



1. Project Data

Project ID

P106768

Project Name

BR Rio de Janeiro Public Management

Country

Brazil

Practice Area(Lead)

Governance

L/C/TF Number(s)

IBRD-79550

Closing Date (Original)

30-Jun-2015

Total Project Cost (USD)

18,719,682.50

Bank Approval Date

26-Aug-2010

Closing Date (Actual)

30-Jun-2017

IBRD/IDA (USD)
Grants (USD)

Original Commitment

18,673,000.00

0.00

Revised Commitment

18,673,000.00

0.00

Actual

12,237,479.49

0.00

Prepared by

Hjalte S. A. Sederlof

Reviewed by

Peter Nigel Freeman

ICR Review Coordinator

Malathi S. Jayawickrama

Group

IEGEC (Unit 1)

2. Project Objectives and Components

a. Objectives

The Project Development Objective (PDO) as set out in the Loan Agreement (page 5) is to “support the Borrower (*the State of Rio de Janeiro, RJS*) to introduce performance-based management and information technologies to drive service delivery improvements in key public services, including secondary education and hospital care, all in the Borrower’s territory.”

The PDO as set out on page 8 of the Project Appraisal Document (PAD) substantively has the same formulation.



Drawing on the PDO in the Loan Agreement, the achievement of objectives will be assessed on the basis of “improvements in key public services, including secondary education and hospital care.”

Theory of change: The project was to help improve performance and efficiency in public sector management of key administrative systems, along with reforms in the education and health sectors. Better public sector management was to be achieved by introducing results-based management practices into key administrative systems, in particular by updating the information system for RJS properties; and by introducing a new integrated information system for the RJS pension scheme for public employees. Better performance in the education sector was to be achieved by improving learning outcomes and reducing performance gaps in the school system, drawing on stronger evidence-based decision-making. Better health outcomes were to be achieved by expanding access to urgent care facilities and municipal hospitals, and improving their performance through better monitoring arrangements (performance contracts) and improved supply-chain management.

At the first restructuring, institutional and operational arrangements were introduced to strengthen the State’s early warning system for high rainfall events, initially as an additional element to managing key administrative systems, but during the second restructuring, it was introduced as a separate component of the project for improving public sector performance and efficiency.

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

30-Oct-2014

c. Will a split evaluation be undertaken?

No

d. Components

The project had three components:

Component 1: Core government systems and management tools for improved performance and efficiency (estimated cost at appraisal US\$7.65 million; actual cost US\$3.77 million). The component was to support the introduction of results-based management into RJS planning and monitoring systems. This was to include (i) the identification of suitable performance indicators and the design of an instrument for results-based management; and the expansion of the RJS database portal to track progress and overall performance against results agreements. (ii) establishment of an up-to-date real property registry for the RJS; and (iii) strengthen the pension system by introducing a



unified database accessible to the various pension modules, and improving compliance, internal controls, and cash flow management.

Component 2: Strengthening education management capacity, teacher instructional practice and incentives for school effectiveness (estimated cost at appraisal US\$4.83 million; actual cost US\$0.50 million). The component was to strengthen the capacity of the State Secretariat of Education to do evidence-based policy-making by (i) evaluating the impact and cost effectiveness of strategic programs; (ii) evaluating school-level expenditures and performance, and establish school-level performance targets to improve school quality; and (iii) developing effective in-service training courses for teachers.

Component 3: Health management and information systems (estimated cost at appraisal US\$5.37 million; actual cost US\$1.08 million). The component was to support: (i) the application of an accreditation system for urgent care facilities; (ii) the development of a cost accounting system for the urgent care facilities; (iii) implementation of a new information system for medical supply-chain management; and (iv) a new monitoring system to improve incentives for municipal hospitals to raise quality and coverage.

Significant changes during implementation

The project was restructured twice during implementation.

A first restructuring in February, 2011, was undertaken to respond to an RJS request to strengthen its disaster management capacity in the wake of an extreme weather event in January of that year which had exposed weaknesses in the system. Two new activities were introduced under Component 1: (i) a redesign of institutional and operational arrangements for disaster risk management; and (ii) the installation of two weather radar systems. About US\$7.1 million was reallocated for the purpose from other project components. Two new output indicators were added.

To compensate for the reallocations, and incorporate new activities, preparation of Additional Financing was initiated in August, 2011. Instead, the Additional Financing was approved as a separate Technical Assistance Loan (TAL II) in February, 2014. Three activities – school-level performance targets, the accreditation system for urgent care facilities, and cost accounting for urgent care facilities and municipal hospitals – were transferred from the project to TAL II. Counterpart financing of TAL I was reduced from US\$9.16 million to US\$0.05 million, with the difference transferred to TAL II.

A second, Level 1, restructuring was initiated in February 2014 and approved by the Board in December of that year. It was undertaken to better organize activities and objectives added in the first restructuring. Two new components were introduced:

Component 4 to support strengthening of the RJS's early warning system for high rainfall events. The weather-related activities introduced into Component 1 under the first restructuring were now transferred to the new component together with the allocation of US\$7.1 million they had been given under that component.

Component 5, with an allocation of US\$0.6 million, was to support project management. The



project originally had an allocation of US\$0.6 million for “operating costs”, Now they were made explicit in the financing plan to adequately reflect the project’s management needs.

The project Closing Date was extended from June 30, 2015, to June 30, 2017, to allow the completion of disaster risk management activities that initially had been given too short an implementation schedule.

While the PDO remained unchanged for the restructurings, the results framework was adjusted during the second restructuring to reflect adjustments to project activities, including the removal of indicators for activities that had been transferred to TAL II. Other indicators were adjusted to allow better monitoring of project activities, involving improving methodologies used to calculate them, and clarifying responsibilities for data collection and reporting.

The changes did not warrant a split evaluation of the project.

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

Project cost. Total project costs at appraisal were US\$18.7 million. At first restructuring, total project costs were US\$18.1 million, reflecting an increase in Component 1 and reductions in Components 2 and 3 to cope with the weather events component. At second restructuring, total project costs were US\$18.7 million again, reflecting the introduction of the weather events component as a separate project component, component 4; and the addition of a separate project management component. Actual disbursements totaled US\$12.3 million at project closing, reflecting the shifting of some activities to the TAL II project.

Financing. The project was financed by a US\$12.2 million IBRD Technical Assistance Loan to the State of Rio, guaranteed by the Federal Republic of Brazil.

Borrower. The Borrower’s contribution was US\$0.05 million

Dates. The project was approved on August 26, 2010, and became effective on December 27, 2010. Its original Closing Date, June 30, 2015, was extended to June 30, 2017, at the project’s Level 1 restructuring on October 30, 2014.

3. Relevance of Objectives

Rationale

The PDO was relevant to the country situation, state government policy and Bank strategy. Although RJS



ranks as one of the wealthiest states in Brazil, it compares unfavorably to other states on social indicators (poverty, housing, formality of the labor market). This reflects weaknesses in the effectiveness and efficiency of public services. RJS was rebounding from a severe economic crisis that had eroded its revenue base and RJS was facing a difficult fiscal situation with limited administrative capacity and weak planning and financial management capability. To address the situation, RJS in 2008 had launched a program to improve public management with a particular focus on increasing the quality public spending and service delivery. The program was part of a broader strategy to address the fiscal imbalance and structural problems in service delivery, with a strong focus on education, health, and security. In helping to advance the country's resilience to climate related risk, it also was addressing an important GORJ priority to enhance its institutional capabilities to protect the population and public and private infrastructures from the consequences of climate change.

Project objectives remain relevant to the Country Partnership Strategy (CPS). They are fully consistent with the objectives of the 2012-2015 CPS, the latest one available; and the project's delivery of results is built on earlier support for policy reforms, including improved fiscal and results-based management practices in other States. The IEG, in assessing the Bank's State-level strategies in Brazil, found similar interventions to be successful and strengthening in-State public sector management capabilities. This project covers a number of areas that are strategic in the CPS – the efficiency of public investments through improved public sector management; better access to public sector services by expanding the availability of education and health services; and improved resilience to climatic shocks through stronger disaster risk management. Fiscal issues were also addressed in parallel development policy loans (DPLs) - between 2007 and 2013, Rio de Janeiro would go on to receive four development operations and three investment projects, in addition to the project being discussed. There was a strong linkage between the investment projects and the DPLs, as the former provided the knowledge transfers that were necessary for operationalizing the contemplated fiscal reforms.

Rating
High

4. Achievement of Objectives (Efficacy)

Objective 1

Objective

Support the Borrower (the State of Rio de Janeiro, RJS) to introduce performance-based management and information technologies to drive service delivery improvements in key public services in the Borrower's territory

Rationale

More efficient administrative processes by (i) introducing public sector performance agreements for results-based management in RJS secretariats; (ii) introducing a management information system to update the RJS property registry; and (iii) introducing an integrated information system (a general registry for registration, collections, control) for the public pension scheme.



Outputs

- RJS rolled out a protocol for results agreements
- The management information system for RJS properties was implemented and is fully functional
- The general registry for the public pension scheme was implemented

Outcomes

- As a result of the roll-out of protocols, results agreements were in place in 10 RJS secretariats at project closing, compared to a target of 12 secretariats. The discrepancy reflects the merger of some secretariats during an administrative reorganization.
- A total of 4,578 public real estate properties had registered and updated records in the system of real estate management by project closing, against a target of 3,376. The baseline, in mid-2009, was 728. Already, the registration of real estate properties has resulted in an increase in revenues from rented RJS properties from BRL 1.6 million to BRL 11.5 million. Titling of State-owned properties increased, rising from 363 over the period 2007-2010 to over 3,000 in 2016. Overall, the enhanced efficiency of real estate management has generated enough savings to allow the Pension Fund to be capitalized for a total of US\$200 million.
- As an indicator of increased control over processes in the pension agency, the average number of working days to issue a reminder letter to late contributors to the pension fund fell from a baseline of 90 days in mid-2014 to 14 days by the end of the project, compared to a target of 5 days. That target is expected to be achieved some time in 2018, when the integrated management system for the pension fund is fully rolled out.

In summary, improved management of real estate properties already appears to have had significant results. That was less obvious regarding the results agreements with RJS secretariats and the integrated management system for the pension scheme.

Rating
Modest

Objective 2

Objective

Support the Borrower (the State of Rio de Janeiro, RJS) to introduce performance-based management and information technologies to drive service delivery improvements in key public services, including secondary education in the Borrower's territory

Rationale
Education



Improvements in educational achievement by means of (i) evidence-based policy-making that identifies good programs and discard underperforming ones; (ii) establishing individual school-level targets for improved results; and (iii) upgrading the pedagogical skills of teachers through in-service training.

Outputs

- A comprehensive database of school-level education statistics was developed to monitor school completion rates and learning outcomes. The analysis was applied to 2014, but has not been updated since, following conflicts between students and the education authorities. The advancement in monitoring and evaluation, associated with significant gains in learning outcomes, were interrupted as students occupied schools and the Secretariat of Education. The students, with the support of one of three teachers' unions, demanded that the annual evaluation that is the basis for determining if schools met their target was changed. The Government is to propose a new methodology to be applied in 2018.
- Guidelines and processes to determine competencies and evaluate staff in strategic positions were completed.
- The RJS's teacher training institute was reformed, including the program concept and the development of training courses in subject areas, pedagogy, classroom management, and the use of information technology in the classroom.

Outcomes

- For the 30 worst-performing schools the RJS index for educational development rose by 30 percent, from 0.40 in 2009 to 0.90 in 2015, against a target of 1.40. Over the same period, RJS improved its national ranking for secondary education from 26th place (out of 27) to 4th.
- The number of RJS schools with a basic education index lower than 2.9 decreased from 429 in 2009 to 64 in 2015. The 30 percent worst-performing middle schools observed an increase in their basic education score twice as large as rest of the schools (of 1.05 points versus 0.42).
- The approval rate in middle school improved from 54.5 percent in 2009 to 78.7 percent in 2015 in the worst-performing schools. The gap between the worst-performing schools was reduced from 17 percentage points to 7 in the same period.
- Between 2015 and 2009, dropout rates decreased 22.6 percent in the schools that had dropout rates higher than 20.6 percent in 2009, while the rest of the schools observed a decrease of 6.9 percent. The number of secondary schools with a high dropout rate (higher than 22.6 percent) declined from 228 in 2009 to 21 in 2015.
- The approval rate in secondary schools improved from 64 percent in 2009 to 82 percent in 2015 in the worst performing schools. The gap between the worst-performing schools was reduced from 17
- 26 percent of public servants in strategic positions have received performance evaluations compared to a target of 100 percent. The shortfall was due to the occupation of RJS schools and the Secretariat of Education by students, which impeded evaluation activities.
- The database on school-level education statistics was applied in 2014, and subsequently incorporated into school-level improvement plans. Further updating of the database or subsequent evaluations have



not occurred due to student demonstrations

In summary, the RJS school system saw significant improvements in moving towards better learning outcomes and school completion – two priority indicators of performance in the school system. School-level diagnoses have been undertaken and improvement plans developed. That said, the progress noted above cannot be exclusively attributed to the project. A number of initiatives were being taken by the RJS that did not directly result from the project, but from a combination of project generated incentives, including through interactions with the Bank's project team, and activities under TAL II and parallel DPLs.

Rating

Substantial

Objective 3

Objective

Support the Borrower (the State of Rio de Janeiro, RJS) to introduce performance-based management and information technologies to drive service delivery improvements in hospital care in the Borrower's territory

Rationale

Health

Improve the health management and information system by improving coverage and quality by introducing cost controls into urgent care facilities; by strengthening medical supply-chain management; and by introducing a monitoring system to track the use and impact of State grants on small municipal hospitals. Initially, the project also included the development of an accreditation system for UHS, but this activity was transferred to TAL II.

- Improvements in hospital hygiene and disease management in municipal hospitals were achieved, the catchment areas for municipal hospitals were expanded, and the number of available intensive care beds increased. The ICR mentions these quality and coverage improvements, but without providing numbers.
- The design for an evaluation of costs had been completed
- A diagnostic of gaps in the medical supply chain was completed, leading to a redesign of processes, including warehouse and inventory management. However, the effects on availability of hospital supplies could not be measured as starting in 2016, hospitals came under the administration of municipalities, and no longer reported to the State.
- A monitoring system including indicators and targets was designed and included in results agreements signed with municipal hospitals receiving State transfers. By the end of the project, 100 percent (77 municipal hospitals) were participating.

Rating



Substantial

Objective 4

Objective

Support the Borrower (the State of Rio de Janeiro, RJ) to introduce performance-based management and information technologies to drive service delivery improvements in key public services in the Borrower's territory

Rationale

Disaster risk management against extreme weather events

The State's early warning system for high rainfall events was to be improved by: better processes for disaster risk management, and the installation of two weather radar systems

- Institutional and operational arrangements for disaster risk management were designed, the civil defense was restructured, protocols for emergency response and inter-agency coordination were revised, and information sharing and coordination mechanisms were established between the Civil Defense, the Department of Mineral Resources, and the Institute of the environment.
- Two weather radar systems were procured and installed

As a result of these measures:

- The number of people covered by the State flooding alert system rose from none in 2011 to 16 million in 2016
- No human fatalities were registered in over 1,000 landslide events from 2014 to 2016
- The percentage of false alerts issued by the flood warning system declined from 56 in 2013 to 52 in 2015 (the target was 44).

Rating

Substantial

Rationale

The achievement against Objectives 2, 3 and 4 was substantial, while the rating for Objective 1 was Modest. This results in an overall Substantial Efficacy rating.



Overall Efficacy Rating

Substantial

5. Efficiency

The project was a technical assistance project. The main aspects of design and implementation that affected efficiency were the following: the project, and notably Bank procurement rules under the project made it possible to mobilize external technical expertise that RJS would otherwise not have been able to mobilize within a reasonable time period; and such assistance leveraged policy actions under the RJS Fiscal Sustainability and Fiscal Consolidation Development Policy Loans (P117244, P111665); a highly committed technical staff was able to reduce the potentially adverse effects of frequent high-level staff changes; and this was further mitigated by a straightforward project design with a strong focus on management. As a result, most of the targeted outcomes were achieved; and competitive contracting yielded considerable savings, allowing the project to add activities and still underspend, with only 92 percent of the original amount in local currency being disbursed.

At the same time, a number of administrative and operational challenges delayed project completion by two years. Some of the challenges were due to exogenous factors and constraints on the Borrower's side, beyond the influence of the Bank team (notably, high turnover of senior-level staff, a volatile exchange rate that made planning and prioritization of activities difficult, a continuing political and fiscal crisis, in part reflected in a suspension of disbursements by the Bank in response to impoundment of resources in the project's designated account by the state judiciary to pay judiciary salaries), and others where plausibly responsibility was shared between RJS and the Bank team (notably delays in the preparation of Additional Financing and the reallocation of activities between TAL I and TAL II, which would end up delaying closing by two years).

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		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate		0	0 <input type="checkbox"/> Not Applicable

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



6. Outcome

The relevance of the PDO is rated **high**, as it directly addressed critical public sector management issues, and aligned with RJS policy aims of better public service delivery through evidence-based management practices. Efficacy is rated **substantial**, reflecting **substantial** performance in education, health and weather areas. Efficiency is rated **substantial**.

a. Outcome Rating

Satisfactory

7. Risk to Development Outcome

While significant institutional changes were introduced under the project, evidence-based management is still relatively new. The results achieved in educational performance should encourage the authorities and the public and reduce risk; as should the efficiency gains achieved in the management of public property and public pensions. At the same time, the project was implemented in turbulent circumstances – there was a relatively high turnover of key high-level staff, which may well have weakened understanding of the benefits of the design, student protests underline the dangers of reform not well understood, and the fiscal volatility that surrounded implementation may well have affected thinking about the timeliness of reform (as described in the ICR, Section III). Still, the need for reform was recognized, and reforms were taking place, within the project as well as on the outside, which should mitigate concerns, as should the ongoing engagement of the Bank with RJS through DPLs.

8. Assessment of Bank Performance

a. Quality-at-Entry

The project was strategically relevant, as was its approach, focusing on improving information systems and their use in increasing efficiency in public management generally, and in the lagging sectors of education and health; and it dovetailed into, and provided timely support to a DPL. The Bank team developed a strong relationship with the Project Implementation Unit that would positively influence activity design, and carry on into implementation. Activities that may not otherwise have been introduced included such items as performance agreements and related data portals, and real property management tools. The theory of change, as reflected in the results framework, was consistent in providing a logical chain on how program inputs achieve changes in mes through activities and outputs. A series of indicators were set out at entry, but most would subsequently be dropped or redesigned, casting doubt on the effectiveness of the monitoring system. While the team rated project risk as moderate, some risks, notably political, and managerial ones, would prove to be significant, generating difficulties during implementation.



Quality-at-Entry Rating

Moderately Satisfactory

b. Quality of supervision

Supervision was intense, as the Bank conducted some two dozen formal supervision missions over the life of the project, along with more informal supporting missions. The intensity of support appears to reflect a number of management challenges on the side of the client, notably a high turnover of senior staff, the integration of the extreme weather component into the project, the balancing of tasks between TAL I and TAL II, and, initially, the application of the Bank's procurement rules in the Brazilian context. To that should be added a fiscal and political crisis that led to the interruption of several programs; and the suspension of disbursements by RJS's judiciary on a misunderstanding. It is not altogether clear how these challenges affected project implementation beyond an extension of the Closing Date that was largely an overestimate of the processing schedule for the extreme weather component, or to what extent some of them could have been mitigated or avoided altogether, but the project was brought to satisfactory closing and with underspending in a number of activities.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Moderately Satisfactory

9. M&E Design, Implementation, & Utilization

a. M&E Design

The project was to rely on existing administrative systems for monitoring and evaluation. Many of the indicators would prove to be impractical, and almost all of them would be replaced by more suitable indicators during the second restructuring in 2014. These were generated as a result of technical assistance under the project that helped identify new performance indicators and design a GORJ version of an instrument for results-based management (Project Component 1), significantly strengthening the results framework. For example, in the health sector, the ministry went from tracking cleaning practices and waiting times to capturing improvements in access and intermediate results. Similar changes with a stronger focus on impact were introduced in other areas.

b. M&E Implementation

The project implementation unit was responsible for M&E implementation, drawing on the administrative systems of RJS to monitor indicators. The unit issued quarterly reports, and initiated revisions to indicators during implementation, including explanations of the revisions. M&E implementation included tracking of contracts and deliverables as well as substantive performance indicators. Since the latter measure progress on public entities' performance, their monitoring is likely to continue beyond the project period.



c. M&E Utilization

The identification and application of appropriate monitoring and evaluation indicators were an important focus during supervision missions, serving to further develop the system as well as providing milestones for performance, and adjustments to policies and procedures, in the public sector entities concerned.

M&E Quality Rating

Substantial

10. Other Issues

a. Safeguards

The compliance with environmental and social safeguards was consistently satisfactory. The project was initially rated environmental category "C". With the introduction of technical assistance activities for disaster risk management and the preparation of an Action Plan that could include actions that entailed temporary or permanent preventive evacuation, the rating was revised to "B" and safeguard policies were triggered for Environmental Assessment (OP/BP 4.01), Natural Habitats (OP/BP 4.01) and Involuntary Resettlement (OP/BP 4.12). An Environmental and Social Assessment, mandatory to all projects that may potentially have an environmental and social impact, was prepared by the Borrower for the Additional Financing, subsequently TAL II. This assessment covered the activities corresponding to the strengthening of disaster risk management in Component 4. The Assessment was submitted to the Bank on December 19, 2011, and disseminated in Brazil on December 20, 2011. A Resettlement Policy Framework (RPF) was prepared by RJS to set the principles and guidelines to be followed by the technical assistance project and will guide the preparation of the Action Plan for implementing the new institutional arrangements for disaster risk management. The RPF had been publicly disseminated on the project's website prior to approval of TAL II.

b. Fiduciary Compliance

RJS's performance was rated Satisfactory during project implementation until the second part of 2016, when the rating became Moderately Satisfactory, due to changes in the financial management staffing complement and difficulties in the flow of funds arrangements. Funds in the Designated Account (approximately US\$1 million) were seized in August 2016, to comply with a judicial order which had an impact on Project implementation. This interrupted any further advances to the Designated Account. The Federal Government committed to reimburse the sequestered amount. This event delayed payment for services already under implementation, forcing some contracts to be canceled or withdrawn, and preventing others to be signed, in view of the perceived uncertainty. The financial management risk rating was considered Moderate throughout



the project's life.

The audit report covering 2011 to 2012 was received after a delay; the audit reports subsequently, however, were received on time, and in all the reports, the auditors expressed an unmodified opinion therein. The combined 2016 and 2017 audit report was issued in February, 2018.

Procurement. The ICR did not include a separate section assessing procurement performance. However, drawing from the text, the following can be noted: initially, unfamiliarity with Bank procurement rules impeded progress, and subsequently the local market for consultants complicated the recruitment of consultants, as most qualified consultants were also public sector employees, in some cases extending the recruitment process. Initially, there were implementation delays because of the legal and technical complexity of the various tendering processes, and the additional administrative burden created by the addition of the acquisition of two weather radars. The competitive contracting would yield considerable savings that allowed the project to add complementary activities using those resources.

c. Unintended impacts (Positive or Negative)

Not applicable

d. Other

11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	---
Bank Performance	Satisfactory	Moderately Satisfactory	There were issues with quality at design.
Quality of M&E	Substantial	Substantial	---
Quality of ICR		Substantial	---

12. Lessons

The following lessons are drawn from the ICR:

Flexible Design and Focus on Few Sectors. A primary reason for project achievements was its focus on management, and flexible design. The loan covered just a few sectors and concentrated on those areas where the Bank had accumulated experience in the RJS. By including only four areas, both the authorities and the Bank could devote greater attention to the details of the policies supported under the project.

Linking technical assistance with DPLs. The project's links with the series of DPLs was useful, providing a



strong financial incentive for the RJS to follow through on activities supported by the project, as well as an additional platform for high-level dialogue with policymakers. The prior actions in both related DPLs benefitted from technical assistance financed by the project.

Strong Supervision and Direct Technical Assistance. The continuous presence of the Bank, with regular supervision missions and technical assistance via monthly video conferences and calls, played an important role in the implementation of the project, given the political and economic volatility during the implementation period. The support was possible because of adequate financial resources for supervision. The budget for supervision, along with available funds from the DPLs and other ongoing investment projects, allowed for more frequent interactions than is usual during the implementation phase.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

The ICR offers a detailed, albeit sometimes unfocused, overview of the project. It relates its observations to the theory of change, and the evidence to support the ratings is there, providing internal consistency, albeit sometimes difficult to follow. A redoing/tightening of the results framework from the PAD, clearly setting out the logical chain between activities, outputs and outcomes, would have been helpful. A separate section for procurement would also have been helpful - currently procurement challenges are scattered throughout the document.

a. Quality of ICR Rating

Substantial