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IMPLEMENTATION COMPLETION AND RESULTS REPORT

P123315, IDA-H7770

ON A

GRANT

IN THE AMOUNT OF SDR 3.9 MILLION (US\$6 MILLION EQUIVALENT)

TO THE

REPUBLIC OF DJIBOUTI

FOR THE

STRENGTHENING INSTITUTIONAL CAPACITY AND MANAGEMENT OF THE EDUCATION
SYSTEM (P123315) PROJECT

April 30, 2019

Education Global Practice
Middle East And North Africa Region

CURRENCY EQUIVALENTS

Exchange Rate Effective April 28, 2019

Currency Unit = Djibouti Franc

DJF178.2 = US\$1

US\$1.38 = SDR 1

FISCAL YEAR
July 1 - June 30

ABBREVIATIONS AND ACRONYMS

ACIGEF	Strengthening Institutional Capacity and Management of the Education System (<i>Projet d'appui des capacités institutionnelles et de la gestion de l'éducation et de la formation</i>)
AFD	French Development Agency (<i>Agence française de développement</i>)
APL	Adaptable Program Loan
AWP	Annual Work Plan
CAS	Country Assistance Strategy
CFEEF	Teacher Training Center for National Education (<i>Centre de formation des enseignants de l'enseignement national</i>)
CPP	Project Steering committee (<i>Comité de pilotage des projets</i>)
CRIPEN	National Education Research and Information Production Center (<i>Centre de recherche, d'information, et de production pour l'éducation nationale</i>)
DGAC	Directorate for Central Administration (<i>Direction générale de l'Administration centrale</i>)
DGE	Directorate for General Pedagogy (<i>Direction générale de la Pédagogie</i>)
EMP	Environmental Management Plan
FM	Financial Management
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IMF	International Monetary Fund
INDS	National Initiative for Social Development (<i>Initiative nationale de développement social</i>)
IDB	Islamic Development Bank
MENSUP	Ministry of Higher Education (<i>Ministère de l'enseignement supérieur</i>)
MENFOP	Ministry of National Education and Vocational Training (<i>Ministère de l'éducation nationale et de la formation professionnelle</i>)
MOEFP	Ministry of Economy, Finance and Planning
PAEFPT	National Education Action Plan (<i>Plan d'action de l'éducation et de la formation professionnelle et technique</i>)

PAAE	School Access and Improvement Program (<i>Programme d'amélioration de l'accès aux écoles</i>)
PAAE2	PAAE2 Second School Access and Improvement Program (<i>Programme d'amélioration de l'accès aux écoles 2</i>)
PIU	Project Implementation Unit
SISMOER	<i>Système Intégré de Suivi de la Mise en Oeuvre et des Résultats</i>
TVET	Technical and Vocational Education Training

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DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P123315	Strengthening Institutional Capacity and Management of the Education System
Country	Financing Instrument
Djibouti	Investment Project Financing
Original EA Category	Revised EA Category
Not Required (C)	Not Required (C)

Organizations

Borrower	Implementing Agency
Republic of Djibouti	Ministry of National Education and Vocational Training

Project Development Objective (PDO)

Original PDO

The Project Development Objective (PDO) is to strengthen the institutional capacity of the Ministry of National Education and Vocational Training for improved management of the education system.



FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
IDA-H7770	6,000,000	6,000,000	5,449,395
Total	6,000,000	6,000,000	5,449,395
Non-World Bank Financing			
Borrower/Recipient	0	0	0
Total	0	0	0
Total Project Cost	6,000,000	6,000,000	5,449,395

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
12-Jun-2012	15-Jan-2013	07-Mar-2016	31-Aug-2017	31-Aug-2018

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
31-May-2017	3.60	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Change in Legal Covenants Change in Institutional Arrangements Change in Implementation Schedule Other Change(s)
15-Mar-2018	4.63	Change in Results Framework Reallocation between Disbursement Categories Change in Disbursements Arrangements Change in Institutional Arrangements

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Moderately Satisfactory	Substantial



RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	26-Dec-2012	Satisfactory	Satisfactory	0
02	07-Jun-2013	Satisfactory	Satisfactory	.40
03	01-Aug-2013	Moderately Satisfactory	Moderately Satisfactory	.40
04	03-Feb-2014	Moderately Satisfactory	Moderately Satisfactory	.50
05	12-Jul-2014	Moderately Satisfactory	Moderately Satisfactory	.57
06	15-Jan-2015	Moderately Satisfactory	Moderately Unsatisfactory	1.28
07	07-Jul-2015	Moderately Unsatisfactory	Moderately Unsatisfactory	1.54
08	31-Dec-2015	Moderately Unsatisfactory	Moderately Unsatisfactory	2.07
09	17-Jun-2016	Moderately Satisfactory	Moderately Satisfactory	2.49
10	22-Dec-2016	Moderately Satisfactory	Moderately Satisfactory	2.74
11	29-Jun-2017	Moderately Unsatisfactory	Moderately Unsatisfactory	4.01
12	15-Dec-2017	Moderately Satisfactory	Moderately Satisfactory	4.46
13	29-Jun-2018	Moderately Satisfactory	Moderately Satisfactory	5.16
14	13-Sep-2018	Moderately Satisfactory	Moderately Satisfactory	5.45

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Education	100
Public Administration - Education	64
Secondary Education	15
Workforce Development and Vocational Education	21



Themes	
Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
Private Sector Development	100
Jobs	100
Human Development and Gender	102
Education	102
Access to Education	38
Education Financing	25
Science and Technology	13
Teachers	13
Standards, Curriculum and Textbooks	13

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

- Djibouti is a small, undiversified, low-income country bordering Somalia, Ethiopia and Eritrea.** The country has minimal natural resources and is highly dependent on revenue from its ports and on foreign direct investment (FDI). Leading up to appraisal, Djibouti had achieved strong growth rates for the previous five years at an annual average of about 5 percent, while FDI constituted 15 percent of GDP on average. At the same time, the Government of Djibouti recognized that it needed to diversify its economy through the development of the private sector and industries such as tourism, fishing, transport, and financial services. Boosting growth in these sectors, however, meant that the government would need to tackle the deep structural barriers such as the lack of basic infrastructure, the high cost of labor and the lack of skilled workers.
- At the time of project appraisal, the education system in Djibouti had been undergoing reforms for the past decade:** In 2000, the Ministry of National and Higher Education (*Ministère de l'Éducation nationale et supérieure, MENSUP*) developed a ten-year National Education Strategy (2000-2010) and a series of Action Plans focusing on improving access, equity, quality, and efficiency of the education system. During that period, Djibouti saw significant improvements in terms of access and coverage: the number of classrooms and students enrolled increased by 22 and 15 percent respectively, with the percentage of girls enrolled rising slightly from 44.6 to 45 by 2010. On the other hand, levels of learning remained low, repetition rates were high (6.7 percent in lower secondary school), and those who did manage to graduate found it difficult to get a job because they did not have the skills required by the labor market.
- In response to these challenges, the government had launched its new National Education Strategy - NES (2010-2019), and the National Education Action Plan (*Plan d'action du ministère de l'éducation et de la formation professionnelle - PAEFPT*) for 2011-2016.** The NES was informed by a situational analysis of the school system (RESEN) and an organizational audit of the ministry carried out in 2009. It aimed at improving the efficiency of the education system and the quality and relevance of education with a focus on results, specifically focusing on four areas: (a) improved governance and accountability at all levels of education, (b) restructuring educational support to meet the needs of teachers and schools; (c) rationalization of expenditures and cost control; and (d) transformation of the country into an education hub. At the time, however, resource allocation and intra-sectoral distribution between investment expenditures and operating expenses were far from optimal. As a result and to improve governance of public finances, MENFOP would also develop a medium-term expenditure framework (MTEF). This would help in forecasting, planning and simulation for the medium and long term and in determining the level of resources (human and financial) needed to achieve the objectives of the sector within an appropriate resource envelope. It would also help in establishing links between the objectives, programs and outcomes with activities, indicators and budgets. In addition, the NES identified



improving the learning environment in technical colleges and model lower secondary schools as a priority area as these were in varying physical states and not adequate to deliver on the government's vision.

4. **The education sector was reorganized into a new ministry and was in the process of creating a new directorate to focus on technical and vocational education (TVET).** In May 2011, the new government reorganized the education sector and created a separate ministry for Higher Education and Scientific Research and transferred vocational training from the Ministry of Labor to the Ministry of Education, which then became the Ministry of National Education and Vocational Training (*Ministère de l'éducation nationale et de la formation professionnelle – MENFOP*). To better respond to the government's focus on providing youth with practical knowledge and skills, MENFOP was also in the process of creating a new directorate for technical and vocational education and training and re-organizing its other departments to align more closely with the objectives of the NES.

5. **To support the implementation of the NES and the PAEFPT, which was developed to operationalize the NES, the government requested support from donors.** The Bank and the government agreed to provide funding under the "Strengthening Institutional Capacity and Management of the Education System" (*Projet d'Appui des Capacités Institutionnelles et de gestion de l'Éducation et de la Formation – ACIGEF*) to support the NES' strategic orientation 3 (improving the quality through curriculum reform, textbook production management and technical and vocational education reform) and 5 (strengthening the management capacity of the system and service delivery).

6. **Through funds from the Global Partnership for Education (GPE), the Bank also discussed and agreed with the government to support the "Access to Education Quality Project - PAEQ" (P145323).** This project mainly focused on access to pre-primary and primary education and learning outcomes (strategic orientation 1) and capacity building of teachers and other education professionals (strategic orientation 4). In addition, other donors such as the French Development Agency and the United Nations Children's Education Fund (UNICEF) supported other strategic orientations and PAEFPT activities to ensure that all donors were supporting the government's agenda through a holistic and coordinated approach. This commitment to a coordinated approach was underscored by the regular meetings of the Local Education Group where progress of the education sector plans was being discussed.

7. **Lastly, ACIGEF was designed to respond to findings from an organizational audit completed in 2009.** This diagnostic cited two major problems in MENFOP's management of the education sector: (a) an inefficient decision-making system, and (b) an insufficiently mastered process of planning and conducting reforms (objectives, plans and programs) and in implementing corrective actions. The audit was particularly useful in identifying the need for objective-based planning, defining/clarifying roles and responsibilities and training for the institution and the need to focus on attaining results to achieve the desired change.

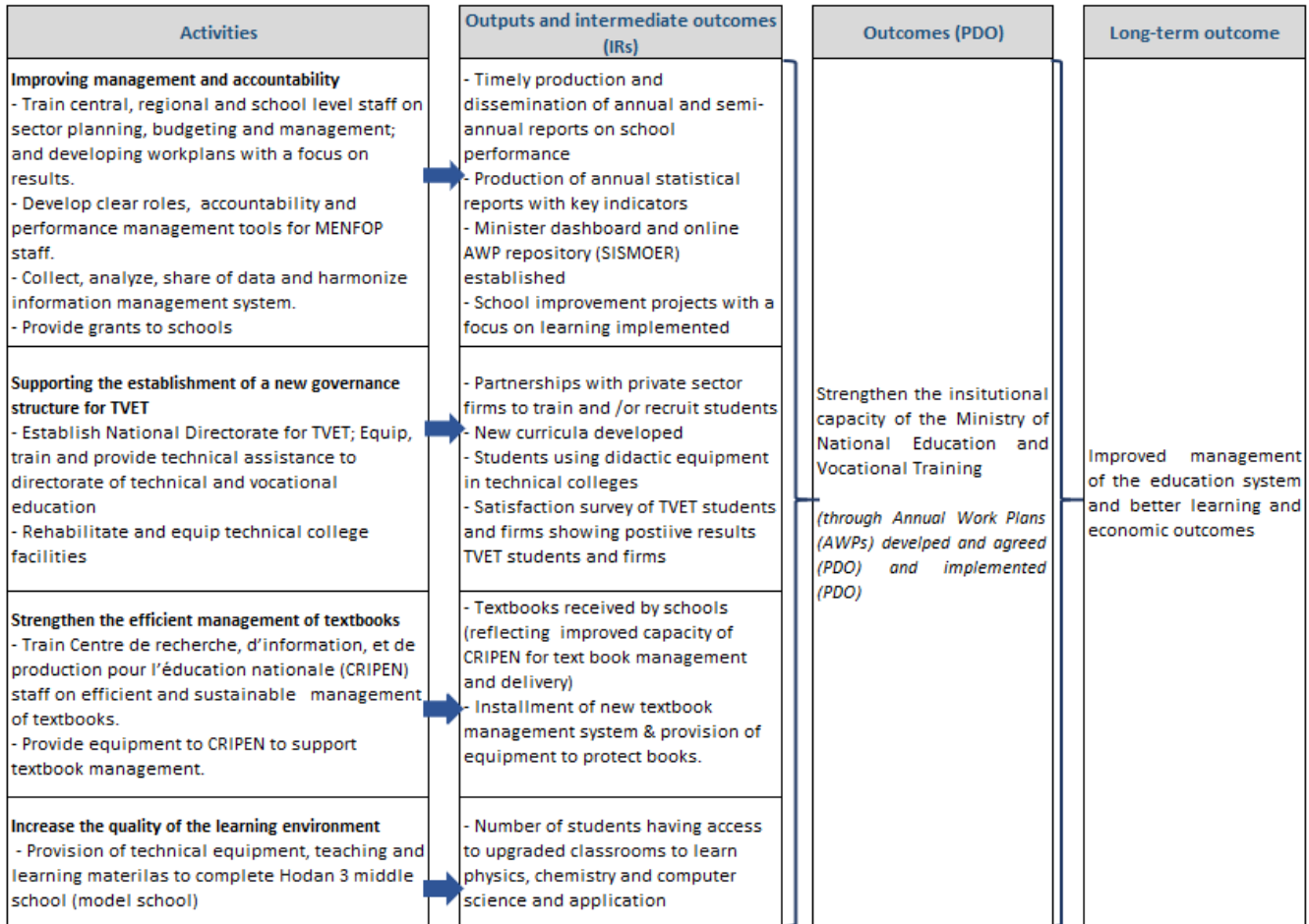
Theory of Change (Results Chain)

8. **The ACIGEF theory of change (TOC) focused on improving education sector management by providing support to several priority areas in the sector.** The project provided technical assistance, training of staff at various levels and equipment to strengthen the institutional capacity for improved management of the education system. The support focused on instituting results-based annual work



plans, a governance structure for technical and vocational training, more efficient management of learning materials and increasing the capacity to manage education projects. The TOC is illustrated in Figure 1 below.

Figure 1: Theory of change



Project Development Objectives (PDOs)

9. The project development objective (PDO) was “to strengthen the institutional capacity of the Ministry of National Education and Vocational Training for improved management of the education system.”

Key Expected Outcomes and Outcome Indicators

10. Progress towards the PDO was to be measured through the following key indicators:

- (a) Percentage of departments with Annual Work Programs (AWP) agreed and approved by the beginning of the fiscal year; and



- (b) Departments with an AWP that has completed 70 percent of the activities by the end of the fiscal year¹.

Components

11. The project consisted of two parts: (a) reinforcing institutional capacity and performance of the education system; (b) increasing the quality of the learning environment.

Component 1: Reinforcing institutional capacity and performance of the education system (Planned: US\$4.0 million; Actual US\$3.6 million)

12. Reinforcement of the capacity of the MENFOP at the central, regional, and school levels to improve performance and management of the education system through technical assistance, training, and the provision of furniture, vehicles, and equipment, as detailed in the Procurement Plan.

13. **Subcomponent 1.1. Improving management and accountability.** This subcomponent provided technical assistance, training, and equipment to various departments at the central, regional and school levels to help the MENFOP in: (a) defining roles and accountability structures and developing procedures that introduce performance-based management tools; (b) strengthening planning and management of financial, material, and human resources; and (c) supporting the systematic collection, analysis, and sharing of information, and harmonization of the various information systems to monitor and evaluate the performance of the MENFOP in delivering education services.

14. **Subcomponent 1.2. Supporting the establishment of a new governance structure for TVET.** This subcomponent provided technical assistance, training, and equipment to the new Directorate for TVET that was established before project effectiveness. Through support to this directorate, the project promoted the establishment of a national authority for TVET with public and private sector participation that facilitated the links between the education system and the labor market.

15. **Subcomponent 1.3. Strengthening efficient management of textbooks.** This subcomponent supported CRIPEN in the management of textbooks through technical assistance and training, in planning, costing, budgeting, procurement, stock control, distribution and maintenance of textbooks, and in implementing a sustainable system of cost recovery which does not exclude the rural poor from access to learning materials. It provided technical assistance to conduct studies to assess the use of textbooks before and after the project and sought to conduct a pilot experiment on the use of digital textbooks through e-tablets at the secondary level. The project also provided IT equipment and minor rehabilitation for the offset printing and storage facility.

16. **Subcomponent 1.4. Enhancing project management.** Under this component, the project strengthened the capacity of MENFOP to manage education projects, in general, and this project, in particular, by providing technical assistance and training to the Project Implementation Unit (PIU) in procurement, financial management, and monitoring and evaluation. It also provided technical assistance

¹ There is a discrepancy between the wording in the PAD's main text (p. 4) and the results framework. For the purposes of the ICR, the wording in the results framework will be used as it corresponds with the wording used in the ISRs and progress reports.



to support the Project Steering Committee. The project finance furniture, equipment, vehicles and incremental operating costs for the PIU.

Component 2: Increase the quality of the learning environment (Planned US\$2.0 million; Actual US\$1.7 million)

17. This component supported activities to improve the quality of the school environment by ensuring adequate learning and working conditions through: (a) the upgrading and rehabilitation of the technical colleges and provision of didactic equipment; and (b) the completion of the Hodan 3² lower secondary school and provision of equipment and learning material. The completion of Hodan 3 was requested by the government to be part of ACIGEF to ensure continuity of Bank support of an activity initiated under a previous Bank-supported project.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

Revised PDOs and Outcome Targets

18. **The PDO was not revised.** However, during the first restructuring, the first outcome target “percentage of AWP’s developed and agreed and approved” was increased to 90 percent to account for the one year extension (see below).

Revised PDO Indicators

19. **As mentioned above, the PDO indicators were not revised during implementation** but the target for one of the PDO indicators was revised upwards as part of the first restructuring in May 2017 to extend the closing date by 12 months (see “other changes” below).

Table 1: Original and Revised PDO indicators

Original Indicator in PAD	Revision	Explanation
PDO Indicators		
Percentage of Departments have Annual Work Plans (AWPs) developed and agreed and approved-Target 75%	Target revised to 90%	Target was increased to account for the 1-year closing date extension.
Percentage of AWP implemented-Target = 70%	No change	

20. **The rationale for the upward revision was two-fold:** (a) despite initial delays, MENFOP had made significant progress after the mid-term review in the development of AWP’s across all its departments, feeling confident that it will reach a higher percentage by the closing date; and (b) MENFOP also saw the higher target as confirmation of its sustained commitment to a results-based way of working.

² The PAD refers to Hodan 3 as a “middle” school but for clarity sake, the ICR uses the term “lower secondary” instead.



Revised Components

21. **The project components were not revised. However, during the 2017 restructurings, a new activity was introduced under component 1:** the provision of school grants to 30 schools (21 primary schools and 9 lower secondary schools) to extend the results-based approach (RBA) down to the school level. The rationale was to empower schools to identify key constraints to learning, develop and manage improvement plans while being accountable for these activities. This resulted in the re-allocation of funds between components and changes in implementation arrangements.

Other Changes

22. **There were two level-two restructurings, dated May 31, 2017 and November 14, 2017³.** The first Level 2 restructuring took place on May 31, 2017 and introduced the following four changes:

- (a) extension of the project closing date by one year from August 31, 2017 to August 31, 2018 to make up for initial delays and allow completion of project activities;
- (b) inclusion of a new activity: the provision of school grants as a pilot to select primary and lower secondary schools to support the government's strategy of improving results at these levels. The schools were selected among the poorest communities, and with the lowest education performance. The initial total cost of the activity was US\$50,000 to fund vetted proposals (typically for US\$4,000 – US\$5,000) for school improvements (for example, support to remedial programs, minor repairs, tree planting, equipment, supplies, etc.);
- (c) revision of institutional arrangements to incorporate the new pilot activity on the provision of school grants and addition the participation of local communities in school management; and
- (d) revision of the results framework to shift the end target dates for all indicators (PDO and intermediate) in line with the revised Closing Date and adjust some end targets (see table below); and
- (e) Adjustment to the overall funds available and component costs to: (i) reflect losses due to exchange rate fluctuations (XDR to US\$), (ii) reallocate funds from activities that were supported by other donors or the government, or represent a shift in government priorities, and (iii) reflect the cost of revised activities. As a result, the cost of Component 1 was reduced from US\$4 million to US\$3.6 million equivalent and the cost of Component 2 was reduced from US\$2 million to US\$1.7 million equivalent.

23. **The second Level 2 restructuring took place on November 14, 2017.** This restructuring was to permit an increase in the school grants funding envelope from US\$50,000 as stated in the first restructuring to US\$150,000. This increase was necessary due to government's decision to include lower secondary schools that had more significant resource constraints. As a result, 21 primary schools and 9 lower secondary schools were to benefit from school grants. The additional US\$100,000 came from the planned household survey for which other funding had been identified and the results framework was

³ The second restructuring was approved on November 14, 2017 and the amendment letter countersigned on January 4, 2018 but due to a system glitch, it was only reflected in the system on March 15, 2018.



amended to add secondary schools to the target. Table 2 below provides an overview of the changes that were introduced.

Table 2: Original and Revised Intermediate indicators

Original Indicator in PAD	Revision		Explanation
Intermediate Indicator Component One: Reinforcing institutional capacity and performance of the education system			
	1 st restructuring	2 nd restructuring	
Timely production and dissemination of semi-annual reports on school performance-Target = 8	Target revised to 10 reports		This indicator was cumulative and was revised upward because of extra time afforded by the new closing date.
Annual statistical reports with key indicators-Target = 4	Target raised to 5		Target increased because one annual statistical report was produced for each project year = 5
Number of partnerships with private sector firms to train and/or recruit students has increased from 1 in 2011 to at least 4 by the end of the Project-Target = 4	Target raised to 6 partnerships		Based on positive progress, the end target was revised to account for the additional year of implementation.
The level of satisfaction of TVET students and firms has increased by at least 30% by the end of the Project (compared to baseline)-Target 30%	Target reduced to 10%.		Target changed because this indicator did not have a proper baseline.
Number of schools receiving school grants (new)	Target = 30	Clarification was added in the comments section "At least 30 primary and lower secondary schools will	During the second restructuring, funding was increased from US\$50,000 to US\$150,000 and eligibility expanded to lower secondary schools.



		have received this grant"	
Intermediate Indicator Component 2: Increase the quality of the learning environment			
Total number of students using new computer rooms in Hodan 3-Target = 2,200	Target revised upward to 2,500.		Revised upward because it was highly likely to be achieved.

Rationale for Changes and Their Implication on the Original Theory of Change

24. **The adjustments had a positive impact because they increased the prospects of achieving the targets.** The changes were required after initial delays in implementation which necessitated additional time to complete activities. In addition, the introduction of school grants and the attendant funding award processes helped to build school capacity in identifying and prioritizing school needs, involving stakeholders in the needs assessment and in preparing proposals for grants that specify the activities to be funded, their cost and their rationale. This capacity building was consistent with the PDO and extended system performance strengthening down to both the primary and lower secondary school levels.

II. OUTCOME

A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

25. **The relevance of the PDO is rated high.** The PDO was relevant at the time of approval and remains consistent with the World Bank Country Partnership Strategy and the Government's Education Sector Strategy 2010-2019. The Project was designed specifically to support the National Education Strategy's emphasis on access, equity, quality, focus on results and good governance as major priorities for the sector. The Project was also in line with the World Bank's Country Assistance Strategy (CAS) of 2009-2012 for Djibouti that highlighted improvements of the education sector as one of the key national priorities. The 2009 CAS had three themes: supporting growth; supporting human development and access to basic services; and supporting governance and public-sector management. Also, the Performance Learning Review (FY14-17) of the Country Partnership Strategy proposed an amendment to its Pillar 2: it modified the pillar's focus from "strengthening the business environment" to "strengthening public and private sector capacity for service delivery", thereby reconfirming the relevance of the project objective. The Systematic Country Diagnostic of 2018 identified capacity and governance constraints and recommends continuing to focus on these areas, and therefore confirming the continuing relevance of ACIGEF objectives. The follow-on Bank-supported education project also aims to improve MENFOP's capacity for better education sector management with a focus on results-based financing.

B. ACHIEVEMENT OF PDOs (EFFICACY)



Assessment of Achievement of Each Objective/Outcome

26. **The efficacy of the PDO is rated substantial.** The project exceeded the targets for the two PDO indicators: (a) percentage of departments have Annual Work Plan (AWP) developed and agreed and approved; and (b) percentage of AWP implemented. Based on Bank guidance for developing strong results frameworks, the chosen indicators were more output than outcome oriented, which was appropriate given MENFOP's limited capacity, the novelty of the RBA and fragile country context. Achievement of the PDO targets was facilitated by meeting or exceeding targets of six out of the eight intermediate indicators

27. **PDO indicator 1 “percentage of departments have Annual Work Plan (AWP) developed and agreed and approved” was exceeded.** In 2018, 96 percent of departments had approved AWP's compared to upward revised target of 90 percent. MENFOP first used AWP's in 2014, but they were based on completion of activities. By 2017, the AWP's were based on results. The introduction of AWP's also helped MENFOP to: (a) identify and be accountable for clear targets that were directly linked to the new Education Sector Plan (ESP – 2017 - 2020) indicators, thus closely aligning each department's activities with the overall strategy of the sector; (b) ensure that the sector priorities of increased access, improved equity and retention were embedded across all ministry departments' work plans (each AWP had to identify how its proposed activities contributed to at least one of three priority areas); and (c) strengthen its capacity to coordinate and manage different interventions by donors and government agencies to avoid duplication and therefore maximizing synergies . In 2018 there was an additional shift in MENFOP's approach to managing the sector and becoming more effective by reviewing/analyzing its AWP's at the end of the year, identifying strengths and weaknesses and developing recommendations for the development of the 2019 AWP's. This was a result of MENFOP's continued commitment to RBA. A total of 48 out of 50 departments produced results-based AWP's in 2018, which is a commendable achievement.

28. **PDO indicator 2 “percentage of AWP implemented” was also exceeded.** 90 percent of AWP's that were developed for 2018 were implemented compared to the target of 70 percent⁴. This shows a clear upward trend of the ministry's capacity to implement activities it set out to achieve at the beginning of the year (in 2017, 79 percent of AWP's were implemented). MENFOP was able to complete 572 activities out of 697 in 2018 across all areas, including human resource management (professional development, deployment of teaching and non-teaching staff); student and sectoral performance assessments (administration and analysis of key exams, monitoring and evaluation, development of annual statistical reports harmonization of information systems); planning and policy making (development of a pre-school strategy, introduction of ICT into schools, review and update of curriculum, textbook management, project management, school management, governance of TVET, improvement of the learning environment etc.).

29. The above two outcomes were facilitated by the following intermediate results:

- (a) Timely production and dissemination of semi-annual reports on school performance and annual statistical reports with key indicators which informed preparation of AWP's: targets for both

⁴ For instance, the department for general administration's 2019 AWP has been posted on the SISMOER webpage and includes an activity related to the establishment of pre-school legal framework with bi-monthly steps/targets, an expected activity start and end date, data collection source, proposed budget and percentage achieved. MENFOP is in the process of making the system fully web-based to allow for availability of real-time data.



these indicators were either exceeded or met. A total of 12 semi-annual reports on school performance were produced compared to the target of 10, and 5 annual statistical reports were produced. This was achieved through: (a) training 75 key department staff on applying a RBA, which included capacity building on data analysis, implementation and monitoring and evaluation of activities focused on achieving results. This was also key to be able to successfully implement AWP; (b) nine staff from the statistics department at the central and regional levels on information systems, data collection and cleaning, analysis and monitoring and evaluation activities to support results-based analysis and the production of respective progress reports, (c) inclusion of geo-mapping of all schools in Djibouti, (c) strengthening key exam administration by increasing results analysis capacity through training of two key MENFOP staff and provision of materials to secure test items/questionnaires both at the primary and lower-secondary levels (2nd and 5th year learning assessments - OTIs, Brevet); and (d) increasing capacity and frequency of inspectors to carry out supervision and collection of data from the 10 secondary and 35 lower secondary schools through training 13 inspectors (three financed by ACIGEF) and provision of vehicles.

(b) Harmonized information systems and established the following two new tools: First, a dashboard for the minister was developed, which provides an overview of all MENFOP activities and progress of AWP implementation and ESP targets. Second, an online repository (SISMOER) of all AWP being executed, providing quarterly targets, data collection/update responsibilities, budget and implementation status. SISMOER is currently still Excel-based and needs to be manually updated but MENFOP is in the process of making it fully web-based to provide data in real-time. MENFOP's push to create an online tool to support the implementation of results-based management is important for several reasons: (1) increased transparency and strengthened accountability by making information accessible to the public and other government agencies which was not the case under the Excel-only approach, (2) streamlined AWP development and data collection process, which was apparent in the reduced time it took MENFOP to prepare the 2019 AWP compared to the 2018 AWP, and, (3) improved coordination and dialogue with other development partners based on better analysis of ESP progress which also informs the joint sector review discussions.

(c) Built capacity across all MENFOP departments. Over the life of the project, the ministry trained 97 department-level staff on planning, budgeting and management of activities within their departments, including on medium-term expenditure framework development (MTEF). The project supported definition of roles and responsibilities and accountability mechanisms which resulted in each directorate (and work unit) having clearer job descriptions to avoid duplication and overlapping responsibility. Better defined responsibilities were also a prerequisite to developing and implementing the AWP. AWP promote improved education system management because budgets at MENFOP use results-based criteria for the MTEF. MENFOP capacity for budget preparation and negotiation has been reinforced with this shift to a new RBA for budget preparation. In the end, all 626 MENFOP staff were trained⁵.

(d) Trained project implementation unit staff, which (over the course of project implementation) became a department (Service de Gestion de Projects) in charge of all government and donor

⁵ Although the PAD identified 650 MENFOP staff as direct project beneficiaries, the final number of staff trained was 626 which was due to staffing changes.



supported activities. This unit helped to facilitate preparation and implementation of AWP. The fact that this unit was upgraded and tasked with such a critical function further shows the increased capacity of the ministry to manage the sector.

(e) Strengthened management at the school level through training and provided school grants. The target of 30 schools receiving grants was achieved. The school grants activity was important to achieving the PDO because it helped improve education sector management at the school level. The project supported training of all 130 school heads in managing school projects, while providing financial support to 9 lower secondary and 21 primary schools. Schools were selected amongst the lowest performing ones, and each project had to address low levels of learning in their classrooms. Although no rigorous evaluation was carried out, visits to schools indicate that the main activities were related to helping struggling students to improve. Because of this activity, 30 additional schools benefitted from UNICEF support to implement school projects, which were based on plans that each school developed and followed the ACIGEF model.

30. The following outputs and intermediate outcomes were part of the PDO on implementation of AWP:

(a) Developed partnerships with private sector firms as part of improvement of management and governance. The project facilitated partnership with the private sector through support to the National directorate for TVET and training of eight key staff, which includes strong participation of the private sector to facilitate links with the labor market. The number of partnerships with private sector firms to train and/or recruit students reached 15, exceeding the revised end-of project target of six.

a. In addition, developed 13 curricula in the areas of civil engineering, electromechanical engineering, refrigeration and service sectors, and an additional four specializations for which curricula are currently being developed. This was a clear demonstration of stronger management and governance because greater involvement of the private sector in TVET increased the likelihood that training would be more relevant to labor market needs. Conducting regular labor market analysis to increase relevance of training was also evidence of improved management of the education sector. Through the 15 partnership agreements, more than 600 students (including 13 deaf students) participated in on-the-job training at 132 firms through support from the project. The TVET directorate has been able to forge partnerships with other donors (i.e., the French Development Agency, the government of China etc.) and further enhanced implementation of AWP. In addition, there were 4,415 students enrolled in technical colleges in the 2017/18 school year, which also points to the new directorate's increased management capacity.

b. The partnership with the private sector led to high level of satisfaction of TVET students and firms. The survey indicated a high level of satisfaction for all groups of students, graduates and enterprises which hire the graduates. The survey measured satisfaction rates at about 86 percent for combined Djibouti-ville and regional students (weighted total), special needs students at 85 percent, graduates at 84 percent, and enterprises at 89 percent. Although a comparable baseline had not been established to show a 10



percent improvement over the baseline, these satisfaction rates are quite remarkable especially given that this has been achieved by a newly-established entity.

(b) Strengthened efficiency of textbook management. The indicator associated with this sub-component was partially achieved: CRIPEN consistently collects information on number of books sent, delivered and received at the primary, lower secondary and secondary levels, and tracks the textbook stock at the beginning and the end of the school year, both at the center as well as in schools. Survey information on textbooks received by students, however, was not available by the time of ICR writing. Nevertheless, the ICR highlights the following achievements as part of implementation of MENFOP AWP which demonstrate stronger textbook management:

- (1) undertook an initial stocktaking of textbooks availability in rural schools in 2016, which revealed that although there were enough books in schools, the subject-specific books for a 1:1 book to student ratio were insufficient;
- (2) introduced an information system and trained 13 persons in its utilization to better manage book acquisition and distribution;
- (3) purchased an offset printer;
- (4) trained 110 staff of CRIPEN on planning, costing, budgeting, procurement, stock control, distribution and maintenance of textbooks;
- (5) purchased 179 metal armoires and approximately 21,062 plastic rolls to help protect new books and increase their shelf life;
- (6) trained 19 developers to produce e-tablet application for French and Mathematics for Grades 1 and 2, as well as in photoshop, cartography and iconography. This was critical as CRIPEN is aiming to improve the relevance of its materials based on the ministry's policy to gradually introduce technology in classrooms;
- (7) purchased additional laptops for secondary schools; and
- (8) produced 53 new titles for secondary education, well above their average production.

(c) Rehabilitated technical colleges and completed Hodan 3 lower secondary school as a model school. Five colleges⁶ were rehabilitated and equipped, and the target of 800 students using didactic equipment at technical colleges was exceeded (818 actual). As part of this process, MENFOP also recognized the importance of close consultations between technical college leadership and the TVET directorate: in one instance, a piece of diagnostic equipment that was purchased for vehicles not commonly found in Djibouti. Therefore, hands-on experience was still possible but direct application was likely to be limited, and this was a lesson learnt. Hodan 3 was extended with computer rooms, housing for the school director and school manager, a multi-purpose room, sports facilities and libraries, and equipped with computers among other items. The number of students using computer rooms was 2,861 compared to the target of 2,500. This figure is in addition to all Hodan 3 students benefiting from equipped physics and chemistry laboratories. This demonstrate MENFOP's capacity and commitment to improvement of the quality of education through creation of model schools and improving the learning environment for colleges.

⁶ There exists a discrepancy between the number of technical colleges mentioned in the PAD compared to the actual number having been supported: based on information available, there only existed five technical colleges in 2010/2011, which is the number of colleges the project supported.



31. **The ministry's strengthened capacity to manage the education sector is also evident by achievements in other areas.** For instance, the ministry carried out two early grade math assessments (EGMA) for Grade 2 in 2017 and 2018, for which it received initial capacity building under the PAEQ project and which was included in the General Administration Directorate's AWP. Capacity building included training on the instrument but also development of supplemental mathematics materials and training of teachers in specific pedagogical practices. The 2018 assessment revealed that most teachers applied the new teaching practices and CRIPEN developed supplemental math booklets based on the 2017 results, which led to children's increased performance⁷ on the different EGMA test items. The education system also showed positive developments in the Year 5 OTI, which includes testing in mathematics and which has increased from 65 percent in 2016/17 to 72 percent in 2017/18, gross enrollment rates went from 78 percent to 89 percent, number of schools built from 133 to 141 over the same period.

Justification of Overall Efficacy Rating

32. **The overall efficacy rating is substantial.** The project achieved its PDO of strengthening the institutional capacity of the Ministry of National Education and Vocational Training for improved management of the education system. The two PDO indicators were exceeded, and six of the eight intermediate indicators were achieved or exceeded while the remaining two were partially achieved. Although the PDO indicators were intermediate in nature, there is strong additional evidence to demonstrate improved ministry capacity for planning, management, budgeting, monitoring and focus on results. It is also notable that MENFOP is the only ministry in Djibouti which uses a RBA. As mentioned above, there were moderate shortcomings related to: (a) percentage level of satisfaction of TVET students and firms due to unavailability of a comparable baseline, and (b) number of textbooks distributed, received by schools and students as information on books received by students was not available at the time of ICR writing, warranting a rating of substantial.

C. EFFICIENCY

Assessment of Efficiency and Rating

33. **The overall efficiency of ACIGEF is rated as substantial.** Recognizing the one-year extension, by and large, all activities were implemented and indicators met or exceeded by project closing despite US\$550,000 overall less budget available. Implementation efficiency varied but improved significantly over the course of the project. Project outcomes and outputs of individual activities point towards more efficient use of resources, and the project also leveraged additional donor funding and promoted greater sector alignment, all pointing to increased efficiency. In addition, the project is expected to generate long term efficiencies in the management of resources, due to strengthened institutional capacity. Nevertheless, delays in implementation detract from a high efficiency rating.

34. **As mentioned above, by and large all activities were implemented and indicators met or exceeded despite 9 percent less budget available due to exchange rate losses.** The overall budget envelope for the project was US\$6 million and the project covered 100 percent of costs with no counterpart funding. While

⁷ Although in some instances only modest improvements could be observed this is not surprising given the limited time between the two assessments. However, assessed students consistently scored higher in all test items in 2018 over 2017.



price contingencies at project design had been estimated at US\$200,000 (see PAD, page 4), net exchange rate losses amounted to approximately US\$534,579 (9 percent of original budget) during the course of project implementation, which is more than double the contingencies budgeted. Overall, the budget allocation to Component 1 was reduced from US\$4 million to US\$3.6 million and the budget allocation to Component 2 was reduced from US\$2 million to US\$1.7 million. Despite the large and more than budgeted amount for exchange rate losses, by the end of the project implementation period, all implemented activities were completed and targets for all indicators were by-and-large met or exceeded, pointing to more efficient use of resources.

35. Implementation efficiency varied and improved over the course of project implementation. Due to initial project implementation delays, the implementation efficiency of the first two years of the project, until March 2016, was rated negligible to modest. Ministerial cabinet changes took place in April 2016, which led to a renewed focus of the government on the ACIGEF project, and increased implementation pace and disbursements. Nevertheless, by the time of the first restructuring in May 2017 (i.e., three months to the original closing date), six out of nine (66 percent) results indicators, including the second PDO indicator, remained unmet. As part of the restructuring, (a) the project timeframe was extended from five to six years, (b) five out of nine (55 percent) original indicator targets were revised upwards, and (c) a new indicator was introduced. By project closing, the project, by-and-large, met or exceeded all ten indicators (two indicators were partially met⁸). This points at a significant improvement in the implementation efficiency, especially considering that this was achieved without additional financing.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

36. The overall outcome rating is satisfactory based on the high relevance of objectives, substantial efficacy and substantial efficiency. There were moderate shortcomings in efficiency arising from slow implementation which necessitated an extension of closing dates.

E. OTHER OUTCOMES AND IMPACTS (IF ANY)

Gender

37. The project promoted female students which account for about half of the enrollment in Djibouti public schools. The project also supported MENFOP in its data collection and analysis, leading to the fact that all major reports can be produced broken down by gender. Given MENFOP's priority focus on supporting girls' education, the availability of gender-disaggregated data is a significant improvement. Furthermore, several of the key department heads were female and activities supported through ACIGEF were led by females: (a) the directorate for inspection, the evaluation department and teacher training center are led by women who benefitted from training interventions, study tours and capacity building activities under the project. Feedback received during ICR writing was positive and confirmed that they feel better equipped to perform their work, and (b) 27 percent of all school heads receiving on RBA were female, and (c) 40 percent of students benefitting from school grant interventions were girls.

⁸ Intermediate indicators IR4 (level of satisfaction of TVET students and firms) and IR5 (Number of textbooks distributed, received by school and received by students) were partially achieved (see Annex 1 – Results Framework and Key Outputs)



Institutional Strengthening

38. **Institutional strengthening was at the core of the ACIGEF project.** Training and expert support to MENFOP to engender a mentality of RBA was a large part of the project. Units within the ministry now focus their AWP on results rather than simply completed actions (and, in so doing, they can no longer make an artificial distinction between ‘usual ministry work’ and what they consider to be extra ‘project-related work’). The M&E system was enhanced with online tools for better monitoring of sector performance. The development of the dashboard helped to focus units on results and link their work plans to the new ESP. The MENFOP experience in results-based MTEF provides strong lessons for the Ministry of Finance and other sector ministries to follow in improving the focus on results. In addition, the quality of materials coming from CRIPEN has improved significantly, not only through provision of a new industrial off-set printer to print supplemental materials, but also in the layout of those materials which was supported through experts financed by the project. Capacity building for development of electronic applications through the project will also support new government and donor-financed ICT activities, which is a priority for MENFOP. In addition, the different trainings and capacity building activities strengthened assessment and exam capacity of relevant directorates and units which has led to an increase interest in rigorous student evaluation approaches included under the new education project being developed. Another example of how institutions were strengthened is the school grants activity where schools could determine the use of the funds after carrying out a needs assessment and drafting a project proposal. Lastly, strengthening the TVET directorate helped create “incubator” centers where young people choose a profession/skills, receive three-month training on business development and life skills and 9 months of center-based practical experience as they try to find business opportunities.

Mobilizing Private Sector Financing

39. **Although the project did not mobilize private sector financing, it did mobilize private sector participation.** This was facilitated by the establishment of and support to the National directorate for TVET, which includes representatives from the private sector who help to facilitate the links between the education system and the labor market thereby improving greater external efficiency. Private firms were also involved in improving the quality and relevance of TVET.

Poverty Reduction and Shared Prosperity

40. **The project promoted poverty reduction most directly through its improved textbook management, AWPs, school grants and school construction and equipment.** The textbook management sub-component supported the government’s policy of providing free textbooks at no cost to poor students, thus improving their access to better education. School grants were aimed at schools with low performance and a variety of acute needs including helping students to avoid grade repetition and dropping out. AWPs, among other things, focused on improving equity of the education system. The project also provided substantial physical facilities and equipment that benefited the school population in poor neighborhoods in Djibouti.

Other Unintended Outcomes and Impacts

41. There were no other unintended outcomes or impacts.



III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

42. **The project built on lessons and achievements of the previous project – the School Access and Improvement Program (PAAE) as well as the multi-donor funded Primary Education Support Program, EFA-FTI Catalytic Fund.** Project preparation was informed by the organizational audit of MENFOP supported by the previous Bank-supported project. This audit provided a clear set of priorities and recommendations to improve education sector management, including definition of roles and responsibilities and accountability structures at various levels. In addition, given the institutional capacity and management challenges encountered by previous projects, ACIGEF focused on technical assistance and training for sector staff to strength implementation capacity through knowledge transfer and fiduciary functions of the PIU. The project also included development of tools and systems to link existing information systems, financed by previous Bank supported projects, aimed at enhancing overall sector management through better measurement of progress. Moreover, the project used the existing project implementation unit which already had experience in managing Bank financed projects.

43. **Strong government commitment and leadership with a clearly articulated strategy.** There was strong government commitment to the project, most simply because the ministry was about to embark on implementation of the NES and the PAEFPT, both of which included a strong focus on improving efficiency of the education system and the quality and relevance of education with a focus on results.

44. **The design was simple and focused on three main areas:** MENFOP operations and planning at the central and school levels, technical and vocational training and textbook distribution management. Rehabilitating and equipping technical colleges and finishing and equipping the Hodan 3 were also consistent with the PDO as they provided a vehicle for the ministry to deliver education services for skills and knowledge acquisition in line with Djibouti's economic development. Nevertheless, initial implementation of activities especially the introduction of AWP's proved to be more challenging than anticipated.

45. **Strong involvement of stakeholders in preparation.** There were extensive discussions in the ministry leading up to the design of the RBA support. As a result, specific training was identified in key areas to support the new approach. In the case of TVET, the component was driven by stakeholder participation particularly students and local businesses. The school grants component was strong in stakeholder participation as well because schools had to identify their school priorities and prepare proposals for grants to the PIU.

46. **Assessment of risks and mitigation measures.** The overall project risk was assessed as moderate at entry. In general, the risks and measures to mitigate them were well identified and well incorporated into the project design. Two of the six risks were rated substantial and the others Low, and appropriate mitigation measures were incorporated into the design to reduce the overall risk to Moderate at entry. The two areas identified with substantial risk were: limited management capacity and weak monitoring



and evaluation capacity. These risks were mitigated by the project through putting in place management tools and strengthening monitoring and evaluation capacity through training and technical assistance both at the central and school levels.

47. **Readiness for implementation at approval was high.** The ACIGEF project was well-prepared and designed with many details clearly defined before effectiveness, including terms of reference and procurement plans. On the other hand, the capacity to carry out major reforms was more limited than initially anticipated.

B. KEY FACTORS DURING IMPLEMENTATION

48. **Changes in Ministry leadership led to a slow start to implementation.** Shortly after preparation, the project's champion was transferred out of the ministry; as a result, regular donor meetings at MENFOP ceased, project progress slowed, and disbursement remained weak over the course of the first 18 months (fall 2014 to spring 2016). Because considerable time had been lost, it became clear to the project team that more time was needed to complete project activities. The Government requested a Level 2 restructuring allowing the project closing date to be extended by twelve months from August 31, 2017 to August 31, 2018. – an extension that proved essential – and by project closing, almost all results targets had been met or exceeded.

49. **Low initial engagement with the Annual Work Programs (AWP) on the part of the departments of the ministry led to initial delays in preparation of AWP.** Greater initial technical assistance through coaching as was provided later in the project would have helped to address this challenge. On the other hand, with the change of ministry leadership, using RBA was no longer a priority, effectively slowing any activity related to AWP.

50. **Capacity constraints persisted throughout project implementation.** Although consultations overall were strong during project preparation, MENFOP realized there could have been closer consultation on some of the key equipment procured under the project; : in one instance, a piece of diagnostic equipment that was purchased for vehicles not commonly found in Djibouti. Therefore, hands-on experience was still possible but direct application was likely to be limited, and this was a lesson learnt. Frequent staff turn-over and prolonged vacancies undermined the PIUs effectiveness to implement project activities. To remedy this, the project supported technical expertise which significantly increased the PIUs capacity towards the end of the project, so that all activities could be completed.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E Design

51. **Overall, the objective was clearly specified, the design included several activities to ensure effective monitoring and evaluation of project outcomes** including: (a) clarification and



institutionalization of M&E functions; (b) development of an internal M&E framework, guidelines, manuals and related capacity building and training of respective staff; and (c) strengthening information management systems with clear linkage to AWP. The project envisaged a pre- and post-survey of schools to confirm receipt of textbooks by students and satisfaction by TVET students and firms. The TOC was sound in documenting how activities and intermediate outcomes led to outcomes for strengthening the institutional capacity of the MENFOP for improved management of the education system.

52. All project activities were covered by the project results indicators, which allowed for assessment of PDO achievement. Although the two PDO indicators were more output rather than outcome oriented, this was appropriate given the limited capacity in Djibouti and novelty of focusing on results rather than activities. In addition, using output indicators follows Bank guidance when developing results frameworks in low-capacity and fragile country contexts.

53. The design of the project results framework was generally adequate although there were some shortcomings: (a) PDO indicators covered only component 1.1 on results-based management, specifically, the development and implementation of AWP; (b) The AWP indicators were themselves rather intermediate in nature, although that is understandable in that the implementation of RBA is a medium- to long-term effort; (c) the indicator for TVET satisfaction rate proved difficult to measure as it lacked a baseline and there were changes to the survey instrument so that results could not be compared, and (d) the survey information on textbooks received by students was not available at the time of ICR writing.

M&E Implementation

54. Overall, M&E implementation was good and improved over the course of the project. The government maintained regular reporting of project progress. The government and the M&E consultant worked together to resolve challenges relating to design of surveys for TVET student and firm satisfaction and textbook distribution. The PIU worked out methodological issues with these indicators and established baselines and processes to facilitate better monitoring in the future. Project M&E implementation also benefited from the fact that capacity was supported by other projects for which the PIU was responsible, for example, PAEQ (P145323, closed June 30, 2018). The results framework was strengthened with addition of a dashboard to facilitate monitoring and reporting. The dashboard reflects higher level evidence of achievement of the PDO of improved education sector management. Also, the PIU produced detailed semi-annual progress reports on project activities.

M&E Utilization

55. The M&E results were used to inform decisions, particularly the Results-based management component. For example, because of improved M&E the government and the Bank team had information to support a reasonable expectation that a one-year extension of the project closing date would be well-justified, as the remaining actions would be completed during the extension period. The PIU and the Bank also agreed to increase targets to give a better measure of progress given the increased amount of time to implement the project. Finally, the M&E reporting also revealed that additional funds were available to extend grants to more schools. There continue to be areas for



improvement in terms of data gathering, analysis and reporting for which interventions are included in the new Bank and GPE-supported project (currently being prepared). The semi-annual progress reports were instrumental in updating the results framework, developing the restructuring proposals and measuring progress towards project objectives achievements.

Justification of Overall Rating of Quality of M&E

56. **The overall quality of M&E was substantial.** Although the PDO indicators tended to be more intermediate rather than outcome-oriented, the results framework adequately covered the project activities and reflected the PDO. The Bank team worked with the government on the challenging indicators and was able to establish reliable measurements, M&E was used to track implementation progress and inform decisions.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

57. **Financial management (FM) was overall moderately satisfactory.** The World Bank team undertook an assessment of the financial management system for the PIU and identified risks associated with the following: (a) insufficient staff capacities to assure acceptable financial management of the project; (b) some fiduciary management procedures had not been implemented in line with PIU's administrative and financial procedures; and (c) PIU was entrusted with several projects financed by other donors and the World Bank which would be challenging for external audit. The assessment concluded that with the implementation of agreed-upon actions, the proposed financial management arrangements would satisfy the requirements of the World Bank. FM supervision was carried out on a regular basis by a field-based and Washington-based staff. Supervision missions confirmed that all financial covenants were complied with by and large in a timely manner, an adequate FM system and internal controls were in place, and the action plan was being implemented. Audit reports and Interim Financial Reports (IFRs) were submitted in a timely manner for all the years and were of acceptable quality. Overall, quarterly IFRs were received in a timely manner and found to be acceptable. In instances in which minor issues were identified, corrective actions were implemented by the Bank and the government. The financial management staff had relevant and adequate experience to carry out their fiduciary responsibilities. An internal auditor performed independent and objective internal audit activities including inspections and verification of the use of funds at the sub-project level.

58. **Procurement under the project was acceptable though the PIU faced some.** A procurement capacity assessment of December 2011 concluded that with the Djibouti country context, together with the capacity to be developed under the new project activities, the PIU was likely to adhere to applicable procurement procedures. The overall risk for procurement was 'moderate'. Procurement guidelines were generally followed, and procurement processes completed in a satisfactory manner although in some cases with delay. Procurement was rated either satisfactory or moderately satisfactory throughout the project period. Post-procurement reviews undertaken found procurement processing and contract management to be of a moderate risk and were supervised in a manner acceptable to the World Bank. Procurement decisions were transparent, but at times slow. Although some initial delays in the provision of technical inputs related to the procurement of project-supported activities were observed in the early stages of the project, these were resolved in a timely manner. There was one instance where the Bank procurement specialist was concerned about a potential conflict of interest on



a bid for a construction project, which was referred to the Bank's integrity unit but was found to be unsubstantiated. Instead, the Bank team strengthened its support to the PIU, and procurement performance remained acceptable through the end of the Project.

59. **ACIGEF was classified as Category C** for environmental and social safeguards and did not trigger any specific safeguards.

C. BANK PERFORMANCE

Quality at Entry

60. **The Bank's performance at entry was moderately satisfactory in the identification and preparation of a highly relevant project.** Project preparation was greatly facilitated by the 2009 institutional audit of MENFOP. The appropriate combination of training and other support contributed to a result that represented a significant change in the way MENFOP managed the education sector. There were some shortcomings in design of the results framework with some of the results indicators not clearly specified and therefore not fully understood by the PIU or MENFOP, and for which the PIU was not fully prepared given capacity constraints. Thus, it was initially difficult to measure the results of some project activities relating to TVET student and firm satisfaction. The PDO targets proved to be meaningful and not overly ambitious given the Djibouti country context.

Quality of Supervision

61. **World Bank performance on quality of supervision was satisfactory.** The Bank support was constant, proactive and flexible. The Bank team was able to help in keeping the project going including during a period when the change in ministerial leadership slowed implementation. The Bank team continued the dialogue and tried to find common ground that would meet ministry priorities while supporting the project's objectives. The implementation support teams consistently reported on financial management and procurement progress during missions and worked with the PIU team to build capacity in these areas. Key to the project's achievements was the consistent implementation support provided by the Bank team. This was greatly facilitated by the hiring of a Bank consultant in July 2017 who was based in the Djibouti Country Office.

62. **The Bank also made the appropriate decision to approve a one-year extension of the project and introduce a new pilot activity.** This extension allowed the project to complete important activities: (a) Hodan 3 lower secondary school to be finished (including all computer rooms, material for laboratories, and outdoor sports facilities); (b) a used Offset Printing Machine to be procured for CRIPEN; (c) sufficient time for 30 pilot schools to receive increased financing for their school improvement projects; and (d) a full calendar year to go through the AWP cycle.

Justification of Overall Rating of Bank Performance

63. **Overall, World Bank Performance is rated moderately satisfactory,** the result of a moderately satisfactory rating in quality at entry and a satisfactory rating in quality of supervision.



D. RISK TO DEVELOPMENT OUTCOME

64. **The risk to development outcome is moderate.** RBA represents a fundamental change in sector governance and it is now used throughout the ministry, albeit still facing some implementation challenges. That said, the ministry is using its own funds to further improve the ICT-enabled system so that it can become fully web-based and show information in real time rather than requiring a manual update, with one department already having completed the transition. It should also be noted that MENFOP is the only ministry in Djibouti to either apply a RBA or have such detailed information made publicly available. In addition, the ministry requested to continue and expand the RBA under the new basic education project that is under preparation: in fact, most areas will be supported under the new project including the production and distribution of learning materials, strengthening school-level management and leadership and assessments. This will allow for consolidation of achievements made under this project.

V. LESSONS AND RECOMMENDATIONS

65. **Sound analytical underpinning is critical to identifying key areas of intervention.** It is a good practice to conduct a thorough stocktaking exercise at the end of a project to establish clear priorities for follow up. The institutional audit of MENFOP carried out at the end of ACIGEF's predecessor project was key to laying out MENFOP's priorities that led to the main design features of ACIGEF. This greatly facilitated preparation of ACIGEF.

66. **School grants offer an effective vehicle, not only to provide resources for important investments in schools, but also to build capacity of schools to prioritize and plan.** For the school grants subcomponent, school directors went through a process which they had not done before to assess the many priorities facing the school to secure a school grant but with a particular focus on improving learning. A participatory process was conducted whereby stakeholders voiced their preferences and a grant proposal and plan were prepared and submitted to the project. It proved an effective vehicle because linking concrete resources to the new process provided an essential incentive to do the process right. If carried out effectively, it can also serve as a catalyst for expanding such a program (as was the case through UNICEF).

67. **To effect progress towards results-based management, it is important to align AWP's with the national strategy and the minister's management needs.** Tying in a ministerial unit's AWP's to the high-level objectives of the national education strategy gives a sense of clarity, importance and accountability to the staff who are responsible for the AWP's. Putting in place a dashboard for the Minister provided him with timely information on the status of activities on a timely basis. This helped to improve accountability and the focus on results.

68. **Local and continued support is critical especially in a low capacity context.** In countries where there is no Bank Education Specialist on the ground, a local but independent consultant who can act as a go-between the Bank and the Government on a day-to-day basis is crucial. The hiring of such a consultant in Djibouti was a key factor in ensuring end-of-project implementation success.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: To strengthen the institutional capacity of MENFOP for improved management of the system

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of Departments have Annual Work Plans (AWPs) developed and agreed and approved	Percentage	0.00 03-Dec-2012	75.00 31-Aug-2017	90.00 31-Aug-2018	96.00 04-Apr-2019

Comments (achievements against targets):

This target was exceeded. 48 out of 50 departments had developed, agreed and approved AWPs in 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of AWP implemented	Percentage	0.00 03-Dec-2012	70.00 31-Aug-2017		90.00 04-Apr-2019



Comments (achievements against targets):

Target was exceeded. Out of the 48 approved AWP, 43 AWP were fully implemented in 2018.

A.2 Intermediate Results Indicators

Component: Reinforcing institutional capacity and performance of the education system

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Timely production and dissemination of quarterly and annual reports on school performance	Number	0.00 03-Dec-2012	8.00 31-Aug-2017	10.00 31-Aug-2018	12.00 04-Apr-2019

Comments (achievements against targets):

Target exceeded. Baseline should be 1 because reports were already prepared periodically. This indicator demonstrates MENFOPs increased capacity to collect, analyze and report data on a regular basis.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Annual statistical reports with key indicators	Number	0.00 03-Dec-2012	4.00 31-Aug-2017	5.00 31-Aug-2018	5.00 04-Apr-2019



Comments (achievements against targets):

Target achieved. MENFOP produced an annual statistics report every year.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of partnerships with private sector firms to train and/or recruit students by the end of the Project	Number	0.00 03-Dec-2012	4.00 31-Aug-2017	6.00 31-Aug-2018	15.00 04-Apr-2019

Comments (achievements against targets):

Target exceeded. The new National directorate for TVET was effective in its role in fostering closer collaboration with the private sector and offering young Djiboutians practical training.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
The level of satisfaction of TVET students and firms	Text	Firms: 85% Students: 80% 07-May-2015	30% (students), 30% (firms) 31-Aug-2017	10% (students), 10% (firms) 31-Aug-2018	Firms: 85.5%, Students: 89% 04-Apr-2019

Comments (achievements against targets):



Partially achieved. Although a comparable baseline was not established to show a 10 percent improvement, these satisfaction rates a substantial achievement.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of textbooks distributed, received by school and received by students	Text	No system in place 03-Dec-2012	Survey of textbooks received by students in secondary education at the beginning and end of the school year 31-Aug-2017		The survey of textbooks at beginning and end of school year 2017/18 has taken place. 04-Apr-2019

Comments (achievements against targets):

Partially achieved. The survey was finished but information on textbooks received by students was not available by the time of ICR writing.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools receiving grants	Number	0.00 30-Mar-2017	30.00 31-Aug-2017	30.00 30-Aug-2018	30.00 04-Apr-2019

Comments (achievements against targets):



Target achieved. Target was revised upward as additional funds were provided and thirty schools received grants.

Component: Increase the quality of the learning environment

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Total number of students using didactic equipment in technical colleges increases	Number	0.00 03-Dec-2012	800.00 31-Aug-2017		818.00 04-Apr-2019

Comments (achievements against targets):

Target exceeded. 818 students benefit from new and improved didactic equipment in the 5 technical colleges.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Total number of students using new computer rooms in Hodan 3 middle school	Number	0.00 03-Dec-2012	2200.00 31-Aug-2017	2500.00 31-Aug-2018	2861.00 04-Apr-2019

Comments (achievements against targets):

Target exceeded. The project supported the construction and equipment of 6 computer rooms, which benefited 2,861 students in school year 2018/19.



B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: To strengthen the institutional capacity of the Ministry of National Education and Vocational Training for improved management of the education system.	
Outcome Indicators	<ol style="list-style-type: none"> 1. 96 Percentage of Departments have Annual Work Plans (AWPs) developed and agreed and approved 2. 90 Percentage of AWP implemented
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Produced and disseminated 12 quarterly and annual reports on school performance. 2. Produced 5 Annual statistical reports with key indicators. 3. Established partnerships with 15 private sector firms to train and/or recruit students. 4. The level of satisfaction of TVET students (84 percent) and firms (89 percent). 5. A total of 818 students using didactic equipment in technical colleges increases 6. A total of 2,861 students using new computer rooms in Hodan 3 lower secondary school. 7. 30 schools receiving grants
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<p>Component 1: Reinforcing Institutional Capacity and Performance of the Education System</p> <ol style="list-style-type: none"> 1. Training of 626 MENFOP staff in various areas, including: <ol style="list-style-type: none"> a. 97 departmental staff trained on planning, management, budgeting and MTEF. b. 75 staff were trained on applying a RBA and management



- c. 9 statistics staff at central and regional levels
 - d. 130 school heads trained
 - e. 8 National directorate for TVET staff trained
 - f. 3 inspectors for lower secondary and secondary trained
 - g. 5 Project Implementation Unit staff trained
 - h. 27 staff trained in human resource management, including career management and forward planning
2. Administrative manual with clear roles and responsibilities, and performance management tools
 3. Minister Dashboard established
 4. Online depository of workplans established
 5. Geo-mapping included in all schools
 6. Management information system harmonized
 7. National directorate for TVET supported through capacity building and equipment
 8. Over 600 TVET students trained as part of the partnerships
 9. 132 private firms participated through the 15 partnerships
 10. 204,477 textbooks distributed in 2017/2018
 17. Annual data on textbooks printed, delivered and received by schools, as well as stock at beginning and end of school year available.

Component 2: Increase the Quality of the Learning Environment

1. 5 technical colleges rehabilitated and equipped.
2. 6 computer rooms constructed
3. 1 multipurpose room constructed
4. 2 housing quarters for school director and assistant school director constructed

**ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION****A. TASK TEAM MEMBERS****Preparation**

Safaa El Tayeb El-Kogali	Task Team Leader
Karine M. Pezzani	Task Team Leader
Henri A. Aka	Operations Officer
Walid Dhouibi	Procurement Specialist
Wassim Turki	Financial Management Specialist
Andrew Michael Losos	Environmental Specialist
Fatou Fall	Social Development Specialist
Ruxandra Costache	Counsel
Hassine Hedda	Finance Officer
Aissatou Dicko	Program Assistant

Supervision/ICR

Noah Yarrow	Task Team Leader (1)
Patrick Philippe Ramanantoanina	Task Team Leader (2)
Melance Ndikumasabo	Procurement Specialist(s)
Rock Jabbour	Financial Management Specialist
Benamina Randrianarivelo	Team Member
Antoine V. Lema	Social Safeguards Specialist
Emma Paulette Etori	Team Member
Simon Thacker	Team Member/co-TTL
Mohamed Adnene Bezzaouia	Environmental Safeguards Specialist
Abdo Said Abdo	Team Member
Franco Russo	ICR Author
Elisabeth Sedmik	ICR Economic Analysis author



B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY11	6.702	40,255.07
FY12	25.646	184,723.42
FY13	0	0.00
Total	32.35	224,978.49
Supervision/ICR		
FY13	19.650	94,595.25
FY14	29.877	164,870.67
FY15	15.699	124,396.91
FY16	13.032	96,486.40
FY17	18.597	132,200.00
FY18	14.407	133,167.53
FY19	7.273	78,383.54
Total	118.54	824,100.30



ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Reinforcing institutional capacity and performance of the education system	4.0	3.6	90%
Increase the quality of the learning environment	2.0	1.7	85%
Total	6.0	5.3	88.3%

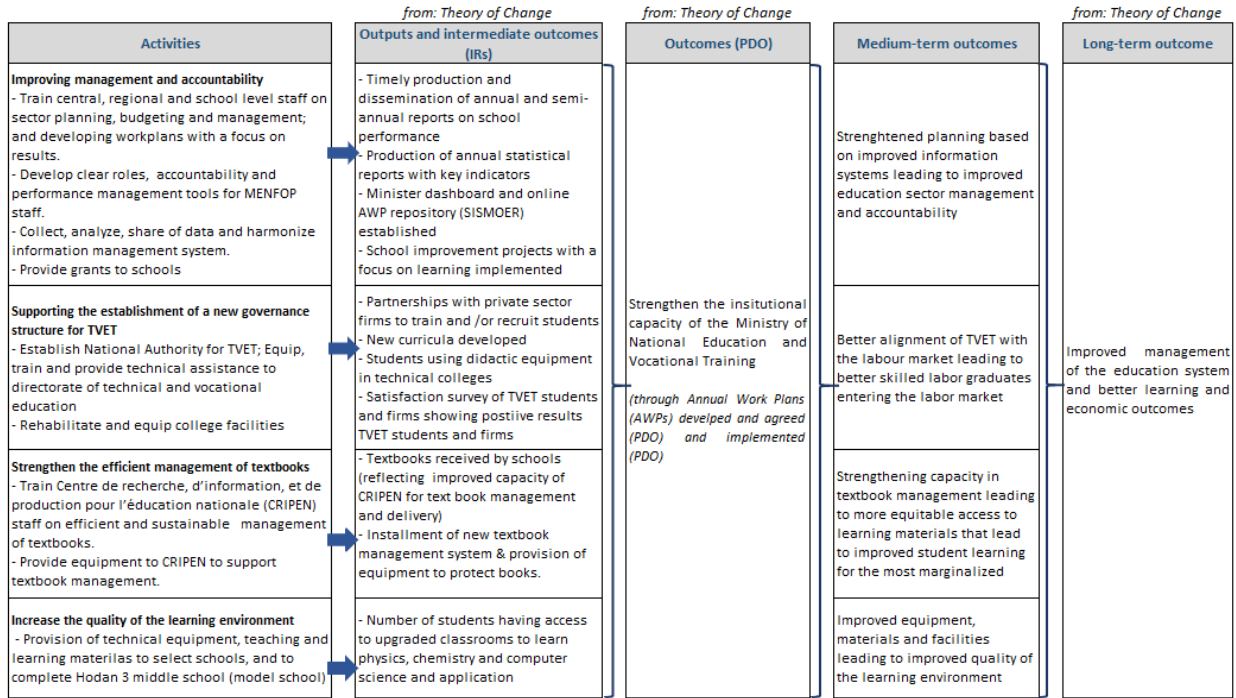
Please note: The project disbursed 98.4 percent of funds. Due to exchange rate losses, the original amount was the equivalent of US\$5,409,651. These calculations are based on January 2019 figures, which shows further exchange rate losses compared to the final ISR, which showed US\$5.45 million disbursed.



ANNEX 4. EFFICIENCY ANALYSIS

69. **ACIGEF is expected to have a strong development impact by improving the management of the education system.** The economic benefits of ACIGEF arise through strengthened institutional capacity of MENFOP. The project activities and associated expenditures mainly supported training and capacity building to strengthen institutional capacity. Firstly, by (1) improving management and accountability (component 1.1); (2) supporting links between the education system, specifically TVET, and the labor market (component 1.2); and (3) strengthening the management of educational textbooks (component 1.3). The main focus of the project was on capacity building and so the main investments were under Component 1. Secondly, under component 2, ACIGEF aimed to support the Government’s effort in improving the quality of the school environment, by providing financial support to upgrade, rehabilitate, and procure materials for five technical colleges and the Hodan 3 lower secondary school. The improved school environment of this school was seen as a model that the Government could reproduce in future school environment improvement projects later, and, as such, is expected to add to the improved management of the education system. The framework of economic benefits based on the Theory of Changes is depicted in Figure 2 below.

Figure 2: Framework of Economic Benefits



70. **While the PAD did not present an economic or financial analysis, outcomes and outputs of individual activities point towards more efficient use of resources, leveraging additional donor funding and promoting greater sector alignment.** The rationale for this in the PAD was that “the project focuses on improving system management in the delivery of education services and therefore is not amenable to a cost-benefit analysis as the principal benefits from the project are not quantifiable.” (PAD, page 12). Due to lack of available data, comparison of unit costs to determine cost-efficiency of the project and its



individual activities, specifically related to the main activities of training and capacity building, is not possible. Under Component 1, the following can be observed:

- (a) the small school grants (US\$5,000 per school) for 30 pilot schools, introduced under the first restructuring in May 2017, aimed to implement school improvement plans following a RBA. While the impact report of these grants is not available at the time of ICR writing, the project effectively leveraged development partner support, with UNICEF financing school grants for another 30 schools that would benefit from the newly established RBA (component 1.1).
- (b) the project supported the strengthening of the national directorate for TVET with public and private sector participation that facilitated links between the education system and the labor market to create greater external efficiency. The targeted number of partnerships with the private sector to provide short-term trainings of six months and internships was exceeded by more than 150 percent⁹. These point to (1) greater efficiency in the use of resources in attracting partnerships with the private sector, and (2) a strong demand and willingness of the private sector to create links with TVET to create for greater alignment and external efficiency (component 1.2).
- (c) the project supported capacity building for better management of the delivery mechanisms and more effective allocation of textbooks, based on system data collected and specifically targeted to improve textbook availability for poor and rural areas. In addition, the project financed a printing machine, 179 metal armoires, 21,062 protective plastic wraps for books for all 80 public rural schools and supported an awareness campaign on book preservation. While no trend data on book production and depreciation is available, better management, handling, storage and more efficient and effective distribution of textbooks will likely lead to cost savings associated with higher life span of textbooks, as well as more equitable access to learning materials for the most marginalized (component 1.3).

71. **The ACIGEF project is expected to generate long term efficiencies in the management of resources, due to strengthened institutional capacity.** The PAD noted that “the successful implementation of the project is expected to improve efficiency in the management and use of resources.” The Framework of Economic Benefits (Figure 2) based on the Theory of Change (Figure 1) presents the rationale of how the component activities and outputs are linked to medium and long-term outcomes and thus support the project development objective to “strengthen the institutional capacity of the Ministry of National Education and Vocational Training for improved management of the education system.” The project provided technical assistance, training, provision of grants and procurement of resources to the direct beneficiaries of the project. The main objective of the project was to improve the management of the education system (PDO) by moving from an outputs-based approach to a RBA. AWP’s, which use results-based targets and are based on the ESP were developed (PDO 1) and implemented (PDO 2) for all MENFOP departments. MENFOP is continuing this results-based education management approach using their own financial resources. Focusing on results-based management, for which entities are held accountable – the AWP’s are available publicly – will likely lead to efficiency gains through more efficient and effective use of human and financial resources.

⁹ 15 signed partnerships at project completion versus 6 partnerships as the final target (IR3)



72. **In addition, the project is expected to benefit a wide range of indirect beneficiaries in the long term due to increased efficiencies in the management of resources, such as:**

- (a) the application of an integrated M&E system will provides policy makers with relevant information to make evidence-driven policies and allocate resources more effectively. For example, ACIGEF strengthened the capacity to produce the annual statistical yearbooks of education system indicators, which serve as a basis for education sector partner meetings.
- (b) more efficient and data-driven planning and management of budgets and expenditures will benefit the economy, as resource can be more effectively allocated, thereby increasing the efficient use of resources overall.
- (c) better management of textbook distribution will benefit teachers and students, as improved access to learning materials will have positive effects on teaching and student learning, which is related to better individual economic outcomes.
- (d) improved management of the TVET system, that aims to create alignment with labor market needs, will benefit the efficiency and effectiveness of businesses, and thus the economy as a whole. The project supported internships and partnerships with the private sector as part of the TVET system to better align labor market needs with technical and vocational education.

73. **As mentioned above, by and large all activities were implemented and indicators met or exceeded despite 9 percent less budget available due to exchange rate losses.** The overall budget envelope for the project was US\$6 million and the project covered 100 percent of costs with no counterpart funding. While price contingencies at project design had been estimated at US\$200,000 (see PAD, page 4), net exchange rate losses amounted to approximately US\$534,579 (9 percent of original budget) during the course of project implementation, which is more than double the contingencies budgeted. Overall, the budget allocation to Component 1 was reduced from US\$4 million to US\$3.6 million and the budget allocation to Component 2 was reduced from US\$2 million to US\$1.7 million. Despite the large and more than budgeted amount for exchange rate losses, by the end of the project implementation period, all implemented activities were completed and targets for all indicators were by-and-large met or exceeded, pointing to more efficient use of resources.

74. **Implementation efficiency varied and improved over the course of project implementation.** Due to initial delays, implementation efficiency of the first two years of the project, until March 2016, was rated negligible to modest. Ministerial cabinet changes took place in April 2016 which led to a renewed focus of the government on the ACIGEF project, and increased implementation pace and disbursements. Nevertheless, by the time of the first restructuring in May 2017 (i.e., three months to the original closing date), six out of nine (66 percent) results indicators, including the second PDO indicator, remained unmet. As part of the restructuring, (a) the project timeframe was extended from five to six years, (b) five out of nine (55 percent) original indicator targets were revised upwards, and (c) a new indicator was introduced. By project closing, the project, by-and-large, met or exceeded all ten indicators (two indicators were partially met¹⁰). This points at a significant improvement in the implementation efficiency, especially considering that this was achieved without additional financing.

¹⁰ Intermediate indicators IR4 (level of satisfaction of TVET students and firms) and IR5 (Number of textbooks distributed, received by school and received by students) were partially achieved (see Annex 1 – Results Framework and Key Outputs)



75. **The overall efficiency of ACIGEF is rated as substantial.** Recognizing the one-year extension, by and large, all activities were implemented and indicators met or exceeded by project closing despite US\$550,000 overall less budget available. Implementation efficiency varied but improved significantly over the course of the project. Project outcomes and outputs of individual activities point towards more efficient use of resources, and the project also leveraged additional donor funding and promoted greater sector alignment, all pointing to increased efficiency. In addition, the project is expected to generate long term efficiencies in the management of resources, due to strengthened institutional capacity. Nevertheless, delays in implementation detract from a high efficiency rating.



ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

The government, in an e-mail¹¹ dated April 28, 2019 confirmed its agreement to the findings of the ICR and had not additional comments.

Quote: Nous avons bien reçu le rapport d'exécution et des résultats du projet ACIGEF de la banque mondiale. J'ai le plaisir de vous informer que nous n'avons aucune objection et donc nous validons le contenu du rapport. Je vous remercie pour votre précieuse collaboration. Unquote

¹¹ The e-mail was filed in WBdocs for reference



ANNEX 6. SUPPORTING DOCUMENTS (IF ANY)

Audit Organisationnel du Ministère de l'Education Nationale et de l'Enseignement Supérieur, Rapport Diagnostique et Recommandations (final version for the PAEQ), June 2009.

Evaluation Final du Project ACIGEF, Rapport Définitif, Réalisation OKAMBAWA CODJO IRENEE for MENFOP, August, 2018.

Le CRIPEN de 1990 a 2015, 25 ans au service du système éducatif, Centre de Recherche, d'Information et de Production de l'Education Nationale, Ministère de l'Education Nationale et de la Formation Professionnelle, May 2015.

Project Appraisal Document on a Proposed Grant in the amount of SDR3.9 million (US\$6.0 million equivalent) to the Republic of Djibouti for a Strengthening Institutional Capacity and Management of the Education System Project, May 11, 2012.

Projet d'Amélioration et d'Access aux Ecoles II, Audit Organisationnel du Ministère de l'Education Nationale e de l'Enseignement Supérieur, Rapport Diagnostique e Recommandations (version finale), June 2009.

Rapport de l'Enquête de satisfaction auprès des élèves et des établissements partenaires du MENFOP, March 2015.

Rapport des résultats de la « 2ème enquête de satisfaction auprès des élèves de la formation professionnelle et des entreprises », for MENFOP, August 2018.

Republic of Djibouti: Strengthening Institutional Capacity and Management of the Education System Project (Grant No. H777-DJ) Amendment to the Financing Agreement, June 7, 2017.

Republic of Djibouti: Strengthening Institutional Capacity and Management of the Education System Project (Grant No. H777-DJ) Second Amendment to the Financing Agreement, December 17, 2017.

Restructuring Paper on a Proposed Project Restructuring of Strengthening Institutional Capacity and Management of the Education System, Approved on June 12, 2012 to Republic of Djibouti.