and headmasters improved
- Relationships between teachers and students improved
- Teachers' job satisfaction increased
- Teachers' desire to develop professionally increased
- Teachers' ability of providing efficient lessons increased
- The variety of educational activities performed by teachers increased
- Teachers' use of computer laboratory to support their teaching and other educational activities increased.
- Teachers started using computers /internet more frequently for preparing and conducting lessons, and for evaluation and assessment.

Annex 6. Stakeholder Workshop Report and Results

Stakeholder workshop was not planed / conducted.

Annex 7. Summary of Borrower's ICR and Comments on Draft ICR

SUMMARY OF BORROWER'S ICR

1. INTRODUCTION

Education system of a country is the most crucial indicator expressing how it defines itself and to-what-extend it prepares a future for its own.

In the new global world, a rapid change process has revealed with the new searches, new structures. As a requirement of this rapid change and improvement process, traditional type and classification approach in education system has left the floor to approach of identifying programs in line with new technologies. Therefore, even the most developed countries are searching for new ways to improve their education systems constantly and to increase quality in education.

The Turkish Government has introduced radical changes in Turkish Education System through enactment of the Basic Education Law 4306. In addition to incomes provided with the Law No.4306, a World Bank loan in the amount of USD 600 million has been received in order to support the Basic Education Program. The Loan Agreement for the first phase of the Basic Education Project was signed in June 25, 1998 and published in the Official Gazette dated August 1, 1998. This Agreement released first tranche in the amount of USD 300 million for the Program and the First Phase of the Basic Education Project (BEP I) was closed in December 2003.

For the sustainability of the Project, a Loan Agreement for the Second Phase of the Basic Education Project (BEP II) in the amount of USD 300 million was signed by/between the Government of Turkey and the World Bank on July 26, 2002.

In addition to foreign resources obtained from relevant projects, national projects have also been implemented for the support to Basic Education Program with the help of national campaigns and legal arrangements.

2. THE SECOND BASIC EDUCATION PROJECT

The main objectives of the Second Basic Education Project are to continue the Government's initiatives for expanding basic education coverage, improving the quality of basic education, and for making rural schools and schools in low-income areas around large cities (gecekondu areas) more attractive to the populations they are meant to serve; and to support expansion of formal preschool education and special needs education which are inseparable parts of basic education. In this regard, the Project also covered extension of BEP I activities.

The Project consisted of the following parts to achieve such objectives:

Component A: Improved Basic Education Coverage

1. School Rehabilitation
2. Expansion of Preschool Education Facilities
3. Expansion and Enhancement of Special Needs Education Facilities

Component B: Improved Basic Education Quality

1. Information and Communications Technology
2. Educational Materials Provision
3. Preschool Education

4. Special Needs Education

Component C: Delivery of the Basic Education Program: In-service Training

Component D: Project Implementation Support

Component E: Monitoring, Evaluation and Review

3. ACHIEVEMENTS IN KEY PERFORMANCE INDICATORS UNDER THE SECOND PHASE OF THE BASIC EDUCATION PROJECT

Performance Indicators Table defined under the Project’s Loan Agreement is as follows. Progress obtained in terms of performance indicators will be detailed in the following sections.

Table 1: Performance Indicators defined in Loan Agreement and Supplemental Letter

<i>Hierarchy of Objectives</i>	<i>Key Performance Indicators</i>	<i>Data Collection Strategy</i>	<i>Critical Assumptions</i>
<p>Sector related CAS Goal</p> <p>To increase the number and quality of graduates from Basic Education System</p>	<p>Sector Indicators</p> <p>All children at the of basic education age attend and successfully complete eight year basic education</p>	<p>Sector/country reports</p> <p>Statistics by Research, Planning and Coordination Council, ERDD and the State Statistics Organization.</p>	<p>(From Goal To Bank Mission)</p> <p>The global economy remains open and allows Turkey’s goods and services free access</p>
<p>Program Development Objective: To achieve full coverage and improve quality in eight year basic education</p>	<p>End-of-Program Indicators</p> <p>Government Goals for Basic Education Program</p> <p>School enrollment for all eligible children approach 100%</p> <p>School enrollment for eligible children at the age of pre-school education approaches 25%</p> <p>Student performance for all students in basic education improves</p> <p>40% of all children in basic education utilize ICT for learning</p>	<p>Program Reports</p> <p>Statistics by Research, Planning and Coordination Council, ERDD and the State Statistics Organization.</p> <p>ERDD Reports</p>	<p>(From Objective to Goal)</p> <p>Government’s continuous support</p>

The Republic of Turkey has mobilized all resources from donations and national allocations into education system. Besides, the Government makes its efforts to remove educational problems and to achieve its goals for education with the design and implementation of new projects and educational reforms.

➤ **Analysis of the Program Development Goals is as given below:**

Sector indicator 1:“All children at the of basic education age (including those with special needs) attend and successfully complete eight year basic education”: The MONE has tired to achieve this goal with different implementations. Figurative progress obtained between the years of 2002 to 2007 is as given below:

Table 3: Figurative progress between 2002 and 2007

Academic Year	Number of Students	Number of Teachers	Number of Schools
2002-2003	10.331.619	390.275	35.168
2003-2004	10.479.538	384.029	36.117
2004-2005	10.565.389	399.025	35.581
2005-2006	10.673.935	389.859	34.990
2006-2007	10.846.930	402.829	34.656

Schooling rates by years is as given below. Reviewing the following table indicates that the target of 95,6% under the 9th Development Plan has been nearly achieved.

Table 4: Schooling rates by years

Academic Year	Schooling Rates (%)
2002/'03	91,10
2003/'04	91,86
2004/'05	92,33
2005/'06	93,33
2006/'07	94,11

End-of-Program Indicators No.1 “School enrollment for eligible children at the age of pre-school education approaches 25%”: This target has already been achieved and the activities to reach to 2012-2013 target have been accelerated.

Schooling rate for preschool education during 2006–2007 academic year has increased to 25%. Our Ministry has accelerated its activities to reach children at the age of preschool education. (SGB 2007 Budget Report.)

End-of-Program Indicator No.2 “Student performance for all students in basic education improves”:

The Result Report for Student Achievement Test (OBBS) for the year 2002-2005 includes student achievement rates by grades on the following subjects: *a) Science Test, b) Mathematics Test, c) Social Sciences Test and d) Turkish Language Test.*

Absolute achievement rates obtained with science tests in ÖBBS 2002 and 2005 seem to be parallel with science score profiles. In general, there is an increase of 1 to 5 points in the results of test implementation in the year 2005 when compared with those of test implementation in the year 2002. This may be a result of review of test questions in line with the analysis conducted at the end of the test implementation in the year 2002. A crucial level of increase is not observed in the absolute achievement rates, which may be an indicator of an important bounce. In 2002, there has been an increase from the fourth grade to fifth grade, a decrease in the sixth and seventh grades and an increase at the eighth grade. Reasons leading to decrease in the 6th and 7th grade seem to continue their effects in both implementations.

Another activity related with student achievements is the PISA Project by ERDD. Results of the PISA 2003 project were declared in Turkey on December 7, 2004 simultaneously with 41 countries. Under PISA 2003, whether students at the age of 15 years old are well prepared for future challenges and to-what-extend these students have all skills required for mathematics, problem solving, reading and understanding and science and what causes failure, were searched. 6 skill levels in Math, 3 basic skill levels in problem-solving and 4 different skill levels in reading

literacy were determined. Compared with other education systems by skills required for basic education, Turkey is beyond the average levels of OECD countries and 75% of students in our country are at the second or lower levels for Math.

End-of-Program Indicator No.3 “40% of all children in basic education utilize ICT for learning”:

The Ministry makes its efforts for not leaving any school without Internet connectivity and computers through the use of donations obtained from 100% Support to Education Project. Under volunteer donations, totally 2006 IT laboratories were installed by Trade Union of Textile Employers, 1536 IT Labs under 100% Support to Education Project and 1500 IT labs by the Ministry of Transportation. Besides, totally 1610 IT labs were installed under the first phase of the EIB funded Educational Framework Project. Under BEP II, updating of 2561 IT labs installed under BEP I and installation of 2096 new IT labs were achieved.

Analysis of Performance Indicators

[Comment: Key indicators, as presented in the Section 1.2 on the ICR]

➤ ***Findings related with Indicator I:***

Renovation of 94 Rural Schools:

Renovations of 94 in planned 200 rural schools were completed. Taking into account the assumption that the number of students per school is 240, totally 22,560 students will be benefiting from these schools in one year.

Renovation of 87 Gecekondu Schools:

87 of the planned 210 gecekondu schools were subject to retrofitting and renovation activities under BEP II. Taking into account the assumption that each school has approximately 8 classes with approximately 40 students per class, totally 27,840 students will be benefiting from these schools in one year.

Renovation of 50 YIBOs/PIOs:

50 of the planned 210 YIBOs/PIOs were subject to retrofitting and renovation activities under BEP II. Taking into account the assumption that each YIBO/PIO has approximately 16 classes with 2 branches and the number of students per class is 35, totally 28,000 students will be benefiting from these schools in one year.

Renovation of 79 Bussing Schools:

79 of the planned 200 bussing schools were subject to retrofitting and renovation activities under BEP II. Taking into account the assumption that each bussing school has approximately 24 classes with approximately 35 students per class, totally 66,360 students will be benefiting from these schools in one year.

Construction of Additional 169 Preclasses:

Additional 169 pre-classes of the planned 300 in total were constructed under BEP II. Taking into account the assumption that each pre-class has approximately 24 students per class, totally 4225 students will be benefiting from these pre-classes.

Construction of Additional 9 Classes and Renovation of 7 Special Needs Education Schools:

Additional 9 buildings with 8 classes of the planned 20 schools were constructed and 7 of the planned 40 schools were subject to retrofitting and renovation activities under BEP II. Taking

into account the assumptions that each additional school with 8 classes has approximately 25 students per class, totally 1400 students will be benefiting from these pre-classes in one year. Totally 3,200 students will be benefiting from these special needs education schools renovated under BEP II.

Reviewing general status of the civil works and renovations, totally 152,185 students are assumed to benefit from these investments per year. Taking into account the adjustments/reductions in figures determined at the beginning of the Project implementation, these results can be regarded as “reasonable”.

➤ ***Findings related with Indicator II:***

Changes in students observed by school administrators by the use of educational materials in line with the findings of Baseline Study on the Impacts of Educational Material Use on Learning Results indicated that almost 100% of school administrators think that interests of students towards their courses have increased, 96% of them that active participation and achievement rates of students against their courses have increased; 86% of them that their degrees of consciousness of deciding profession have increased; 84% of them that their abilities of research have increased; 80% of them that their abilities of critical thinking have increased; 71% of them that their abilities of class environment control have increased; 74% of them that their attendance rates of class have increased; 67 % of them that success of OKS has increased; 52% of them that their obedience for disciplinary rules has increased; and 36% of them that achievement rates in PISA or alike have increased

Opinions of the Administrators on the Changes Observed in the Students after the Use of The Education Materials in the Rural/gecekondu regions indicated that almost 97% of students from gecekondu schools think that interests of students towards their courses have increased, 96% of them that courses are more fun; 93% of them that their participation in class has increased; 92% of them that their capability of understanding courses has increased; 91% of them that they do their homework more regularly. The least effective factor in the use of educational materials by the students in gecekondu schools is the “finding different answers to questions of teachers” (%69).

Almost 97% of students from rural schools think that interests of students towards their courses have increased, 95% of them that courses are more fun; 93% of them that their capability of understanding courses has increased; 91% of them that they do their homework more regularly. The least effective factor in the use of educational materials by the students in gecekondu schools is the “finding different answers to questions of teachers” (%70). In line with these findings, the use of educational materials both by students in rural schools and in gecekondu schools have positive effects on learning results and the effects of the use of educational materials are similar in gecekondu and rural schools

The Impact of In-service Trainings on Students

One of the indicators of an effective in-service training is its impact on students’ academic success. The main purpose of In-service trainings is to improve the quality of teaching and learning activities presented to students and thus, to increase students’ academic success.

Acquirements of Students provided by the In-service Trainings on the New Curriculum

The majority of the teachers indicated that after in-service trainings they attended, increases in students' academic performances, motivation to and interest in the lessons and study skills were partially or often observed. While 11% of the teachers indicated that increases in students' academic success were observed quite often, those of indicating that increases were partially observed was 60% and those of indicating no increase is observed is 29%. Additionally it has been indicated that increases in interests and motivation of students against courses has been observed partially (54% and 48% respectively) and often (30% and 36% respectively). In addition to these increases, the similar increases in the students' skills of teamwork, doing research and independent study and active participation in the lessons were also noted. Briefly, in-service trainings on new curriculum seem to have positive effects on students.

Acquirements of Students provided by the In-service Trainings on ICT

Increases were partially or often observed in students' academic performances, motivation to and interest in the lessons, and students' teamwork, research, observation and independent study skills. However, the issue paying attention is that increases in students' academic performances and skills were seen as 'partially' not as 'often'.

Either partially or often, the highest increase (87%) was observed in students' motivation and their participation in the lessons. These are followed by increases in students' interest in the lessons and their academic performances (69%).

Even though teachers said that they could not transfer new knowledge and skills gained from the in-service trainings into the practice, increase in this amount in students' academic performances and skill are appreciative.

Student Acquirements of In-service Trainings at Preschool Education

More than half of the teachers reported that after the in-service trainings, increases in their students' academic achievement (71%), motivation to the lessons (71%), skills (61%), and interest in the lessons (71%) were partially or often observed. Despite the fact that preschool teachers did not obtain significant acquirements from the in-service trainings and could not transfer them into the practice in their lessons, the results are promising.

Student Acquirements of In-service Trainings at Special Needs Education

While 54 % of the teachers indicated that increases in students' success were observed quite often, those of indicating that increases were partially observed was 21% and those of indicating that no increase is observed is 25%. However, it has been indicated that increases in students' academic performances and skills were observed 'partially' (60% and 52% respectively) and 'often'(22% and 26% respectively).

Consequently, more than half of the teachers from various fields reported that in-service trainings had positive effects on their students' academic performances, skills and motivation. Even if the majority of the teachers indicated that they could not transfer their new knowledge and skills gained from the in-service trainings into their practice, the amount transferred to the practice can be enough to increase students' success and improve their skills. During interviews with the teachers, they said that their students have become more interested and enthusiastic, and active in the lessons and began to do research and investigations since they have used the new curriculum. All these acquirements, naturally, are the results of teachers running their lessons according to the new curriculum as it has a student-centered approach. For these reasons, as suggested earlier in

this chapter, teachers are supported for using new knowledge and skills acquired from in-service trainings and followed whether or not they transfer them into their practice in order to increase the quality of teaching and learning in schools and the effectiveness of in-service trainings.

➤ **Findings related with Indicator III:**

As analyzed within Indicator No.2.

➤ **Findings related with Indicator IV:**

Figurative Progress obtained at preschool education level is as given within the following table:

Table 6: Figurative Progress at Preschool Education Level

Academic Year	# of Schools	# of Students	# of Teachers
2006-2007	20 675	640 849	24 775
2005-2006	18 539	550 146	20 910
2004-2005	15 929	434 771	22 109
2003-2004	13 285	358 499	17 511
2002-2003	8 873	320 038	13 356

This Table presents an ocular increase at the preschool education level. Schooling rate for the preschool education has reached to 25% in 2006–2007 academic year. Our Ministry has accelerated its activities for reaching all children at the age of preschool education. (*SGB 2007 Budget Report.*)

Totally 3497 teachers, administrators and inspectors were trained via of 25 seminars on preschool education under BEP II. It can be concluded that target related with in-service training on preschool education has been approached.

➤ **Findings related with Indicator V:**

Mother-Children at the age of 5-6 Education Program (MOCEP) has been implemented since 1994 with the cooperation between the Directorate General for Apprenticeship and Non-formal Education under the MONE and Mother-Child Education Foundation (MOCEF). This Program has been implemented under Non-formal Education Project between 01.09.1994 and 31.12.1995, National Education Development Project between 01.01.1996 and 30.06.1999, resources from MOCEF between 1999 and 2000, and under the Basic Education Project signed by/between the Government of Turkey and the World Bank between 2000 and 2003 with the support of MOCEF.

The main purpose of the Program is to support multi-dimensional development of the child via his/her mother who is the closest. This Program is comprised of 3 parts: 1. “Mother Support Program”; 2. “Reproduction Health and Family Planning” and 3. “Mental Training Program (ZEP)”

In line with the data obtained from the DG for Apprenticeship and Non-formal Education under the MONE, totally 120,000 children were reached with the training of 57,852 mothers between 2003-2007.

➤ **Findings related with Indicator VI:**

In line with the data from Activity Report for the year 2006, totally 13,292,872 students are provided with education in basic and secondary education institutions throughout the country. According to data from EDUTECH, number of computers in public basic and secondary education schools is 555,000, which corresponds to 23,95 students per student. Moreover, the Ministry provided training for 50,114 teachers on IT.

Educational Portal activity was excluded from the project design in line with the request of EDUTECH; however, the Ministry's initiatives for the establishment of EP by local financing resources are still ongoing. The Ministry plans to continue its initiatives for educational portal by providing authoring software to teachers, organizing campaigns for teachers, and developing professional software.

Pursuant to protocol signed with Turkish Telekom, ADSL Internet connectivity was provided to all schools with required infra-structure and students in these schools are today benefiting from Internet services.

Under BEP Projects, totally 5802 schools were installed with ICT labs (2802 Schools with 3188 IT Classes under BEP I and 3000 schools with 4002 ICT classes under BEP II). When the threshold value of 400 students for the installation of IT class is taken into account, totally 2,320,800 students are benefiting from IT labs. If the upper threshold level of 1500 students is taken into account, then this number increases to 8,703,000 students in total.

On the other hand, in line with the findings of Baseline Study on ICT Integration, taking into account that 25% of sampling schools have educational software, it can easily be concluded that the Ministry has achieved its Program targets.

6. PROJECT FINANCING

Amendments to the Loan Agreement

Since the beginning, the Second Basic Education Project has been amended for three times.

In compliance with the revised project, the third loan amendment request is as listed below:

Schedule 1 (Withdrawal of the Proceeds of the Loan), Clause 1 is required to be amended as follows:

	<u>Category</u>	<u>Amount of the Loan Allocated (US\$)</u>	<u>% of Expenditures to be Financed</u>
(1)	Works	174.500.000,00	100%
(2)	Goods	98.000.000,00	100%
(3)	Consultants' services	19.500.000,00	100%
(4)	In-service training	4.900.000,00	100%
(5)	Training	50.000,00	100%

(6)	Incremental operating costs	50.000,00	100%
(7)	Fee	3.000.000,00	Amount due under Section 2.04 of the Loan Agreement
(8)	Unallocated	0,00	
	TOTAL	<u>300.000.000,00</u>	

7. MAJOR FACTORS AFFECTING PROJECT IMPLEMENTATION

A majority of delays were faced in the first two years of the project implementation. The main reasons behind these delays were the non-allocation of funds for BEP II from the General Budget and the turnovers in both senior and regular staff experienced with project implementation.

All BEP 2 team worked in the preparation and design of the Project Implementation Plan which is the basis for project implementation for approximately five months. PIP prepared with great efforts of the MONE line units, was put out of implementation after 5 months due to the request of the Bank and a restructuring was proposed in project design. Preparation of restructured project design and loan amendments based negotiations lasted for approximately four months.

The main reasons for restructuring were to make some procurement at local level to shorten procurement periods. Accordingly both the Bank's and the Ministry's predictions were realized and all procurement started in the year 2005 could have been completed by the end of August 2007. However, some of these activities could not be completed in time while some of them (Education Portal, Decision Support System) were cancelled due to lack of experts. One of the main reasons behind this situation is the project amendments which were made very often and the fact that restructuring could not be adapted within a short period of time, while another is the lack of expert staff (600 Formatter Training).

8. PROJECT SUSTAINABILITY

Both field trips and the requests forwarded to the Ministry indicate that the public attention and interest to the Basic Education Program is increasing gradually through the country. The requests of the community for better educational conditions and technology-based education are constantly forwarded to the Ministry of National Education. At this point, with full of success in terms of basic education system in Turkey, there is still much to be done in basic education system.

The Government of Turkey once again supports its commitment for sustaining Basic Education Program and sub-projects through the use of government budget, educational laws and educational mobilization activities and regulations commenced throughout the country.

9. BANK PERFORMANCE

The Second Basic Education Project which was a subsequent phase of the first one assisted in achieving the Government's broader development program that is "Basic Education Program". The Project covers a certain part of a comprehensive program.

The Bank has monitored and oriented the Project implementation in a satisfactory way in terms of guidance and assessment matters. The MONE prepared a Log Frame and concluded Project design activities in a workshop with the participation of technical staff from MONE Line units with the Professional help of the Bank staff. For the effectiveness of Project implementation, the Bank staff did not denied its best efforts and provided project management training for the MONE staff for the preparation of the Project Implementation Plan which deemed as one of the most successful documentation among other projects. Supervision activities are performed on a regular basis as well. Taking into consideration the whole performance of the Bank, the Ministry deems the Bank performance at project implementation including preparation and supervising activities as “*satisfactory*”.

10. BORROWER PERFORMANCE

During the preparation and implementation of the operation

Regular meetings were held by the PCC at Project implementation period, and senior officials of the MONE participated actively in these meetings and provided their support for effective and efficient Project implementation process. World Bank staff also participated in most of these meetings. Both Assoc. Prof. Hüseyin ÇELİK, *the Minister of National Education*, and Mr. Salih ÇELİK *Deputy Undersecretary of the MONE*, have provided their support to Project staff during implementation period.

The BEP 2 Implementation Progress indicator has been deemed "unsatisfactory" in the Project Supervision Report due to budget constraints for BEP 2 from the budget of the Government for the year 2003 and turnover of Project manager twice within 12 month period. This rating was the same for a period of one year. During the supervision mission, the Bank team has supervised the achievement obtained in terms of action plan targets, Project Implementation Plan, Detailed Project Schedule, Responsibility Matrix and Project Timing Schedule and intensive meetings were held with the working groups.

As a result of these revisions and negotiations and based upon the progress obtained on the Project activities since June 1, 2004, The Bank management has increased the ratio into Satisfactory. However, during the mission, the Project Manager and BEP II team has assembled more than twice in order to add the information on detailed activities and accountability responsibility required for achievement of Project objectives into the PIP Document before October 22.

The Project implementations commenced with a 6 months delay since there was no allocation in the budget of the year 2003. The preparation of the Project Implementation Plan in 2004 took a long time and it was prepared after the workshops lasting more than one month after a month of training with the participation of approximately 60 representatives from all units under the project.

On the other side the studies were carried out in order not to give way to any constraints in the procurement activities by taking the necessary precautions. In this context, most of the bidding specifications for the procurements to be conducted in 2005 are prepared and/or forwarded for the no-objection of the Bank.

11. ASSESSMENT OF OUTCOME

Evaluation of the Output/Impact indicators presents that the Ministry of National Education is above the average level in terms of achievement rates for project targets. More detailed and clear information will be obtained after Assessment Study to be conducted in September 2007.

The overall rating of the project could be regarded as “partially satisfactory”.

12. LESSONS LEARNED

Project implementation can be commenced with at least one year delay due to preparatory activities in Project management. A part of loan proceedings should be allocated for these budgetary preparation activities in line with mutual agreement during Loan negotiations and one year preparatory period (for the preparation of Project Implementation Plan and Technical Specifications) should be included to this process before the effectiveness of the Loan. The Bank’s procedures should be reviewed in a way to include this period.

Some arrangements made after Loan Agreement causes narrowing in resource funding. In such cases, for instance activities which are considered to include 5 quantities of activities include 3-4 quantities of activities as a result of such narrowing. Accordingly, loan amendments should be made in a way not to cause any narrowing in resource funding. For instance exclusion of Government contribution caused narrowing in resource funding in the amount of USD 59 million.

On the other hand, while some of the contracts are signed in USD, the others are signed in NTL. In such cases, narrowing in resource funding occurs due to difference in foreign exchange rates and NTL’s increasing value. This problem can be prevented with contracting activities in one currency (USD).

Pre-bid meetings were held for ICB procurements under BEP II in order to answer the questions of interested bidders for clarifications. Accordingly, the PCC had the opportunity to make related clarifications on the issues that the bidders should be following during preparation and submission of bids, to interested bidders who are used to biddings under Public Bidding Law procedures but unfamiliar with the World Bank’s procurement guidelines. Not leaving any uncertain issues before the submission of bids contributes to receiving more healthy and clear bids, which leads to more healthy and quicker evaluation of bids.

Consultancy services were procured for the supervision and projection of construction, renovation and retrofitting works under BEP II, which led not to have the technical staff based problems in the preparation of technical parts of the bidding documents and in supervision of civil works. Constructions performed with the consultation of consultancy firms were completed in a more efficient and effective way.

COMMENTS ON DRAFT ICR

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REPUBLIC OF TURKEY
PRIME MINISTRY
The Undersecretariat of Treasury

Ref: B.02.1.HZN.0.08.01.02 – 02.01.01(207 H) /336 Ankara, February 17, 2008

Mrs. Keiko SATO
Lead Operations Officer
Turkey Country Unit
The World Bank
Ankara

Re: Second Basic Education Project (BEP 2), Loan No: 4671-TU

Dear Mrs. Sato,

I would like to refer to the above mentioned project, and would also like to refer to the draft Implementation and Completion Results Report (ICR) of the said project, which was prepared by the collaboration with Ministry of National Education. Please be informed that Turkish Government does not have any comments on the draft ICR.

Best regards,

S. Elvan On Jun

Ş. Elvan ON JUN
Department Head

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Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Not applicable

Annex 9. List of Supporting Documents

1. Project Appraisal Document
2. Loan Agreement
3. Implementation Status Reports and Project Status Reports
4. Aide Memoires
5. Borrowers Project Completion Report
6. Beneficiary Survey
7. World Bank. 2005. Turkey Education Sector Study
8. OECD. 2007. Basic Education Review