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PERFORMANCE AUDIT REPORT

TUNISIA

**EDUCATION AND TRAINING PROJECT
(LOAN 3054-TUN)**

September 24, 1998

Operations Evaluation Department

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Currency Equivalents (annual averages)

Tunisian Dinars (TD)

1.00 TD	=	US\$0.92
US\$1.00	=	1.09 TD
SDR 1.00	=	US\$1.36
US\$1.00		SDR0.74

Abbreviations and Acronyms

CRIP	Resource Center for Pedagogical Engineering Centre de Ressources et de l'Ingénierie Pédagogique
ICR	Implementation Completion Report
OED	Operations Evaluation Department
MFPE	Ministère de la Formation Professionnelle et de l'Emploi Ministry of Vocational Training and Employment
PAR	Performance Audit Report
SAR	Staff Appraisal Report

Fiscal Year

Government: January 1 to December 31

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September 24, 1998

MEMORANDUM TO THE EXECUTIVE DIRECTORS AND THE PRESIDENT**SUBJECT: Performance Audit Report on Tunisia
Education and Training Project (Loan 3054-TUN)**

The Tunisia Education and Training project supported by Loan 3054-TUN for US\$95 million was approved in FY89. The project closed after two extensions totaling 18 months, and a balance of US\$1.9 million was canceled at closing.

This sector loan supported a reform agenda for formal and vocational education that included creation of a nine-year cycle of compulsory basic education and elimination of low-level vocational training. The objectives for formal education were: (a) to make education provision more consistent with the country's medium-term development needs and (b) to provide education in a more equitable and cost-effective manner. To fulfill its objectives, the project financed construction and rehabilitation of primary and secondary schools, equipment for the National Maintenance Center, vehicles for regional administrations and microcomputers to schools on a pilot basis, distribution of books and education materials, curriculum and textbook development and publishing, teacher and administrator training, measurement and evaluation activities, building maintenance, and studies. The objectives of the vocational training component, were: (a) to promote pre- and in-service training in collaboration with companies in the productive sectors and (b) to mobilize additional resources for training. To fulfill its objectives in training, the project financed: rehabilitation and construction of vocational centers, development of apprenticeship and dual training, improvements in the quality and efficiency/effectiveness of training programs, and development of an information system on the employment rate of graduates.

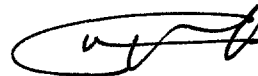
Despite a slow start, particularly in the vocational education component, almost all activities were completed. Schools and vocational centers were built or refurbished as scheduled, textbooks were published, staff received training, and the main goals of the reform were met. Vocational centers attracted students and generally trained them adequately for placement in the industry. However, less attention was given to the instructional aspects of education; though primary-school dropout decreased somewhat, students in rural areas continued to fail examinations at disproportionately high rates. Foreign technical assistance, which could have improved the validity and reliability of examinations was not used, and testing continued to be used for selection rather than feedback and remediation. Considerable in-service teacher training may not have succeeded in creating more effective classes for poorer students.

The Operations Evaluation Department (OED) rates project outcome as satisfactory, institutional development as modest, sustainability as likely, and Bank performance as unsatisfactory. Bank appraisal and supervision reports focused on budgetary and civil works issues, with scant attention to quality of education. Also, the Bank did not give the government state-of-the-art information to help reform difficult policies that limit secondary education to the elites, such as the series of gate-keeping

examinations that lead a select few to the baccalaureate diploma. Thus, the project's equity objective was compromised.

Important lessons stemming from this project are:

- Education projects need expert specialist participation and advice. Attention to educational finance and construction does not guarantee optimal student learning outcomes.
- Borrowers do not always have the benefit of worldwide experience. The Bank must provide state-of-the-art advice that can be weighed and understood if it is to be adopted. Bank management must be willing to take risks in country dialogue and emphasize the importance of offering such information if important reforms are to take root in educational systems.
- Staff and consultant participation in Bank projects is often determined by language competence. Language may limit the expertise available, and viable solutions used in regions where other languages are spoken may not be considered. Efforts must be made to include experts in important areas who have extensive international experience, even if they do not speak the language.
- If sector studies are not disseminated widely, their effect on policy dialogue may be limited. The Bank should hold workshops on their findings, and ascertain that their information is analyzed by multiple sources.
- Women who enter traditionally male vocational training face difficulties, which include lack of suitable dormitory space and access to internships. To make such training possible to women, efforts must be made to give them resources equal to those of male students.
- Efforts must be made to assess and remedy student deficiencies in basic skills through the application of criterion-referenced tests, feedback, and remediation.
- Students in poorer, rural areas often need extra resources (such as after-hours or vacation teaching) to perform satisfactorily in school. The Bank should encourage middle-income countries to provide extra resources for disadvantaged students.
- Employment of foreign technical assistance is often seen as expensive and burdensome. Rather than hire individual consultants through firms, the Bank should facilitate cheaper and more integrative arrangements, such as institutional twinning.



Principal Ratings

	<i>ICR</i>	<i>Audit</i>
Outcome	Satisfactory	Satisfactory
Sustainability	Likely	Likely
Institutional Development	Modest	Modest
Bank Performance	Satisfactory	Unsatisfactory
Borrower Performance	Satisfactory	Satisfactory

Key Staff Responsibilities

	<i>Task Manager</i>	<i>Division Chief</i>	<i>Country Director</i>
Appraisal	Bruno Laporte	Andrew Rogerson	Kemal Dervi
Midterm	Jaap Bregman	Roslyn Hees	Dan Ritchie
Completion	Meskerem Mulatu	Jacques Baudouy	Christian Delvoie

Preface

This is a Performance Audit Report (PAR) on the Education and Training Project (Loan 3054-TUN) for US\$95 million. The project was approved on April 6, 1989, and closed on December 30, 1996, after two extensions totaling 18 months. A balance of US\$1.9 million was canceled at closing.

The audit was conducted to study the effectiveness of the projects and the quality of the Bank's advice in a country that has had a record of fiscal restraint and has made the development of human resources a long-term national priority.

The PAR is based on the following sources: the Implementation Completion Report (ICR) issued as Report No. 16574, dated May 7, 1997; the Staff Appraisal Report (SAR); the Loan Agreement; and the project files, in particular the supervision reports. An Operations Evaluation Department (OED) mission visited Tunisia in March 1998 to collect other pertinent information. Many thanks are owed the officials and researchers for their cooperation.

Following customary procedures, copies of the draft audit report were sent to the relevant government officials and agencies for their review and comment but none were received.

1. Introduction

1.1 Tunisia has had a strong and continuous commitment to the development of its human capital, including health care and important civil rights for women. Since the 1980s, primary education has been nearly universal, and girls' participation has almost equaled boys.' Education at all grades is nearly free. In the last two decades, Tunisia has made large investments in schools that often include dormitories, canteens, and teacher housing. It has also invested in classroom support and readily available textbooks at low prices (US\$1–3) that are given free to poor students. Teacher training and school attendance have been closely supervised.

1.2 Nevertheless, in 1989 there was a widespread concern among educators that large numbers of students failed to master basic skills (Staff Appraisal Report, p. 6).¹ Curricula, teacher practices, and educational resources were geared to serve best the students who could pass promotion examinations. The country's formal education system (used by France in earlier years) is highly selective, and forces most students to drop out at some stage. It is an all-or-nothing system, which controls promotion from level to level and does not certify school completion. The percentages of students passing each examination up to the end of grade 13 are to a considerable extent predetermined. Only about 12 percent of a student cohort pass the various examinations and are allowed to graduate from secondary education. Only about 35 percent of those who reach grade 13 pass the baccalaureate examination, the apex certificate that leads to the university. Those who fail examinations for entrance to the next level may repeat the previous class, but if they exceed certain age limits they are expelled. The more affluent may attend private secondary schools, but those who cannot afford them or cannot pass future exams become dropouts with no recognition of previous studies and with limited basic skills.

1.3 Academic demands may cause dropouts at the end of every grade and grade repetition of about 20 percent per year. In a system that lasts 13 years (6 primary, 3 lower secondary, and 4 upper secondary), it can take up to 19 years to graduate. About 58 percent of the students are over-age, and 12 percent are 19–23 years old by the time they leave school. Very disproportionately, the dropouts and over-age students are residents of rural and peri-urban disadvantaged areas, whose parents lack the means to help them succeed. Those students are encouraged to enter vocational training centers. Thus, through selective pushout, the country roughly shapes its labor force. A minority—most often the children of middle-class urban families—become the academically trained cadres; the rest become unskilled and technically skilled workers.

1.4 Another characteristic of the Tunisian education system is centralized and rather rigid decisionmaking. Private schools are allowed to operate only under strict limitations. The ministry controls curricula, textbooks, and school schedules, and recruits and transfers teachers. School principals have very little authority and limited control over teachers and instructional issues. Primary school principals teach part-time, have no school budgets, and are selected through a system that greatly favors seniority. Inspectors are also selected mainly on their seniority and examination results.

1. *Republic of Tunisia: Education and Training Sector Loan*. Report No. 7696-TUN. World Bank, April 6, 1989.

1.5 Until 1989, restrictions on student promotions were more severe. Many students failed a final examination at the end of primary school. Those who were willing to continue their studies entered a lower-secondary vocational training stream. Those vocational trainees had very low levels of literacy and numeracy and did not become effective technicians. Also, the relationship between training and employment, and the instructional delivery in these centers was weak. There was a widespread perception among educators that a large number of students failed to master basic skills in reading and mathematics by the end of primary school. Therefore, the government reformed the system in 1991 to make nine years of basic education compulsory. It also removed vocational education from the Ministry of Education and deferred vocational training to later years. To implement this reform and to support the economic adjustment program it launched in the mid-1980s, the government developed a program of extensive reforms in the education and training sectors and sought Bank assistance in implementing them through the Education and Training Project.

AT A GLANCE: EDUCATION AND TRAINING PROJECT

Loan no: 3054-TUN

Approved: April 6, 1989

Total cost: US\$171 million

Effective: October 30, 1989

World Bank loan: US\$95 million

Closed: December 30, 1996

Cofinancing: None

Disbursement record: US\$1.9 million canceled at close

Objectives (Formal Education):

- to make education provision more consistent with the country's medium-term development needs
 - to provide education in a more equitable and cost-effective manner
-

Components:

- rehabilitation of existing primary and secondary schools
 - construction of school canteens
 - construction of new schools corresponding to the second cycle of basic education (grades 7-9)
 - equipping the National Maintenance Center, providing vehicles for regional administrations and microcomputers to schools on a pilot basis
 - distribution of books and education materials
 - institutional development
 - curriculum design and development
 - textbook development and publishing
 - teacher training
 - measurement and evaluation
 - educational management
 - building maintenance
 - studies to evaluate the reform program
 - in-service training for teachers
-

Objectives (Vocational Education):

- to promote pre- and in-service training in collaboration with companies in the productive sectors
 - to mobilize additional resources for training
-

Components:

- improvement in the efficiency of the vocational training administration
 - strengthening of links with productive sectors
 - development of apprenticeship and dual training (alternance)
 - improvements in the quality and efficiency/effectiveness of training programs
 - development of an information system on employment rate of graduates
-

2. Implementation Experience

2.1 The Education and Training Project was very complex. Soon after appraisal, vocational education activities were assigned to a new Ministry of Vocational Training and Employment (MFPE). The two major components of the loan actually became separate projects involving two ministries with little or no interaction between them. The subcomponents were many, and it was unclear how they related to project objectives. As a result of these factors, the project experienced delays for the first two years while procurement and procedural issues were resolved, particularly in the Ministry of Vocational Training and Employment. Eventually, almost all planned activities were executed.

2.2 Documents indicate that the Bank and the government agreed on the importance of budgetary control, and on the desirability of increasing access to primary education while limiting access to the more expensive secondary and higher education. Thereafter, the sector loan was essentially treated as an infrastructure and economic investment rather than an education project with instructional concerns. Project files and supervision reports mainly deal with civil works and budget issues and barely mention the components related to instruction. Consultants developed financing scenarios, from which the government chose one and used it to continue the secondary education support project. In conjunction, the government regularly reported on the quantitative aspects of its reform. The components related to quality apparently received limited attention.

Formal Education Component

Civil Works and Equipment

2.3 Building rehabilitation, construction, and maintenance constituted the largest set of project activities (Table 2.1). Numerous primary and secondary schools and canteens were built or refurbished, as were three vocational training centers (for the training component). In general, the work was carried out satisfactorily. Users indicated to the mission that buildings were delivered on time and that contractors respected building norms. Some minor problems were reported, such as flooding courtyards and stopped bathrooms.

2.4 School buildings in Tunisia, particularly secondary schools, are large and need considerable preventive maintenance. But maintenance at all levels is limited. Primary schools have no budget for this item and mainly depend on parents. Secondary schools have budgets, but they are often inadequate. Without preventive maintenance, these expensive buildings will require expensive repairs. The project financed a study to develop maintenance plans, but there has been little progress in carrying them out, partly due to a lack of government funds.

2.5 The SAR had foreseen the possibility that insufficient counterpart funds would be made available, and indeed the school building budget was artificially low. To build as many buildings as possible, many were smaller than their users expected. For example, multipurpose rooms were often omitted and some principals' offices were made too small to accommodate meetings. This variance resulted in several complaints from principals and regional administrators who felt that their needs were not taken into account and that they were not being consulted regarding local needs. Apparently, somehow the budgetary need for less expensive buildings created in regional offices the erroneous perception that the Bank forced its building designs on the Tunisian

government. Design specifications were the prerogative of the ministry, however, not of the Bank. Attribution of such decisions to the Bank may facilitate execution within budgetary constraints, but may also create a negative image of the institution.

2.6 *Distribution of books and materials.* Materials worth four million dinars have been distributed to schools. They consisted of library books, scientific equipment, and instructional games.² Laboratory assistants and science teachers in schools that were visited stated that most equipment had arrived as expected and in good order, but a few pieces went to schools damaged or mismatched, and faculty do not know what to do. To inspect the equipment before dispatch to schools and to repair science materials, the project equipped the National Maintenance Center with tools and training. The center has several branches throughout the country and tries to visit schools on a regular basis. However, insufficient operating budget renders it unable to respond to the needs of all schools, which use increasingly sophisticated equipment. Long delays may result if equipment is sent to the center. In remote areas, this problem may ultimately impede the ambitious science teaching curriculum. Private repairmen could respond to some of the need, either directly or as contractors of the maintenance center; but the center does not have the mandate to hire contractors, and the schools do not have the budget to pay the private sector.

Access to and Quality of Education

2.7 Access and internal efficiency increased both in primary and in secondary education according to reform expectations, but the pace was slower than anticipated. The most disadvantaged areas showed the largest increases in enrollment, indicating that the government's program was reaching the poor and that better-off areas were already fully served. Growth in primary enrollments slowed while absolute numbers of primary students continued to rise. Although dropout and repetition rates fell in grades 1–6, the overall dropout rate remained about 20 percent and was not reduced to the expected 15 percent. Dropout was much more prevalent in rural areas. Enrollments in grades 7–9 grew rapidly, as expected, indicating a high unmet demand. Despite the efforts to reduce access to higher secondary education, enrollments grew by 50 percent between 1989 and 1995. It was expected that reduced repetition would lead to a need for fewer teachers. But overall enrollments increased, and the number of teachers did not diminish, as expected.

2.8 The project financed new curricula and textbooks, in part to reduce the overload that made many students unable to keep up. Curricula and textbooks were developed, but discussions with inspectors indicated that the curricula focused more on subject matter to be imparted rather than specific skills students should acquire at the end of specific instructional units. No foreign technical assistance was used. The National Center of Pedagogy reviews and edits textbooks, but they are not pilot-tested in class before they are printed. Without pilot-testing, employees may have missed comprehension and overloading problems for students, particularly for those in less advantaged regions.

2.9 A new measurement and evaluation system was to be developed, in which national examinations would become standardized tests. However, not much was achieved. Two persons were trained in France on examination development, but neither was working in the ministry at

2. Students pay for their own textbooks, which are reasonably priced. As mentioned earlier, those who are known to be from disadvantaged families receive textbooks free.

the time of the audit mission. Some others were trained on how to write test questions, but the examination method used in the country did not change as a result of the project. Despite Bank recommendations, no item (or question) bank was developed and no pretesting was done. Without statistics on questions, examinations in some years may be more difficult than in others. Without checks on content validity, the exams may cover some topics more than others, thereby penalizing or favoring some students over others. Lack of progress was partly due to the limited understanding and misconceptions that officials had of multiple-choice achievement testing.

2.10 The project financed equipment and material costs for extensive in-service training. All school cadres are trained regularly in regional centers for about 5–6 days per year. The mission visited the training center of Beja, which is well equipped and has a dormitory. The center has a continuous schedule of training and carries out principals' training during spring vacations. The trainers are usually inspectors, some of whom have been trained in France (particularly those who speak French; Arabic speakers did not receive much foreign training). Each year the ministry asks them to suggest topics for training and then selects topics to be developed. Trainers have access to audiovisual equipment, but no support for instructional materials through which to organize their training. For example, they could develop and use videotapes to teach various topics, but prepared videotapes are not available. Without support or more specific guidance, they mainly lecture to a passive audience. The mission observed such sessions, where trainees were being lectured about the importance of changing behaviors rather than being offered role modeling on how to change them. Consequently, training effects on the instructional processes and student achievement may be minimal. Clearly there is a need for training trainers in issues of effective behavioral change, instructional delivery, educational psychology, and classroom management, but the project did not address this level of detail.

2.11 The mission visited eight primary and secondary schools in the Kairouan governorate, most of them rural. School characteristics indicate the strengths and weaknesses of this project and the government policy (Box 2.1).

Box 2.1. Instruction in the Schools of Kairouan: Some Observations

The mission visited five primary, two lower secondary, and one higher secondary school in the Kairouan governorate, one of the poorer areas of the country. Most primary schools were physically well cared and pleasant. One had paintings on the outside walls and another had an elaborately paved yard, which an enterprising principal built through community donations. Two others, however, were in disrepair, with damaged windows and an obvious lack of maintenance. Most classrooms had instructional posters and pictures. Sometimes, desks were covered in plastic, showing much care by the teachers. The primary school classes had sufficient instructional materials. Almost all students owned textbooks, some of which had been donated through a project of public contributions (project 2626). Separate workbooks enabled students to do exercises and reuse textbooks later. Teachers, wearing white coats, were present in most cases; only one class was found unattended.

Teachers put much effort into presenting new material to students and seemed well prepared. They typically lectured standing next to the blackboard, using chalk of different colors for various items. They frequently asked students information-related questions on who, where, and what happened. Students eagerly volunteered to answer in the Arabic and social studies classes. (As in many industrialized countries, girls were sometimes ignored.) In the poorer schools that were visited as well as in most mathematics and science classes, students seemed much less alert. This could have been due to poor nutrition or to limited understanding of the concepts. Teachers generally did not attempt to interact with students who were not attentive. Those who raised their hands responded, those who did not, were left alone. Students did not initiate questions on items they did not understand. Teachers often asked "has everyone understood?" and went on. Curricula dictate that a great deal of material must be presented, and teachers simply do not have the time to help the weaker students catch up. The mission did not see any cooperative work or participatory activities of students, which would have enabled the classroom information to be elaborated.

The use of class time was not optimal. One teacher in an urban primary school wrote the lesson before the class started, but elsewhere much time was spent writing and erasing the blackboard. Mathematics problems seemed to create more time wastage, as all students pondered on one problem which one student wrote on the blackboard and answered. In higher secondary science class, students spent most of the time copying exercises. Due to limited time, space, and equipment, laboratory activities were converted to demonstration experiments, so students watched and did not repeat them themselves.

In rural schools, French seems to be a problem that increases in magnitude with the passage into higher grades. Teachers in grades 3–4 made strenuous efforts to transmit language information. However, they largely focused on grammatical structures (i.e., recognition and naming of various tenses), which students might fail even if they could use them correctly. In grades 5 and 6, when advanced concepts were discussed in French, many rural students seemed lost. For example, a teacher was observed trying to paraphrase the verb "to inherit," but few students understood, and the Arabic equivalent was not given. French is critically linked to performance in secondary grades, where it is used in much of the curriculum (particularly science). If students do not know enough French or cannot understand it fast enough, they are likely to fail science and mathematics classes.

Rural students were often absent from class. Principals recounted cases of children gone for three months, who showed up and had been left behind in their lessons. They bemoaned the problem and repeated that there was a law of obligatory attendance, but they had no authority or responsibility to talk to parents and bring the children back to school. Several students were over-age as a result of limited attendance and repetition. Girls were slightly fewer than boys, but they were found in all classes and did not seem to drop out prematurely.

Box 2.1. Instruction in the Schools of Kairouan: Some Observations (Cont.)

Teachers and inspectors voiced concern that children falling behind had to be promoted almost automatically at least up to grade 6 and often up to the end of grade 9. Although dropout and repetition were thus reduced, children were then unprepared for higher-level class work. They would be most likely to fail the 9th grade examinations and drop out of school. Only about 1/3 of the students were expected to pass the examination in 1998. Although introduction of remedial instruction had been a government goal when the project was appraised, make up classes were not available in the Kairouan schools. A non-governmental organization (Organization Tunisienne de l' Ecole et Famille-OTEF) offers them for 5-7 dinars per month for the poor, but they do not exist everywhere, and the schools do not provide extra teaching for the poor children who fall behind. The failure rates in higher secondary grades are also high, and the higher secondary schools of Kairouan have a repetition rate of about 29 percent.

Secondary school principals seemed well prepared for their work and had considerable control of schools. Primary-school principals stated that they had not received any specific training for the work, just a few days of discussions and an overview of regulations. Most had to teach 10 hours of classes per week. Every time they were needed, their classes were left unattended. Lack of budget created problems, which few principals were able to solve. For example, a primary school with 618 students in 19 classes had to depend on parental donations of sacks of cement to cover its yard.

Primary-school students are given school-based examinations on a quarterly basis. One would have expected that these test results and the results of the sixth- or ninth-grade examination would be analyzed in detail to focus on and teach specific skills that students fail to master, but this is rarely done. One problem is that much material must be taught, and teachers must push on with the students who can follow them.

Overall, Kairouan was found to have a functioning framework on which to deliver instruction: schools in good condition, present and well-educated teachers, clearly articulated curricula, and textbooks in the hands of the students. But the system does not help students process the information they receive so that they can structure it, remember it, and reproduce it at least for the examinations that determine the rest of their lives. To create more equitable learning conditions, the government must study more closely the skills students fail to acquire and provide extra resources to the schools of the poor.

Table 2.1: Project Activities

<i>Components/ Subcomponents</i>	<i>Activities</i>	<i>Target Achievement</i>	<i>Outputs</i>	<i>Outcomes</i>
Formal Education				
rehabilitation of existing primary and secondary schools	1600 primary 330 secondary	1600 primary 330 secondary	better school environments, more dormitory spaces	possibly increased enrollments
construction of school canteens	800	800, equipping 841	lunch served in schools	students from more remote areas may benefit
construction of new schools corresponding to the second cycle of basic education (gr. 7-9)	130	146	students from more disadvantaged areas benefited	enrollments of students in poorer areas increased.
equipping	National Maintenance Center		equipped	many types of equipment fixed, though with some delays
	vehicles for regional administration	46 were bought	2 allocated in each of 23 regions	used to carry out inspections
	microcomputers to schools on a pilot basis		6 pilot schools for excellence have received them	outcome unknown
distributions of books and education materials	for 129 upper secondary schools	distribution worth 4.1 million dinars	all students have textbooks	instruction greatly facilitated
institutional development, educational management	training for ministry staff	undetermined numbers were trained		results unknown
curriculum design and development	update and lighten curricular load	primary and secondary curricula were developed	curricula were applied	results not monitored
textbook development and publishing	primary and secondary textbooks developed		all students have textbooks	instruction greatly facilitated
pre-service teacher training	recruiting baccalaureate holders for primary school teaching	only baccalaureate holders recruited since 1989	younger teachers may be better educated	too early to find results
measurement and evaluation	evaluate outcomes			none
building maintenance	better preventive maintenance	no preventive maintenance plan put in place		primary schools largely depend on parents
studies to evaluate the reform program		study carried out	statistics produced (see ICR)	no prior baselines set, so it is difficult to evaluate impact
in-service training for teachers	large numbers trained	large numbers	teachers may be more knowledgeable	results not evaluated
Vocational Training				
improve the efficiency of administration	restructure Ministry of Professional Training units		restructuring and mergers carried out	results unknown
strengthen links with productive sectors	conduct opportunity studies	center specialties determined	curricula tailored to sector needs	trainees in demand by industry
develop apprenticeships and alternating training		several programs were developed	trainees receiving practical training	better prepared trainees
improve quality and efficiency/effectiveness of programs	use of syndicate personnel, foreign consultants	curricular revisions	updated curricula in place	trainees studying through updated curricula
information system on job				system partly

<i>Components/ Subcomponents</i>	<i>Activities</i>	<i>Target Achievement</i>	<i>Outputs</i>	<i>Outcomes</i>
placement of graduates				operational
build new centers	2	3	centers operational	student cohorts training and placed in jobs
restructure existing centers	4	5	centers operational	student cohorts training and placed in jobs
staff training		113 new staff trained locally 143 trained in Tunisia and overseas	better trained staff	results not evaluated

Vocational Training Component

2.12 This component aimed at updating the vocational training system to focus on areas that had high demand, required technological expertise, and had a potential for attracting foreign investment in Tunisia.

2.13 Development of this component proved more difficult than expected, and until its completion many questions surrounded its utility and efficacy. The appraisal emphasized a supply-driven set of centers, where trainees would study in relative independence from market needs. Midway, however, it was decided that the new centers had to be much more responsive to industry demands, and the revised plans created considerable delays. Responsibility for choosing centers and specialties lay with the Resource Center for Pedagogical Engineering (CRIP). The center carried out feasibility studies for various sectoral training centers (*études d'opportunité*), which proved more complex than counterpart staff could handle. The studies were carried out and resulted in considerable institutional development, but additional delays were created. As a result of these delays, the project received an extension and centers became operational several years later than expected. They were all completed and operational during the audit mission.

2.14 To make the curricula and the graduates responsive to industry demand, bilateral technical assistance was used. Sectoral councils were established, which consisted of enterprise owners and some trade union members; these councils ensured approval and acceptance of the trainees. To provide instructors for specialties where technologically trained instructors were few, as in leather, specialists in electromechanics were retrained in France. However, emphasis on obtaining sectoral knowledge may have resulted in some neglect of instructional delivery issues. Textbooks have not been developed for most of the specialties; not even photocopied notes are available, and the students spend much time in classes copying notes from the blackboard. Instructional issues were sometimes mentioned in supervision reports, but apparently they were not adequately dealt with.

2.15 The mission visited centers in Tunis (leather and shoes), Sousse (plastics), Sfax (clothing), and Kairouan (heating/air-conditioning) and held discussions with students, professors, graduates who had been placed at work, and business administrators who employed them. The trainees, graduates, and employers reported a high level of satisfaction. Curricula were considered appropriate, and beneficiaries were hard pressed to find areas of weakness. Most centers reported considerable demand for graduates. For example, the Sousse plastics center

produces 40 technicians per year, but there is regional demand for about 72. The Sfax clothing center has 165 students as apprentices, 27 in alternance, 200 in initial training, and receives many demands for services. The recently opened Kairouan heating/air-conditioning center also has considerable demand for its students. Of the centers visited, only the Tunis leather center seems to have some difficulty placing its graduates; about 70 percent were placed, and some changed specialties.

2.16 The pleasant environment of the centers and their success in placing graduates have probably improved the image of professional training. The trainees eligible to enter these centers have failed the baccalaureate examination one or more times and must cope with technical studies after academic failure. Administrators noted that many are initially depressed and demotivated but that they are able to overcome failure in a year or so. An important function of these centers, therefore, is to build the self esteem of these future technicians.

2.17 *The position of women.* A number of female students have chosen to study traditionally male technological subjects, such as plastics and air-conditioning. They reported to the mission that they were accepted in the centers and in most workplaces. However, some factories (among them, a German cable harness factory in Sousse) refuse to hire women in technical positions and will not take female interns. The other problem women face is lack of dormitory space. The project-financed dormitories at most centers are for men only, and the possibility of female users apparently had not been considered. Since there are social limitations on women living alone, female residents from other areas often cannot attend the centers. For example, the Kairouan center had to turn away 14 female applicants in 1997 because there was no space to house them. Bank-financed civil works should be designed to include women and not create conditions for discrimination against them. Since men may live in rented quarters, perhaps some dormitories should be turned over to women.

Technical Assistance

2.18 The project had specified foreign technical assistance for both the formal and vocational components, particularly in the areas of curricula, textbooks, and examinations, where local expertise was limited. After effectiveness, however, the Ministry of Education decided not to use the assistance in the formal education component. Some government officials saw foreign technical assistance as an imposition. It was felt that consultants were not only unneeded, they might harm the project; writing terms of reference, locating appropriate specialists, and screening them is time-consuming and expensive. Though some consultants looked good on paper, they might turn out not to have the requisite qualities. Also, staff in regional offices said that consultants changed too often to have a sense of continuity and be useful. As a result, consultant identification and appointments lagged far behind schedule. By mid-term, the government requested cancellation of most technical assistance, and the Bank agreed. Local consultants were substituted for the formal education component, and the funds allocated to the activity were used for additional construction. In the vocational education component, some foreign technical assistance was used after many delays and much insistence by the Bank.

2.19 Whether local consultants were effective replacements for foreign consultants is uncertain. Many advances in information processing have had an impact on textbooks, curriculum development, and teacher training in industrialized countries, particularly in Asia, Australia, and the US. Measurement is an area of very limited expertise in Tunisia, and a particularly important area for international input. Criterion-referenced achievement tests would

have enabled the ministry to assess student performance in detail and to provide school-based feedback for its remediation. Standardized norm-referenced tests could be used for selection purposes. When decisions of a lifetime are made in single pass-or-fail examinations, these instruments should at least have very high validity and reliability. Questions should also discriminate between better and worse students, and results should be comparable across years. However, the government did not heed the advice to put in place a system with the appropriate statistical sophistication. Multiple-choice items, which if developed correctly make such statistical precision possible, were rejected on the grounds that students may answer a single item by chance. Clearly, some government officials did not get good advice, did not understand the issues, and did not take appropriate action.

2.20 The task of finding suitable foreign consultants could have become easier and cheaper through twinning arrangements with universities or ministries of other countries. However, this avenue was not sufficiently explored during the project.

3. Results

3.1 During the years the sector loan was effective, the Ministry of Education succeeded in improving the quantitative indicators of its system. It increased net enrollment ratios, controlled the numbers of students per class, increased the numbers of teachers at all levels, and maintained fiscal restraint without significantly increasing expenditures. The primary schools try to reduce dropout and repetition in the early years. The first gatekeeping examination was moved from the sixth to the ninth grade in 1998. About 40 percent of the students may be allowed to pass the ninth grade examination in the coming years. Those who fail in the ninth grade and in the baccalaureate examination of the 13th grade will be shunted to vocational training centers. In many respects, the government satisfactorily carried out the reform it set out to do.

3.2 The vocational training component of the system built or restructured eight sectoral centers, which are apparently in high demand among students and which provide training that meets the needs of industry. Training capacity in the targeted sectors increased from 994 students with an annual flow of 731 in 1992 to 2,310 with an annual flow of about 1,306 students in 1997. Furthermore, the Ministry of Professional Training was able to complete a project that for years appeared difficult, controversial, and beyond its implementation capacity.

3.3 Although activities were carried out satisfactorily, it is unclear whether they helped attain project objectives. According to the SAR, the education reform program was to make provision of education more consistent with the country's medium-term needs and resources, more equitable, and more cost-effective. What those medium-term development needs were and whether they were achieved is unknown. There are no monitoring indicators, no benchmarks against which to compare. Equity still remains a problem, since children in poor and rural areas are much more likely to drop out of primary and secondary school.³ Cost effectiveness also leaves much to be desired—repetition rates in primary and secondary school are still high. Greater attention to instructional problems that students face could have helped achieve the goals,

3. All sector studies referred to in this report (see footnote 4) mention this fact, but summary tables comparing rural and urban areas are not available.

but the project did not aim for the far-reaching reforms that would have made true change possible.

3.4 Rather than focus on improving the basic skills of as many students as possible, loan proceeds were mainly directed at civil works. In addition, Tunisia used every opportunity to divert loan funds away from qualitative inputs and into construction. The project financed construction of three vocational centers rather than the two planned, and 146 secondary schools rather than 130 planned. The government has also used other donor funds (e.g., the African Development Bank) to build more secondary schools. This strategy also indicates how performance issues for the poorer children have been overshadowed by quantitative targets for these same children.

3.5 Budgets, enrollments, dropout and repetition rates, class size, numbers of teachers, and other quantitative indicators were available before and after project implementation, and the annexes of the ICR provide various comparisons. Yet the project had no evaluation design. It is therefore unknown to what extent various project-financed inputs were responsible for the changes in the monitoring indicators. Also, no student performance data are available for both before and after project implementation to show the effectiveness of the quality-oriented subcomponents.

Institutional Development

3.6 Institutional development is rated as modest. The project provided considerable training at all levels of the Ministry of Education, but its institutional strengthening effects are unclear, particularly given the centralization of the ministry functions and the limited decisionmaking capacity of the regional offices and schools. On the other hand, the challenge of developing the sectoral centers at a time of change resulted in considerable institutional development for the Ministry of Professional Training.

Sustainability

3.7 OED rates the sustainability of the sector loan outcomes as likely. Despite maintenance problems (which parents sometimes have to resolve), the government allocates sufficient budget to operate the schools and sectoral centers. Due to the importance given to basic education and to vocational training, priority for these sectors coupled with budgetary restraint are likely to continue. As a result, the various reform measures are not likely to be reversed.

Borrower Performance

3.8 Borrower performance for both components is rated as satisfactory. Despite delays, planned activities and several aspects of the envisaged reform were ultimately carried out. However, implementation performance was clouded by a narrow view on policy and qualitative issues. The borrower compromised the help and expertise that could have been obtained from a World Bank loan by converting technical assistance funds to civil works and by minimizing Bank assistance in the qualitative subcomponents.

3.9 The inattentiveness to instructional subcomponents and narrow policy view might be grounds for rating project outcome and borrower performance as unsatisfactory. However, the

Bank agreed to the borrower's proposals for discontinuation of technical assistance, and the borrower carried out the modified project approximately as agreed.

Bank Performance

3.10 From a procedural standpoint, the Bank appraised and supervised the project diligently. However, OED rates Bank performance as unsatisfactory. The reasons are outlined below.

3.11 Due to concerns during appraisal that many students fail to master basic skills, the project included several quality-related subcomponents. However, the appraisal process was dominated by economic rather than instructional considerations. The project files indicate an overwhelming emphasis on hardware. Prior sector work was informal and focused on budgetary and enrollment data. Supervision reports focused almost exclusively on budgets, enrollment projections, and construction. Even the midterm review (July 1993) mentions nothing about the quality-related components. The only reflection of such issues in the supervision reports are discussions about obtaining foreign technical assistance. Supervision reports would make the reader believe that the project was in the sector of infrastructure rather than education.

3.12 The Bank's policy advice to Tunisia focused on restructuring some grades and streams of the educational system in hopes of lowering the high dropout and repetition rates and thus in reducing educational expenditures. However, much broader reforms were needed to improve the efficiency and effectiveness of the system. The baccalaureate system forced large-scale dropout while failing to limit university entrance, the all-important examinations had little documented reliability, the school system was remarkably centralized, and private education that could alleviate state burdens was virtually nonexistent. Nevertheless, the reform that the Bank and the government agreed upon did not deal with the government's reluctance to devolve selective control to the private sector and to local school authorities. Also, it did not touch an important source of these problems, the function of the baccalaureate diploma and its automatic entrance to the university. Instead, the government and the Bank agreed to limit access to upper secondary education in hopes of limiting the number of students eligible for automatic university entrance. Such a policy may lower costs at the higher levels of education, but is known to have large social costs, such as student suicides and high private expenditures for tutoring. It also creates inefficiencies at other levels, since failing students tend to repeat classes and use school resources. Thus, the solution far fell short of the needed reform.

3.13 The Bank's reticence in proposing broad reforms and monitoring student learning is to some extent understandable. Some government officials repeatedly indicated that they did not want Bank involvement in the qualitative aspects of the project and merely wanted financing of civil works. Some officials cherish the selectivity of the system and are very averse to changing a process that makes elite students perform very well in French universities. Since Tunisia has proved fiscally responsible, it could be argued that the government knew best how and when to educate its citizens. The learning and promotion problems of poorer students, which the audit mission documented in Kairouan, could be considered a minor problem in an otherwise well organized system. Thus Bank management was inclined to respect the wishes of the government and de-emphasize instructional issues.

3.14 However, resistance to reforms at some level does not constitute a sufficient reason for converting an education project to an infrastructure project. Clearly, the Bank cannot force any government to do anything it does not want nor to accept advice. But as a development

organization, the Bank must take all steps necessary to ensure that the poor are protected and that students learn needed information in schools.

3.15 Despite regional political uncertainties, Tunisia is known for innovative and forward-looking approaches on human resource development. The Bank could have built on this strength and could have sought allies to gain support for needed reforms. It could have informed itself on the international experience regarding secondary-higher education access and financing options by commissioning internal policy notes on such options. (None were found in the files.) Workshops could have presented international experience on access to secondary and higher education to help officials make more effective decisions. Bank missions could have included more educators experienced in countries with different school systems. To help bring reforms about in the long term, the project could have included research to document the effects of the current system on families and on students' information processing in areas such as science. It could have included a social assessment to find out where and when in the system students could drop out with the most gain and the least pain. It could have included pilot efforts of policy alternatives. It could have included study tours to countries (such as Malaysia) that have reformed old selective systems while managing to control university expenditures. Ultimately, Bank staff faced with reluctant officials could have tried to make a case for long-term policy changes to higher authorities, such as the president and prime-minister of the country and present cogent arguments to them. It could have even refused further lending until proper attention was paid to qualitative issues.

3.16 Unfortunately, the Bank did not pursue any of these alternatives. To the contrary, it allowed the cancellation of technical assistance in the qualitative areas, thus making it less likely that Tunisia would obtain international expertise. And the follow-on project, the Secondary Education Support Project (Loan 3876-TN; 1994) pursued approximately the same policy objectives. The institution was clearly not prepared to help a sophisticated borrower with strong objections and did not rebut the weak rationale of some of these objections. *To deal with the problems of mid-level countries, the Bank must be able to provide appropriate knowledge and human resources and must be willing to take risks in its country dialogue.*

3.17 *Insufficient use of sector studies.* Since the appraisal of the education and training sector loan, the Bank has recognized the social and academic problems the education system poses. In sector studies and notes these are discussed quite extensively. Four subsector studies were carried out, but apparently they were not widely used.⁴ Discussions with officials reveal that the sector studies have not been widely disseminated, partly because some government officials disagreed with some of the findings. For example, a study on the private provision of education was pronounced unusable because it recommended public subsidies of private education under strict criteria. Both the 1994 secondary and the 1997 strategy note discuss very frankly the internal efficiency problems that exist and the obstacles of the baccalaureate system. A wider discussion of these problems, including constructive reports in the local media, might bring about more public understanding and make government action easier.

4. *Republic of Tunisia: Education and Training Strategy Note*. February 5, 1997; *Republic of Tunisia: Post-Basic Education Study*. October 14, 1994. Report No. 12670-TUN. World Bank; *Republic of Tunisia: Higher Education - Challenges and Opportunities*. May 8, 1997. Report No. 16522-TUN. World Bank; *Republic of Tunisia: The Role of the Private Sector in the Financing of the Education and Training Services*. November 1, 1995. Report No. 14736-TUN. World Bank.

3.18 Some of the officials echoed concerns about technical emphasis. Three of the officials interviewed believed that this and other projects suffered from an excessive emphasis on economic issues and expressed the view that the Bank should assign more often task managers who are technical specialists rather than economists. Some also expressed the concern that Francophone-educated staff and consultants are overused and that the same people keep coming to Tunisia and give the same advice over and over. Lack of fluency in French clearly creates a communication problem, but efforts should be made to use consultants and staff with broad international experience, even if a translator is needed temporarily.

Ratings

3.19 OED rates the outcome of the sector loan as satisfactory because almost all planned activities were carried out. Institutional development is rated as modest and sustainability is rated as likely. Borrower performance is rated as satisfactory, while Bank performance is rated as unsatisfactory. The ICR had the same ratings, except for Bank performance, which was considered satisfactory.

4. Issues and Recommendations

4.1 Below are some issues which were inadequately dealt with in the project. The government, the Bank and other donors might focus on them in subsequent projects.

Completion of Studies vs. Entrance to the Next Level

4.2 The government has made some well-conceived parallel reforms in the primary, secondary, university, and technical levels. But the system still revolves around completion of gatekeeping examinations, notably the baccalaureate examination. The many social and educational disadvantages of such examinations have been discussed earlier. In addition, failed examinations create repetition in grades 8 and 13. The investment and recurrent expenditures used to deal with this repetition could be used to ensure the promotion of more students to the next level. Thus more students would learn higher-level problem-solving skills, which are needed for the sophisticated labor force that Tunisia envisages.

4.3 The Tunisian government might have never chosen this system had it not been imposed by a colonial government and become tradition. However, ways to change may still be found. There is much thinking in the country about structuring "the school of tomorrow." Deliberations provide an opportunity to develop a system that would certify students' attainment of objectives rather than enable entrance to the next level. Admission to higher secondary grades and to the university might best be carried out through separate examinations.

4.4 The baccalaureate also needs to be reformed because it does not effectively control entrance to the university. As political pressure builds to allow more students to graduate from secondary school, university enrollments are rising significantly. Baccalaureate holders have a right by law to enter the university. Changing this may be difficult and politically costly. The government cannot afford to open doors to the university, and there are some concerns of student unrest if secondary school graduates need further examinations to enter the university. However,

the government has strong control in the country, and is able to push through reforms with little resistance. For example, it has raised university fees without much protest from students. It may be able to plan for a long-term reform that becomes effective after current secondary school students have graduated. The media must also inform the population regarding the advantages of changing from the current gatekeeping system to one of certification. Finally, the development of private higher education is likely to give access to students willing and able to pay without burdening the country's educational budget. The Bank should use its policy advice and lending program to encourage such changes. Educational reforms take many years to become institutionalized, and it's unknown to what extent Bank projects shorten the process. But the institution must help planning for activities that may take place beyond a project's implementation period.

Reliability and Validity of Student Examinations

4.5 To determine which students have attained various instructional objectives, criterion-referenced tests are used worldwide. Those students who attain the objectives, receive certificates of completion. In Tunisia, the percentages of students allowed to pass examinations in the 8th and 13th grades are to a large extent predetermined. This means that government policy forces the use of norm-referenced testing where criterion-referenced testing should really be used.

4.6 If norm-referenced testing is to be used, the results should at least be valid and reliable, commensurate with the life-long impact they have for students. Much technology is available for the development and scoring of norm-referenced examinations; the country should benefit from this. Entrance examinations for the next level should be developed using appropriate statistical models. Items or question banks should be developed, items should be pretested, and the ones that meet standards of validity and reliability should be used. Studies should ascertain which items discriminate stronger from weaker students rather than discriminate against students from poorer backgrounds. Statistical equating studies are needed to ascertain that the difficulty of the examinations does not fluctuate much over the years. World Bank work in Kenya and Indonesia has shown that objective tests and their statistical systems can indeed become operational and valid in developing countries.

4.7 It will be most helpful to students if the Ministry of Education acquired more expertise on the statistical aspects of testing. To institutionalize appropriate testing systems and to disseminate information about them, consistent input and technical assistance are needed. The Bank should be more aggressive in providing such experts to the government. It is hoped that the government will seek expertise in this area from the Bank or from other donors.

Dropouts and the Limited Use of Test Feedback

4.8 A number of educators around the world and in Tunisia believe that high failure rates show that a system is demanding and very selective. In fact high failure rates show that students have not been able to process information, however organized its presentation has been. Clearly, they need opportunities to process it better.

4.9 In its efforts to reduce dropout and repetition, the government instituted almost automatic promotion to grade 9.⁵ However, chronic weaknesses in certain subjects mean that students will not pass them in the gatekeeping examinations. What is needed is *feedback and remediation of specific deficient skills*. The quarterly class examinations may become criterion-referenced tests with schools giving teachers and students information on deficiencies in achieving specific objectives. Then, principals and teachers may decide which skills must be remedied, how, and when.

4.10 Since curricula are still overloaded and teachers cannot spend much class time on remediation, catch-up classes could be scheduled. They are particularly important for poor rural students who often have low attendance and few educated adults to oversee their studies. A plan to do this during project appraisal (p. 38) has not been widely introduced. The Ministry of Education should provide additional resources to poor rural schools with low-performing students to enable them to catch up during vacations or after hours. Teachers should receive in-service training on the special needs of poorer students. The money spent for such activities may ease the high repetition rate and expenditures associated with it. Pilot projects could be financed and evaluated.

Centralization and Seniority of Principals

4.11 Much emphasis has been given worldwide to the principal as an instructional leader. In many Asian countries, principals are expected to monitor achievement of instructional objectives, assess teacher performance, and provide feedback. In Tunisia the inspector corps is expected to do this work. However, inspectors and pedagogical advisors are stretched thin; they are only able to visit schools once or twice a year, mainly to deal with administrative issues regarding teacher promotions. On the other hand, Tunisian primary school principals are not selected for such responsibilities. Selection criteria are heavily weighed toward seniority rather leadership. Often the more senior staff have lower levels of education.

4.12 Tunisia might benefit substantially by giving primary school principals greater authority and responsibility in instructional support and school management while keeping centralized the curricular, training, and higher-level decisionmaking functions. The Bank could finance and help evaluate a pilot project.

Budgetary Issues for Vocational Education Centers

4.13 The sectoral centers are well-built, well-equipped schools with high recurrent expenditures. Yet student contributions toward costs are low. In Sousse, for example, students paid only 15 dinars per year for tuition. An issue of budgetary sustainability arises. Government officials have indicated that for the medium term a large subsidy is desirable. A highly qualified labor force is necessary to attract foreign investment and the government is giving priority to this need. Also, demand for some sectoral centers is still low, and charging fees may make these centers less desirable. As student demand increases, fees will gradually increase. The long-term plan is for centers to become self-sufficient through training of employees of businesses and

5. Students are automatically promoted within two year cycles, *i.e.* from grade 1 to 2, grade 3 to 4. At the end of these cycles, failing students repeat classes. They are promoted on the basis of average grades, which means that they may be very weak in mathematics but still pass if they are strong in language.

charging fees. The sustainability of various specialties is being determined through cost-benefit criteria, and future Bank projects will help the government deal with this issue.

5. Lessons

- Education projects need expert specialist participation and advice. Attention to educational finance and construction does not guarantee optimal student learning outcomes. High-quality advice from the Bank may greatly benefit borrowers, even of middle-income countries.
- Borrowers do not always have the benefit of worldwide experience. The Bank must provide state-of-the-art advice that can be weighed and understood if it is to be adopted. Bank management must be willing to take risks in country dialogue and emphasize the importance of offering such information if important reforms are to take root in educational systems.
- Staff and consultant participation in Bank projects is often determined by language competence. Language may limit the expertise available, and viable solutions used outside in regions where other languages are spoken may not become known. Efforts must be made to include experts in important areas who have extensive international experience, even if they do not speak the language.
- If sector studies are not disseminated widely and only a few senior officials receive them, their effect on policy dialogue may be limited, and they may not get the attention they deserve. Efforts must be made to disseminate sector studies widely, to hold workshops on their findings, and to ascertain that their information is analyzed by multiple sources.
- Women who enter traditionally male vocational training face difficulties, such as lack of suitable dormitory space and access to internships. To make such training possible to women, efforts must be made to give them resources equal to those of male students.
- Efforts must be made to assess and remedy student deficiencies in basic skills through the application of criterion-referenced tests, feedback, and remediation.
- Students in poorer, rural areas often need extra resources (such as after-hours or vacation teaching) to perform satisfactorily in school. The Bank should encourage middle-income countries to provide extra resources for disadvantaged students.
- Employment of foreign technical assistance is often seen as expensive and burdensome. Rather than hire individual consultants through firms, the Bank should facilitate cheaper and more integrative arrangements, such as institutional twinning.

Basic Data Sheet

EDUCATION AND TRAINING PROJECT (LOAN 3054-TU)

Key Project Data (amounts in US\$ million)

	Appraisal estimate	Actual or current estimate	Actual as % of appraisal estimate
Total project costs	183	171	93%
Loan amount	95	93.1	98%
Cofinancing			
Cancellation		1.94	
Date physical components completed	9/30/94	9/30/96	2 years
Economic rate of return	n/a	n/a	
Institutional performance		modest	

Cumulative Estimated and Actual Disbursements

	FY89	FY90	FY91	FY92	FY93	FY94	FY95	FY96	FY97	FY98
Appraisal estimate (US\$M)	0.00	12.00	28.50	48.00	71.00	88.50	95.00	95.0	95.00	95.00
Actual (US\$M)	0.00	5.64	13.30	30.94	63.69	77.71	85.94	89.85	93.09	93.10
Actual as % of appraisal		47.0	46.7	64.5	89.7	87.8	90.5	94.6	97.9	98.0

Date of final disbursement: February 12, 1997

Project Dates

	Original	Actual
Identification	---	---
Preparation (Pre-appraisal)	---	January 24, 1988
Appraisal	November 1988	December 16, 1988
Negotiations	March 1989	March 20, 1989
Board presentation	---	May 11, 1989
Signing	---	June 30, 1989
Effectiveness	September 1989	October 30, 1989
Project completion	September 30, 1994	October 30, 1996
Loan closing	March 31, 1995	September 30, 1996

Staff Inputs (staff weeks)

	Planned		Revised		Actual	
	Weeks	US\$	Weeks	US\$	Weeks	US\$
Through appraisal					25.4	85.3
Appraisal—Board					8.1	28.3
Board—Effectiveness					102.6	321.4
Supervision					261.0	344.3
Completion	5.5	23.7	11.4	40.2	12.4	47.7
Total					230.6	827.30

Mission Data

	Date (month/year)	No. of persons	Staff days in field	Specializations represented	Performance rating Implement. status	Develop. object	Types of problems
Through appraisal	9/88	4	11	Ed.Ec (TM); Em. Sp.; VT Sp.; DCh.		*	
Appraisal through Board approval	12/88	5	16	Ed. Ec. (TM) PO; A; VTSp.; Ed. Sp.		0	*
Initial Summary	6/89	2	12	Ed. Ec. (TM); Ed. Sp.			*
Supervision	11/89	1	13	Ed. Ec. (TM)	1	1	*
	10/90	3	12	Ed. Sp. (TM); A; Ed. Sp.	1	1	LCB procedures causing delays in education. Technical Assistance programs still not started. Training program on track with several subprojects in pipeline. Legal status and autonomy of centers still an issue.
	5/91	4	10	Ed. Sp. (TM); A; FA; VT Sp.	2	1	Education: Delay in 9 year basic education; govt. wants local rather than foreign TA; implementation of construction is on target. Institutional development lacks innovation.
	9/91	2	11	Ed. Sp. (TM); FA	1	1	Education: 4 CRIP-prepared feasibility studies have been accepted. Problems including weak evaluation and planning capacity of CRIP, legal status of CSs; poor quality of feasibility reports, weak involvement of enterprises in planning, functioning and management of CSs. OFPE not reporting progress as in loan agreement.
Portfolio Status Update	07/92	1	15	Ed. Sp. (TM)	1	2	MEN —A significant prop. of basic educ. graduates will be channeled into voc. train. courses; however, there are constr. in terms of physical capacity & finan. resources.
							Lack of adequate cost-benefit analysis (internal and external efficiency) of the reform plans.
							- Lack of coordination between the MES and the Ministry of Vocational Training and Employment (MFPE).
							- Absence of subsector action plans to support the strategies laid out in the VIIIth national development plan.
							OFPE —Lack of management quality and capacity within the OFPE.
							- Weak coordination between MFPE and OFPE.
							- Lack of adequate financial analysis related to protected recurrent costs in rehabilitated and new vocational strategies.
Supervision	11/92	2	10	Ed. Ec.; Ed. Sp. (TM)	2	2	-Lack of synchronization between the arrival of equipment and the termination of the buildings.
							- Technical assistance is lagging behind:

Date (month/year)	No. of persons	Staff days in field	Specializations represented	Performance rating Implement. status	Develop. object	Types of problems	
						lack of monitoring of the training of trainers program and little progress are made in the development of training programs.	
2/94			Ed. Sp. (TM); A; OA.	1	1	*	
11/94	2	8	Ed. Sp. (TM); A. Sp.	S	S	- Implementation delays due to the reorganization of the VT sector in 1992 and 1993. - Management quality and capacity of the new ATFP is still weak.	
06/95	3	8	Ed. Sp. (TM); Ed. Sp.; A.	S	S	- Technical assistance to assist with the overall management of the centers has not yet taken place.	
10/95	3	7	HR Sp. (TM); A; Ed. Sp.	S	S	- Delayed audits. Problems of finding suppliers of specialized equipment. Remaining activities to be completed by project closing.	
06/96	4	10	HR. Sp. (TM); Ed. Sp.; A; PA.	U	S	- Delays in construction and equipment installation at the centers of Kairouan and Djerba have created the most immediate problem.	
10/96	3	12	HR. Sp. (TM); A; Ed. Sp.	S	S	Education component: The progress report given to the mission did not pay adequate attention to the training and technical assistance aspects of the project. The borrower agreed to send to the Bank the supplements necessary to bring the progress report up to date on those aspects Training component: Only the works to be financed by the Bank had been completed on the two remaining centers. The mission noted with concern that neither center would be completed as planned, due largely to fundamental problems with the physical restructuring plan in Kairouan, and with the lack of several essential elements (and the remarkably bad planning of others) in Djerba. The borrower will keep the Bank informed as to the progress of these centers. In either case, both centers will be operational before the beginning of the next school year (November for Djerba, and early in the new year for Kairouan).	
ICR	3/97	2	10	HR Sp. (TM); Ed. Sp.	S	S	Project closed on 09/30/96. Last payment made 02/12/97. Min. Ed. did not provide own report but accepted Bank version as joint report once a few changes were made. MFPE provided own report & commented on final version. Note: On 04/01/97, both impl. agencies sent final comments & accepted draft as joint borr.-Bank doc.

A=Architect; ASp.=Assess. Specialist; Ed.Ec.=Education Economist; Ed. Sp.=Education Specialist; FA=Financial Analyst; HR. Spec.=Human Resources Specialist; OA=Operations Assistant; PO=Project Officer; .TM=Task Manager; VTSp.=Vocational Training Specialist.

Other Project Data

Borrower/Executing Agency:

Previous Education Projects in Tunisia

<i>Credit/Loan Name</i>	<i>No.</i>	<i>Year of Approval</i>	<i>Status</i>
First Project (secondary education)	Cr. 29-TUN	1962	Closed February 1967
Second Credit (secondary education)	Cr. 94-TUN	1966	Closed December 1975
Third Project (primary education)	Ln. 11155-TUN	1975	Closed March 1983
Fourth Education Project (vocational education)	Ln. 1961-TUN	1981	Closed December 1988
Fifth Project (agricultural and primary education)	Ln. 2230-TUN	1983	Closed December 1989
Employment and Training Fund	Ln. 3255-TUN	1990	closed December 1996

Education Projects Under Implementation in Tunisia

Higher Education Restructuring Project	Ln. 3456-TN	March 1992	Under supervision
Secondary Education Support Project	Ln. 3786-TN	August 1994	Under supervision
Second Training and Employment Project	Ln. 4036-TN	October 1996	Under supervision
Higher Education Reform Support Project		1998	To be made effective