



<b>1. Project Data:</b>		<b>Date Posted :</b> 08/19/2002	
<b>PROJ ID:</b> P007725		<b>Appraisal</b>	<b>Actual</b>
<b>Project Name:</b> Mx: Primary Educ.ii	<b>Project Costs (US\$M)</b>	616.7	578.8
<b>Country:</b> Mexico	<b>Loan/Credit (US\$M)</b>	412.0	372.0
<b>Sector(s):</b> Board: ED - Primary education (88%), Sub-national government administration (5%), Central government administration (5%), Tertiary education (2%)	<b>Cofinancing (US\$M)</b>		
<b>L/C Number:</b> L3722			
	<b>Board Approval (FY)</b>		94
<b>Partners involved :</b>	<b>Closing Date</b>	12/31/1999	12/31/2001
<b>Prepared by :</b>	<b>Reviewed by :</b>	<b>Group Manager :</b>	<b>Group:</b>
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**2. Project Objectives and Components**

**a. Objectives**

The original project objectives were: (a) to improve the quality and efficiency of primary education in ten states with a high incidence of poverty and low educational indicators (Campeche, Durango, Guanajuato, Jalisco, Michoacan, Puebla, San Luis Potosi, Tabasco, Veracruz, and Yucatan) in order to reduce their educational deficiencies and bring them closer to the national average; and (b) to reinforce management capacity in 4 states (Chiapas, Oaxaca, Guerrero, and Hidalgo). The project (PAREB) was restructured in 1997 and two additional objectives were included: (c) social participation to foster co- responsibility for education among parents and community members; and (d) the expansion and improvement of the Mexican non-formal Initial Education Program, targeted at poor children from birth to 4 years.

**b. Components**

The original components were: (a) human resources development ( US\$ 92.2 million equivalent, 15.9% of total project costs) to finance training for primary school teachers, principals and supervisors; (b) educational materials resources ( US\$ 194.4 million equivalent, 33.6% of total project costs) to include supplies for teachers and students, books for classroom libraries, production and distribution of indigenous textbooks and materials, and rehabilitation or construction of schools; and (c) institutional strengthening (US\$ 169.2 million equivalent or 29.2% of total project costs) which included training for the Federal Education Secretariat, the National Council for Educational Development (CONAFE), and staff of the State level Secretariats of Education (SEPEs); education studies; development of a strategy to disseminate information about project activities; provision of financial incentives for teachers to work in remote, indigenous, and hardship areas; improvements to the supervision system; and strengthening the distribution system for books and educational materials. Two components were added at the time of re-structuring: (d) school based management (US\$54.7 million equivalent, 9.5% of total project costs) for the creation, training and legal registration of school councils, and civic associations to assist in preventive maintenance of school facilities, and procurement of complementary educational materials; and (e) initial education (US\$ 68.3 million equivalent, 11.8% of total project costs) which supported training for all personnel involved in the management and delivery of initial education training to parents; educational materials development; and institutional strengthening of State level Initial Education Units.

**c. Comments on Project Cost, Financing and Dates**

The original project costs were US\$616.7 million, and the initial loan was for the amount of US \$412

million. Following the devaluation of the Mexican peso in 1994/95, the government requested the cancellation of US\$40.0 million which was approved in July 1995. In order to optimize resources and improve administrative efficiency in the education sector, the government requested the merger of PAREB and the Initial Education Project. The projects were consolidated in 1997, and the closing date of the restructured project was extended for 2 years to December 2001. The estimated project costs for the modified project was US\$ 560.0 million, of which US\$372.0 million (66%) was to be financed by the Bank, and US\$198.0 million equivalent by the government. At the close of the project, total project costs were US\$ 578.8 million.

### **3. Achievement of Relevant Objectives:**

The project has been satisfactorily implemented and the major objectives were achieved. PAREB, through the provision of teaching materials, improved infrastructure, and teacher training, including multi-grade teaching techniques, has contributed to the narrowing of the gap between schools in disadvantaged communities and the national average, with respect to selected quality and efficiency indicators. In 1994/95, completion rates for project schools were 66.5% and the national average 77.7%, a gap of 11.2 points. In 2000/01, completion rates for project schools increased to 80.1%, just 4 points short of the national average of 84.1%. Drop out rates declined from 6.0% to 2.1 %, to the same level as the national average, and repetition rates fell from 10.4% to 8.1%, 2 points higher than the national average of 6.1%. Although, in terms of academic achievement, project schools still lag behind the national average, there has been a reduction in the score gap on Spanish tests from 6.9% in 1996 to 4.8% in 2000; and in Mathematics from 3.5% in 1996 to 2.8% in 2000.

Middle level and senior management of SEPEs have benefitted from a total of 136 courses in educational planning and policy analysis with focus on information systems, strategic planning, impact evaluation and administrative efficiency of projects. Evidence of progress towards the attainment of the institutional objectives is reflected in the successful delegation of project management functions to SEPEs, the establishment of an effective teacher performance incentive program, a redefined approach to supervisor and teacher training, and provision of decentralized distribution facilities for books and materials.

Social participation has also been satisfactory. School councils and parents' associations have been established and trained in 13,800 primary schools. Parents managed public funds transparently, the teacher performance incentive program, and carried out infrastructure improvements, participating in 97% of all civil works financed by the project.

Approximately 1.9 million preschool children have benefitted through training for parents to improve child rearing practices, which was provided to 1.6 million parents, primarily mothers, well in excess of the 958,420 targeted. Improved communication between parents and children, and a reduction in violent behavior towards children has been reported.

### **4. Significant Outcomes/Impacts:**

The quality of education for children in disadvantaged communities has been enhanced, and improvements institutionalized. Teaching and learning materials are now more readily available and there is high government commitment to continue the process of improving the supply of resources. A total of 20.6 million student packages (77.7% in excess of the revised target) were distributed. Schools received 31,236 packages (maps, charts, posters), 56,500 indigenous textbooks for Grades 1 and 2, and 30,814 reading corner packages. As a result of the success of reading corners, beginning in 1998, it was expanded to all schools with government's funds. Also, the General Directorate of Indigenous Education absorbed the indigenous textbooks and materials program within its own budget in 1998.

The school supervisors' role is now more proactive in providing technical assistance to teachers to define their needs, and design strategies to meet these. There have been observable changes in classroom behavior, and the initiative is expected to be expanded.

School based management with community participation has been successfully incorporated into the national education policy. Rural teachers have become more involved in their schools, and more accountable to parents. Involvement of the communities and municipalities in the planning and implementation of the school infrastructure improvement program contributed to reduced costs (25% less than appraisal estimates) flexibility, and a high sense of community ownership. Physical targets for school construction/rehabilitation, infrastructure development, and school furniture were exceeded. A total of 9,770 classrooms were built, almost twice the target of 5,557; 8,315 classrooms were rehabilitated and

furnished, also more than twice the planned 4,108; and 4,951 sanitary facilities were installed, 6 times the amount targeted. These developments have accelerated progress towards decentralization of the education system

**5. Significant Shortcomings (including non-compliance with safeguard policies):**

Audiovisual equipment was not provided to eligible schools because there were insufficient resources to train staff to operate and maintain the equipment.  
 Delays in the distribution of education materials remain a problem despite the provision of 112 warehouse facilities to accelerate the process.  
 Observations on improvements in teaching practices are not yet being utilized in in-service teacher training.

6. Ratings:	ICR	OED Review	Reason for Disagreement /Comments
<b>Outcome:</b>	Satisfactory	Satisfactory	
<b>Institutional Dev.:</b>	Modest	Modest	
<b>Sustainability:</b>	Highly Likely	Highly Likely	
<b>Bank Performance:</b>	Satisfactory	Satisfactory	
<b>Borrower Perf.:</b>	Satisfactory	Satisfactory	
<b>Quality of ICR:</b>		Satisfactory	

NOTE: ICR rating values flagged with '\*' don't comply with OP/BP 13.55, but are listed for completeness.

**7. Lessons of Broad Applicability:**

- Efficient and effective targeting is critical to ensure that compensatory programs reach the intended beneficiaries. Poverty indices combined with education efficiency indicators, provide more precise targeting than geographic locations within which there may be deficient as well as average performing schools .
- The urgency in providing adequate resources, and introducing interventions for severely deficient schools ought not to diminish the need to focus on the extent to which the resources contribute towards the attainment of the ultimate goal of increased learning.
- An adequate and varied supply of instructional materials, which include indigenous language textbooks, and appropriate training of teachers in their use, are essential in improving performance of disadvantaged students.
- Community participation has the potential to improve the cost effectiveness of school infrastructure investments; however the process requires appropriate technical support and supervision.
- Teacher training must be supported by adequate supervision at the classroom level. When school supervisors are proactive in assisting teachers to define their needs, and designing strategies to meet these needs, there is greater likelihood that motivation is enhanced and pedagogical techniques are improved.
- Thematic supervision missions, which allow for the participation of several countries, promote benefits not only for the project under review but for those in participating countries.

**8. Assessment Recommended?**  Yes  No

**9. Comments on Quality of ICR:**

The ICR provides a comprehensive analysis of implementation issues, and highlights useful information and lessons on providing compensatory education in disadvantaged areas. These should be taken into account when implementing the final phase of the APL.