

IEG

ICR Review

Independent Evaluation Group

1. Project Data:		Date Posted : 08/29/2007	
PROJ ID : P074078		Appraisal	Actual
Project Name :	Decentralized Service Delivery: A Makerere University Training Pilot Project	Project Costs (US\$M):	10.85
Country:	Uganda	Loan/Credit (US\$M):	5
Sector Board :	ED	Cofinancing (US\$M):	5.75
Sector(s):	Adult literacy/non-formal education (50%) Tertiary education (50%)		
Theme(s):	Education for the knowledge economy (67% - P) Decentralization (33% - S)		
L/C Number:	C3624		
	Board Approval Date :		09/26/2002
Partners involved :	Rockefeller Foundation	Closing Date :	12/31/2005
			12/31/2006
Evaluator :	Panel Reviewer :	Group Manager :	Group :
Helen Abadzi	Ridley Nelson	Alain A. Barbu	IEGSG

2. Project Objectives and Components:

a. Objectives:

The project was to develop an effective and replicable mechanism for improvement of public service delivery at local government levels, through the improvement and restructuring of educational and training services offered by Makerere University and partner Institutions .

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

No

c. Components (or Key Conditions in the case of DPLs, as appropriate):

(a) Enhanced Academic Institutional Capacity (US\$4.17 m at appraisal, US\$5.46m actual) to strengthen the response capacity of Makerere University and partner institutions through (i) staff development; (ii) sustained academic decision making; (iii) internship programs for more practical experience in areas related to local government service delivery (agriculture, education, engineering, financial management /administration, health, and governance); and (iv) improved project management.

(b) Pilot Support to Local Government Capacity Building by Universities (US\$ 4.6m at appraisal, US\$4.23m actual) to design and deliver pilot training courses and programs in selected local governments through (i) funding curriculum development of courses aimed at local government officials, university faculty, staff and students; (ii) providing funds to recognize and support innovative work related to decentralization in pilot districts; (iii) providing full-time degree programs for selected local government officials from the pilot districts , short-term courses for other

local government officials; and (iv) strengthening capacity in the planning units of the pilot districts .

(c) Enhanced Decentralization Policy Research and Formulation Capacity (US\$1.7m at appraisal, US\$1.8m actual) to: (i) provide study tours to acquaint Ugandans with thought leaders and practitioners of decentralized local government service delivery; (ii) provide research funds to stimulate research on decentralization among Masters and PhD students; (iii) build research capacity by funding faculty research .

(d) Monitoring and Evaluation (US\$0.38m at appraisal, US\$0.26m actual) to draw lessons from the project experimentation and to improve performance along the way .

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

This was a Learning and Innovations Loan (LIL). Rockefeller Foundation provided seed funding of US\$ 5.0 million and facilitated the negotiations that brought the World Bank onto the project, then gave additional financing of US\$750,000. After an extension of 12 months to use project savings in additional activities, the project closed on 12/31/2006 and disbursed fully.

3. Relevance of Objectives & Design:

The project objectives and design are consistent with the current Uganda Country Assistance Strategy and are relevant to the Government's Poverty Eradication Action Plan and to the donors' Uganda Joint Assistance Strategy . The activities of the LIL continue to be relevant; university training and research on local government issues have been included in the World Bank's Local Government Development Project III.

4. Achievement of Objectives (Efficacy):

Develop an effective and replicable mechanism for improvement of public service delivery at local government levels through university courses, research, and internships (substantial)

A mechanism was developed to strengthen the skills and competencies of those responsible for public service delivery and management. Activities included:

- A total of 64 new courses were initiated that were aimed at local government officials, university staff, faculty, and students. (Of these, 32 were completed and delivered, target was 9.) These were well attended. For example, of the 1,135 attendees of the "Principles of Decentralization" course, 55% were from academic institutions, 40% were from local governments, and 5% from central government; 1266 academic staff were trained in decentralization (target was 800); 113 local government staff received undergraduate training (target was 60), 82 received masters' degrees (target was 20), and 18 received doctorates (target was 10). By project completion in December 2006, 68% had completed their study. 80% of them returned to local government workforce; 39% were promoted, and 53% remained in the same positions.

- Partnerships developed among 6 universities (target was 3), and 16 decentralization research projects were published (target was 10). Also 116 fellowship research projects were awarded to conduct research relevant to decentralization (66 were completed by project completion)

- Internship programs in 25 disciplines (target was 10). A total of 8,317 students participated in project sponsored field attachments of 60 to 70 days each (target was 300 students). The outcome Assessment Study by independent consultants shows that the most significant benefits to students have been more acquisition of practical skills and application of classroom theories in real world practice .

5. Efficiency (not applicable to DPLs):

The project exceeded most of its targets within budget, and more research projects were funded than had been planned with no increase in budget. Recipients of the research grants were able to complete the research more expeditiously as a result of project funding .

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

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

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

6. Outcome:

The activities seem to have increased staff capacity in partner institutions and participating local governments . A beneficiary assessment of trainees and their supervisors showed that the knowledge and skills were applied on the job. 74% the students reported that the training had improved their skills . 53% stated that they had been empowered

with knowledge, and 36% mentioned improved quality of work. Moreover, 98% of the supervisors said they had observed some new skill in the graduates which they could confidently attribute to the training received .

a. Outcome Rating : Satisfactory

7. Rationale for Risk to Development Outcome Rating:

Ownership among universities, local government, and central government officials is strong and commitment is high, and changes resulting from substantial interaction of local governments and universities have been incorporated into daily practice in local governments . However, sustainability of the courses depends on universities and on continued donor support.

a. Risk to Development Outcome Rating : Moderate

8. Assessment of Bank Performance:

Quality at entry was marginal; the development objective in the Project Appraisal Document (PAD) was unclear and differed from the one in the DCA. The actual organization of the activities in components and subcomponents was suboptimal, and caused problems in project course corrections . Project design underestimated the complexity of evaluating the attainment of high -level skills and creation of improved capacity within a university . However, the Bank worked closely with the implementation unit, was flexible, and supervised the project in detail .

a. Ensuring Quality -at-Entry: Moderately Satisfactory

b. Quality of Supervision : Satisfactory

c. Overall Bank Performance : Satisfactory

9. Assessment of Borrower Performance:

The implementation unit showed high commitment. The project had a slow start, but was able to speed up about a year later, albeit with some delay in disbursements of funds . One problem that arose was the difficulty in carrying out monitoring and evaluation activities, due to a limited capacity in the country .

a. Government Performance : Satisfactory

b. Implementing Agency Performance : Satisfactory

c. Overall Borrower Performance : Satisfactory

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

The project documents envisaged a detailed and complex evaluation design, which the project implementation unit could not implement. Consultants who undertook the job could not complete the activities . Nevertheless, an outcome assessment study was completed, albeit more qualitative than expected . The extent to which data were used for decisions is unclear.

a. M&E Quality Rating : Modest

11. Other Issues (Safeguards, Fiduciary, Unintended Positive and Negative Impacts):

Despite some shortcomings in the disaggregation of expenditures, fiduciary compliance was satisfactory throughout the project.

12. Ratings :	ICR	IEG Review	Reason for Disagreement / Comments
Outcome:	Satisfactory	Satisfactory	The project would have been rated highly satisfactory had the evaluation component been handled more successfully.

Risk to Development Outcome:	Moderate	Moderate	
Bank Performance :	Satisfactory	Satisfactory	
Borrower Performance :	Satisfactory	Satisfactory	
Quality of ICR :		Satisfactory	

NOTES:

- When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.
- The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate .

13. Lessons:

- Decentralization issues and knowledge in low-income countries may be effectively addressed through university courses. Innovative syllabi and practical training may result in the acquisition of sustainable skills among civil servants.
- Collaboration among higher education institutions is key to improving quality of individual faculty groups and institutions. Competition may be stimulated through the application process for grants to carry out applied research. It may thus contribute to knowledge development in institutions that might otherwise not be easy to acquire, such as expertise in decentralization .
- Private donors that have flexibility of disbursements, such as the Rockefeller Foundation, may be suitable partners for the World Bank that has a more structured operation . Such partnership may result in innovative solutions to difficult problems, such as capacity for decentralized decision -making.
- Civil servants who get fellowships and training that specifically helps them do their job better may return to their positions after training and be more effective employees .

14. Assessment Recommended? ☒ Yes ☐ No

Why? This is an innovative project whose long-term effects should be studied .

15. Comments on Quality of ICR:

The quality of the ICR is satisfactory, and it explains well the various activities of the project .

a. Quality of ICR Rating : Satisfactory