

**Document of  
The World Bank**

Report No: ICR0000325

**IMPLEMENTATION COMPLETION AND RESULTS REPORT  
(Interim Fund Development Credit No.: N008-0-EGT)**

**ON A**

**CREDIT**

**IN THE AMOUNT OF SDR 51.5 MILLION  
(US\$75 MILLION EQUIVALENT)**

**TO**

**THE ARAB REPUBLIC OF EGYPT**

**FOR AN**

**EDUCATION ENHANCEMENT PROGRAM**

**March 30, 2007**

Human Development Department  
Middle East and North Africa Region

## CURRENCY EQUIVALENTS

Exchange Rate Effective (April 1996)

Currency Unit = Egyptian Pound (LE)

LE 1.00 = US\$0.29

US\$ 1.00 = LE 3.4

FISCAL YEAR

July 1 – June 30

## ABBREVIATIONS AND ACRONYMS

CAS	Country Assistance Strategy
EEP	Education Enhancement Program
EMIS	Educational MIS
ESP	Effective Schools Program
EU	European Union
FOEP	Faculties of Education Project
GER	Gross Enrollment Rate
GPPMU	Governorate PPMU
HEEP	Higher Education Enhancement Project
IDA	International Development Association
ICT	Information and Communication Technology
KfW	Kreditanstalt für Wiederaufbau
MOE	Ministry of Education
MOHE	Ministry of Higher Education
MTR	Mid-Term Review
NCEEE	National Center for Education Examinations and Evaluation
NER	Net Enrollment Rate
PCU	Project Coordination Unit (European Union)
PER	Public Expenditure Review
PPMU	Program Planning and Monitoring Unit
SAR	Staff Appraisal Report (a Project Appraisal Document)
SDR	Special Drawing Rights
TIMSS	Trends in Mathematics and Social Sciences
UNDP	United Nations Development Program
UNICEF	United Nations International Children's Fund
USAID	US Agency for International Development

Vice President:	Daniela Gressani
Country Director:	Emmanuel Mbi
Sector Director:	Michal Rutkowski
Sector Manager:	Mourad Ezzine
Task Team Leader:	Michel Welmond

**ARAB REPUBLIC OF EGYPT**

**EDUCATION ENHANCEMENT PROGRAM**

**CONTENTS**

DATA SHEET .....	I
A. BASIC INFORMATION.....	I
B. KEY DATES .....	I
C. RATINGS SUMMARY .....	I
D. SECTOR AND THEME CODES.....	II
E. BANK STAFF .....	II
F. RESULTS FRAMEWORK ANALYSIS .....	III
G. RATINGS OF PROJECT PERFORMANCE IN ISRS .....	V
H. RESTRUCTURING (IF ANY).....	V
I. DISBURSEMENT PROFILE.....	VI
<b>1. PROJECT CONTEXT, DEVELOPMENT OBJECTIVES AND DESIGN: .....</b>	<b>1</b>
<b>2. KEY FACTORS AFFECTING IMPLEMENTATION AND OUTCOMES .....</b>	<b>3</b>
<b>3. ASSESSMENT OF OUTCOMES.....</b>	<b>9</b>
<b>4. ASSESSMENT OF RISK TO DEVELOPMENT OUTCOME.....</b>	<b>14</b>
<b>5. ASSESSMENT OF BANK &amp; BORROWER PERFORMANCE (DESIGN, IMPLEMENTATION, OUTCOMES).....</b>	<b>14</b>
<b>6. LESSONS LEARNED (BOTH PROJECT-SPECIFIC AND OF WIDE GENERAL APPLICATION) .....</b>	<b>16</b>
<b>7. COMMENTS ON ISSUES RAISED BY BORROWER/IMPLEMENTING AGENCIES/PARTNERS .....</b>	<b>17</b>
ANNEX 1. PROJECT COSTS AND FINANCING .....	18
ANNEX 2. OUTPUTS BY COMPONENT.....	19
ANNEX 3. ECONOMIC AND FINANCIAL ANALYSIS (INCLUDING ASSUMPTIONS IN THE ANALYSIS).....	22
ANNEX 4. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION PROCESSES.....	23
ANNEX 5. BENEFICIARY SURVEY RESULTS .....	25
ANNEX 6. STAKEHOLDER WORKSHOP REPORT AND RESULTS (IF ANY).....	30
ANNEX 7. SUMMARY OF BORROWER'S ICR AND/OR COMMENTS ON DRAFT ICR .....	31
ANNEX 8. COMMENTS OF COFINANCIERS AND OTHER PARTNERS/STAKEHOLDERS .....	44
ANNEX 9. LIST OF SUPPORTING DOCUMENTS (USED BY THE BANK ICR TEAM TO WRITE THE ICR).....	45
ANNEX 10. FACULTIES OF EDUCATION PROJECT (FOEP) RESULTS FRAMEWORK.....	46

## DATA SHEET

<b>A. BASIC INFORMATION</b>			
Country:	Egypt	Project Name:	Egypt Education Enhancement Project
Project ID:	P005169	L/C/TF Number(s):	IDA-N0080
ICR Date:	05/20/2007	ICR Type:	Core ICR
Lending Instrument:	SIM	Borrower:	GOE
Original Total Commitment:	XDR 51.5M	Disbursed Amount:	XDR 49.4M
<b>Environmental Category: C</b>			
<b>Implementing Agencies:</b> Ministry of Education			
<b>Cofinanciers and Other External Partners:</b> European Union (EU)			

<b>B. KEY DATES</b>				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	01/31/1996	Effectiveness:	07/03/1997	07/03/1997
Appraisal:	07/08/1996	Restructuring(s):		
Approval:	12/24/1996	Mid-term Review:		02/08/2002
		Closing:	12/31/2002	08/31/2006

<b>C. RATINGS SUMMARY</b>	
<b>C.1 Performance Rating by ICR</b>	
Outcomes:	Moderately Satisfactory
Risk to Development Outcome:	Substantial
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Satisfactory

<b>C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)</b>			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Moderately Satisfactory	Implementing Agency/Agencies:	Satisfactory
<b>Overall Bank Performance:</b>	Moderately Satisfactory	<b>Overall Borrower Performance:</b>	Moderately Satisfactory

<b>C.3 Quality at Entry and Implementation Performance Indicators</b>			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	Moderately Satisfactory
DO rating before Closing/Inactive status:	Satisfactory		

<b>D. SECTOR AND THEME CODES</b>		
	Original	Actual
<b>Sector Code (as % of total Bank financing)</b>		
Central government administration	4	8
Primary education	56	75
Tertiary education	40	17
<b>Theme Code (Primary/Secondary)</b>		
Access to urban services and housing	Primary	Not Applicable
Education for all	Primary	Primary
Education for the knowledge economy	Secondary	Secondary
Gender	Primary	Primary
Rural services and infrastructure	Primary	Not Applicable

<b>E. BANK STAFF</b>		
Positions	At ICR	At Approval
Vice President:	Daniela Gressani	Kemal Dervis
Country Director:	Emmanuel Mbi	Inder K. Sud
Sector Manager:	Mourad Ezzine	Jacques F. Baudouy
Project Team Leader:	Michel J. Welmond	Mae Chu Chang
ICR Team Leader:	Michel J. Welmond	
ICR Primary Author:	Luis Guillermo Hakim	
	Willem Struben	

## F. RESULTS FRAMEWORK ANALYSIS

### Project Development Objectives (from Project Appraisal Document)

Increasing access and equity. Improving the quality of student performance. Enhancing system efficiency.

### Revised Project Development Objectives (as approved by original approving authority)

#### (a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	Increased enrollment each year by 2% for girls and 1.2% for boys			
Value quantitative or Qualitative)	primary net enrollment ratio for girls 87.5%, boys 90.9%; preparatory girls 59.5%; preparatory boys 62.7%	NER; primary 95% girls; 98% boys; prep 77% girls, 78.6% boys		Primary NER girls 89.2%, boys 92.5%; Prep girls 62.2%, boys 59.4
Date achieved	09/05/1996	08/31/2006		08/31/2006
Comments (incl. % achievement)	NER for Al Azhar schools are not reported by the government. NER for Al Azhar schools were estimated by applying the public school gross to net enrollment ratio to the Al Azhar GER.			
<b>Indicator 2 :</b>	Improve the quality of teaching and learning in order to ensure that students attain basic skills to defined levels by grade 9			
Value quantitative or Qualitative)	11 governorates, weak students in grade (5) were: 27% Arabic;91% math; 53% critical thinking; Grade (8): 38% Arabic; 97% Math; 31% critical thinking.	"Defined levels" for target is a 'statistically significant' improvement from baseline.		Grade 5: Arabic 16%, Math 39%, Critical thinking 44%. Grade 8: Arabic 16%, Math 86%, Critical thinking 36%
Date achieved	01/30/1997	08/01/2006		08/31/2006
Comments (incl. % achievement)				
<b>Indicator 3 :</b>	Improve accuracy and relevance of data for educational planning and management			
Value quantitative or Qualitative)	nil	All governorates and schools use EMIS efficiently and produce data analysis to support policy decisions.		MOE
Date achieved	01/30/1997	08/01/2006		08/31/2006
Comments (incl. % achievement)	MOE established an IT network that connects the central offices with the governorates and the districts. Most schools are connected to the network. Data is centralized by MOE to produce reports and indicators for planning purposes.			

**(b) Intermediate Outcome Indicator(s)**

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	Awareness campaigns effective in selected mudirriya for underserved children to raise enrollment and decrease drop outs			
Value (quantitative or Qualitative)	No campaigns. 8% average drop out rate in EEP governorates	1000 awareness campaigns conducted		1064 campaigns achieved
Date achieved	01/30/1997	12/31/2004		08/31/2006
Comments (incl. % achievement)	These campaigns resulted in 83516 visits to families in targeted areas (742 villages in 15 governorates) which helped reduce dropout rates among boys and girls to 3.4% in 2003/2004.			
<b>Indicator 2 :</b>	Improve the use of technology in the classroom			
Value (quantitative or Qualitative)	No equipment in EEP schools	Teachers use education technology adequately for improved learning skills		Nearly 1,285 schools benefited from upgrades and new equipment for ICT*. Distance learning provided training to about 500,000 teachers.
Date achieved	01/31/1997	08/02/2006		08/31/2006
Comments (incl. % achievement)	*including computer labs, access to internet, educational software, classroom furniture, photocopiers, multi-media equipment, digital cameras and scanners and special equipment for visually impaired students			
<b>Indicator 3 :</b>	Increase community and parental involvement in school management			
Value (quantitative or Qualitative)	No community participation, only dysfunctional Parent-Teacher Councils.	Boards of Trustees created and functioning adequately in 300 schools in 10 governorates; school funds created and managed by BoTs		BoTs were created in 294 schools and were functioning adequately. By March 2006, 134 BoTs had opened Bank accounts.
Date achieved	01/30/1997	08/01/2006		08/31/2006
Comments (incl. % achievement)				

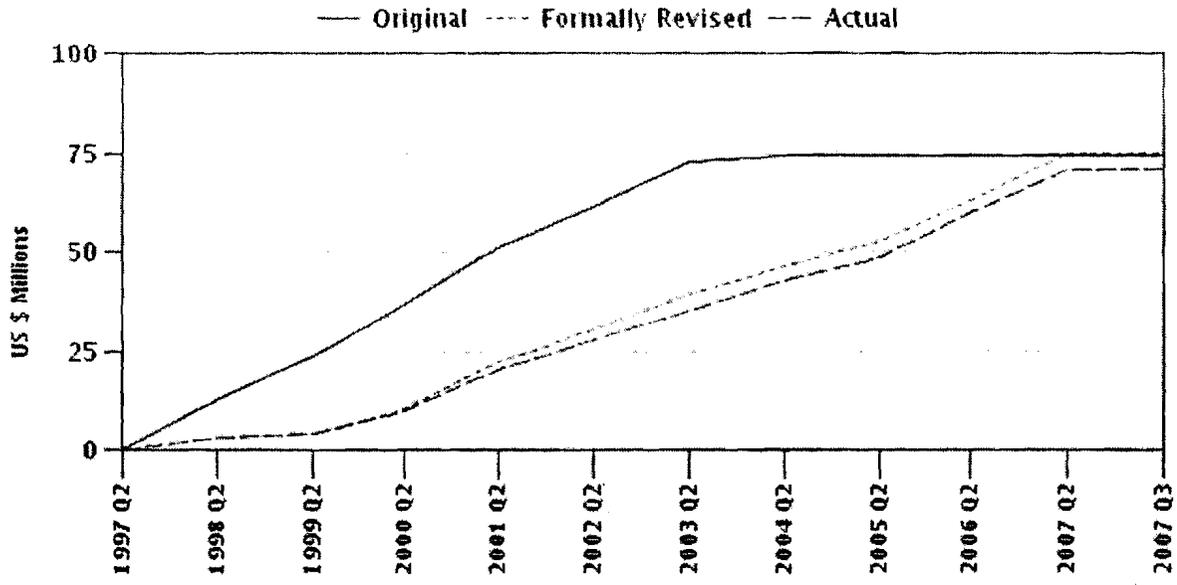
## G. RATINGS OF PROJECT PERFORMANCE IN ISRS

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	01/28/1997	Satisfactory	Satisfactory	0.00
2	01/07/1998	Satisfactory	Satisfactory	3.00
3	05/14/1998	Satisfactory	Satisfactory	3.03
4	11/05/1998	Satisfactory	Satisfactory	3.90
5	05/04/1999	Satisfactory	Satisfactory	3.90
6	07/26/1999	Satisfactory	Unsatisfactory	8.18
7	10/05/1999	Satisfactory	Satisfactory	9.25
8	02/10/2000	Satisfactory	Satisfactory	13.76
9	08/10/2000	Satisfactory	Satisfactory	17.70
10	01/12/2001	Satisfactory	Satisfactory	20.54
11	07/11/2001	Satisfactory	Satisfactory	26.04
12	01/14/2002	Satisfactory	Satisfactory	28.13
13	04/26/2002	Satisfactory	Satisfactory	30.54
14	10/25/2002	Satisfactory	Satisfactory	33.33
15	02/11/2003	Satisfactory	Satisfactory	36.26
16	08/08/2003	Satisfactory	Satisfactory	37.23
17	02/06/2004	Satisfactory	Satisfactory	43.10
18	07/29/2004	Satisfactory	Satisfactory	46.10
19	04/25/2005	Satisfactory	Satisfactory	51.94
20	12/01/2005	Satisfactory	Satisfactory	58.71
21	06/16/2006	Satisfactory	Satisfactory	64.43

## H. RESTRUCTURING (IF ANY)

Not Applicable

# I. DISBURSEMENT PROFILE



## 1. Project Context, Development Objectives and Design:

### 1.1 Context at Appraisal (brief summary of country and sector background, rationale for Bank assistance):

The first half of the 1990s saw an increased effort by the government to expand the number of school places in primary and preparatory education. Public enrollment for these stages grew 9 percent from 1990-1996 as a result of a large-scale school building program. The objective of this program was to reduce the number of multi-shift schools and to provide greater access to school, particularly in underserved areas.

As a result, by 1996, the gross enrollment rate (GER) in primary education (grades 1-5) reached 104 percent for boys and 93 percent for girls. At the lower secondary (preparatory) level (grades 6-9), the GER for boys reached 88 percent, compared with 79 percent for girls, but the net enrollment rate (NER) was significantly lower, particularly for girls. There were some areas in the country where girls accounted for fewer than 40 percent of both primary and preparatory students.

The government's school construction program prior to this project did not completely take into account the constraints on the demand for girls' education in culturally conservative areas. Factors such as distance to school, absence of sanitary facilities, the presence of male teachers, and girls' domestic responsibilities at home were important impediments to girls attending school.

In addition to the need to expand enrollment, the sector continued to experience problems with poor quality and system inefficiency. The low quality of education resulted in poor outcomes (high repetition and drop-out rates, low levels of achievement) stemming from poor learning conditions, overcrowded classrooms, inadequate teaching skills, and a lack of focus on student learning throughout the system. At the time of the appraisal of this project in 1996, two-thirds of basic education schools operated double or triple shifts, with the concomitant loss of learning hours. In 1994/1995, only 7 percent of primary school teachers had a university degree in education. At the preparatory level, 63 percent of teachers had a university degree in education. Financial resources for teachers' in-service training were almost nonexistent, and low salaries had resulted in a distorted incentives system where teachers derived substantial additional income from complementary private tutoring.

In October 1995, the government drafted *Mubarak's National Project*, which aimed to address these issues. In June 1996, this was followed up by the Minister of Education with a letter outlining the government's *Strategic Plan* for the education sector, including performance indicators. The project under review was to assist this effort, with the understanding that it would be the first phase of a 10-15 year program.

### 1.2 Original Project Development Objectives (PDO):

1. Increase access, particularly for girls (increase annual enrollment for girls and boys by 2 and 1.2 percent, respectively; and provide second-chance education for children up to 14 years

old, particularly for girls).

2. Improve the quality of student learning (reduce repetition and drop-outs; improve quality of teaching and learning to ensure that students attain basic skills; improve quality of pre-service training; and build capacity of implementing agencies).

3. Enhance the efficiency of the education system (improve efficiency of resource use; improve data accuracy and relevance; introduce mechanisms to improve teacher motivation and accountability; ensure effective program management; strengthen implementation at the central and governorate levels through annual work plans; integrate the governorate level in planning and implementation; and establish feedback mechanisms for ongoing assessment and program adjustment).

*1.3 Revised PDO (as approved by original approving authority), and reasons/justification:*

N.A.

*1.4 Main Beneficiaries, original and revised (briefly describe the “the primary target group” identified in the PAD and as captured in the PDO, as well as any other individuals and organizations expected to benefit from the project):*

The main beneficiaries were primary and lower secondary (preparatory) school students, with emphasis on students in underserved areas, girls, and students with disabilities. In the process, this would benefit all relevant education sector agencies at the central and governorate levels in policy planning and implementation, data collection and processing, and teacher training.

*1.5 Original Components (as approved):*

1. **Improving access** (total cost: US\$448.5 million, of which IDA US\$17.5 million). Included school construction in targeted areas to reach girls and students with disabilities, and technical assistance to improve surveying capacity, to conduct needs assessments at the local level, and to review education materials.
2. **Improving quality of student performance** (total cost: US\$359.0 million, of which IDA US\$51.6 million). Included construction of additional schools to reduce class size and multiple shifts, equipment, training of teachers, and technical assistance.
3. **Improving system efficiency** (total cost: US\$28.0 million, of which IDA US\$5.9 million). Included technical assistance for reform of decision making process, capacity building in participatory planning and management, monitoring and evaluation, and areas related to pedagogy. Strengthening the Ministry of Education (MOE) agencies would occur at both the central and governorate levels, including the funding and staffing of the Program Planning and Management (later changed to Monitoring) Unit (PPMU).

*1.6 Revised Components:*

N.A.

1.7 *Other significant changes (in design, scope and scale, implementation arrangements and schedule, and funding allocations):*

In April 2002, the responsibility for pre-service teacher training was shifted from MOE's PPMU to the Ministry of Higher Education (MOHE) to be managed under the Higher Education Enhancement Project (Cr.4658-EGT). In addition, in December 2004, it was decided to initiate a concerted quality and efficiency improvement program through an Effective School Program (ESP; see para.3.2). Over time, the allocation of proceeds under the EEP Credit was changed, with substantially more allocated to training and technical assistance managed by the PPMU, and less to pre-service training managed by MOHE. Because of changes in the SDR/US\$ exchange rate, available project funding under the Credit increased by the equivalent of US\$2.3 million, while US\$0.6 million was left un-disbursed as of February 20, 2007. Similarly, the grant from the European Union (EU) Euro 100 million (including Euro 8 million for technical assistance) increased by the equivalent of about US\$5 million in US dollar terms, while the equivalent of about US\$6.6 million has so far not been disbursed. Government funding turned out to be much more than projected at appraisal (see Annex 1).

**2. Key Factors Affecting Implementation and Outcomes**

2.1 *Project Preparation, Design Stage, and Quality at Entry (including whether lessons of earlier operations were taken into account, risks and their mitigation identified, and adequacy of participatory processes, as applicable):*

The project supported the priorities set by the government in its *Strategic Plan* for the education sector: providing universal access to basic education, eliminating all multiple school shifts in basic education; focusing on enrolling girls; and improving the quality of education. It also responded to one of the key themes in the Egypt Country Assistance Strategy (No. P-6263-EGT, discussed by the Board of Executive Directors in March 1994) regarding the development of human capital to foster economic growth.

The government's plan constituted a 15- year program to which the project was to contribute during the first phase of five years.

The project was to cover the full range of policy planning and decision making at the central and local levels, teacher training, data collection and use, and community participation. It was properly focused on the most disadvantaged areas, and projected to be implemented gradually. Efficient implementation would be ensured through detailed working plans, to be agreed upon annually.

Because of the need for MOE to improve its planning and administrative capacities, as well as the complexity of handling a sector-wide program, it was decided to establish special project implementation units, both at the central (PPMU) and the governorate (GPPMU) levels. This was also considered to be the only way to ensure that well-trained and experienced project staff would be recruited in an environment where public pay was too low and motivation among civil servants was absent. As mentioned in the Staff Appraisal Report (SAR, page 8), the role of the

PPMU was extended to local GPPMUs to facilitate the elaboration of annual working plans at the governorate level, “with the participation of NGOs, parents, teachers, and headmasters. Institutionalization of this process would be a major project benefit.”

The project was designed with the help of an experienced team of Bank and EU specialists who took into account the education sector lessons learned by those agencies, as well as those from the activities of USAID, UNICEF, and KfW. As mentioned in the SAR (p. 4), “the key lesson learned from various donors’ involvement is the difficulty of spreading positive innovations throughout the regular system without fully integrating activities with the public system from the beginning.” Therefore, the project was designed to have the activities of the PPMU integrated into the overall MOE structure over the project period.

The agreement to have a joint operation with the EU was a positive development, allowing the Bank and EU to pool their resources, and the government to reduce the difficulty of donor coordination.

However, certain project risks were underestimated, particularly with regards to the project’s third development objective (system efficiency). The overall rating given in the SAR was *moderate* and should have been at least *significant*. Although risks were well detailed, measures to alleviate them could not be implemented or did not have the intended effect:

(i) Low teacher salaries were recognized as a potential risk to the sustainability of the project. Insufficient levels of remuneration could make it more difficult for teachers and administrators to permanently incorporate innovations introduced by the program into their practice. The SAR indicated that this issue would be addressed through teacher training and performance-based incentives in project schools (especially in the ESP). Also, it was assumed that the overall issue of teacher pay would be attended to over the life of the project. Teacher pay has proven to be a difficult and contentious policy issue to resolve (including the notion of performance-based pay); as a consequence the sustainability of project outcomes with regards to improvements to instruction and school management could be compromised.

(ii) As mentioned above, the PPMU and GPPMU were designed to be temporary entities that would eventually be integrated into the MOE structure. The project expected that training and equipping the MOE structures would mark the way for this transfer to occur, particularly with regards to program and strategic management functions. However, because of the lack of incentives for MOE staff to play their newly expected roles and the ambiguous lines of authority that exist within the ministry (see more detailed description in Section 2.5), this handover could not occur. Although the staff members of the GPPMU (though not yet those of the PPMU) have been reassigned to government positions, neither the MOE nor the governorates have incorporated the program and strategic management functions of these units.

(iii) The project was designed to be implemented in five years. This proved to be an optimistic projection considering the complexity and sector wide character of the project. As discussed later, the extension was primarily the result of difficulties with the

management of the pre-service sub-component, which required the involvement of two ministries (MOE and MOHE). The standard disbursement profile for Egypt has historically been nine years and this trend had not been taken into consideration in project design. One advantage to these extensions, however, has been the opportunity to commence new activities (e.g., the Effective Schools Program) that added definite value to the overall program.

*2.2 Implementation (including any project changes/restructuring, mid-term review, Project at Risk status, and actions taken, as applicable):*

Implementation arrangements were not substantially changed over the life of the project. The final outputs of the project speak to the ultimate ability of the project team to deliver infrastructure, equipment, training and capacity building. Project implementation benefited from staff continuity and the availability of specialists from the Bank's Cairo office. However, the project's closing date was extended twice, though this was not the result of shortcomings in overall project management. Extensions were essentially the result of the lengthy approval process (in particular, obtaining parliamentary loan ratification) that affects all Bank-financed projects in Egypt and delays in the transfer of responsibilities for certain sub-components (pre-service training) from the Ministry of Education to the Ministry of Higher Education.

Once implementation commenced (after loan ratification, which took 6 months following negotiations), the project initially focused on expanding access to schools in underserved areas, with school construction as the main activity. The project subsequently shifted emphasis to capacity building, training activities, and procurement of equipment for schools and the MOE. Following the mid-term reviews (MTR) in May 2001 and February 2002, it was agreed that, with the access and equity objectives substantially achieved, further efforts to improve quality and foster sustainability would be implemented, including the measurement of student achievement and other impact outcomes. Thus, the project was to focus on: (i) quality and bottom-up approaches to quality support; (ii) sustainability via the creation of conditions for gradually shifting reform and program management responsibilities to the relevant units within MOE and at the local levels; and (iii) improved monitoring and evaluation, including student achievement testing.

Until the MTR, the sub-component concerning pre-service education had made little progress. This was essentially because the Ministry of Education was divided into two ministries in 1997 (pre-university and university), with the responsibility for this component to be transferred to the new Ministry of Higher Education. This change was linked to the larger reform of the Faculties of Education to address the development of education standards, curricula changes, and staff professional development. The modification required a special allocation under the Credit of US\$13 million equivalent to be managed by MOHE. This transfer slowed decision making, approvals and assignment of responsibilities, leading to the initial slow implementation of this sub-component. As a consequence, once agreement was reached between the two ministries, the first of two extensions was granted in order to finish the implementation of the Faculties of Education sub-component. However, implementation continued to be slow because it was contingent on the start-up of the Higher Education Enhancement Project (HEEP). It took until mid-2003 for the HEEP project to establish a PMU responsible for

overall implementation, including the Faculties of Education sub-component. This led to an agreement to a second extension until August 2006. This second extension also allowed the project to continue the implementation of the Effective Schools Project that had been initiated in 2004 (see below).

To improve the prospects for sustainability, efforts were made to strengthen MOE's commitment to the project, including a special study in 2003 that detailed arrangements for transferring the program from the PPMU to MOE. However, as mentioned earlier, these efforts could not address the structural limitations that have limited the possibility of the MOE to take on many PPMU functions. Special efforts were also made to encourage a shift in MOE towards a more decentralized approach, including increasing community participation in school management.

The project underwent a Quality of Supervision Assessment (QSA) in September and in November 2004. The assessment's main implementation recommendations were that the project : (i) carry out an early stock taking of results of the quality improvements to be undertaken; (ii) evaluate the impact of teacher and social worker training programs and the computer laboratories at the school level; (iii) initiate new policies on teacher incentives that link pay to performance; (iv) follow up on the dismantling of the PPMU to ensure that there was adequate capacity at the responsible central and governorate levels; and (v) strengthen the access and equity impact indicators beyond output-based measurements of schools and girls' enrollment. The Bank and EU teams did pursue these recommendations, but apart from carrying out some project-funded studies, they have generally not yet been implemented. These recommendations did not take into consideration some of the structural limitations to their realization.

In December 2004, the project initiated the government's ESP, which was designed to enable clusters of schools to improve performance in line with the new and improved *Egyptian National Standards*. The project targeted 300 schools in 10 governorates; an additional 100 schools were added to the pilot in August 2006. The ESP aimed to develop: (i) systems and procedures for supporting school improvement activities at the district level; (ii) a shared vision and mission of the schools; (iii) improved community involvement in the schools; (iv) improved systems of professional development at the schools; (v) systems aimed at improving teaching and learning-in-place at the schools; and (vi) improved evaluation systems at the schools.

For the last year of project implementation, it was decided that the remaining funding and technical assistance should focus on the ESP, pre-service teacher training, computer acquisition, monitoring and evaluation, and MOE capacity building, including middle-management overseas training.

As the project was a constituent part of the overall government Program, the project extensions overlapped with the continued implementation of government efforts to improve access, quality and efficiency. As a consequence, the government contribution to the overall program was over three times the amount originally appraised.

### 2.3 *Monitoring and Evaluation (M&E) Design, Implementation and Utilization:*

Proposed monitoring and evaluation (M&E) activities were initially affected by the absence of a fully developed education management information system (EMIS). Before the start of the project, systems used by some of the major MOE agencies were not integrated into a comprehensive EMIS. As a result of the overall project efforts to improve the EMIS, this integration eventually took place. In consequence, project M&E progressively improved. In January 2005 the Bank-EU team encouraged the PPMU to make specific improvements to its M&E capacity, which led to improved reporting.

Various assessments took place over the life of the project, including: (i) baseline assessments of Arabic, mathematics, and critical thinking in 11 governorates at the start of the project and in 2003/04; (ii) the first two phases of a longitudinal study in 2005 and 2006; (iii) a qualitative evaluation of community participation; (iv) a study of the impact of middle management training abroad; (v) an end-of project assessment of ESP in September 2006; and (vi) a qualitative study capturing best practice and lessons learned from ESP, also in September 2006. In addition, Egypt participated in the Trends In International Mathematics and Science Study (TIMSS) in 2003.

The standardized assessment (see Annex 5) was implemented nationwide with a baseline measurement of 1,700 schools covering all targeted governorates. The study measured achievement for students in grades 5 and 8 in the fields of Arabic, mathematics, science, English, and social studies. The project financed international expertise to build capacity in the MOE in the areas of sampling and scaling methods, and multivariate modeling. Two measurements were completed in February 2006 and early 2007; the third measurement has yet to begin.

One of the key beneficiaries of efforts to improve M&E was Egypt's National Center for Education Examinations and Evaluation (NCEEE), which piloted most of these assessments with project support. As a consequence, this agency has established a significant assessment capacity.

### 2.4 *Safeguard and Fiduciary Compliance (focusing on issues and their resolution, as applicable):*

Both procurement and financial management were generally satisfactory, with relatively minor issues quickly resolved. Audit reports were generally timely and satisfactory.

### 2.5 *Post-completion Operation/Next Phase (including transition arrangement to post-completion operation of investments financed by present operation, Operation & Maintenance arrangements, sustaining reforms and institutional capacity, and next phase/follow-up operation, if applicable):*

Key achievements of the project, such as higher enrollment rates, gender equity, reductions in class size, and repetition and drop-out rates can be expected to be maintained after project completion. Because the project provided increasingly substantial resources for technical

assistance and capacity building, including training of teachers and inspectors, and capacity building for researchers and MOE administration staff (benefiting thousands of individuals), teaching practices and regular school and administrative operations have made improvements that are expected to be maintained. However, low teacher and administrator remuneration, coupled with high administrator/teacher ratios, provide few incentives to sustain many of these improvements over the long term.

The earlier-mentioned MOHE-managed component, together with other teacher training activities carried out under the ongoing HEEP, led to substantial strengthening of the Faculties of Education. To fully ensure the sustainability of this component, HEEP funded an additional year of implementation for the Faculties of Education component.

Many project activities were implemented via specialized agencies (e.g., construction by the Government Authority for Education Building; training by the Central Department for In-Service Training; assessment by the NCEEE). These improvements in capacity are expected to be retained, as these institutions were already well resourced and operational at the time of project initiation.

However, as mentioned earlier, the transfer of the planning and management expertise honed by the PPMU to the MOE has been circumscribed by certain structural limitations outside the control of the project. There are no arrangements in place to transfer the coordination, planning, and administration responsibilities of the PPMU to the MOE. As mentioned above, this is the result of certain structural constraints. First, the MOE has limited authority to assign additional responsibilities to line staff and hold them accountable for outputs. Furthermore, personnel generally earn low salaries, lack motivation, and tend to be reluctant to take on project management responsibilities without incentives beyond current pay scales. Also, government *per diem* and travel reimbursement rates for civil servants are far below the actual cost of doing business outside Cairo. The MOE cannot provide financial incentives (or reimburse costs of doing business) for staff working in project management as this would represent a *de facto* change in current pay scales for selected staff, which would be against overall government regulations. The PPMU approach provided the government the possibility of paying higher salaries and putting together an external team of competent technicians and managers to implement projects.

The initiation of a permanent unit under the MOE to help plan, monitor, follow up and coordinate the implementation of the different projects in the field of education could be a solution to attract upgraded professional members and strengthen the capacity of the MOE in this regard. The MOE, however, cannot operate with this same flexibility and incentive structure because of the constraints mentioned earlier.

In assessing this issue, it should be noted that: (i) the low pay and PPMU advantages and drawbacks were described in the SAR, though, as mentioned in Section 2.1, their risks were underestimated; (ii) the project tried to address sustainability through MOE capacity building, governorate and district capacity building, and the decentralized school-based approach pursued under the ESP; (iii) the project was projected to be the first phase of a 10-15 year program, expecting more robust results only at the end of the overall program; and (iv) the government

continues to allocate considerable resources to the sector, and major donor financial and technical support is expected to continue. (A follow-up basic education operation is in the CAS programmed for FY2008). The continuation of the government's program, with possible Bank support, could provide opportunities to address these possible risks to future sustainability of outcomes.

### 3. Assessment of Outcomes

#### 3.1 *Relevance of Objectives, Design and Implementation (to current country and global priorities, and Bank assistance strategy):*

The project objectives are still highly relevant for Egypt's current efforts at modernization and social inclusion, particularly with its current levels of poverty and unemployment. Successful integration into global markets and the development of a knowledge economy, the central tenets of the latest CAS (No. 3210-EG discussed by the Board on May 20, 2005), require a strong foundation of access to quality basic education, particularly by disadvantaged populations. One of the projected outcomes of the CAS is "improving quality and relevance at all levels of the education system." The findings of the *Egypt Public Expenditure Review (PER)* of 2004/05 also supports the continued importance of developing education outcomes. Project design was comprehensive, and dealt with a range of sector issues of importance today; it rightly projected the need for a 10-15 year program. As far as implementation is concerned, the major issue continues to be the structural limitations affecting the MOE's capacity as discussed in Section 2.5. These limitations, such as restrictions to public sector remuneration, must be addressed at a government-wide level.

#### 3.2 *Achievement of Project Development Objectives (including brief discussion of causal linkages between outputs and outcomes, with details on outputs in Annex 2):*

**a) Improving access.** The government's overall program showed an increase in primary school NER for girls of 9.1 percent (from 87.5 percent to 96.6 percent), and an increase for boys of 8.8 percent (from 90.9 percent to 99.7 percent). At the preparatory level, there was an increase for girls of 22.2 percent (from 59.5 percent to 81.7 percent); and for boys an increase of 21.6 percent (from 62.7 percent to 84.3 percent). Although the gender gap was not included as one of the outcome indicators of the project, there has been a significant improvement in closing this gap. These increases in enrollment have reduced the primary Gender Parity Index (GPI) from 93.6 in 1996 to 95.3 in 2005 (if Al Azhar schools were not included in the calculations, GPI would be 99.1). For the preparatory level the GPI declined from 94.8 to 96.4 (without Al Azhar it would have declined to 99.4). Egypt should attain 100 percent net primary school enrollment before the end of the decade.

The project played a significant role in efforts to achieve these outcomes. The project's focus on construction of schools in under-served areas, particularly for girls and disadvantaged students was a particularly important contribution. A total of 229 schools with 2,723 classrooms were built in underserved areas, providing for an additional 109,000 students annually, representing approximately 15 percent of the total net increase in enrollment over the

life of the project. This was achieved through an innovative, least-cost, and needs-based approach. Construction was complemented by more than 1,000 awareness campaigns and workshops to create more demand, particularly for the schooling of girls, as well as the provision of school uniforms and stationary for poor students. The component also contributed to the development of second-chance education for children beyond the official school age in community schools and one-classroom schools through training and workshops, contributing to the increase in NER. Finally, the component provided special software for blind students.

**b) Improving quality.** Improvements in the quality of instruction at the primary and preparatory levels were measured through the use of standardized achievement tests administered in the 11 governorates of project intervention. The baseline was established in 1997 for 5<sup>th</sup> and 8<sup>th</sup> graders in the areas of Arabic, math, and critical thinking. The test was conducted again in 2003/2004. For 5<sup>th</sup> graders, Arabic scores increased from 52.2 percent to 58.9 percent; math scores from 43.2 percent to 50.2 percent; and critical thinking scores from 48.4 percent to 50.8 percent. For 8<sup>th</sup> graders, Arabic scores increased from 55.5 percent to 59.8 percent; math scores from 43.8 percent to 48.6 percent and critical thinking scores from 56.3 to 57.1 percent. Arabic and math scores are significant as these are scores in governorates where the project intervened; there is reasonable likelihood that the project contributed to this increase. Also, the TIMSS data analysis showed that learning achievement in Egypt is on par with the region and other developing countries, when GDP per capital is taken into consideration. Repetition rates were reduced to less than 4 percent in primary education and 8.5 percent in preparatory education. Finally, average class size at the national level is down to 41, which is about the world average in class size according to UNESCO.

The government also conducted a study on quality that tends to show more mixed results in terms of improvements. This study focused specifically on schools included in the ESP. However, it should be cautioned that the study has only reported tentative findings and that further follow-up measurements are planned that should render more precise results. The references longitudinal study (for which results are reported in Annex 5) indicates that whereas there appears to be a significant improvement in preparatory schools, there has been no effect in the primary schools (by some measures, control schools even did better). The study was constructed to explore which factors appear to have the greatest effect on achievement. Aside from socio-economic status and geography (urban vs. rural), the factors that appear to contribute to higher achievement are school climate, assistance provided to students for their homework and the presence of computers. One of the implications of this study is that quality may be inequitably distributed (a finding confirmed by an education sector paper being prepared by the Bank this year). These results point to the need for further analysis of the contributing factors to quality. However, in terms of the measurement established for this project (reported earlier), the project did exceed its target scores.

The government strategy for improving quality, to which the project contributed, consisted of three primary inputs: (i) reducing the prevalence of multi-shift teaching; (ii) improved pre-service and in-service teacher training; and (iii) equipment (particularly computers) for schools.

The project built 143 schools for the specific purpose of reducing the number of double and triple shift schools and 81 schools were built to reduce high density classes and overcrowding.

This translated into an additional 3,052 classrooms for approximately 122,000 students. The project also provided for pre- and in-service training for more than 500,000 teachers, with in-service training focusing on distance learning, as well as training of inspectors. This activity included modernizing regional training and videoconference centers. The pre-service training program, under MOHE responsibility since 2002 (see Section 2.2 and Section F.1), supported the comprehensive, institutional reform of the 26 Faculties of Education and provided for new teaching methodologies and upgraded facilities (including the establishment of data resource centers, education technology centers, electronic libraries, multi-media study centers, and a wide variety of computer laboratories). It also enhanced the quality of training and introduced monitoring and evaluation policies and practices.

As of September 2004, this component included the ESP initiative (see Section .2.2), with its emphasis on school-based management.

**c) Improving system efficiency.** Efforts to improve the efficiency of the education system had more mixed results. On a positive note, there have been significant improvements in equipping the MOE with the means of generating information. All 27 governorates and the MOE now use the (EMIS) that has been reinforced and integrated. Data collection has been decentralized to schools and progressively integrated at the center. Furthermore, through the ESP approach, the stage has been set for a more efficient decentralized, school-based management. However, other goals were not fully met. Most importantly, as pointed out in previous sections, MOE program management capacity was not significantly improved and measures for improving teacher motivation and accountability could not be put in place. In addition, the data generated by the EMIS are not being used for regular decision making at the Ministry level. As indicated previously, this was primarily the result of structural constraints rather than the efforts of the project (which met its material objectives). According to the Egypt PER of 2004/05, governance remains highly centralized and bureaucratic, with little empowerment of, or input from, local stakeholders. As mentioned earlier the sustainability of project outcomes may be limited as a consequence.

This component also provided for training, including overseas, of managers at MOE and its associated agencies, as well as school managers, principals, and deputies. An assessment shows that approximately 50 percent of the managers report that they apply what they learned. Finally, MOE and governorate staff benefited from technical assistance and training for policy planning, its financial management system, and M&E activities.

### *3.3 Efficiency (Net Present Value/Economic Rate of Return, cost effectiveness, e.g., unit rate norms, least cost, and comparisons; and Financial Rate of Return):*

The SAR did not include a cost-benefit study and no quantitative analysis was conducted at the ICR stage. However, the results of the PER provide some of the elements to carry out a cursory analysis of the overall costs and benefits of the government's program, to which the project has contributed.

*Benefits:* As discussed earlier, all access and equity indicators increased significantly over the life of the project. These achievements indicate that primary education is now serving the entire

Egyptian population. The government's strategy to elicit and provide for more beneficiaries at this level of instruction has evidently been successful. The reduction of repetition and drop out rates at the primary level also reflect a system that makes better use of its resources to provide a complete cycle of education to its beneficiaries. Although much more difficult to quantify, there are also signs that the academic achievement of beneficiaries is on the rise, as per the results of different beneficiary assessments referred to earlier. Most external efficiency results (such as employability or contribution to GDP growth) must be measured in the long term. However, if it is assumed that all primary school graduates have attained literacy, the youth and adult literacy rates will increase over time. It thus appears that the teacher training, equipment, introduction of new teaching methodologies, and reduction of multi-grade classes introduced under the government's program have affected quality/efficiency, though a direct causal relationship cannot yet be ascertained with the data at hand. There is some evidence that the introduction of computers can be linked to student outcomes (according to the longitudinal study). The TIMSS results show that 20 percent of mathematics teachers and more than 40 percent of science teachers reported the usefulness of computers to teaching; in addition, students taught by teachers who reported better computer availability have achieved a significantly higher learning level than other students. Overall, it can be inferred that the education system is producing better results than before project initiation.

But at what *cost*? According to the PER, unit costs have not fallen over the last decade. On the recurrent costs side, average personnel costs have increased because of (i) increased salaries, (ii) the reduction of student-teacher ratios, and (iii) the continued high ratio of teachers to administrative staff. With regards to non-salary recurrent expenditures, textbooks are expensive compared to other countries; maintenance is also underfinanced. On the investment side, there is conflicting data with regards to the average cost of school construction. The government contends that its advanced needs-based strategy has reduced unit costs relative to the past. The PER claims that costs remain high relative to other countries because construction methods are not efficient. Further analysis is required to assess this element.

The long implementation period of 9 years instead of the projected 5 years, and the considerably larger allocation that the government made for basic education expansion introduces another element to take into consideration for a cost-benefit analysis. Precise calculations are not possible because of a lack of data. However, it appears that the longer period of implementation and the additional government resources produced a commensurate increase in outcomes. For example, the number of schools constructed by the government during this period led to the program surpassing calculations.

### 3.4 *Justification of Overall Outcome Rating (combining relevance, achievement of PDOs, and efficiency):*

<i>Rating:</i>	<i>Moderately Satisfactory</i>
----------------	--------------------------------

The first two objectives of the government's program (to which the project has contributed) have been met and surpassed. The substantial quantitative achievements in access and equity were combined with an impressive beginning of qualitative achievements. However, this achievement is counterbalanced by a less extensive outcome for the third objective, particularly because strategic management responsibilities have not yet been transferred to the MOE and the

observation that central decision making is not yet based on the data produced by the EMIS. Furthermore, the overall risk to sustainability (essentially the result of the same factors discussed above) appears high. As a consequence of these results, the overall outcome rating is *moderately satisfactory*.

*3.5 Overarching Themes, Other Outcomes and Impacts (if any, where not previously covered or to amplify discussion above):*

*(a) Poverty Impacts, Gender Aspects, and Social Development*

The impact of the improvements in access and equity produced over the life of the project on poverty alleviation is difficult to ascertain. It is generally accepted in education literature that more and better education has a positive impact on poverty alleviation. Particularly, the growth of the Gender Parity Index (reported in Section 3.2), corresponding to an increase in the number of girls in school, is expected to have a positive social and economic impact. However, for a variety of reasons outside the purview of the education sector, Egypt's overall poverty level is back to 19.6 percent, where it was in 1995/96 (Household Income and Expenditure Survey, 2005).

*(b) Institutional Change/Strengthening (particularly with reference to impacts on longer-term capacity and institutional development):*

The project did strengthen the MOE's EMIS, allowing the country to participate in TIMSS and to provide the data base for M&E activities. It also contributed to improving the capacity of specialized agencies of the MOE in implementation: teacher training, construction, textbook management, and research, as well as for the Faculties of Education reforms. In addition, the ESP has contributed to the empowerment of parent committees (Boards of Trustees). The initial results of the ESP seem positive, including a recent decision to allow schools to keep the funds they collect.

However, as discussed in Section 3.2 (c), overall strategic management and planning capacity of the MOE has not improved because of the structural constraints presented above.

*(c) Unintended Outcomes and Impacts (positive and negative):*

N.A.

3.6 *Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops (optional for Core ICR, required for ILI, details in annexes):*

The learning results of the project were measured by the above mentioned standardized achievement tests in 11 governorates at the start of the project and in 2003/04, as well as by the nation-wide longitudinal studies, of which the results for first phase were published in February 2006 and the second is expected shortly. The third phase is still to be carried out. As detailed in Annex 5, those studies confirm the generally positive impact of the program activities, already mentioned in Section 3.2.

4. **Assessment of Risk to Development Outcome**

Rating: *Significant*

The government's commitment to education remains strong (total public spending on education is high by international standards): 5.9 percent of GDP and 19 percent of total public spending in 2002/03), and universal coverage is almost within reach. In addition, there has been a significant effort to reach disadvantaged areas and to reduce gender disparities. This was a substantial achievement, and is not likely to change. Further quality improvements will depend on continuing and expanding implementation of successful programs such as the ESP, which is based on a decentralized, school-based approach, with community participation. The MOE's capacity to manage these complex efforts is still circumscribed because of the structural limitations described in Section 2.5. Although it is now working on a new strategic plan essentially focused on the instructional quality and decentralization, its program and strategic management capacity remains a key issue for future program implementation.

5. **Assessment of Bank & Borrower Performance (design, implementation, outcomes)**

5.1 **Bank**

(a) *Bank Performance in Ensuring Quality at Entry (i.e., performance through lending phase):*

Rating: *Moderately Satisfactory*

The project responded to the priorities of the government, and reflected one of the key objectives of the CAS. The team, in close cooperation with EU and MOE specialists, succeeded in designing a relevant project, covering the first phase of a 10-15 year sector policy and operational program. It introduced innovations such as least-cost school mapping, reliable data collection and use, teacher upgrading, and decentralization and participation. However, the design team was overambitious in its assessment that MOE would be able to gradually and fully take over the full range of PPMU activities. Its appraisal that complex policy changes, such as for teacher incentives and decentralization, could occur in five years was also not realistic. This was reflected in its underestimation of the implementation risks. As a consequence, project preparation and design are rated *moderately satisfactory*.

(b) *Quality of Supervision* (including of fiduciary and safeguards policies):

Rating:	<i>Moderately Satisfactory</i>
---------	--------------------------------

As mentioned in Section 2.2, the quality of project supervision was assessed by the Bank's Quality Assurance Group in September and November of 2004, resulting in a rating of 3 (*moderately satisfactory*). The Quality of Supervision Assessment identified the overly optimistic implementation schedule as the main problem, and made a number of recommendations on project implementation; these were followed up by the task team.

Apart from the implementation schedule, until the MTR in May 2001 and February 2002, the realism of project performance ratings was questionable. Initially, most of the emphasis was put on implementing the construction of schools to improve access; the other components did not progress at the same speed, but this was not reflected in the ratings.

Following its transfer to MOHE, the Faculties of Education component was supervised by the team responsible for the Higher Education Enhancement Project.

The Bank's task team, in close cooperation with, and with substantial support from the EU, attempted to deal with the full range of sector policy and operational issues. Joint missions were carried out twice a year based on an agreed schedule and specialist experts were provided by both organization (see Section F.2 and Annex 4). Mission findings were well-documented and relayed to the government, though the complexity of policy issues warranted a stronger and more senior donor follow-up. On balance, this is rated *moderately satisfactory*.

(c) *Justification of Rating for Overall Bank Performance:*

Rating:	<i>Moderately Satisfactory</i>
---------	--------------------------------

First, the project design had underestimated the constraints to creating the conditions within the MOE to take on the PPMU responsibilities and for teachers. Furthermore, these same constraints affected meeting the third development outcome, and this was not fully taken into consideration during supervision. The overall rating of Bank Performance is *moderately satisfactory*.

## 5.2 Borrower

NOTE: When the government and implementing agency are indistinguishable, provide rating and justification only for Overall Borrower Performance.

*Click here if the Government and the Implementation Agency is the same or indistinguishable*

(a) *Government Performance:*

Rating:	<i>Moderately Satisfactory</i>
---------	--------------------------------

Government commitment to the project was shown by its ongoing impressive budgetary support, as well as a wide variety of efforts aimed at introducing quality and efficiency

improvements. However, the full and long-term impact of these efforts during the subsequent phase of the government's program will be compromised because the project did not transfer the strategic management functions necessary for many of the more complex activities. MOHE is expected to complete the Faculties of Education component over the next year and sustainability is less of an issue because of its overall strategic management capacity.

*(b) Implementing Agency or Agencies Performance:*

Rating: *Satisfactory*

Implementing Agency	Performance
1.PPMU	Satisfactory
2. MOHE	Moderately Satisfactory

*(c) Justification of Rating for Overall Borrower Performance:*

Rating: *Moderately Satisfactory*

The achievement of the access and equity objectives is considered to be laudable. Targets had been surpassed. The government's increased contribution to meeting these objectives transformed the education system. In addition, the government, through the MOE, did provide reliable and sufficient budgetary support, allowing the PPMU to manage the project effectively for the production of planned outputs. However, efforts to address constraints to MOE policy and strategic management functions produced fewer results. Also, as a result of the slow start of project implementation (particularly the sub-component assigned to the MOHE) contributed to the need to extend the project. As a consequence, overall performance is rated *moderately satisfactory*.

**6. Lessons Learned (both project-specific and of wide general application)**

- 1. The long disbursement profile indicates that different approaches to project design need to be adopted.** Bank and government may want to consider using loan instruments other than standard investment projects, such as Development Policy Lending, which is linked to policy changes and indicators rather than the management of outputs. If standard investment projects are to be used, more realistic assessments of the disbursement profile need to be incorporated into project design.
- 2. The structural constraints to the MOE's program and strategic management capacity need to be addressed as an explicit target of sector development strategies.** A key result of this ICR is that these constraints cannot be addressed through technical interventions alone. A careful assessment of program management opportunities and limitations, from a structural perspective, should be undertaken to better understand how these can be addressed. Specific benchmarks, linked to the design and implementation of the Bank's operation, could then be established to track these identified improvements. Several initiatives currently under preparation or under way could provide venues for this type of approach (e.g., the establishment of the Teacher Academy to deal with the issue of

teacher motivation; the operationalization of quality assurance authority to provide a framework for greater accountability; and the implementation of the strategic plan, which in part aims to reinforce MOE leadership).

**3. Merge sector dialogue with government-wide discussions.** In many cases, the impact of education projects is circumscribed by government-wide constraints. Education sector improvements are linked to progress in other government-wide reforms and initiatives, such as decentralization, promotion of the private sector, and civil service reform. To address structural issues such as MOE's absorptive capacity, teacher incentives, and decentralization, policy dialogue that includes the MOE, as well as a wide range of other government authorities and education stakeholders (e.g., Ministry of Finance, Parliament), should be undertaken.

**4. Experiment with new approaches to program management in lieu of using PPMUs.** One possibility would be to establish temporary arrangements *within* the MOE to provide strategic management support to the minister and cabinet. The group currently developing the strategic plan may provide the embryo for this unit. This unit will need to benefit from the same advantages and flexibility as found within a PPMU.

**5. Create the conditions to successfully generalize promising approaches.** There are several successful initiatives introduced by the project, such as the ESP, the use of community participation, improvements in pre-service training, and changes to the EMIS that have been undertaken as pilots. To build on these successes, efforts should focus on ways to incorporate and maintain them into standard practice.

## **7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners**

### *(a) Borrower/implementing agencies:*

Over the life of the project, the government increased its understanding and commitment to outcomes, rather than outputs. This is evident from the reporting that the PPMU provided on project progress.

The government's ICR (see summary in Annex 7) indicates that the project was highly satisfactory. The government has focused on the very positive results in terms of access, equity, and quality - results that this ICR also considers having surpassed expectations. The Bank's ICR has essentially placed a greater emphasis on the more mixed results of the third project component/ development objective.

### *(b) Cofinanciers:*

None were provided.

### *(c) Other partners and stakeholders (e.g. NGOs/private sector/civil society):*

N.A.

## ANNEX I. PROJECT COSTS AND FINANCING

### (a) Project Cost by Component (in US\$ million equivalent)

Components	Appraisal Estimate (US\$ million)	Actual /Latest Estimate (US\$ million)	Percentage of Appraisal
1. Access and equity	349.4	1,075.9	308
2. Quality of student performance	283.9	1,227.25	432
3. System efficiency	23.4	47.1	201
<b>Total Baseline Cost</b>	<b>655.7</b>	<b>2,350.2</b>	<b>358</b>
Physical Contingencies	57.3		
Price Contingencies	122.5		
<b>Total Project Costs</b>	<b>835.5</b>	<b>2,350.2</b>	<b>281</b>
<b>Total Financing Required</b>	<b>835.5</b>	<b>2,350.2</b>	<b>281</b>

### (b) Financing

Source of Funds	Type of Financing	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal
Government		635.5	2,150.1 <sup>1</sup>	338
IDA		75.0	77.1	103
European Union	Grant	125.0	123.4	99
<b>Total</b>		<b>835.5</b>	<b>2,350.6</b>	<b>281</b>
<b>(IDA in SDRs)</b>		<b>51.5</b>	<b>51.1</b>	<b>99)</b> <sup>2</sup>

<sup>1</sup> \$635.5 million was projected for a 5-year period; the actual was over a 9-year period.

<sup>2</sup> Actual IDA amount disbursed in US\$ was 77,135,021.17 (51,122,406 SDR equivalent). The original amount approved was 51,500,000 SDR, so percentage of appraisal in SDRs is 99. Because of the depreciation of the US\$ against the SDR, the amount of the credit in US\$ increased, resulting in a greater than 100% actual disbursement in US\$ terms.

## ANNEX 2. OUTPUTS BY COMPONENT

**1. Improving Access and Equity.** (total costs US\$1075.9 million, compared to US\$448.5 million projected at appraisal; IDA contribution US\$21.3 million, compared to projected US\$17.5 million):

**1.1 Construction of schools in deprived areas.** To reach targeted populations in deprived socio-economic areas, school site selection was based on a computerized school mapping system. Specific selection criteria were developed to ensure that schools would be built in underserved areas. A total of 229 schools were built under this subcomponent, providing 2,723 new classrooms with a capacity to enroll 108,920 additional students. NERs in the beneficiary governorates reached 80 percent, and the gender gap decreased to less than one percent in both primary and preparatory schools.

**1.2 Awareness campaigns.** One of the key activities of the project was the development of awareness campaigns to reach out-of-school children (particularly girls) and dropouts. These awareness campaigns were conducted in the form of workshops in those targeted areas for which a school site had been identified for construction. Key to the success of the awareness campaigns was the participation of local communities, NGOs, leaders, women associations, school officials and parents associations in the workshops. These workshops would identify specific problems at the local level that would hinder children's school participation and would then propose appropriate solutions. PPMUs in different governorates were responsible for the preparation of a national conference to disseminate the results of the awareness campaigns and to develop policy options for the MOE to promote community participation.

A total of 1,064 awareness campaigns in 742 villages in the 15 targeted governorates were conducted under the project. As a result of the recommendations from the awareness campaigns, a total of 107,000 pupils received different forms of assistance (i.e., access to school uniforms and to learning materials and stationary) and about 25,000 drop-outs rejoined basic education.

**1.3 Second chance education.** Large numbers of children in Egypt are out of school, either because they dropped out at some stage or because they never attended school. The project financed the construction of 3,147 one-classroom schools to accommodate about 70,000 out-of-age children in alternative basic education programs. More than 2,500 facilitators were trained by the project.

**1.4 Provision of equipment and teaching materials.** About 1,285 schools benefited from upgrades and new equipment for ICT, including computer labs, access to internet, educational software, classroom furniture and special equipment for visually impaired students.

**2. Improving the quality of student performance.** (total costs US\$1,227.2 million, compared to US\$359.0 million projected at appraisal; IDA contribution US\$ 46.0 million, compared to projected US\$51.6 million):

**2.1 Reducing overcrowding and multiple shift schools.** One of the main reasons of poor school performance has been large class size and the utilization of schools in multiple shifts to accommodate increasing enrollment. The latter resulted in fewer hours of instruction per shift. Out of the 224 schools built under this subcomponent, 143 schools aimed to reduce multiple shifts. The Ministry was able to reduce the proportion of multi-shift schools to 70 percent. The other 81 schools were financed to reduce class size. According to MOE statistics, class size in the primary and preparatory levels was reduced to

about 41 students per class. The extra 3,052 classrooms completed for these efforts benefited about 122,000 students.

**2.2 Improving the quality of teaching and learning.** Improving the quality of human resources in basic education was a key project theme. A national training scheme was implemented, providing teachers, managers and staff with opportunities for continuous training, distance learning and training abroad. Important training programs supported by the project include:

**2.2.1. Pre-service teacher training.** Oriented towards newly appointed teachers, a total of about 28,000 teachers received pedagogical, ICT and English language training. The training included three months of practical training in a classroom setting. After this activity became the responsibility of MOHE in April 2002, there was a virtual halt in activities until the Higher Education Enhancement Project became operational about a year later. Subsequently, based on a detailed needs survey, the 26 Faculties of Education received both training and equipment support, for (a) creating a scientific environment for development, (b) reforming the teacher preparation system, (c) enhancing professional development of teaching staff and assistants through diverse training courses, (d) improving the infrastructure quality of the Faculties through technological laboratories, (e) ensuring quality performance in 19 Faculties; (f) adopting a self-reform approach by the Faculties, and (g) cooperating with public schools and other enhancement projects. Despite its short implementation period, much was achieved (see Annex 1). Still, compared to the projection at appraisal, the component was more limited; as a result, funding under the Credit was reduced from about US\$ 25 million to US\$15 million.

**2.2.2. In-service training.** This activity provided teachers with training in modern educational and technological methods. Main targets were teachers and school inspectors in Math, English language, Arabic language and Science, both at primary and preparatory levels. In addition, the training programs focused on teaching strategies, evaluation of student performance, application of national standards, implementation of new curricula and school management. A total of 41 training programs were implemented, including:

- Distance learning for effective teaching skills. With more than 500,000 teachers in basic education, the project had to face the challenge of reaching-out and providing training services to such a large population. Self-learning modules were prepared to introduce teachers to modern teaching methods and skills. The modules included a printed manual and audio and video media. These modules were first piloted in five governorates and, after having benefited over 1600 teachers, were evaluated in a workshop and then implemented at a national level. About 78,000 teachers benefited from these programs.
- Technology in the classroom. About 70,000 teachers in grades 1-5 received training for the introduction of technology in the classroom. Teams of supervisors were also trained to carry out tutoring services for the beneficiaries.
- Training for Social Workers. About 35,000 social workers received training in the area of new trends in planning and assessment, including strategies to work with students with special needs.
- Training for teachers dealing with learning disabilities. A total of 400 trainers were trained and more than 20,000 teachers received training to provide students with learning disabilities with an inclusive environment.

While funding for pre-service training under the Credit was reduced, funding for in-service training was

increased by a substantial amount.

**2.2.3 Effective School Program (ESP).** The ESP program introduced community participation in schools, and introduced Board of Trustees (BoT) in 294 schools out of the 300 originally targeted. As of March 2006, 134 BoTs had opened bank accounts. The ESP had developed a partnership with “*Partners for Learning*” (supported by Microsoft Corporation) to assist 300 schools to develop assessment and planning tools, and to train staff in the implementation of those tools. The program provided grants and matching funds to schools to improve infrastructure and provide with additional learning opportunities to students. The international NGO Save the Children participated in the program to implement the establishment of BoTs in the schools and to mobilize community participation.

**2.2.4. Capacity-Building Fund.** This activity aimed at improving the operational capabilities of various government agencies, including the MOE, its regional training centers, the Centre for Curriculum and Instructional Materials Development (CCIMD), the National Center for Examinations and Educational Evaluation (NCEEE), and the National Center for Educational Research and Development (NCERD). These institutions were equipped with ICT and office equipment, including videoconferencing facilities.

**3. Improving system efficiency.** (total costs US\$47.1 million, compared to US\$28.0 million projected at appraisal; IDA contribution US\$9.4 million, compared to projected US\$5.9 million):

**3.1 Development of a management information system (MIS).** An electronic network has been implemented by the project to connect the Computer Information and Statistics Department (CISD) in MOE with local offices at the governorate and district levels. Most schools were connected to the network which facilitated the preparation of the annual school survey. This also promoted data compilation on pupils at the school level, which the CISD centralizes at the national level. All MOE agencies have access to this database, which is being used to produce education indicators for planning and monitoring of education outcomes. Egypt recently joined the World Education Indicators Program organized by OECD/UNESCO.

**3.2 Training for middle level managers.** A total of 660 middle level managers in various groups benefited from eight-week study tours in the United Kingdom to learn about school management systems in the UK. The program included 11 modules covering topics such as problem solving strategies, communication and leadership, management of change, education reform, strategic planning, human resources development, management information systems, inspection and evaluation, assessments and work plans.

### ANNEX 3. ECONOMIC AND FINANCIAL ANALYSIS (INCLUDING ASSUMPTIONS IN THE ANALYSIS)

The SAR did not include a cost-benefit study and no quantitative analysis was conducted at the ICR stage. However, the results of the Public Expenditure provide some of the elements to carry out a cursory analysis of the overall costs and benefits of the government's program, to which the project has contributed.

*Benefits:* As discussed above, all access and equity indicators increased significantly over the life of the project. These achievements indicate that primary education is now serving the entire Egyptian population. The government's strategy to elicit and provide for more beneficiaries at this level of instruction has evidently been successful. The reduction of repetition and drop out rates at the primary level also reflect a system that makes better use of its resources to provide a complete cycle of education to its beneficiaries. Although much more difficult to quantify, there are also signs that the academic achievement of beneficiaries is on the rise, as per the results of different beneficiaries assessment referred to above. Most external efficiency results (such as employability or contribution to GDP growth) must be measured in the long term. However, if it is assumed that all primary school graduates have attained literacy, the youth and adult literacy rates will increase over time. It thus appears that the teacher training, equipment, introduction of new teaching methodology, and reduction of multi-grade classes introduced under the government's program have affected quality/efficiency, though a direct causal relationship cannot yet be ascertained with the data at hand. There is some evidence that the introduction of computers can be linked to student outcomes (according to the longitudinal study). The TIMSS results show that 20 percent of mathematics teachers and more than 40 percent of science teachers reported the usefulness of computers to teaching; in addition, students taught by teachers who reported better computer availability have achieved a significantly higher learning level than other students. Overall, it can be inferred that the education system is producing better results than before project initiation.

But at what *cost*? According to the PER, unit costs have not fallen over the last decade. On the recurrent costs side, average personnel costs have increased, because of increased salaries, a reduction of student-teacher ratios, and the continued high ratio of teachers to administrative staff. With regards to non-salary recurrent expenditures, textbooks are highly-priced compared to other countries; also maintenance is underfinanced. On the investment side, there is conflicting data with regards to the average costs of school construction. The government contends that its advanced needs-based strategy has reduced unit costs relative to the past. The PER claims that costs remain high relative to other countries because construction methods are not efficient. Further analysis is required to assess this element.

The long implementation period of 9 years instead of the projected 5 years, and the considerably larger allocation that the government made for basic education expansion introduces another element to take into consideration for a cost-benefit analysis. Precise calculations are not possible because of a lack of data. However, it appears that the longer period of implementation and the additional government resources produced a commensurate increase in outcomes. For example, the number of schools constructed by the government during this period led to the program surpassing calculations.

**ANNEX 4. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION PROCESSES**

**(a) Task Team members**

<b>Names</b>	<b>Title</b>	<b>Unit</b>	<b>Responsibility/ Specialty</b>
<b>Lending (from Task Team in PAD Data Sheet)</b>			
Mae Chu Chang	Sr. General Educator	MNSHD	Task Team Leader
Vasilios Demetriou	Sr. Implementation Specialist	MNSHD	Implementation
Sue Berryman	Sr. General Educator	EMTHR	Education
Willem Van Eeghen	Sr. Economist	MNAVP	Economist
Lant Pritchett	Sr. Economist	PRDPH	Economist
Takatoshi Kamezawa	Education Specialist	MNSHD	Education
Mahmoud Gamal El Din	Implementation Specialist	MN2EG	Implementation
<b>Supervision (from Task Team Members in all archived ISRs)</b>			
Michel Welmond	Sr. Education Specialist	MNSHD	Task Team Leader
Mahmoud Gamal El Din	Sr. Operations Officer	MNSHD	Implementation / Procurement
Ahmed Dewidar	Sr. Education Specialist	MNSHD	Education
Christina Djemmal	Operations Analyst	MNSHD	Education / Implementation
Emma Etori	Program Assistant	MNSHD	Project Support
Ingy Raafat Halim	Research Assistant	MNSHD	Project Support
Maiada Kassem	Financial Management Spec.	MNAFM	Financial Management
Patricia Maughan-Colon	Implementation Specialist	MNSHD	Implementation
Céline Gavache	Operations Analyst	MNSHD	Implementation
Arun Joshi	Sr. Education Specialist	MNSHD	Education/TTL
Hisham Waly	Sr. FM Specialist	MNAFM	Financial Management
Sahar Hegazy	Program Assistant	MNCO3	Project Support
Mona Zikri	Education Specialist	MNSHD	Education

**(b) Staff Time and Cost (from SAP)**  
*(all fields are pre-populated by the system)*

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of Staff Weeks	US\$ Thousands (including travel and consultant costs)
<b>Lending</b>		
FY96-97	Not available in system	413,156.65
<b>TOTAL:</b>		<b>413,156.65</b>
<b>Supervision/ICR</b>		
FY97-06	Not available in system	718,002.27
FY07	21.22	50,536.91
<b>TOTAL</b>		<b>768,539.20</b>

## ANNEX 5. BENEFICIARY SURVEY RESULTS

Beneficiary benefits for 5<sup>th</sup> and 8<sup>th</sup> graders were assessed by both (i) achievement tests in 11 governorates and (ii) a nation-wide longitudinal study to cover the cohorts over a five-year period.

Standardized achievement tests of 5<sup>th</sup> and 8<sup>th</sup> grade students were carried out in 11 governorates at the start of the project and in 2003/04. As shown in below, the results (in %) were quite positive:

	5 <sup>th</sup> grade		8 <sup>th</sup> grade	
	1997	2003/04	1997	2003/04
Arabic	52.2	58.9	55.5	59.8
Mathematics	43.2	50.2	43.8	48.6
Critical Thinking	48.4	50.8	56.3	57.1

The *Education in Egypt, Longitudinal Study Report* of February 2006 showed somewhat more controversial results. Of course, it should be noted that this covered only the first of three measurements. The second has been drafted, and should be available shortly. The third still has to be carried out, and it is only after all three are available that reliable conclusions can be drawn.

Still, among its many tentative findings, the report mentions that in primary education, apart from English, where there seemed to be no difference between the achievements at experimental and control group schools, the control group schools performed statistically significantly better than the experimental group in Mathematics, Arabic, Science, and Social studies. On the other hand, in preparatory education, for all subjects, the experimental group was statistically significantly better than the control group. These findings will require follow-up.

The report had many other interesting observations, which is why its executive summary is quoted *verbatim* below:

### Introduction

In the longitudinal cohort study we monitor the development of pupils in primary and preparatory education over time and determine which pupil characteristics, teacher/classroom and school factors have substantial impact on pupil achievement. The longitudinal study is a nation-wide study starting with a baseline measurement in which 1935 schools, 9675 teachers and 73842 pupils participated. This baseline measurement study covers all governorates. The objectives of the study are:

- Provide a valid overview of quality and output of Egypt's education system
- Assess the impact of the Education Enhancement Program (EEP)

We carried out a multi-level analysis, in which we provide effectiveness scores (value added) for schools, this means that we take different enrolment characteristics of pupils (e.g. socio-economic status) into account. In this way we are able to make "fair comparisons" between schools, for example between experimental and control group schools or between pupil sub-groups. The focus is on achievement scores of five school subjects: Math, Science, Arabic, English and Social Studies.

### **The possible impact of pupil, classroom and school factors on achievement**

The amount of variance in achievement situated at the student and school/classroom level have been determined first. Overall we conclude that between 33 percent (English) and 23 percent (Science) can be situated at school/classroom level. Thus between one-quarter and one third of the differences between pupil's achievement can be influenced by classroom, teacher and other school level characteristics. That is, in comparison with international research, a high percentage. It emphasizes the extremely important role schools can play in the learning process of young children in Egypt. We observe an even more important role of the schools in primary education where the percentage of the school level variance is higher than in preparatory education.

### **Pupil achievement in experimental and control group schools**

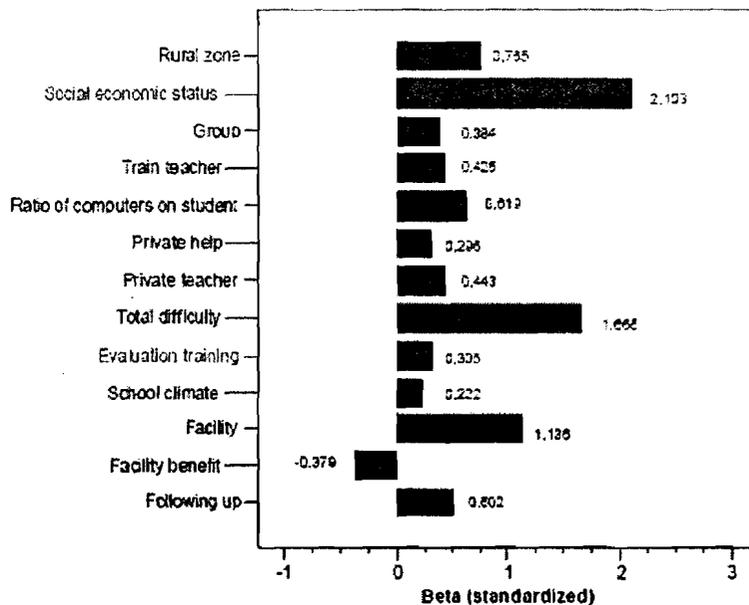
Do experimental schools differ from control group schools in their achievement, taking important enrolment factors into account? That is one of the crucial issues in this study.

Based on the multi-level analyses, we conclude that pupils in the schools operating in the governorates that are included in the EEP-program seem to perform better than the pupils in the control group schools. When splitting the sample of schools in two groups (primary and preparatory stage schools), we confirm this effect only in preparatory education. Thus, in preparatory education pupils in the experimental group schools attain significant higher achievement levels compared to pupils in the control group schools. This effect is valid for 4 out of 5 school subjects. Only in Arabic we observe no achievement differences between experimental and control group schools.

### **Determinants of pupil achievement**

What factors do have a significant impact on pupil achievement in Egypt? As an example we show the impact of several factors on Math achievement. The significant factors on Math are (with few exceptions) the same for all five school subjects. Where exceptions occur these will be mentioned.

Figure 1 Beta-predictors Math total scores (only significant beta's included)



1- Pupils in urban schools attain significantly higher scores in all subjects compared to the pupils in rural areas.

2- Socio-economic status has a strong impact on achievement in all subjects. This effect is even stronger in preparatory education, which implies that the disadvantages for pupils from low socio-economic status families are more severe in the preparatory stage.

3- Pupils in the schools operating in the governorates that are included in the EEP-program seem to perform better than the pupils in the control group schools (GROUP). When splitting the sample of schools in two groups (primary and preparatory stage schools), we confirm this effect only in preparatory education.

4- No significant difference occurs in Math performance between boys and girls. However, in Arabic, English and Social studies we observe significant differences between boys and girls: in these subjects girls outperform the boys. Only in Science boys perform better than girls.

5- While no effect occurs from single-sex or mixed-sex schools on Math and Science scores, we do observe a significant positive impact of gender-mixed schools on pupil achievement in English, Science and Arabic.

6- Overall, we observe no significant effect of private versus public schools in Math and Science achievement. However, when we distinguish between primary and preparatory education, private schools in the preparatory stage are attaining significantly higher achievement scores. Private schools are realizing higher achievement among their pupils than public schools, especially in the language subjects.

7- Pupil-related factors with a significant and clearly interpretable effect on achievement are: the intensity of parental help with school-work, and the amount of private teacher help. Pupils with parents who invest their own time in supporting their children with their homework and invest money in help by private teachers, exert significant impact on their children's achievement.

### **School and classroom factors**

8- The number of teachers receiving training in the context of the EEP-program, the perception of the training (satisfaction) by the teachers, the availability of computers and adequate facilities in the school all have a significant impact on the performance of the pupils.

9- A positive school climate (especially in primary education) exerts a positive effect on pupil's achievement. The same applies for a school management that pays attention to the evaluation of the activities of the schools' training unit and the teacher training activities.

10- It is remarkable that we observe no effects whatsoever on achievement of factors that are related to education methods used in the classroom. The only exception is a significant negative effect of frontal teaching on achievement in English.

11- Finally, we observe a negative effect on Science achievement from a more-than-one shift system. This effect is strongest in preparatory education.

### **Conclusions**

1- Between one-quarter and one-third of the differences between pupil achievement can be influenced by classroom, teacher and other school level characteristics. This outcome emphasizes the extremely important role schools can play in the learning process of young children in Egypt. Also, it is important to note that the possible impact of schools in primary education is even larger than in preparatory education.

2- The results indicate that in preparatory education pupils in the experimental group schools perform significantly better compared to the pupils in the control group schools. This suggests that the approach in the EEP-program may have been successful in preparatory education. However, also after controlling for other factors such as socio-economic status we do not observe such an effect in primary education.

3- Future enhancement programs need to analyze the cause for this differential effect between primary and preparatory education. Future programs need even more than in the past to focus explicitly on improving quality of and performance in primary education.

4- We have to urge for cautiousness with these results: only after comparing the results of the baseline measurement with follow-up measurements can we conclude reliably to an experimental group effect.

5- We conclude that the help of private tutoring (of teachers) has a significant effect on pupil achievement, however, the effect of parental help on their children's achievement is at least that strong. Programs aimed at enabling parents in providing adequate support to their children are of pertinent importance.

6- School facilities are important for student success, especially the availability of computers, presence and suitability of activity areas in the school, such as training halls and play yards.

7- Teacher training exerts a significant impact on student achievement; teacher quality remains a major issue in school reform and improvement. Outcome of this study is that positive effects of teacher training can be expected especially when teachers show that they are satisfied with the training activities. This implies that teacher training would always have to be accompanied by an independent evaluation.

8- It is remarkable that almost no classroom effects were found in this study. This might be due to the fact that no observations were made of teacher behavior in the classroom. All international studies show that teacher quality is a crucial factor in school effectiveness. Exactly what classroom factors will have impact on achievement and to what extent will vary locally. It is important to include classroom observation studies in the longitudinal research to identify the crucial factors in the Egyptian context.

9- It is remarkable that no effect of school leadership has been found. This could be due to the fact that autonomy of schools is still limited in such way that school leadership can exert no strong effects.

**ANNEX 6. STAKEHOLDER WORKSHOP REPORT AND RESULTS (IF ANY)**

N.A.

## ANNEX 7. SUMMARY OF BORROWER'S ICR AND/OR COMMENTS ON DRAFT ICR<sup>3</sup>

### 1. Assessment of Development Objective and Design, and of Quality at Entry

**1.1 Project Original Objective:** The objectives of the project are to enhance the MOE's ability to achieve its major long-term goals with respect to improving: (i) coverage, particularly for girls; (ii) the quality of student learning; and (iii) the efficiency of the education system.

The MOE, together with IDA as administrator of the Interim Trust Fund, agreed that a broad and long-term program approach, as opposed to a narrowly defined project with rigidly specified activities, would be the most appropriate instrument to achieve the government's goals in compulsory education. The government developed a long-term Strategic Framework, which defined EEP's 13 objectives and the interventions it would pursue to achieve these goals. Core program activities would be determined each year through an interactive process and would be included in an annual work plan to be developed by a Program Planning and Monitoring Unit (PPMU).

**1.2 Revised Objective:** The original objectives were not changed during project implementation.

**1.3 Project Original Components:** The original components of the project were relevant to achieving the original objectives of the project.

**Improving Access.** The goals of this component were to maintain the high enrollment rate for boys and remove the gender disparities in girls' enrollment in basic education. Strategies to increase parental demand for girls' education identified in existing research would be proposed for adoption in culturally conservative areas with low levels of girls enrollment, as well as additional measures identified through the community preference survey.

**Improving the Quality of Student Performance.** The goals of this program area were to significantly increase student achievement of basic skills and improve their critical thinking skills in the EEP targeted governorates. National success with these goals can be expected in 10 to 15 years as implementation of most interventions which drive their achievement would require at least two 5-year project cycles. There were four specific objectives in this component: (i) reduce wastage (repetition and dropout); (ii) improve the quality of teaching and learning; (iii) improve the quality of the pre-service training program; and (iv) build the capacity of implementing agencies to implement programs that focus on improving the quality of education.

**(i) reducing wastage:** This would be accomplished through two approaches: (i) reducing class size (frequently as high as 60-70) and multiple shifts through school construction, to be pursued starting in the first year of the program, and (ii) providing support to students with moderate learning difficulties.

**(ii) improving the quality of teaching and learning:** This would be achieved through five approaches designed to tailor teaching to students' learning needs to: (i) reform in-service teacher training; (ii) ensure effective use in schools and classrooms of the government's investment in technology and distance learning; (iii) institute student learning assessments to facilitate accountability of teachers,

---

<sup>3</sup> This summary based on an ICR prepared by MOE in March 2007, available in project files.

principals and others throughout the sector; (iv) introduce quality assurance systems for experienced teachers; and (v) improve the quality of pre-service teacher training programs.

**Improving System Efficiency.** The goals of this component were to improve system efficiency through improving the management of sector resources and to enable improvements in system effectiveness through enhancing sector planning, decision making and management. The PPMU worked with sector agencies to increase capacity in these areas. A capacity building fund for training, studies, national and foreign technical assistance, study visits and other capacity building measures was established to facilitate this process. Continuous self-assessment of capacity building needs was part of the management task of each Implementing Agency, including the PPMU itself.

**1.4 Revised Components:** None of the components were formally revised during project implementation. Rather, the flexibility inculcated in project design accommodated additional or complementary, component-specific activities.

**1.5 Quality at Entry:** A UNDP grant was used for critical start-up activities; this was one of numerous efforts by the task team to solicit donor support.

## **2. Achievement of Objective and Outputs**

**2.1 Outcome/achievement of objective:** *Overall, the project has achieved its objective*

Over the past nine years EEP contributed the following to the basic education sector in Egypt:

- Improving Access and Equity
  - 2,723 classrooms built to improve access, accommodating 108,920 pupils per year
- Improving Schooling environment
  - 1,935 classroom to eliminate multi-shifts, accommodating 77,400 pupils per year
  - 1,117 classrooms to reduce density, accommodating 44,680 pupils per year
  - 54,000 computer/internet periods per week add to the basic education schools in the 15 governorates
- Improving Quality of Human resources:
  - 501,439 teachers were trained in the following areas: subject matter; using technology in classroom; effective teaching methods; fundamental computer skills; dealing with learning difficulties; cumulative evaluation; National Standards; and as facilitators of one-classroom schools.
  - 4,721 inspectors were trained in the following areas: use of technology in classroom; subject matter; Arabic language – Prep Education; Social Studies – Prep Education; science and math – Prep Education; Arabic Language- Primary Education; Social Studies- Primary Education; science and math - Primary Education; use of technology in teaching Arabic – Prep Education; use of technology in teaching math – Prep Education; use of technology in teaching science
  - 55,000 school managers and principals trained on modern approaches of educational management
  - 34,943 social workers trained on student counseling and community mobilization
  - 9350 lab technician trained on operating and managing modern science experiments

- 897 school managers, principals, and deputies introduced to the international trends of school management
- 660 managers exposed to international experience of educational management through study tour to UK.
- 13,253 training of trainers cadres in the following areas: computer training; transformation training; lab technician trainers; one classroom facilitation; school based training unit; and cumulative evaluation
- 60 researchers in the following area: RASH model; Item response Theory; and MILWIN Multi-level analysis
- 50 cadres trained on projects administration/Planning/M&E/Finance -EEP staff
- Improving infrastructure
  - 300 schools apply national Standards
  - 27 Governorate Statistics offices and 241 district statistics offices are connected with the CISD in one national network permits online data sharing.
  - Detailed reports with recommendations provided to MOE to improve the current educational inspection system.
  - Availability 2,850 training seats at 12 fully equipped training facilities + 200 seats for video conferencing

#### ***Physical Outcomes compared to 1996/1997***

- Basic Education enrolment increased by **2.7%** (11,221,064 to 11,523,327)
- Special education schools of basic education increased by **48.4%** (380 to 564)
- % of the girls enrolled in Primary education increased by **2%** (46% to 48%)
- Average class size in the 15 governorates decreased by **7.8%** (43.5 to 40.1)
- % of multiple shift schools of primary education decreased by **19%** (30% - 11%)
- % of multiple shift schools of Preparatory education decreased by **14%** (29%-15%)
- Dropout rate of primary education decreased by **53%** (1.05% to 0.49%)
- Dropout rate of Preparatory education decreased by **28%** (4.06% to 2.90%)
- Repetition rate of primary education decreased by **39%** (6.60% to 4.0%)
- Repetition rate of preparatory education decreased by **20%** (10.9% to 8.7%)
- % of trained teachers reached **86%** (294,000 out of 342,000)
- % of trained managers in the 15 Governorates reached **95%** (55,000 out of 58,000)
- Trained researchers of the national educational centers designed baseline achievement tests and longitudinal evaluation Study
- CISD generates timely reports of statistical information and indicators reports of international quality, satisfying most of the needs of planning, M&E, and international comparisons.
- Available professional training facilities within reach of teaching and non-teaching staff nationwide

#### ***Impact to date***

- Average intake rate reached 90%, and 88% girls and boys respectively in the 15 governorates
- Average enrollment rate exceeded 90%, for both girls and boys, in primary and preparatory education.
- Gender gap (GPI) decreased to 0.9 in primary education and -0.4 in Preparatory education

- Retest on math, Arabic language, and critical thinking skills, revealed significant improvement on most of the tested component.
- Repetition rates decreased to 4.0%
- Dropout rates decreased to less than one percent for boys and girls in the primary education and to 2.4 and 3.3
- CISD timely reliable education statistics, information, and indicators to are used in supporting the educational planning, M&E, decision- making, and international comparisons.
- NCEEE/NCERD have the capacity to conduct and analyze national educational surveys and monitoring & evaluation programs using sophisticated analytical methodologies
- Several decision made to increase teacher motivation and job satisfaction
- Modified inspection system is in place and accountability approaches are considered in re-structuring MOE organizational framework

## 2.2 Outputs by components:

### Area I: Improving Access and Equity

**Construction in deprived areas:** Enrollment rates improved in deprived areas by building new schools within easy reach of targeted population. Site selection was based upon computerized school mapping system, local review of enrollment rates and a process of identifying local community preferences. The project built a total of 234 schools, accommodating 108,920 pupils per year.

**Awareness campaigns:** Introducing concepts and developing strategies for awareness campaigns on the importance of education was one of the fundamental contributions of EEP. Complementing construction by awareness campaigns proved to be a promising approach to create more demand, especially with respect to girls. Collaboration with NGOs was a major achievement in this process, helping to secure sustainability and enabling the governorate departments of education (*muderies*) to benefit from the experience of such organizations, especially in the context of communication with local communities. The interventions of community participation have been adopted as one of the five fundamental domains of the national educational standards. It is also considered as one of the characteristics of the “effective schools.” In addition, the campaigns played an active role in decreasing the numbers of the dropouts of boys and girls at both primary and preparatory education levels on the targeted areas of the 15 EEP governorates. The preliminary observations proved the success of such an approach; however, the question of sustainability is still open. The vision of the MOE is to empower underprivileged segments of the population to ensure the sustainability of community involvement (Minister of Education meet with donors in 1999). The private sector and NGOs are expected to continue to play active role.

**Table (1) % Decrease in number of dropouts as a result of awareness campaigns**

Primary		Preparatory	
Boys	Girls	Boys	Girls
67%	58%	63%	62%

**Second Chance Education:** The MOE has been cooperating with interested NGOs to provide out-of-school children with a second chance to join the system by developing alternate channels, such as community schools and one-classroom schools (OCS). EEP financed the training of one-classroom and

community school facilitators implemented by the Center for Curriculum & instructional Materials Development (CCIMD). The number of one-classroom schools reached 3,147, accommodating 69,170 children between 8-14 years of age (2004/2005), which contributed to an increase in GER.

**Providing equipment and teaching materials:** Upgrading existing schools with modern equipment was another approach to improve the quality of education. Sixty-five schools on ten governorates received specific equipment, 185 schools were equipped with computer labs, and 1,000 schools were provided with internet labs allowing 50 students per day to access computers and internet connections.

**Performance Indicators of Area I:**

The figures in Table 2 show that universal participation is accomplished and the gender gap is closed. However, more efforts are needed to reach the non participating slice of the school age population.

**Table (2) Performance indicators of Area I**

Objective	Indicator	2004/05
Increase Access to Education	Gross intake rate of girls	94.7%
	Gross intake rate of boys	92.7%
	Gross intake rate - total	93.6%
Increase enrollment in basic Education	GER of girls in Basic Education	91.0%
	GER of boys in Basic Education	91.3%
Increase Girls Enrolment	Gender Gap	0.30
	Gender Parity Index GPI	0.99

**Area II: Improving the quality of student performance**

This program area aims at providing the student with appropriate exposure to a sound learning environment to assist in acquiring active learning experiences and improve critical thinking skills. The fundamental elements of effective schooling are considered in an integrated approach: extending the learning time by eliminating multiple shifts and reducing class density, training teachers on modern technologies and teaching methodologies, involving and upgrading inspectors' skills, and improving the process of student performance evaluation.

**Reduce repetition and dropout rates:** Two approaches were adopted: namely, reducing class size to an average of 40 pupils per class; and eliminating multiple shifts through school construction. The project built 143 schools to assist in eliminating multiple shifts, while 81 schools are delivered to help in reducing class size. This exceeded the planned number of schools to be built. The government's overall program produced 1,935 classrooms to eliminate shifts, accommodating 77,400 pupils per year and 1,117 classrooms to reduce density, accommodating 44,680 pupils per year.

Another implemented intervention to retain students was providing adequate support to students with moderate learning difficulties. Training programs were implemented to tackle this issue through training teachers in special skills and strategies that are effective in supporting these children.

Improving the quality of teaching and learning: Face-to-face and distance learning approaches were utilized to implement a national training scheme, as well as providing training abroad. The scheme

provided an input of 36 pre-service and in-service programs, targeting: school managers, teachers, inspectors, social workers and staff of special needs schools. The staff of the MOE Technology Development Center was another group of professionals serving the education system who are targeted by the EEP training scheme. Following is a sample courses developed by EEP of individually tailored to the professional needs of each "Target Group":

**Pre-service Teacher Training -Internship program:** Newly appointed teachers received training courses to provide them with modern teaching and class management methodologies. Target size was 11,000 newly appointed teachers. The colleges of education implemented the first phase of the program. The second phase was a teaching practice in the schools for three consecutive months. The third phase of the internship program aimed at providing the teachers with the basic computer skills and a functional knowledge of English language.

**In-Service training:** A comprehensive training plan was implemented targeting teachers and inspectors of math, English, science, and Arabic of both primary and preparatory levels to improve: the use of technology, teaching strategies, evaluation of student performance, application of national standards, implementation of developed curricula, management of a school-based training and evaluation unit; and addressing mild learning disabilities. Another aspect of the professional development plan aimed at supporting the transfer of science and math teachers to teach computer sciences. Training was also provided to social workers and inspectors. Distance learning is one of the novel methods pioneered by EEP. It provides a feasible approach in dealing with such a massive community of basic education teachers (more than half million) in terms of in service training. This component also upgraded the staff of the Technology Development Center

**Effective School Project (ESP):** Based on the successful interventions of EEP, national education standards were established, and an MOE decree was created to convert PTAs into more quality-focused Boards of Trustees (BOTs). The Effective Schools Program (ESP) was also created and co-funded by the World Bank and European Union within EEP. The ESP began in September 2004 and expected to end in September 2006. The program aimed to assist 300 schools in ten governorates to improve their services and facilities through: providing tools for self assessment and planning; training staff in self-assessment and planning skills; increasing community participation in schools; and providing grants and matching funds. The improvement of the program continues to be guided and measured against the national standards for education.

Samples of the ESP implemented training programs were selected for evaluation. The findings are summarized below:

*Teaching Methodology:* Distance Learning Program: new teaching methods, such as role play and group work, were practiced and lesson plans improved.

*The social workers' training program:* community participation practices and activities related to providing assistance to unprivileged pupils.

*Training on special education:* trainees became more able to accept both the value and utility of educating students with special needs and their inclusion with the normal students in the mainstream education.

*Training to help teachers diagnose and remedy students with Mild Learning difficulties.* Teachers began to go beyond their regular teaching skills.

Although EEP in-service training has had an impact on classroom practices, there is limited documented evidence to show the extent or the quality of the desired impact of the training and its large-scale activities. Also, there is a need to explore common lessons learned in the process of planning and implementing training, and to determine potentially sustainable elements of EEP training.

**Capacity building fund:** Need assessments of the NCEEE, CCIMD and NCERD were conducted to identify and prioritize the specific needs of each agency. Modernizing the Regional Training Centers and videoconference network with modern equipment serves the implementation needs of some EEP training activities and at the same time built capacity in the MOE.

### **Performance Indicators of Area II**

Objective	Indicator	Progress
Decrease multiple Shifts	% of non-full-day schools	-13% points (52% of target)
Decrease of Class Density	Pupils per Class	5% (67% of target)
Improve Basic skills of Arabic Language	Difference between pre and post tests of Basic skills of Arabic Language	Significant progress in reading and listening
Improve basics skills of Mathematics	Difference between pre and post tests of Basic skills of Mathematics	Non-significant change in most of the components
Improve skills of Critical Thinking	Difference between pre and post tests of Critical thinking	Non-significant change in most of the components

The NCEEE was contracted to develop and implement the achievement *baseline test*. The post administration of the achievement test included 42 test criterion referenced on a sample of 20,432 pupils from the 5<sup>th</sup> and 8<sup>th</sup> grades in 11 governorates. Significant differences are noticed between the pre and post application of the achievement test of in Arabic, mathematics and critical thinking. No significant difference found between males and females on the performance level of the 5<sup>th</sup> and 8<sup>th</sup> grade pupils in Arabic, mathematics, and critical thinking. This is supported by the increase of pupils' results that made progress in the skills of every dimension and the decreased of the number of weak students. A longitudinal study and results of TIMSS competition also evaluate the impact of EEP activities on the quality of student performance.

### **Area III: Improving System Efficiency:**

The goal of this program area was to improve system efficiency by improving the management of sector resources and to enable improvements in system effectiveness through enhancing sector planning, decision-making and management.

**Introduce cost saving changes in school designs:** A study was conducted jointly with GAEB to optimize the design of the teaching and non teaching spaces of school buildings. The impact of this input reduced unit costs and helped increase the impact of new schools and increasing the capacity per school building.

**Management Information System Development:** The Computer Information and Statistics Department (CISD) of MOE and its corresponding offices were fully upgraded with modern equipment and

software. There is now a functioning network connecting the department with the statistics offices at the districts and governorates. Most schools are now attached to the network. Data of the annual school survey are delivered online in considerable number of cases. Data sets collected at the pupil level have begun to populate the central database. All MOE related agencies have online access to the national educational database and bilateral exchanges of information protocols have been developed. The capacity of CISD was improved to maintain and manage the upgraded system and produce sets of educational indicators covering most of the requirements of planning, monitoring and international comparisons; and the availability of timely accurate data sets. The impact of the intervention is evident in the increased usage of data in MOE reports and decision making. Egypt joined the world education indicators program organized by OECD/UNESCO, satisfying the data requirements of the EFA program.

***Motivation & Accountability:*** A comprehensive survey was conducted to explore the factors causing satisfaction and dissatisfaction of those practicing the teaching profession. Recommendations were presented to the Minister of Education to take appropriate actions. The outcome of the activity appeared on a program of recognition of quality teachers and parental and community involvement in school management is officially encouraged. A financial incentive scheme is applied to teachers; best school practices are recognized and awarded at the national level.

***Management Training Program:*** The program is administrated to both primary and preparatory school managers. Although the original target of the plan was 2,000 managers, the target was exceeded with 55,000 managers, principals and deputies. The GPPMUs took the lead in administrating the program and the recruitment of participants. Staff of the Faculties of Education, together with experienced administrators in each governorate, were involved in delivering and ensuring the quality of the program.

***Training middle management locally and abroad:*** The program is a product of collaborative efforts of MOE and several agencies. The program aimed to provide highly qualified resource persons exposed to international experience and acquainted with contemporary educational trends. The training abroad focuses on providing practical exposure in the use of new pedagogy and new management methods in classrooms and schools. The program intended to: (i) create a critical mass of reformist educational managers willing to accept new ideas and that have the skills, knowledge, and commitment to support and reinforce the new skills that are being transferred to inspectors and teachers through other training activities; and (ii) develop school systems which promote higher order thinking skills and improve the efficiency of the basic education system.

***EEP Management:*** Establishing a mechanism to run EEP was part of the preliminary interventions of EEP itself, which had an impact on the efficiency and effectiveness of the management and implementation of the project. The basic education enhancement program is managed in decentralized manner. A central PPMU and remote offices at the targeted governorates (GPPMUs) managed the project. The PPMU produced, monitored and evaluated long and short-term plans in full partnership with the MOE as ultimate beneficiary and associated implementing agencies such as GAEB, NCEEE and NCERD. The staffing of the project administration grew to reach 49,158 at the central and local units by year 03/04. Project management began the staff down sizing process parallel to the phasing out and completion of project activities.

**Policy and planning:** The PPMU developed 5-year and annual workplans. They also assisted the GPPMUs to do their own. Plans are based on the logical framework approach. Plans are updated with recent statistics, and budgets are based in actual unit costs obtained from past experience.

**The financial system:** Timely reports and information were produced, aggregated by donor, category, activity, and governorate level. The availability of such information to the MOE technical sections helped to reduce the variances of planned and actual implementation expenditure. Several financial forms were developed to facilitate and standardize the collection and processing of financial data.

**Monitoring and Evaluation of EEP:** Based on the implementation/action plans of EEP, the M&E /EMIS /Statistics section developed standardized tools and procedures to collect, store, analyze, and report information required for program monitoring and evaluation. The EMIS is computerized and networked with the regional offices at the 15 target governorates. Reports from GAEB, the national investment bank, EEP monitors and external consultants are used to monitor and evaluate the civil works component of the program. The EMIS provides detailed timely reports disaggregated by reason of construction, donor, and current implementation situation at school, governorate and program levels. The Kirkpatrick approach is adopted to monitor training programs. Each implemented program is subjected to Evaluation of Reaction, Learning, Behavior, and Results. The interventions of providing equipment are monitored and evaluated before, during and after implementation using specific tools.

On site training was arranged for MOE district offices to build capacity and promote a culture of evaluation and accountability. All the materials and tools developed at the section are made available to the MOE Monitors through the GPPMUs.

To evaluate the impact of EEP, a longitudinal study was designed with the assistance of an international expert provided by the EU's Project Coordination Unit. The study was based on the national standards and implemented nation wide with a baseline measurement for approximately 1,200 schools in all governorates. An additional 500 schools in innovative or experimental projects were also included. (e.g. one-classroom schools, language schools, private schools) and the 300 schools of the ESP. The field work phase of the study was implemented by a trained team of researchers from NCERD using the designed questionnaires and interview checklists. NCEEE designed the standards-based achievement tests for grades 5 and 8 in Arabic, math, English, science and social studies. In March and April 2005, two international experts trained NCERD and NCEEE researchers in data analysis: scaling methods and multi-level modeling. The final results of the analysis of 2,000 schools provided conclusions about the factors have had significant impact on pupil achievement in Egypt.

**Impact of Area III:** NCERD was contracted to assess the impact of the middle management training. The team visited a sample of schools to collect required information by applying specific tools. The results proved that more than 50 percent of the trained managers apply what they learned from the training. Part of the training program needed to be modified to new trends adopted by the MOE, such as community participation.

**2.3 Net Present Value/Economic rate of return:** Not calculated for the project.

**2.4 Financial rate of return:** Not calculated for the project.

**2.5 Institutional development impact:** Building and securing institutional sustainability has always been an important concern during the course of implementing EEP. In the course of building the capacity of the implementing agencies, needs assessments of the NCEEE and NCERD were conducted. Modernizing the Regional Training Centers and videoconference network with modern equipment served the implementation needs of some EEP training activities and at the same time built capacity in the MOE.

The project has made a positive impact on the institutional development of the MOE and its departments as follows: (i) school construction to reduce classroom density, eliminate shifts and serve remote areas, especially for girls; (ii) Regional Training Centers equipped in 12 governorates; CDIST became the main coordinating body for training in the MOE; (iii) construction of the Qena and Cairo Centers and refurbishing of other Regional Training Centers to increase training capacity; (iv) school-based training units were established in every school in Egypt; (v) the MOE's EMIS has been automated and is being used more effectively for decision-making; (vi) GAEB's MIS has been improved with project financing and the tendering process and the quality control of the construction process have been fully computerized; (vii) the NCEEE conducts regular assessments for schools in Egypt and the agency's performance improved after receiving TA from EEP; and (viii) PC labs provided to all school buildings under EEP.

More importantly, the project contributed to the Bank's policy dialogue with the MOE, resulting in major initiatives leading to: improved education quality; community mobilization through awareness campaigns and community participation within the Effective School Program; school improvement funding, school-based Training and Evaluation Units; establishment of National Education Standards; preparation of the First Strategic Plan; establishment of an advanced and automated EMIS; e-learning; and other interventions.

### **3. Major Factors Affecting Implementation and Outcome**

**3.1 Factors outside the control of government or implementing agency:** Fluctuations of exchange rates between the US Dollar and the Egyptian Pound and between the SDR and the US Dollar occurred over the life of the project. At project appraisal in 1996, the Egyptian pound was much stronger than at project closing in August 2006: respectively, LE3.40 to US\$1 and LE 5.7 to US\$1. Also, the exchange rate between the SDR and the US Dollar resulted in a decrease of US\$ 3.5 million of the originally estimated funds.

Exchange rate differences during the project implementation period allowed for the additional construction of schools. Additional schools provided more spaces for girls and out of school children. More teachers were hired and in turn trained on proper skills of teaching and utilizing technology in the classroom.

**3.2 Factors generally subject to government control:** Delay in Credit Effectiveness. The government's normal ratification procedures by the Parliament for foreign borrowing took almost one year; this delayed project start-up and subsequently project implementation. Grant funds enabled the project to move quickly into the implementation phase as follows:

- (i) established GPPMUs by securing offices, hiring staff, and providing equipment and furnishings;

- (ii) conducted soil surveys at the sites of project-financed schools.

**3.3 Factors generally subject to implementing agency control:** Experienced and well-qualified personnel staffed the PPMU. Project management was generally very good and PCU managers maintained excellent relations with Bank staff and facilitated visiting missions. In particular, project accounts were maintained accurately and with keen oversight.

**3.4 Costs and financing:** Total project costs were estimated at LE 3.35 billion or US\$835.52 million equivalent with a foreign exchange component of US\$270.12 million or about 32 percent of total program costs. Base cost estimates were calculated using June 1996 prices.

IDA funds were disbursed against the core program activities of the EEP. The EU supported the entire program through tranche release disbursements against Guiding Criteria and Indicators agreed with the government. The IDA Credit of SDR 51.5 million, (US\$75 million equivalent) financed the project components: Access and Equity, Quality of Student Performance and System Efficiency. The EU contributed US\$125 million in co-financing. The government's expenditures for EEP were maintained at the initial level, amounting to US\$10.9 billion over the project's five-year span, of which US\$ 635.5 million supported core activities of the EEP. IDA supported priority items within the core program not funded by the government. EU funds were not earmarked for specific items and financed all remaining items in the annual work plans, including consultant services for the first year.

**Table (12) Estimated Project Costs and Financing by Component in US\$ million**

Project components	Total	Govt.	IDA	E. Union
Access and Equity	448.5	406.4	17.5	24.6
Quality of Student Performance	359.0	229.1	51.6	78.3
System efficiency	28.0	-	5.9	22.1
<b>TOTAL PROGRAM COST</b>	<b>835.5</b>	<b>635.5</b>	<b>75.0</b>	<b>125.0</b>

**Financial Inputs to date:** The EU grant was originally 100 million Euros equivalent, 8 million allocated to the PCU. The World Bank credit was US\$75 million, equivalent to 51 million SDR. Due to fluctuations of exchange rates, the actual credit value equaled US\$71.4 million, from which US\$12.5 million were allocated to MOHE for the Faculties of Education component of EEP. Annex 1 provides summarized information of financial inputs by donor and, category at activity level.

**Table (13) Expenditure by category by donor:**

Category	Source of funding expected (000)	
	W B US\$	EU Euro
Civil Works (mainly school construction)	27,402,886	3,7400
Training and technical Assistance	17,432,380	31,300
Goods	11,717,611	19,700
PSI Grant	14,339,273	
Total	70,892,150	88,400
Budget	71,440,000	92,000
% of expenditure	99,3%	96%

## 4. Sustainability

**4.1 Rationale for sustainability:** Project sustainability is **likely**. Government commitment to improving the education system is demonstrated by a doubling in its share of funding for education in Egypt since the 1990s. The share of education in public expenditure increased from 10 percent in 1990/1991 to 22.6 percent in 1996/1997, and increased slightly in 2003/04; this share is high by international standards. In addition, Egypt is committed to the Education for All goals and is likely to achieve universal primary completion rate by 2015, having ensured equitable access to primary education to both girls and boys in 2005.

Government ownership is expected to remain strong. GAEB continues to be responsible for the school construction program and has high capacity. In the area of improving the quality of education, the MOE continues to set policies to ensure quality education for all and have enunciated National Education Standards. The Standards introduce excellence in five domains: effective schools, teacher management and community participation, as well as curriculum and student achievement. Furthermore, quality has increased following the establishment of the school-based Training and Evaluation Units as these units play a greater role in training teachers and in assessing student performance on a regular basis.

Stakeholder ownership is demonstrated through NGOs, Parent Teacher Associations and Boards of Trustees. Community leaders ensure that initiatives have started under the project activities, such as the school improvement fund, and the Effective School Pilot Project. The NGO department of the MOE is expected to play a key role in motivating, monitoring and building the capacity of NGOs to ensure sustainability of the successful initiatives piloted under different projects. MOE institutional and management effectiveness has improved to some extent through the project, particularly with regard to the in-service training programs and the EMIS for better policy- and decision-making. The capacity of the various implementing agencies of the MOE, such as GAEB, CCIMD, NCEEE, NCERD & CDIST, both centrally and at the governorate level, has been strengthened and further capacity building is continuing after EEP.

**4.2 Transition arrangement to regular operations:** Most of the project's activities have been integrated into the regular work program and operations of the MOE, minimizing the need for special transition arrangements. EEP have made inputs in the areas of access and equity, quality of teaching and learning, and system efficiency. An MOE Coordinating Committee monitors the performance of the implementing agencies that support the government's education strategy and serves as a forum to ensure that duplication of services is avoided and that obstacles to implementation are removed. It is worth noting that GAEB has mainstreamed all EEP inputs for school construction into its ongoing work program. The EMIS is also enhancing efficiency of the education system through its links with GAEB, the schools and the local levels. Also, CDIST has mainstreamed all EEP training programs into its ongoing work program. In-service teacher training programs are ongoing with greatly expanded capacity at the project-supported regional training centers. All Regional Training Centers are fully operational and managed by the MOE.

The NCEEE continues to conduct additional evaluation studies, particularly longitudinal and baseline studies to measure the progress of system indicators and to study the in-depth training impact. As part of the policy dialogue, Egypt has joined TIMSS for the first time, which will help in comparing its education quality and student achievement in math and science with other countries, both regionally and

internationally. This may result in new reforms in curricula and examinations. Also, recommendations have been made by a joint Bank/European Commission supervision mission that the MOE should establish a Monitoring and Evaluation Unit within the ministry and support, as a priority, evaluation work.

The results of the longitudinal study (in two phases) will feed into the MOE's curricular planning for the coming years. The results of the Baseline study have fed into the EEP activity throughout the project duration.

## 5. Project Costs and Financing

### World Bank Expenditure by Category:

no	Category	LE (000)	\$ (000)	SDR
1-	Goods	56,648	11,718	8,751,442
2-	Works	120,198	27,403	20,236,502
3-	Training & T.A	94,960	17,452	12,219,861
4-	PSI Grant	78,052	14,360	9,684,374
5-	SDR Variance	349,858	70,892	230,226
6-	Total			51,122,405

### *EU. Expenditure by Category*

**School Construction:** The EU financed building 148 schools. Total cost - Euro 37.5 m = LE 185 m.

**Telephone Lines:** 1,500 schools were provided with telephone lines in the 15 targeted governorates.

Total Cost - Euros 2 m = LE 1.5 m

**IT Goods:** 1,150 schools with ICT hardware, peripherals and consumables, data networking and cabling and computer furniture as well as training in the 15 targeted Governorates. Total Cost Euro 16.4 m. = LE 120 m.

**Educational Materials:** (encyclopedias for Libraries). Total Cost - Euros 7.6 m = LE 6.2 m

#### **Training, Consultants, Campaigns:**

- a. Training of Middle Management - 897 local (selected from them) 660 to continue the training abroad. Total cost Euro 12.7 m = LE 90.5m
- b. In Country Training Total cost Euro 10.7m = LE 42 m
- c. Local Consultants, Campaigns, Operational Cost. Total Cost Euro 6 m = LE 30 m

**ANNEX 8. COMMENTS OF COFINANCIERS AND OTHER PARTNERS/STAKEHOLDERS**

N.A.

**ANNEX 9. LIST OF SUPPORTING DOCUMENTS (USED BY THE BANK ICR TEAM TO WRITE THE ICR)**

1. Project Concept Note, November 1, 1995
2. Staff Appraisal Report, World Bank, October 21, 1996
3. Mid Term Review, World Bank, May 2001 and February 2002
4. QSA Report, World Bank, November 1, 2004
5. *Education in Egypt, Longitudinal Study Report*, MOE, February 2006
6. *The Effective School Project, Baseline Report*, Ahraf Bkr, May 19, 2005
7. *Idara-Level Organizational Analysis*, Elizabeth Boustagui Logan, April 28, 2005
8. Increasing Girls' School Enrolment in the Arab Republic of Egypt, Case Study, Farrukh Iqbal and Nagwa Riad
9. Public Expenditure Review, World Bank, 2004/05
10. Joint mission aide-memoires
11. MOE Progress Reports

## ANNEX 10. FACULTIES OF EDUCATION PROJECT (FOEP) RESULTS FRAMEWORK

The Faculties of Education component had its own performance targets (seven) and indicators agreed after this activity's transfer to MOHE in 2002. These are listed below:

**First target: Creating enhancement environment based on clarity of vision & mission.**

Project target indicators	Indicators on start	Completion indicators	Quality control
<ul style="list-style-type: none"> <li>- Participation of 50% of teaching staff in project activities.</li> <li>- Meeting teaching staff and assistants in all faculties.</li> <li>- Diversity of topics in workshops and meetings.</li> <li>- Agreeing on general vision, mission, and reference conceptual framework for faculties of education in Egypt, through briefing, feedback.</li> </ul>	There were no visions, mission, or reference conceptual framework as a starting point and scientific environment for development.	<ul style="list-style-type: none"> <li>- Participation exceeded 50%.</li> <li>- Consensus reached on the general vision, and mission of faculties of education.</li> </ul>	<ol style="list-style-type: none"> <li>1. Document on vision, mission and reference framework was submitted for evaluation and arbitration.</li> <li>2. The document was also sent to faculties for discussion by scientific boards, committees and teaching staff.</li> <li>3. The document was redrafted in the light of feedbacks received by project management.</li> </ol>

**Second target: Reforming teacher preparation system in all elements (sequential and integrated).**

Project target indicators	Indicators on start	Completion indicators	Quality control
<ul style="list-style-type: none"> <li>- Designing a comprehensive guiding model for teacher preparation</li> <li>- Achieving a positive outcome from revision of the guiding model.</li> <li>- Implementing the model on a survey-</li> </ul>	There was no description or content of programs or their elements.	<p>75% of the target was achieved because:</p> <ul style="list-style-type: none"> <li>- No decision was made on testing students prior to enrollment.</li> <li>- No decision was made obliging all education faculties to</li> </ul>	<ol style="list-style-type: none"> <li>1- Curricula descriptions were laid by professors in arts, science, and education faculties, and revised by 220 staff members, and 10 foreign experts.</li> </ol>

<p>wise basis.  <b>-Other faculties changing their teacher preparation systems</b>  <b>-Devising descriptions for 1400 curricula</b>  <b>-Revising programs by local and foreign experts.</b></p>		<p>amend their by-laws during 2005/2006.          -The survey study was conducted in 4 faculties (see results of survey follow-up and evaluation)          -Up to August 2006, only 8 faculties has updated their by-laws in line with developed model, and won approval of sector's committee.          -Other faculties won university board approval on new by-laws, but still under discussion in sector's committee.          -All of this represents an unprecedented achievement in Egypt, in terms of developing national quality standards and adhering to them in designing programs, content, and descriptions.</p>	<p><b>2-Programs, curricula descriptions, and contents were evaluated by local, and foreign experts.</b>  <b>3-Programs and documents were examined by faculties of education and feedbacks were taken into account.</b>  <b>4-Internal regulations and other teacher preparation documents were submitted to sector's committee and won approval.</b></p>
---	--	--	--

**Third target: Professional development of teaching staff and their assistants.**

<b>Project target indicators</b>	<b>Indicators on start</b>	<b>Completion indicators</b>	<b>Quality control</b>
<p>1. Training 50% of teaching staff and assistants.            2. Implementing training programs with a degree of satisfaction of at least 50% for programs and level of training.            3. Providing at</p>	<p>- Implemented programs were of general purpose for non-specialists.            - There were no structured programs for IT software training to get international license or the</p>	<p>- Target was over 75% achieved, according to monitoring, assessment results.            - Number of programs implemented was 640.            - Number of</p>	<p>1. Training programs were submitted to faculties of education prior to implementation and modified in the light of feedback.            2. Training programs were</p>

<p>least 50% of trainees with ICDL.</p> <p>4. Creating sufficient numbers of trainers in faculties of education.</p> <p>5. Providing teaching staff and administrative staff with IT software training.</p>	<p>equivalent.</p>	<p>trainees in first phase totaled 5645/program.</p> <p>- Total number of trainees in second phase was approximately 4000/program.</p> <p>- 815 of staff, administration members were trained on IT.</p>	<p>examined by experts for recommendation.</p> <p>3. An assessment was conducted after first Phase of training and the programs were modified accordingly.</p> <p>4. Assessment study of training programs was conducted (see document on follow-up and assessment)</p>
---	--------------------	--	---

**Fourth target: improving infrastructure quality of education faculties.**

<b>Project target indicators</b>	<b>Indicators on start</b>	<b>Completion indicators</b>	<b>Quality control</b>
<p>1. Teaching staff feeling project has established infrastructure for enhancement.</p> <p>2. Supporting applied practical aspects of professional and specialized curriculums.</p> <p>3. Associating Curricula with technology.</p> <p>4. Using infrastructure in teaching process.</p> <p>5. Enhancing teaching staff ability to use technologies.</p>	<p>- Infrastructure of over 95% of education faculties was below levels needed to properly prepare teachers.</p>	<p>1. Target was fulfilled before loan closing date despite many difficulties.</p> <p>2. 75% of labs are used in teaching in faculties of education.</p> <p>3. Curricula are associated with appropriate technologies.</p> <p>4. Over 50% success in building staff capable of using technology.</p> <p>-There is a need for a decision by the Higher Council of</p>	<p>1. Standardization committees included members from all fields.</p> <p>2. Network supplier's engineer was present in faculties for 3 months for the purposes of operation and training.</p> <p>3. Compensatory training to teaching staff and assistants.</p> <p>4. Faculties were surveyed on need for science and geography labs, classroom technologies, and their ability to provide technical support for operation.</p>

		Universities establishing a mechanism in every university to follow up with continuous use of labs. -Funding project to maintain continuous follow-up, training and purchasing needed software.	
--	--	--	--

**Fifth target: Ensuring good performance of faculties of education.**

<b>Project target indicators</b>	<b>Indicators on start</b>	<b>Completion indicators</b>	<b>Quality control</b>
1. Assessing current situation of faculties using SWOT analysis. 2. Developing a vision for each faculty, publicizing and discussing it. 3. Describing programs. 4. Describing curricula. 5. Designing strategic plan for self-development. 6. Holding seminars and meetings on development and enhancement. 7. Participation of at least 50% of faculties with programs. 8. Establishing internal quality systems in faculties of education.	– Only 15% of faculties introduced projects, before QAAP, FOEP agreement.	– Participation indicator fulfilled; percentage exceeded 70%. – Projects still running till June 2007 (contracts started on January 2006 for one year and half)	– Regular technical follow-up by (QAAP). – Financial follow-up by FOEP in the light of technical follow-up.

**Sixth target: Adopting faculties' self-reform approach.**

Project target indicators	Indicators on start	Completion indicators	Quality control
<p><b>Competitive schemes:</b></p> <ol style="list-style-type: none"> <li>1. At least 75% of faculties participating with competitive projects.</li> <li>2. 75% of universities participating with projects.</li> <li>3. Diversity of projects to cover different aspects of teacher preparation system, and associate faculties with environment.</li> <li>4. Fully implementing 80% of the projects.</li> </ol>	<p>– Only 15%; some faculties introduced few partial projects through HEEPF.</p>	<ol style="list-style-type: none"> <li>1. 100% completion of projects.</li> <li>2. Assessment study shows over 75% achievement of competitive projects. (see document on follow-up and assessment)</li> <li>3. 85% of faculties of education participated in the projects.</li> <li>4. Over 1300 teaching staff members participated (about 25% of all members and assistants).</li> <li>5. Permanent centers were established in faculties for the continuation of the projects.</li> <li>6. Some projects were integrated into faculty by-laws.</li> <li>7. Courses were transformed into electronic and distance learning.</li> <li>8. Scientific documents were issued for all projects.</li> <li>9. New specialized sections were established in faculties of</li> </ol>	<ol style="list-style-type: none"> <li>1. Evaluation of introduced projects; each by 3 arbitrators.</li> <li>2. Regular technical and financial follow-up of projects.</li> </ol>

		education; education technology and special education. 10. Post-graduate study programs were upgraded.	
--	--	---	--

**Seventh target: Associating project activities with schools and other projects.**

<b>Project target indicators</b>	<b>Indicators on start</b>	<b>Completion indicators</b>	<b>Quality control</b>
1. Implementing training programs in schools by teaching staff members. 2. Implementing Illiteracy eradication and adult education programs.		– Average 50% achievement rate. Such activities need to continue through 2007, and second phase of enhancement projects.	– Follow-up of project implementation and, training programs. – Evaluating training programs, manuals and documents by arbitrators.