



1. Project Data:		Date Posted : 08/15/2002	
PROJ ID: P002953		Appraisal	Actual
Project Name: Primary Educ. & Teac	Project Costs (US\$M)	104.10	101.50
Country: Uganda	Loan/Credit (US\$M)	52.6	51.6
Sector(s): Board: ED - Primary education (53%), Central government administration (27%), Tertiary education (20%)	Cofinancing (US\$M)	25.0	26.5
L/C Number: C2493			
	Board Approval (FY)		93
Partners involved : USAID	Closing Date	06/30/2000	06/30/2001
Prepared by :	Reviewed by :	Group Manager :	Group:
Lenor Armstrong	Ronald S. Parker	Alain A. Barbu	OEDST
2. Project Objectives and Components			
a. Objectives			
The project supported the government's long term objectives in the education sector (access, quality and relevance) by monitoring the pattern of resource mobilization and allocation in the sector, and by financing specific investments in the related areas of primary education and primary teacher training. It also strengthened several strategic functions of the Ministry of Education and Sports (MOES).			
b. Components			
The project had two components: (1) improving primary school teaching and management through the establishment of a Teacher Development and Management System (TDMS) in 10 school districts (US\$89.7 m); and (2) enhancement of strategic MOES functions through inter alia computerization, technical assistance, provision of equipment, the establishment of the National Assessment of Educational Performance (NAEP), and policy studies (US\$14.4 m).			
c. Comments on Project Cost, Financing and Dates			
The IDA credit of US\$ 52.6 million was estimated to cover 50.6% of project costs. The government contributed US\$25 million equivalent (24%), local communities US\$1.5 million (1.4%) and USAID US\$25 million (24%). The project closed one year after the appraisal estimate, by which time 90% of credit funds had been disbursed.			
3. Achievement of Relevant Objectives:			
Although there were implementation and disbursement delays in the first half of the project, quantitative targets were largely attained, and the project has established a foundation for further development of the sector; however, as yet, there is no conclusive evidence to demonstrate improvement in the quality of instruction and learning at the primary level. Performance on standardized tests given to a sample of grade 3 students shows a decline in student achievement, although a National Inspection Initiative carried out in 42 of the 45 districts reported very good performance in pedagogical activities. Achievements in key areas are as follows:			
(i) Resource mobilization and allocation: Primary education budget as a percentage of GDP increased from 1.3% in 1992/93 to 2.7% in 1999/2000.			
(ii) Improved Primary School Teaching and Management:			
<ul style="list-style-type: none"> 18 primary teachers colleges were built or rehabilitated (16 was the target), 10 of which were funded by the Bank); 298 coordinating centers (200 target) and 2782 classrooms (2640 target) 			

were constructed or rehabilitated. The colleges are linked to 539 coordinating centers, and these in turn are linked to 5,000 outreach schools, almost double the number of schools originally targeted. Construction costs were higher than the target (164%) due to the upgrading of design standards, and the need for re-tendering to ensure quality standards were met.

- A primary teacher education curriculum, head teacher management training courses, and a course for teacher educators were developed. A total of 5,223 untrained teachers attended upgrading courses, 3,863 of the 8,000 head teachers targeted were trained, and 45,784 of 63,000 trained teachers participated in professional development courses. Notwithstanding, objectives with respect to improved teaching and learning were not fully attained.

(iii) Improved Learning resources: The targeted textbook ratio (3:1) in core subjects at the primary level was not achieved. It is estimated that the ratio is between 5:1 and 10:1. Financing was insufficient for textbooks due to the increase in enrollment following the implementation of the UPE policy, increases in the price of paper, and exchange rate differentials.

(iv) Revitalized private sector publishing and printing: The number of publishing companies has increased, and a wide range of textbooks with local authorship is now available.

(v) Enhanced strategic MOES functions

- After a seven-year delay, the Planning Unit now has its full complement of staff and is operating with only limited technical assistance support.
- The National Assessment of Education Progress was developed, assessments have been conducted and findings widely disseminated. The quality of exam reporting of the Uganda National Examination Board has improved, and information on its functions has been disseminated, albeit with little impact on teacher practice and educational policy.
- Studies conducted on book publishing and the cost effectiveness of teacher training served to influence policy in these areas, giving rise to greater private sector involvement in book publishing, and closure of underperforming primary teachers colleges.
- An education MIS was established towards the end of the project, and staff at the central and district levels have been trained in its use. The MOES now has access to needed data for policy analysis and planning.
- Syllabus development for grades 1-7 was accomplished after delays, the syllabus for grades 1-4, and teachers' guides were distributed. However, the teachers' guides were not pre-tested, teachers were not sufficiently involved in piloting materials, and teacher orientation has been minimal. Furthermore, textbooks to support the new syllabi are not yet available, and continuous assessment was delayed, and then not integrated into the curriculum development approach except in grades 5 and 6. There has been no noticeable change in classroom practice, and integration into the primary level scoring mechanism has been delayed.
- Higher order thinking skills have been introduced but no assessments have been made on student performance.

4. Significant Outcomes/Impacts:

A network was established, which has the potential to contribute to improved teaching and learning throughout the education system. Institutional capacity in the areas of planning, data management, student assessment, and curriculum development has been enhanced through staff training, and provision of needed equipment. The book policy study proved to be effective in influencing policy, and it contributed to the development of a vibrant private sector publishing industry. The decentralized construction mechanism has contributed to a sustainable system for classroom construction.

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

Despite investments in curriculum development and training of teachers, the quality of instruction has not changed. Moreover, results of student achievement tests in core subject areas have not yet had influence on teacher practices, or on educational policy. Text book use is still low, and additional purchase of supplementary materials was eliminated. The opportunity to institutionalize project implementation capacity was missed by the use of a PIU structure. The absence of a plan for a community-based or a government-provided infrastructure maintenance system puts the infrastructure investment at risk. The secondary education study did not address the issues identified in the Terms of Reference, and has had

no influence on development in the sub-sector. The new Uganda National Examination Board facility, although of high quality cannot house all staff, and capacity building programs did not meet staff needs.

6. Ratings:	ICR	OED Review	Reason for Disagreement /Comments
Outcome:	Satisfactory	Moderately Satisfactory	[OED's moderately sat. rating does not exist under the ICR's 4-point scale]. Project objectives were partially attained. Delays and shortcomings in the implementation of activities related to qualitative factors – teacher training, curriculum development and provision of materials – and failure to respond effectively to rapid changes in the sector, contributed to the minimal impact on improved teaching and learning
Institutional Dev.:	Modest	Modest	
Sustainability:	Likely	Likely	
Bank Performance:	Satisfactory	Satisfactory	In general, supervision was satisfactory; despite high turn over in task management; however, there was need for greater effort to rectify the weaknesses in preparation.
Borrower Perf.:	Satisfactory	Satisfactory	
Quality of ICR:		Satisfactory	

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

7. Lessons of Broad Applicability:

- Clarity of objectives is fundamental to sound project design and evaluable outcome. A distinction should be made between objectives and the strategies that will be used to attain them so as to prevent implementers from focusing unduly on means rather than ends.
- Similarly, in the absence of well-crafted objectives, outcomes which are easily counted tend to be prioritized over more important objectives which defy easy measurement. Project design ought to include formative and summative evaluation.
- Teacher training programs ought to be premised on classroom realities and mechanisms for implementation of new skills.
- The development of curricula necessitates intensive involvement of stake-holders and piloting of materials to ensure relevance.
- The provision of learning materials without adequate attention to their appropriateness, and training, and monitoring of their use is likely to result in unsatisfactory outcomes.
- Careful attention ought to be given to lessons acquired in previous projects, such as the importance of ensuring that project implementation capacity is institutionalized.

8. Assessment Recommended? ☒ Yes ☐ No

Why? The challenges of implementing UPE are enormous. A thorough assessment of project implementation issues and garnering of lessons will be especially relevant for guiding Bank investments in assisting governments to attain the goal of effective UPE.

9. Comments on Quality of ICR:

The ICR is of good quality. It succeeded in addressing the wide range of project implementation issues that emerged within the context of major reform, and evaluating impact where objectives and indicators were unclear. The ICR has served to highlight the extent to which investments are compromised when project design is inadequate, and the required changes are not made when the context is altered and warning bells are sounded.

