



1. Project Data

Project ID
P126408

Project Name
UY Support to Public Schools Proj

Country
Uruguay

Practice Area(Lead)
Education

L/C/TF Number(s)
IBRD-81980

Closing Date (Original)
31-May-2017

Total Project Cost (USD)
73,800,000.00

Bank Approval Date
27-Sep-2012

Closing Date (Actual)
31-May-2017

	IBRD/IDA (USD)	Grants (USD)
Original Commitment	40,000,000.00	0.00
Revised Commitment	40,000,000.00	0.00
Actual	40,000,000.00	0.00

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2. Project Objectives and Components

a. Objectives

According to the Loan Agreement of December 11, 2012 (p. 5) the objective of the project was “to improve the quality, equity, and internal efficiency of primary education, through the expansion of the Full-Time School model.” The statement of objectives in the Project Appraisal Document (PAD) is consistent with that of the Loan Agreement.

The PDO, as phrased, left open the interpretation that the project was intended to improve the education system as a whole. However, based on further description in the PAD, this ICR Review assesses achievement of the project against the following three objectives:



- (1) to improve the quality of primary education in Full-Time Schools
- (2) to improve the equity of primary education in Full-Time Schools
- (3) to improve the internal efficiency of primary education in Full-Time Schools

The project was restructured on December 3, 2014, and a key associated outcome target was revised downwards, at which time 50% of the loan was disbursed.

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

Yes

Did the Board approve the revised objectives/key associated outcome targets?

Yes

Date of Board Approval

02-Dec-2014

c. Will a split evaluation be undertaken?

Yes

d. Components

The project included three components:

1: Expansion and Rehabilitation of School Infrastructure (appraisal estimate US\$33.50 million, actual US\$34.88 million): This component was to finance the construction, transformation and/or rehabilitation of approximately 40 schools located primarily in disadvantaged locations and the acquisition of equipment and education materials for these Full-Time Schools (FTS). According to the PAD (p. 4) the FTS model consisted of: i) extending the number of hours in the school day (from 4 to about 7.5), ii) improving the educational infrastructure, iii) providing breakfast, lunch and nutritional snacks, iv) introducing a new teacher development program, including time during the school week for reflection and planning, and v) introducing children to new educational activities outside of the core curriculum. Furthermore, this component was to finance the implementation of preventive and corrective maintenance activities.

2: Strengthening of Learning Systems (In-Service Training) (appraisal estimate US\$4.4 million, actual US\$3.05 million): This component was to finance technical assistance to establish an entity within the Preschool and Primary Education Council (CEIP) to provide in-service training. Also, this component was to finance in-service training for preschools and primary school teachers of FTS and "Prioritized Attention for Contexts with Negative Structural Difficulties (APRENDER) schools through: i) developing and implementing in-service training courses for teachers; ii) developing and implementing training courses for trainers; and iii) purchasing required books. According to the PAD (p.5) APRENDER is another important aspect of the ANEP program. APRENDER supports schools in the most disadvantaged areas that are not covered by FTS, comprising 285 schools.

3: Monitoring, Evaluation and Project Management (appraisal estimate US\$2.0 million, actual US\$1.97 million): This component was to finance technical assistance to support the management and coordination of the implementation of the project and the monitoring and evaluation of the project.



Furthermore, this component was to finance the carrying out of impact evaluation studies on the expansion of the FTS model, a tracer study of FTS graduates, and an analysis on the use of existing school-based information to establish an early warning system for students at risk of grade failure.

e. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Project Cost: The project was estimated to cost US\$73.8 million. The actual cost was US\$76.8 million with increased Borrower contribution.

Financing: The project was financed by a US\$40 million loan from the International Bank of Reconstruction and Development, and was fully disbursed.

Borrower Contribution: The Borrower was to contribute US\$33.8 million. The actual contribution was US\$36.8 million.

Dates: The project was restructured on December 3, 2014 to revise the Results Framework, including baselines and targets.

3. Relevance of Objectives

Rationale

Despite Uruguay being a regional leader in Latin America in providing high-quality schooling to children between the age of four to twelve years old, the education sector faced several challenges, especially in regards to learning outcomes, repetition rates, limited instruction times and absenteeism of students from lower income quintiles (ICR, p.4). According to the Program for International Student Assessment (PISA) conducted in 2012, by the age of 15, the learning gap between rich and poor students was equivalent to 2.5 years of school and was the highest socioeconomic learning gap in the region.

At appraisal, the project objectives were in line with basic education elements within the government's education sector strategy, which focused on improving the quality of education at all levels, making secondary education universal, expanding and diversifying tertiary education, and promoting lifelong learning. The objectives were in line with the social inclusion and equity pillar under the Bank's Country Partnership Strategy (2010-2015), as the operation contributed to the Partnership Strategy's objective to support the government's efforts to increase equity, quality and efficiency in the provision of preschool and primary education.

At project closing, the objectives of the project were consistent with the second pillar of the Bank's most recent Country Partnership Framework (FY2016-FY 2020) which aims at rebalancing the social compact, greater investment in children and youth, and education reform, especially important given that children and youth are currently disproportionately represented amongst the two poorest quintiles of the income distribution (Country Partnership Framework, FY16-20, p. 2).



Rating

High

4. Achievement of Objectives (Efficacy)

Objective 1

Objective

Improve the quality of primary education in Full-Time Schools.
(Under the original outcome targets)

Rationale

The outputs described below -- consisting of lengthened school days, expanded and rehabilitated schools, and provision of education materials and meals for students -- could reasonably be expected to contribute to the outcome of improved quality of primary education in Full-time Schools.

Outputs:

- 340 additional classrooms were built or rehabilitated at the primary level, surpassing the target of 320 classrooms.
- 46 FTS were equipped with physical and educational equipment, surpassing the target of 40 FTS schools.
- 245 FTS benefitted from resources for corrective maintenance, surpassing the target of 80 FTS schools.
- In-Service Training courses were provided directly by the Preschool and Primary Education Council (CEIP), achieving the target.
- 3,043 FTS teachers completed in-service training courses I to III, surpassing the target of 3,000 FTS teachers.
- 4,075 APRENDER (Prioritized Attention for Contexts with Negative Structural Difficulties) teachers completed in-service training courses I to III, surpassing the target of 2,680 APRENDER teachers.
- 1,571 FTS preschool teachers and teachers from grades 1 and 2 completed the in-service training course IV, surpassing the target of 1,404 FTS teachers.
- 1,854 APRENDER preschool teachers and teachers from grades 1 and 2 completed in-service training course IV, surpassing the target of 1,656 teachers.
- 679 school directors and inspectors completed in-service training courses, surpassing the target of 200 directors and inspectors.

Outcomes:

- The proportion of students enrolled in 6th grade in FTS with test scores corresponding to or higher than the National Learning Evaluation's level two in Mathematics increased from an updated baseline of 41.30% in 2013 to 48.80% in 2017, surpassing the original target of 45%.
- The proportion of students enrolled in 6th grade in FTS with test scores corresponding to or higher than the National Learning Evaluation's level two in Reading increased from 48.2% in 2013 to 55.70% in 2017, short of the original target of 72%.
- The ICR reported that an impact evaluation conducted under the project found that between 2013 and



2016 FTS students gained 0.083 standard deviations more than non-FTS students in mathematics tests per year, and that the probability of being in the upper level in writing for FTS students increased by 6%. The impact evaluation was not included as an Annex to the ICR. The task team later clarified that the impact evaluation became final after the ICR was completed, and a link to it became available at <http://ceip.edu.uy/documentos/2017/varios/1971/Libro.pdf>.

Given that the Reading element was not achieved under the original outcome targets, the objective is considered to be almost fully achieved and is rated Substantial. Also, the ICR (pp. 26-27) described differences over time in the metrics, methodologies, and samples used to assess learning. The ICR stated that key learning outcomes were measured only twice, and that the project would have benefited from the inclusion of a proxy indicator to capture improvements in learning at more frequent intervals, with more timely feedback to improve project interventions (ICR, p. 20).

Rating

Substantial

Objective 1 Revision 1

Revised Objective

Improve the quality of primary education in Full-Time Schools.
(Under the revised outcome targets)

Revised Rationale

As noted previously in Section 2a, the statement of objectives remained unchanged, but a key associated outcome indicator (“Increase in the proportion of students enrolled in 6th grade in FTS with test scores corresponding to or higher than the National Learning Evaluation’s Level Two in Reading”) was revised downwards.

Outputs:

The outputs are the same as listed above.

Outcomes:

In addition to the outcomes and observations discussed above, the proportion of students enrolled in 6th grade in FTS with test scores corresponding to or higher than the National Learning Evaluation’s level two in Reading increased from 48.2% in 2013 to 55.70% in 2017, exceeding the revised target of 52%.

Revised Rating

High

Objective 2

Objective



Improve the equity of primary education in Full-Time Schools.

Rationale

Outputs:

All outputs mentioned under objective 1 also can be understood as contributing to equity of primary education, since the schools built and rehabilitated were located in “disadvantaged” or “very disadvantaged” areas.

APRENDER teachers, who attended courses IV and V of the training program, mostly worked in the poorest schools in the country. The ICR (p. 13) stated that taking APRENDER and FTS teachers into account, the training benefited more than 60% of schools in income quintiles 1 and 2 and about 20% of schools in income quintiles 3 to 5.

Outcomes:

- Throughout project implementation, 6,157 students were enrolled in newly converted FTS schools in quintiles 1 and 2, surpassing the target of 5,600 students.
- The gap in repetition rates in 1st grade between 1st and 2nd quintiles of FTS and the 5th quintile of all urban schools decreased from 6.80% to 5.40%, surpassing the target of 5.70%.

Rating

High

Objective 3

Objective

Improve the internal efficiency of primary education in Full-Time Schools.

Rationale

Outputs:

- The interface of the Unified Registers and Information Management (GURI) was improved to enable better utilization of data and to identify students at risk of having to repeat a class.
- The Early Childhood Evaluation (EIT) was piloted and then implemented in 12 of the 23 jurisdictions to be used as an early warning system to identify children ages four to five requiring additional support to be able to start school at age six.

Outcomes:

The same outcome concerning the gap in repetition rates described under Objective 2 is also relevant under this objective.

In addition:

- The ICR (p. 14) reported that a 2016 study by A. Machado suggested that FTS reduced repetition rates by



22 percent (The ICR's list of supporting documents included this study, but without providing a link or Annex.)

- According to the ICR, internal efficiency was improved through different activities that supported the expansion of the FTS model. For example, the additional time provided by the model allowed teachers to spend more time on remedial learning and to increase their support to at-risk-students. The ICR (p. 15) stated that this likely contributed to the reduction observed in repetition rates.

Rating

High

Rationale

The PDO statement lacked specificity, in that it left open the interpretation that the objective was to improve the quality, equity, and internal efficiency of primary education overall; as phrased, the PDO statement indicated that expansion of the Full-Time School model was in essence an intermediate outcome. However, based on description in the PAD (for example on page 6) this ICR Review interpreted the objectives as related to FTS.

Achievement of the first objective (quality) is rated Substantial under the original outcome targets, and High under the revised outcome targets. Achievement of the second and third objectives (equity and internal efficiency) is rated High. Therefore, the overall Efficacy rating is High, indicating that the project fully achieved its objectives.

Overall Efficacy Rating

High

5. Efficiency

Economic Efficiency:

The PAD (p. 52) estimated that the project would increase education costs per student, but that higher education attainment of students due to lower dropout rate would result in an increase in lifetime income. Given these assumptions, an Internal Rate of Return (IRR) between 7.3% and 9.6% was estimated. The PAD stated that these estimates should be considered as a lower bound given the additional positive externalities this project might have such as mothers of children in full-time schools being more likely to participate in the labor market.

The ICR conducted an economic analysis of the first two components of the project where 90% of project resources were spent. The ICR did not state why it did not repeat the cost-benefit analysis as included in the PAD. The analysis estimated that the total cost per student was US\$833 per year. The project's impact evaluation estimated the following benefits: Students who benefitted from the project would earn US\$723 per year more than their peers attending regular schools, resulting in an increase of 8.5% in per capita annual



wages. Assuming that students would work for 41 years, the ICR estimated (at a discount rate of 5%) the Net Present Value of the income benefits of the average project beneficiary at 7.22 times higher than its cost. Based on these assumptions, the project’s IRR at closing was estimated as 8%.

Operational Efficiency:

The project closed on its original closing date. Project costs increased during implementation due to the expansion of schools benefiting from maintenance funds and the incremental costs due to the institutionalization of teacher training. There were inefficiencies caused by the unavailability of trainers, and by the significant time commitment required to complete the courses (ICR, p. 21). The ICR also noted that insufficient coordination between government agencies resulted in inefficiencies in the evaluation dimension (ICR, p. 20).

Despite some operational inefficiencies, and given the estimated economic efficiency of the project, Efficiency is rated Substantial.

Efficiency Rating

Substantial

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

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal	✓	7.30	100.00 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	8.00	90.00 <input type="checkbox"/> Not Applicable

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

6. Outcome

Relevance of objectives is assessed across the entire project and is rated High. Under both the original objectives and outcome targets as well as the revised outcome targets, efficacy is rated High. Efficiency is also rated Substantial across the entire project.

According to IEG/OPCS guidelines, when a project’s objectives or its key associated outcome targets are revised, the final outcome is determined by the weight of Bank disbursements under each set of objectives. However, since the outcome ratings are the same for both, a formal calculation is unnecessary, and the overall outcome is rated Highly Satisfactory, indicative of no shortcomings in the operation’s achievement of its objectives.



a. Outcome Rating
Highly Satisfactory

7. Risk to Development Outcome

The government continues to be committed to the project's objective and multi-party agreements aiming to expand the FTS model were approved by congress. In addition, a budget to finance increased instruction time, the expansion of the model, and recurrent costs such as salaries, in-service training and maintenance, has been confirmed in the National Budget Law for 2016-2020. The project institutionalized in-service training for FTS teachers, making this model more sustainable. The project will also be followed by another Bank operation which includes activities to monitor and improve teaching practices and the learning environment to ensure the sustainability of this project's outcomes.

8. Assessment of Bank Performance

a. Quality-at-Entry

The project design incorporated lessons learned from previous Bank operations in the country, international experience and best practices. The Bank worked closely with the government during the preparation phase of the project. Furthermore, the Bank team assessed relevant risk factors but none of the risks were considered substantial. In the PAD (p.11), the National Administration for Public Education's (ANEP), the project's implementing agency, capacity was assessed as high and any risk related to the implementing agency was rated as low. Also, the Bank prepared a document on in-service training which was approved by all relevant stakeholders such as unions, technical and inspection teams, and ensured their buy-in. The PAD (p. 21) included a clear concept on how project activities would improve FTS.

However, a shortcoming was that the PDO statement was not sufficiently clear on whether improvements in quality, equity, and internal efficiency were expected to be seen in FTS only or in the overall primary education system. Also, the availability of trainers was not assessed at the outset, and the unavailability of trainers generated bottlenecks to the implementation of in-service teacher training courses (ICR, p. 21).

The above elements are considered indicative of moderate shortcomings, consistent with a Quality at Entry rating of Moderately Satisfactory.

Quality-at-Entry Rating
Moderately Satisfactory



b. Quality of supervision

The ICR (p. 24) stated that the Bank team conducted supervision missions on a regular basis and effectively monitored consistency with the Bank’s fiduciary role. The project also benefited from strong support by the Bank’s country offices in Uruguay and Argentina. This local presence allowed continuous engagement with the counterparts and prompt attention to implementation bottlenecks such as in the implementation of in-service teacher training courses. Since not enough trainers were available and the time teachers had to commit to complete the courses was excessive, the Bank and the government identified ways to decrease the hours required for face-to-face training which resulted in a redesign of the training courses and creation of virtual courses.

The Bank team restructured the project to lower the target for one of the key outcome indicators and to update baseline data. The ICR (p. 24) stated that the Bank team did not ensure that action plans to collect end-of project data for PDO indicator 1 (“Increase in the proportion of students enrolled in 6th grade in FTS with test scores corresponding to or higher than the National Learning Evaluation’s level two in Mathematics”) were in place. The ICR did not explain how the lack of action plans later affected the assessment of the achievement of outcomes.

Quality of Supervision Rating

Moderately Satisfactory

Overall Bank Performance Rating

Moderately Satisfactory

9. M&E Design, Implementation, & Utilization

a. M&E Design

The statement of objectives lacked clarity in terms of whether the objective of the project was to improve the entire primary education or FTS specifically, even though the design elements were focused on FTS. The selection of indicators and type of project activities were related to FTS. The results chain articulated how the project activities would lead to improvements in the quality, internal efficiency, and equity of FTS rather than overall primary education. The indicators, which reflected this narrower interpretation of the PDO, were measurable, achievable, and relevant. However, most indicators, except three PDO indicators, lacked a baseline. The M&E was well-embedded institutionally and the design largely relied on the data collected by the National Administration for Education’s (ANEP) Educational Statistics System.

b. M&E Implementation

Indicators included in the Result Framework were measured, but with some shortcomings, and were reported in project implementation reports on a biannual basis. During the 2014 restructuring, the outcome target of the first PDO indicator was revised downwards when new baseline data from the 2013 National Learning Assessment were made available. The planned follow-up ENA assessment for 2016 was not conducted, and



in order to ensure a final measurement of achievements by project closing, the Research, Evaluation and Statistics Division (DIEE) proposed an alternative measurement using assessments carried out by the Third Regional Comparative and Explanatory Study (TERCE) and Seguimiento TERCE (ICR, p. 26).

When the number of teachers trained surpassed most targets, the ICR (p. 22) stated that the Project Implementation Unit (PIU) did not revise the targets upwards since it was still experimenting with the new formats for training courses.

The ICR (p. 21) stated that the PIU performed the M&E role appropriately. According to the ICR (p. 22) the collection data mechanisms were adequate and attention was paid to ensure quality of data. However, the ICR did not state what elements were in place in the M&E system to ensure sound methodology, quality analysis, objectivity and quality control of data. Evaluation activities implemented under component 3 were used by the PIU to strengthen its M&E performance by strengthening the M&E skills of PIU staff.

c. M&E Utilization

The PIU assessed project data on a regular basis and used these data to inform decision making. For example, when preliminary baseline data became available for the Third Regional and Comparative Explanatory Study (TERCE) in 2013, these data were used to identify possible improvements in teaching methodologies in Mathematics and Writing, resulting in modifications in the training course for teachers, directors, and inspectors.

M&E Quality Rating

Substantial

10. Other Issues

a. Safeguards

The project was classified as category B and triggered the Bank's safeguard policy on Environmental Assessment (OP/BP 4.01) and Physical Cultural Resources (OP/BP 4.11). The potential adverse impacts were mostly associated with civil works. The project prepared an Environmental and Social Management Framework (ESMF) to address environmental and social issues related to the design and implementation of any infrastructure activity and to mitigate associated risks. Manuals for the use and maintenance for each school building were developed. These manuals also included mitigation efforts for any negative environmental and social impacts associated with daily school activities. The project's compliance with the Bank's safeguards was rated Satisfactory.

b. Fiduciary Compliance



Financial Management

An accounting system for project transactions, the Financial Management Information System Memory Conti, was specifically designed under the project. Internal control procedures included ex-ante and ex-post reviews performed by the Tribunal de Cuentas (the country’s Supreme Audit Institution, independent from the executive power). All the audit reports were unqualified and contained low-risk internal control observations. The PIU had considerable experience managing projects financed by the Bank, and audit reports were typically submitted to the Bank on time and were considered acceptable.

The project’s Financial Management performance was rated Satisfactory throughout project implementation and Financial Management requirements were consistently complied with.

Procurement

The Project Implementation Unit was experienced in the Bank’s procurement rules from the implementation of three previous Bank projects. The project did not experience any significant implementation delays due to procurement-related issues.

The ICR (p. 23) stated that the project’s procurement arrangements and plans were adequate throughout project implementation.

c. Unintended impacts (Positive or Negative)

None noted.

d. Other

11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Highly Satisfactory	Highly Satisfactory	---
Bank Performance	Moderately Satisfactory	Moderately Satisfactory	---
Quality of M&E	Substantial	Substantial	---
Quality of ICR		Substantial	---

12. Lessons



The ICR (p. 25) included several useful lessons learned, adapted by IEG below:

- 1. Addressing competing demands on teachers, and increasing their time availability and commitment, facilitate successful in-service training:** Under the project, the implementation of in-service teacher training courses was challenging due to the lack of trainers and the significant time commitment that was required by teachers to complete the course. The project overcame this challenge by decreasing the amount of hours required for face-to-face training, implementing school visits by trainers to reduce the time commitment on the part of teachers, and creating virtual courses.

- 2. Careful planning and allocating an additional budget for unexpected expenses are important for the institutionalization of in-service training:** In this project, the government provided an additional budget to support the ongoing institutionalization, improvement and expansion of teacher training. Unexpected expenses were encountered due to difficulties in obtaining qualified trainers within the country. Therefore, the project had to hire international experts to support the design of the courses/materials and to train the trainers. Also, more teachers (including non-FTS teachers) than expected participated in the newly-available trainings, which increased training costs. The inclusion of virtual courses, which was not planned at appraisal, required funding for the provision of materials and licensing costs for the platform.

- 3. Collecting additional data on the use of extended class time is useful to assess the value-added of FTS.** In Uruguay, there is no regulation for the use of extended class time of FTS, and its use varies across schools. Data on how extended school time was being used allowed administrators to ensure an optimal use of the extended school day across more schools.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

The ICR provided a comprehensive overview of project preparation and implementation and included a solid economic analysis. The ICR was internally consistent, results oriented, and provided adequate evidence in general. The ICR was consistent with the guidelines and provided interesting lessons learned. However, it would have been beneficial if the lessons learned had been more closely linked to specific examples from this project's experience. Furthermore, the ICR did not include as Annexes key documents (e.g. the impact evaluation or studies on effects of FTS) that would have provided additional information on the project achievements.

a. Quality of ICR Rating

Substantial

