Document of
The World Bank

Report No: ICR2787

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IDA-41800)

ON A

CREDIT

IN THE AMOUNT OF SDR 10.5 MILLION
(US$ 15 MILLION EQUIVALENT)

TO THE

REPUBLIC OF ALBANIA

FOR AN

EDUCATION EXCELLENCE AND EQUITY PROJECT

March 28, 2014

Human Development Sector Unit
Europe and Central Asia Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective May 3, 2006)

Currency Unit = LEK
US$ 1.00 = LEK 100
US$ 1.00 = SDR 0.70

FISCAL YEAR
January 1 – December 31

ABBREVIATIONS AND ACRONYMS

ALL	Albanian Lek
APAAL	Public Agency for Accreditation in Higher Education
ARAP	Abbreviated Resettlement Action Plan
ARP	Annual Reform Program
CAS	Country Assistance Strategy
CEB	Council of Europe Development Bank
CPS	Country Partnership Strategy
ECD	Early Childhood Development
EEEP	Education Excellence and Equity Project
EIA	Environmental Impact Assessment
EIB	European Investment Bank
EMIS	Education Management Information System
EMP	Environmental Management Plan
EO	Education Office
ERP	Education Reform Project
EU	European Union
FM	Financial Management
FY	Fiscal Year
GDP	Gross Domestic Product
GIS	Geographic Information System
GOA	Government of Albania
HEI	Higher Education Institution
ICR	Implementation Completion and Results Report
ICT	Information and Communication Technology
ICZMCP	Integrated Coastal Zone Management and Clean-Up Project
IDA	International Development Association
IED	Institute for Education Development
ISR	Implementation Status and Results Report
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MoES	Ministry of Education and Science
NAE	National Agency of Examinations
NES	National Education Strategy
NIPE	National Inspectorate for Pre-University Education
PAD	Project Appraisal Document
PDO	Project Development Objective
PISA	Programme for International Student Assessment

PIU	Project Implementation Unit
PRSC	Poverty Reduction Strategy Credit
QER	Quality Enhancement Review
RDE	Regional Directorate of Education
RPF	Resettlement Policy Framework
SDR	Special Drawing Rights
SIL	Specific Investment Loan
SRCBP	School Rehabilitation and Capacity Building Project
SWAp	Sector-Wide Approach
TA	Technical Assistance
TTL	Task Team Leader
US	United States
USD	United States Dollars

Vice President:	Laura Tuck
Country Director:	Ellen A. Goldstein
Acting Sector Manager:	Andrea C. Guedes
Project Team Leader:	Andrea C. Guedes
ICR Team Leader:	Keiko Inoue
ICR Primary Author:	James Gresham

ALBANIA
Education Excellence and Equity Project

CONTENTS

DATA SHEET

A. Basic Information			
Country:	Albania	Project Name:	Education Excellence and Equity Project
Project ID:	P078933	L/C/TF Number(s):	IDA-41800
ICR Date:	01/27/2014	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	ALBANIA
Original Total Commitment:	XDR 10.50M	Disbursed Amount:	XDR 9.83M
Revised Amount:	XDR 10.50M		
Environmental Category: B			
Implementing Agencies: Ministry of Education and Sports			
Cofinanciers and Other External Partners: European Investment Bank Council of Europe Development Bank			

B. Key Dates				
Process	**Date**	**Process**	**Original Date**	**Revised / Actual Date(s)**
Concept Review:	10/28/2005	Effectiveness:	10/04/2006	10/04/2006
Appraisal:	03/07/2006	Restructuring(s):		03/19/2010 03/22/2012
Approval:	06/01/2006	Mid-term Review:	09/01/2008	12/01/2008
		Closing:	12/31/2010	06/30/2013

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Satisfactory
Risk to Development Outcome:	Moderate
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Satisfactory

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

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

D. Sector and Theme Codes		
	Original	**Actual**
Sector Code (as % of total Bank financing)		
Central government administration	10	3
Primary education	35	60
Secondary education	30	23
Sub-national government administration	5	1
Tertiary education	20	13

Theme Code (as % of total Bank financing)		
Administrative and civil service reform	17	4
Decentralization	17	0
Education for all	33	60
Education for the knowledge economy	16	36
Vulnerability assessment and monitoring	17	0

E. Bank Staff		
Positions	**At ICR**	**At Approval**
Vice President:	Laura Tuck	Shigeo Katsu
Country Director:	Ellen A. Goldstein	Orsalia Kalantzopoulos
Sector Manager:	Andrea C. Guedes	Maureen Anne McLaughlin
Project Team Leader:	Keiko Inoue	Keiko Miwa
ICR Team Leader:	Keiko Inoue	
ICR Primary Author:	James Gresham	

F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)
(As stated in the Financing Agreement) The objectives of the Project are to support the Recipient's Program: (a) to improve quality of learning conditions for students; (b) to increase enrollment of students in general secondary education; and (c) to initiate higher education reform.

Revised Project Development Objectives (as approved by original approving authority)
The PDO in the FA was not revised. However, as a result of the March 2012 project restructuring, the PDO in the project documents was aligned, including in the PAD and FA.

(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
Indicator 1 :	Basic education dropout rate			
Value quantitative or Qualitative)	0.94%	3%		0.37%
Date achieved	11/02/2009	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded. Baseline data was not provided in approval documents. Value may be unreliable as it falls far below international norms.			
Indicator 2 :	Level of teachers' satisfaction in their working conditions			
Value quantitative or Qualitative)	29% high, 57% moderate, 15% low	Upward from 2009, 90%		39% high, 48% moderate, 13% low
Date achieved	12/01/2008	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded. Baseline data was not provided in approval documents.			
Indicator 3 :	Progression rate from basic education (9 years) to secondary education, by region			
Value quantitative or Qualitative)	80.3%	90%		92%
Date achieved	11/02/2009	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded. Baseline data was not provided in approval documents. Data not disaggregated by region.			
Indicator 4 :	Secondary education enrollment rate, disaggregated by region and income			
Value quantitative or Qualitative)	56% (75% in Tirana, less than 50% in some regions)	70%		80% NER; 91% GER (2009 data based on old census)
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded. Data not disaggregated by region or income.			

(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
Indicator 1 :	Progress on the decentralization pilot			
Value (quantitative or Qualitative)	None	Evaluation		School grants program was not launched, thus pilot could not be initiated
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target not achieved.			
Indicator 2 :	School principals trained in management and education leadership (%)			
Value (quantitative or Qualitative)	None	70%		100%
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded.			
Indicator 3 :	Schools with functioning school boards (%)			
Value (quantitative or Qualitative)	Not provided	70%		90%
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded.			
Indicator 4 :	Standard deviation of the per student expenditure (in basic education) by region (LEK)			
Value (quantitative or Qualitative)	4435	2500		8900
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target not achieved. Data shows increasing trend resulting from higher teacher salaries.			
Indicator 5 :	Primary schools using new curriculum and textbooks (%)			
Value (quantitative or Qualitative)	None	95%		100%
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded.			
Indicator 6 :	Number of schools and clusters of schools engaged in school improvement activities			
Value (quantitative or Qualitative)	0	400		0
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments	Target not achieved. School improvement projects were not implemented under the			

(incl. % achievement)	project.			
Indicator 7 :	Teachers who participate in continuous professional development (%)			
Value (quantitative or Qualitative)	None	70%		12%
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target not achieved. MOES claims that 4,200 teachers were trained in ICT with support from the EEEP, or 12% of the 35,000 teachers in the overall education system.			
Indicator 8 :	Number of additional qualified primary teachers resulting from project interventions (Core Indicator)			
Value (quantitative or Qualitative)	0	20,429 (70% of all primary and general secondary teachers)		12,509 (43% of all primary and general secondary teachers)
Date achieved	08/02/2010	10/31/2011		09/30/2013
Comments (incl. % achievement)	Target partially achieved. Indicator added in Aug 2010 by Educ Sector Board. Data not disaggregated by primary and general secondary teachers; the MOES did not keep list of individual participants, thus data highly likely to include repeats.			
Indicator 9 :	Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions			
Value (quantitative or Qualitative)	0	Not provided (30 schools indicated as target)		518 classrooms (22 schools)
Date achieved	08/02/2010	06/30/2013		09/30/2013
Comments (incl. % achievement)	Target partially achieved. Indicator added in Aug 2010 by Educ Sector Board. 22 basic and secondary schools (comprising 518 classrooms, or 607 "instructional spaces" incl labs) were built or rehabilitated (target was 30 schools).			
Indicator 10 :	Students in schools with multiple shifts (Basic/Secondary) (%)			
Value (quantitative or Qualitative)	36% / 15%	25% / 8%		13.9% / 5.6%
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded.			
Indicator 11 :	Student-computer ratio in secondary education disaggregated by regions			
Value (quantitative or Qualitative)	61 (urban 46, rural 133)	30		14 (urban 14, rural 13)
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded.			
Indicator 12 :	Progress on the revision of higher education law			
Value (quantitative or Qualitative)	None	Implementation		Implementation
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target achieved. Law was approved and is starting partial implementation. Funding formula components of law will not be implemented in 2013-14 academic year.			

Indicator 13 :	% of universities which develop strategic plans			
Value (quantitative or Qualitative)	0	100		100
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target achieved.			
Indicator 14 :	Universities with external governing boards (%)			
Value (quantitative or Qualitative)	0	50		100
Date achieved	05/03/2006	12/31/2010		09/30/2013
Comments (incl. % achievement)	Target exceeded.			

G. Ratings of Project Performance in ISRs

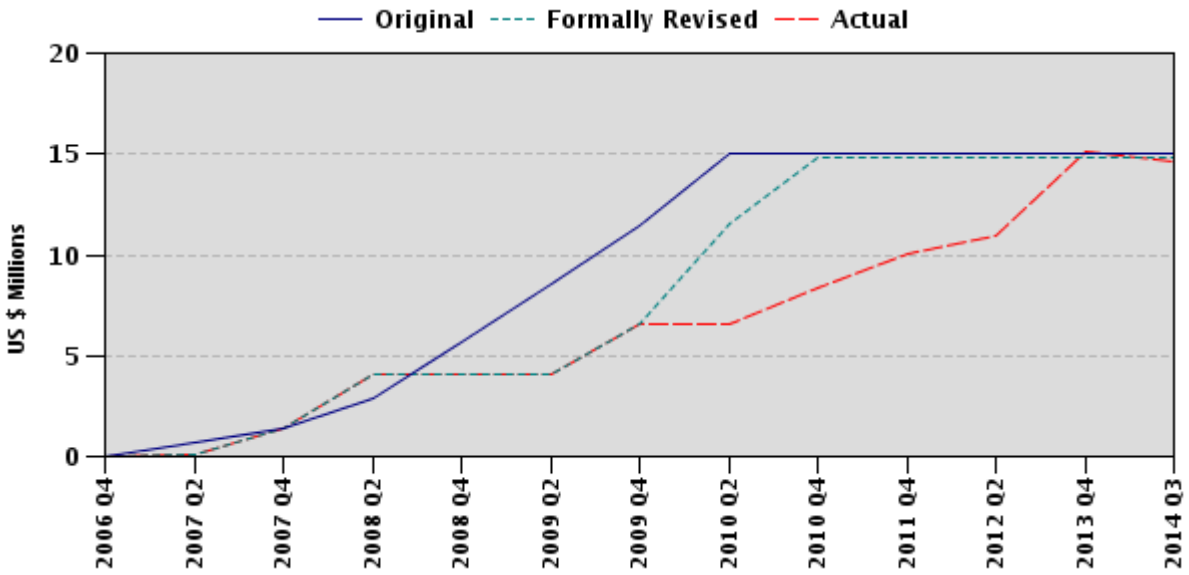
No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	07/31/2006	Satisfactory	Satisfactory	0.00
2	02/28/2007	Satisfactory	Moderately Satisfactory	0.13
3	08/03/2007	Satisfactory	Moderately Satisfactory	1.38
4	03/07/2008	Satisfactory	Moderately Satisfactory	4.11
5	04/28/2009	Moderately Satisfactory	Moderately Satisfactory	4.11
6	09/18/2009	Moderately Satisfactory	Moderately Unsatisfactory	6.54
7	12/16/2009	Moderately Satisfactory	Moderately Unsatisfactory	6.54
8	04/02/2010	Moderately Satisfactory	Moderately Unsatisfactory	6.54
9	06/03/2010	Moderately Satisfactory	Moderately Satisfactory	6.54
10	10/25/2010	Moderately Satisfactory	Moderately Satisfactory	8.32
11	06/25/2011	Moderately Satisfactory	Moderately Satisfactory	10.09
12	06/25/2011	Moderately Satisfactory	Moderately Unsatisfactory	10.09
13	10/12/2011	Moderately Satisfactory	Moderately Satisfactory	10.09
14	11/23/2011	Moderately Satisfactory	Moderately Satisfactory	10.91
15	06/10/2012	Moderately Satisfactory	Moderately Satisfactory	14.20
16	08/05/2012	Moderately Satisfactory	Moderately Unsatisfactory	14.20
17	11/17/2012	Moderately Satisfactory	Moderately Unsatisfactory	14.20
18	06/23/2013	Moderately Unsatisfactory	Moderately Satisfactory	15.14

H. Restructuring (if any)

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
03/19/2010	N	MS	MU	6.54	Amended legal documents to allow new school construction and to reflect that operational safeguards policy on Involuntary Resettlement

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
					(OP/BP 4.12) was triggered.
03/22/2012	N	MS	MS	14.20	Realigned wording of the PDO in the PAD with that of the Financing Agreement; extended closing date by 15 months (from March 31, 2012 to June 30, 2013); and reallocated the proceeds across the project's four components to reflect project activities and implementation to date.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. Albania had successfully built the foundations of a market-based economy, created democratic institutions, and gradually strengthened the public administration since the economic and political transition in the early 1990s. Per capita GDP increased rapidly, from US$1,340 in 2001 to US$2,590 in 2005. Membership in the European Union (EU), Albania's largest trading partner, had been a long-term vision in the country with widespread popular and political support. However, despite rapid economic growth, widespread poverty, high unemployment, wide regional disparities, and corruption remained as daunting challenges.

2. Education outcomes and performance within the education sector was recognized as a key determinant of Albania's future competitiveness and economic growth. The sector was characterized by low educational attainment (8.6 years of schooling, lagging behind neighboring countries and almost 6 years below the EU average), low enrollment in secondary education (50% on average, 25% in rural areas), and poor performance in reading, mathematics, and science on the Programme for International Student Assessment (PISA) 2000. To systematically address these and other sector-wide issues, Albania developed the National Education Strategy 2004-2015 (NES) for pre-university education. The NES focuses on four priority areas, including: (i) governance – reforming and strengthening management capacity, (ii) improving the quality of the teaching and learning process, (iii) financing pre-university education, and (iv) capacity building and human resource development. The World Bank had been engaged in the education sector in Albania since 1994, with the first School Rehabilitation and Capacity Building Project (1994-2000) and the subsequent Education Reform Project (2000-2004). The Bank had also supported education policies through three Poverty Reduction Strategy Credits (PRSCs) in 2002, 2003, and 2004. The Education Excellence and Equity Project (EEEP) was designed to build on past experience and expand operational support for Albania's comprehensive education reform program.

1.2 Original Project Development Objectives (PDO) and Key Indicators

3. The PDO as stated in the Financing Agreement is as follows: ***the objectives of the Project are to support the Recipient's Program: (a) to improve quality of learning conditions for students; (b) to increase enrollment of students in general secondary education; and (c) to initiate higher education reform.*** There is a wording disparity of the PDO in the Financing Agreement compared with two sections of the Project Appraisal Document (PAD) (main text and results framework). The three versions of the PDO and the corresponding key indicators are shown in the table below.

Table 1. Wording Disparities in PDO

	PDO *Financing Agreement*	**PDO** *PAD Project Description*	**PDO** *PAD Results Framework*	**Key Indicators** *PAD Results Framework*
Sub-PDO 1	Improve quality of learning conditions for students	Improved quality of learning conditions for all students	Improved conditions for teaching and learning in education	Basic education dropout rate
				Level of teachers' satisfaction in their working conditions
Sub-PDO 2	Increase enrollment of students in general secondary education	Increased enrollment in general secondary education, especially for the poor	Increased enrollment rate in secondary education, especially in rural/poor areas	Progression rate from basic education (9 years) to secondary education, by region
				Enrollment rate of secondary education, disaggregated by region and income groups

Sub-PDO 3	Initiate higher education reform			

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

4. The project was restructured in March 2012 to align the wording of the PDO in the PAD with that of the Financing Agreement. The 2012 restructuring paper noted that although the two versions of the PDO were consistent, the Financing Agreement's PDO better captured project activities and would be used for project reports.

1.4 Main Beneficiaries

5. The EEEP was intended to support the implementation of NES 2004-15 and have nationwide coverage at the basic, secondary, and tertiary levels, thus all students, teachers, and administrators benefited from the project. No specific groups of target beneficiaries were identified in the PAD.

1.5 Original Components

6. The project encompassed the following four components ("priority areas"):

(i) **Strengthening leadership, management and governance of the education system (US$10 million).** This component aimed to strengthen the leadership and management capacities, and to enhance governance and accountability of the education system. This included activities associated with decentralization, strengthening leadership, professional development of school principals, decision making and resource management at the school level, increasing the communities' participation, introduction of performance-based management, and full utilization of the Education Management Information System (EMIS) for decision making. Decentralized service delivery was expected to be piloted in 2-3 regions before deciding on a rollout plan in order to form an institutional foundation to address other priority areas.

(ii) **Improving conditions for teaching and learning (US$26 million).** This component focused on improving quality of teaching and learning conditions in a holistic manner. Special attention would be paid to support teachers' professional development to enable them to use more effective teaching methods in their classrooms. It would also address the issues of curriculum reform, including the development of a national curriculum framework, rationalization of subjects, integration and textbook development. To implement curriculum reform, teacher education policies and practices would be closely aligned. The development of assessment and evaluation of education would continue through strengthening the capacity of the National Assessment and Examination Center, development of a national plan for evaluation in education, and improving the transparency and integrity of the national *Matura* examination system. This component would enable teachers and students to use a wider range of appropriate educational tools and methods in teaching and learning processes.

(iii) **Improving and rationalizing education infrastructure, especially in secondary education (US$32 million).** This component was designed to address more efficient investment and (re)allocation in physical infrastructure and human resources especially at the secondary education level. It would support the Ministry of Education and Science (MoES) in making investment decisions based on school mapping, which takes into consideration the demographic development in Albania. Science laboratories

and information and communication technology (ICT) facilities would be provided to general secondary schools in line with the new curriculum and teacher training to be supported in Component 2.

(iv) **Setting the stage for higher education reform (US$7 million).** This component focused on supporting the initial stages of higher education reform. It supported the MoES and universities to carry out a review of the system to identify and sequence reform activities, which include strengthening of university governance, increasing financial autonomy and accountability of universities, strengthening the quality assurance mechanism, and promoting university partnership arrangements. It would also support the development and implementation of the strategic development plan of key universities, as well as expand the opportunities for students by mobilizing private financing and provision and making the use of public resources more efficient.

1.6 Revised Components

7. Component 3 was always intended to include minor civil works, though it was revised to include new construction. This led to implementation delays which required other significant changes to the project (see Section 1.7 below). The other components remained unchanged throughout the lifetime of the operation.

1.7 Other significant changes

8. The project was initially approved by Bank management in June 2006 and became effective in October 2006. The project was expected to close in December 2010. The project was restructured twice throughout the seven years it was active and the project closing date was extended three times, to June 30, 2013. The restructurings are summarized below.

9. **Level 1 Restructuring.** Approved by the Board in March 2010, this restructuring amended the legal documents to allow new school construction and to reflect that the operational safeguards policy on Involuntary Resettlement (OP/BP 4.12) had been triggered (see Section 2.4).

10. **One-Year Extension of the Closing Date.** In October 2010, the Country Director approved a one-year extension of the closing date, from December 31, 2010 to December 31, 2011. This was primarily to compensate for the 23-months it took to resolve the safeguards issues noted above, during which time civil works activities, which ultimately accounted for 49% of total project cost, were put on hold pending completion of corresponding safeguards due diligence and subsequent approval of restructuring.[1]

11. **Three-Month Extension of the Closing Date.** In December 2011, the Country Director approved a three-month extension, from December 31, 2011 to March 31, 2012, in order to allow for the processing of a Level 1 restructuring.

12. **Level 1 Restructuring.** Approved by the Board in March 2012, this restructuring was introduced to: (i) realign the wording of the PDO in the PAD with that of the Financing Agreement; (ii) extend the closing date by 15 months, from March 31, 2012 to June 30, 2013, to enable civil works and other key activities to be completed; and (iii) to reallocate the proceeds across the project's four components to reflect progress to date, as well as expected activities over the remaining 15 months. For example,

[1] Although the Bank preferred a 24-month extension, the decision was taken to seek a 12-month extension due to the pooled funding nature of the project and the co-financiers' stated restrictions on granting extensions longer than 12 months. However, both co-financiers ultimately granted extensions longer than 12 months.

Component 2 (improving conditions for teaching and learning) was reduced from 34.7% of total financing to 4.6%, largely due to problems with rolling out the school improvement process, particularly the school grants. On the other hand, Component 3 (improving and rationalizing education infrastructure) was increased from 42.7% of financing to 79.6%, partially due to the lingering deficits in school infrastructure and to the difference between the original allocation to this component and actual costs.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

Strengths

13. ***The PDO was relevant and important for national and sectoral goals***. The PDO specifically identified improved quality of learning conditions for all students and increased enrollment in secondary education as clear and realistic objectives that aligned with the Government's NES and that furthered goals articulated in the Bank's Country Assistance Strategy (CAS) FY06-09. The project design also ***incorporated lessons learned*** from prior CASs, including the creation of long-lasting and effective institutions by shifting away from autonomous Project Implementation Units (PIUs); the incorporation of investment lending into a Sector-Wide Approach; and the provision of support to areas with high poverty rates, all three of which are identified in the CAS FY06-09. The project design also benefited from ***strong technical analysis*** conducted through the development of the NES. The technical analysis identified and targeted major constraints in the sector, especially low enrollment in secondary education, low educational attainment compared with neighboring countries and the EU, poor learning outcomes, substantial regional variations, and governance challenges related to ongoing decentralization process.

14. There was also ***clear rationale for Bank involvement*** given that the Bank had been involved in the education sector in Albania since 1994, and each subsequent operation built on the lessons of the prior operation. At preparation, the Bank was one of the few, and the largest, development partners supporting the education sector in Albania, and it had a key role in supporting the Government as it embarked on the ambitious reform agenda detailed in the NES.

15. The first operation of its kind in Albania, the EEEP benefited from a ***strategically relevant and innovative approach.*** The EEEP was a Specific Investment Loan (SIL) project[2] designed using a pooled funding modality, in which the government and three donors[3] pooled resources (totaling US$75 million) to support the implementation of a larger sector program laid out in the NES. The EEEP was expected to fill the gaps between the projected expenditure level by the Medium-Term Budget Framework and the annual education budget for 3-4 years. The PAD describes this modality as a sector-wide approach (SWAp) and though in practice it operated more as a pooled fund, it did provide greater flexibility to changing country conditions and helped to coordinate institutions at the central, regional, and local levels. The EEEP's administrative, fiduciary, and safeguards procedures were streamlined under the World Bank's management, which minimized the Government's burden to comply with multiple donors' rules and procedures. The pooled funding modality also facilitated coordination and synergies among the Council of Europe Development Bank (CEB), the European Investment Bank (EIB), and the World Bank (IDA), and simplified the work of the MoES. This design also allowed the World Bank to leverage its

[2] The terms "EEEP" and "the project" are used interchangeably in this ICR. In both cases, the terms refer to the full project value of US$75 million, and this ICR assesses results achieved using the full amount.
[3] The CEB, EIB, and IDA each committed US$15 million, while the Government committed US$30 million for EEEP.

US$15 million financial contribution to achieve the outcomes described in Section 3.2. However, the pooled funding modality also resulted in high supervision costs for the World Bank (see Section 6).

16. The project was designed and prepared with a ***high level of government commitment,*** evidenced by the NES and the Government's commitment of US$30 million of its own resources.[4] The project was designed to rely heavily on MoES staff and structures, as well as country financial management and procurement systems, further indicating a high level of ownership from the Government and the MoES in particular.

Weaknesses

17. ***The project design was ambitious, especially given the weak capacity among implementing agencies.*** The PAD acknowledged that even with mitigation measures, there was substantial risk that the overall project was ambitious to manage and implement. The MoES had no previous experience with a pooled fund, and without a PIU, the MoES would implement the program within its existing structure. Even with an additional 2.5 years of implementation time, the project was not able to accomplish all of its goals. This was compounded by weak institutional capacity among implementing agencies, especially municipalities.

18. ***The project design failed to include new school construction as a potential investment area, resulting in retroactive and thus more time consuming efforts to address environmental and social safeguards concerns.*** The original project documents only envisaged that civil works would consist of minor works for rehabilitation, renovation, and extensions to existing schools on existing school property. In June 2008, when the Bank informed the MoES that the Financing Agreement did not allow for new school construction, the MoES expressed its desire for the EEEP to support new school construction. If this desire had been explicitly captured during design and preparation, the extensive implementation delays resulting from restructuring and the need to comply with Involuntary Resettlement Safeguards could have been avoided.

2.2 Implementation

Factors outside the Control of Government or Implementing Agencies

19. Project implementation, and specifically the construction of new schools, was affected by ***the late triggering of the World Bank's safeguards policy on Involuntary Resettlement***. The project was restructured through a two-year long process, protracted due to limited government capacity and heightened sensitivity within the Bank to safeguards issues in Albania following the ICZMCP project.[5] The delays had a negative impact on the co-financiers, who were required to put their programs on hold for nearly two years, and on the MoES, which had finally begun to establish the structure and capacity needed to implement the EEEP.

Factors Generally Subject to Government Control

20. The project benefited from ***continued government commitment*** throughout the life of the project. Education remained a priority of the government throughout the implementation period, and the MoES

[4] Although actual expenditure of the Government's funds for the EEEP varied from year to year, the Government ultimately contributed 36% of total project resources, while the three co-financiers each contributed approximately 21% of total project resources.

[5] Integrated Coastal Zone Management and Clean-Up Project (IDA Credit No. 4083-ALB)

undertook additional reforms to improve the system in parallel with the EEEP. Starting in 2011, the Albanian economy was adversely affected by the Eurozone crisis, leading to ***budgetary ceilings on foreign financing imposed by the Ministry of Finance.*** Because they were set significantly lower than planned disbursements, the ceilings resulted in disbursement delays and arrears related to project-financed activities. Payment of arrears was prioritized in subsequent years, which led to cancellation of several planned activities. However, the ceilings were imposed across the board as part of the Government's fiscal management in reaction to the Eurozone crisis and its effect on economic growth, budget revenues, and public debt levels.

Factors Generally Subject to Implementing Agency Controls

21. ***The MoES remained committed to the EEEP, though changes in MoES leadership inevitably led to some implementation delays.*** Under the leadership of three different Ministers between 2006 and 2013, the MoES took high-level leadership with respect to reform areas including textbooks and curriculum for basic/secondary education, as well as higher education reform and university governance. Throughout the life of the project, the MoES also successfully led regular semi-annual review meetings on EEEP activities, outcomes, and goals. However, other agreed upon intervention areas, such as the school grants program, were neglected and eventually the program was untenable given the time horizon of the EEEP.

22. ***Limited capacity within the MOES to manage the project and hold municipalities responsible for project outcomes resulted in implementation constraints and delays.*** The EEEP contained many disparate activities that needed to merge into a comprehensive and coherent set of investments and outcomes. Initial limited capacity explains several significant implementation delays (e.g. slow development and rollout of EMIS, lack of standardized school construction designs), though the MoES had persistent challenges in allocating and engaging competent staff dedicated to the project. As a result, the MoES relied on technical assistance which did result in safeguards compliance, greater fiduciary capacity, and progress towards higher education reform. The MoES also lacked (and still lacks) enforcement mechanisms to hold municipalities accountable for their roles and responsibilities (see Section 5.2). This led to non-compliance with civil works designs and to serious quality and safety concerns in several schools. For example, multiple schools lacked fire escape staircases and other safety measures, and the Shkodra school lacked an external door to access the ramp for disabled students. Other issues included persistent roof leakages (Kol Koci primary school in Pogradec) and lacking electrical connections (Bajram Curri basic school in Durres). Though some of these issues were resolved before the project closed, the Mar Lulaj School in Shkodra and the Keneta Secondary School in Durres were still not operational as of January 2014.

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

23. **M&E Design.** The PDO indicators included in the results framework for the EEEP are inadequate for measuring progressing towards the PDO, either due to ***lack of relevance or precision***. These are described in Table 2 below. There are also some disconnects between intermediate indicators and PDO indicators. See Section 3.2 for a discussion on more appropriate PDO indicators.

Table 2. Review of Key Performance Indicators

Sub-PDO 1	**Improve quality of learning conditions for students**
KPI 1: Basic education dropout rate. This indicator is a measure of internal efficiency rather than a measure of the quality of learning conditions. Other indicators that measure the conditions of the classroom environment would have been more appropriate, including percentage of students using revised textbooks, percentage of schools with new/upgraded facilities, or percentage of teachers who have received training.	
KPI 2: Level of teachers' satisfaction in their working conditions. This KPI was intended to serve as a proxy	

measure for teacher effectiveness based on the rationale that job satisfaction is correlated with a teacher's level of commitment and productivity. There is a plausible relationship between teacher effectiveness and the quality of student learning conditions (sub-PDO 1), though this particular KPI is a weak measure of teacher effectiveness. Teachers' satisfaction in their working conditions is a subjective measure that incorporates environmental and normative factors associated with one's personal feeling about his or her work. However, teacher effectiveness is difficult to measure, so supplemental indicators would have been useful, e.g. the percentage of instructional time on task or the percentage of teachers successfully using new teaching methods acquired through professional development activities. However, data for these indicators are not available.	
Sub-PDO 2	**Increase enrollment of students in general secondary education**
KPI 3: Progression rate from basic education (9 years) to secondary education, by region.	
KPI 4: Secondary education enrollment rate, disaggregated by region and income groups. Although the Results Framework failed to define enrollment as *gross* or *net*, the Education System Performance Indicators included in the PAD documented net enrollment. The MoES reports on both gross and net enrollment. However, both indicators of sub-PDO 2 measure rates at the national level. Indicators measuring progression and enrollment in schools supported directly by the EEEP would have been more appropriate measures allowing results to be attributed to project interventions.	
Sub-PDO 3	**Initiate higher education reform**
No KPI related to higher education reform was included at project design or was added when the project was restructured. However, three intermediate indicators were included and targets for all three indicators were either met or surpassed (see Section 3.2 and Annex 2).	

24. **M&E Implementation.** The MoES demonstrated ***growth in M&E capacity*** throughout implementation of the EEEP. The MoES now provides monitoring reports on a regular basis, and the Annual Reform Program (ARP) semi-annual reviews provided opportunities to review progress on project indicators as well as education sector indicators. However, the ***lack of baseline data*** at project preparation phase delayed M&E implementation and utilization. For KPI 2, baseline data was not available until December 2008, after the teachers' satisfaction survey was conducted. For KPIs 1 and 3, baseline data was not available until November 2009. Furthermore, the ***values for some indicators, especially KPI 1, are debatable*** because they fall far below international norms.[6]

25. **M&E Utilization.** Although M&E capacity has grown within the MoES, the quality of analysis remains weak, with too great a focus on counting inputs and outputs with little linkage to outcomes. In some cases, indicators were not produced and verified quickly enough to influence development of the ARPs. Furthermore, the MoES failed to utilize M&E data to assess cost effectiveness and efficiency of investments. The project supported a spectrum of interventions that were considered necessary for improving learning effectiveness, though M&E data has not been used to conduct a more robust evaluation of the project's impacts.

2.4 Safeguard and Fiduciary Compliance

26. **The project remained compliant with the Environmental Assessment Safeguards Policy (OP/BP 4.01) throughout the EEEP implementation period.** Based on anticipated minor reconstruction and rehabilitation of school facilities identified during preparation, the project triggered the Environmental Assessment safeguards policy and was classified as Environmental Category 'B'. Once it was determined that the MoES intended for the EEEP to support new school construction, the project was restructured accordingly in 2010. The restructured project remained classified as Category 'B' since any

[6] The MoES reported a basic education dropout rate for 2005-2006 of 0.94%. EdStats reports the *primary* education dropout rate for 2006 at 6.1%, which is comparable to other countries in the region (6.7% in Romania, 5.9% in Bulgaria, 3.8% in Moldova, 2.5% in Macedonia). 0.94% is below most countries in ECA and the regional average primary education dropout rate of 3.9%.

potential environmental impacts of new school construction were site-specific and deemed reversible. Site visits indicated that some municipalities lagged behind in the implementation of their duties related to safeguards compliance, though none of these issues required discontinuation of civil works.

27. **The project was non-compliant with the Involuntary Resettlement Safeguard Policy (OP/BP 4.12) at several points throughout the implementation period.** In large part, this was due to recurrent land and property ownership issues in Albania. Although a land reform process has been ongoing since the transition, major problems remained including unresolved conflicting claims to land and properties, and illegal land subdivisions and construction projects.[7] These issues persistently detrimentally affected implementation, and are described in detail in Annex 10.

28. **Financial Management.** Financial management (FM) arrangements and capacity within the MoES improved over the course of the project. FM risks were properly identified, though mitigation measures were at times inadequate. There were ***delays in fully implementing the fiduciary capacity building plan***, specifically the recruitment of technical assistance to work alongside MoES project financial specialists. The international FM consultant hired initially as part of the capacity building plan had finished his contract as of the mid-term review, but given the observed poor state of FM controls, it was concluded that the consultant's work was insufficient to meet the agreements of the FM capacity building plan. The project also experienced some ***delays in the transfer of funds*** from the Designated Account held at the Bank of Albania to the Treasury Account for implementation of the agreed ARP. Improved internal guidance from the Ministry of Finance/Treasury was required to streamline the timing of the transfer of funds and financial information to the MoES. Finally, for several years following project effectiveness, the project utilized an inadequate accounting and internal financial reporting system based on Excel spreadsheets. It was anticipated at appraisal that the Single Treasury System would be deployed to line ministries including the MoES, but this was delayed. The MoES addressed this problem by installing ***customized budget accounting and financial reporting software*** to meet the size and needs of the EEEP while also replacing the Excel-based system which had been subject to human error.

29. **Procurement.** Procurement arrangements for the EEEP were sufficient and risks were properly identified. A combination of training, technical assistance, and exposure to different procurement methods strengthened the procurement capacity of the MoES, the universities, the Institute for Education Development (IED), and the Public Agency for Accreditation in Higher Education (APAAL). To a limited extent, procurement capacity in the municipalities has increased, though the project's goal to improve fiduciary capacity at the local level to reach international levels was unrealistic, since most municipalities led no more than three procurement processes throughout the project. In general, procurement procedures complied with the Bank's Procurement and Consultant Guidelines. Payment delays to some contractors and suppliers in the last two years of implementation, resulting from lack of budget allocation from the MoES, threatened project implementation, but these issues were resolved. The most notable procurement challenge was the failure to procure computer labs, after three unsuccessful attempts, for the 22 schools constructed by the project.

30. **Legal Covenants.** The MoES complied with the four legal covenants stipulated. Delays in complying with covenants resulted from delays in filling MoES staff and consulting positions, especially the international FM specialist position.

[7] World Bank (2006). "Status of Land Reform and Real Property Markets in Albania."

2.5 Post-completion Operation/Next Phase

31. The Government of Albania has expressed interest in a follow-up operation. The nature of this operation is not yet determined, though it will be based on the new Government's priorities for 2013-2017. The Bank is preparing a series of analytical products in the education sector and will facilitate a stakeholder consultation forum for the new operation. At the pre-university level, one option is to focus on areas that were not addressed in the EEEP, including early childhood education and school readiness interventions, as well as a more comprehensive system for teacher development and training. At the tertiary level, another option is to build on the successes of higher education governance and management reform by focusing on improvements in quality and relevance. See Annex 3 for a discussion on alternative investments for a subsequent operation.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

32. **The project's relevance rating is considered to be substantial.**

33. **Relevance of Objectives: High.** Improving the quality of learning conditions, increasing enrollment in general secondary education, and reforming higher education continue to be major priorities in Albania. The EEEP and its ARPs were fully aligned with the NES 2004-2015, which remains the guiding strategy for the sector. The Pre-University Law, passed with support provided by the EEEP, supports decentralization, school autonomy, and per capita funding mechanisms which address NES priorities for strengthening governance and improving financing for pre-university education. The NES also prioritizes improvements to the teaching and learning process with specific reference to curriculum and textbook development, introduction of ICTs into classrooms, development of an EMIS, and improvements in the national examinations system, all of which were directly supported by the EEEP. The EEEP also addresses a strategic objective of the Albania Country Partnership Strategy (CPS) 2011-2014: to broaden and sustain social gains by improving education services. The CPS acknowledges that "in education, the key challenge faced by the Government of Albania is to improve quality at all levels while also improving access, particularly for secondary and higher education…" Improved quality at all levels is embodied in the EEEP's objective to improve the quality of learning conditions (defined in Section 3.2), based on the rationale that quality learning conditions are a prerequisite for improved education quality. Improved access to secondary education is an explicit goal of the EEEP, and the project's third objective, to initiate higher education reform, also remains relevant as a precursor to increased access and improved quality at the tertiary level.

34. **Relevance of Design: Modest.** The EEEP was designed to support and utilize country systems while providing the Government with necessary flexibility to changing conditions. Albania's External Assistance Orientation Document, which articulates the country's development strategy that drove the CPS 2011-2014, called for the "World Bank to continue its leadership and build on the sector wide approach that has been started in education." However, design shortcomings in the PDO and results framework make it challenging to measure the project's achievements and to distinguish them from higher sector-level outcomes. These shortcomings include disconnects between the PDO and PDO indicators, disconnects between intermediate indicators and PDO indicators, lack of baseline data, discrepancy in PDO language between the PAD and legal documents, and failure to include new construction at the time of appraisal.

3.2 Achievement of Project Development Objectives

35. During the period of EEEP implementation, Albania witnessed impressive improvements in the education sector. The basic education dropout rate declined from 0.94% to 0.37%[8] and the secondary education net enrollment rate increased from 55.3% to 80%. Results of the 2009 and 2012 PISA assessments indicate major improvements since 2000, especially in reading, with a strong spike of improvement since 2009.[9] Reading scores improved from 349 in 2000 to 385 in 2009 to 394 in 2012. Functional illiteracy dropped from 56.7% in 2009 to 52.3% in 2012; innumeracy also declined from 67.7% to 60.7% from 2009 to 2012.

36. Although the EEEP is likely to be a contributing factor to achievements observed during this period, this ICR can only reflect those achievements that are clearly attributed to the EEEP. Taking into account the assessment of all three sub-objectives, all of which were equally important, **the project's overall efficacy rating is considered to be substantial**. Despite weaknesses in the Results Framework (see Section 2.3), all four PDO indicators were achieved. Of the 14 intermediate indicators, eight indicators fully met or surpassed their targets, two partially met their targets, and four were not achieved (see Annex 2). The table below portrays the efficacy ratings for each of the project's sub-objectives, as well as the correspondence between the sub-objectives and the components.

Table 3. Efficacy Ratings and Correspondence Between Sub-PDOs and Components

Components		**Project Development Objective**		
		Sub-PDO 1	**Sub-PDO 2**	**Sub-PDO 3**
		To improve the quality of learning conditions for students.	*To increase enrollment of students in general secondary education.*	*To initiate higher education reform.*
1: Leadership, Management, and Governance		X		X
2: Teaching and Learning Conditions		X		
3: Education Infrastructure	*Civil works in basic schools*	X		
	Civil works in secondary schools	X	X	
	Teaching and learning equipment	X		
4: Higher Education Reform				X
Efficacy Ratings		*Substantial*	*Modest*	*High*
Overall Efficacy Rating		**Substantial**		

Sub-PDO 1: To improve the quality of learning conditions for students.

37. Because the reference to "teaching conditions" was included in the PAD Results Framework, and because "the level of teachers' satisfaction in their working conditions" was selected as a key indicator for sub-PDO 1, this ICR infers that improving the quality of teaching conditions was part of this sub-objective, even though it was not explicitly stated. For assessing this sub-objective, "learning conditions" are defined as the pedagogical and physical classroom environment in which teaching and learning take place.

38. The project's achievement in relation to improving the quality of learning conditions for students is considered to be **substantial**. Classroom environments improved as a direct result of activities supported under Components 1, 2, and 3 of the EEEP (see table above). In terms of the pedagogical aspects of the classroom environment, the project had an impact on improving teachers' satisfaction in

[8] Baseline data was provided in November 2009, as no baseline data was available during appraisal.
[9] World Bank (2014). "PISA 2012 Brief: Albania." Europe and Central Asia Region.

their working conditions (see Section 2.3 for an explanation of the relationship between this indicator and learning conditions). In 2008, 29% of teachers expressed high satisfaction, 57% expressed moderate satisfaction, and 14% expressed a low level of satisfaction. These figures increased to 39% high, 48% moderate, and 13% low by 2011. Although wage increases[10] (not supported by the EEEP) were identified as an important aspect affecting the overall level of job satisfaction among teachers, other top factors include improvement of working conditions, reduction in number of pupils in classes, enrichment of didactic materials, and school infrastructure, all of which were supported by the EEEP.[11] During the ICR mission, the Bank team met with teachers and school administrators in 7 different basic and secondary schools, and all consistently reported satisfaction with the new student-centered curriculum and training (see Annex 5). Indeed, between 2007 and 2011, the share of teachers that reported satisfaction with the relevance of the curriculum increased from 50% to 75%. Teachers did receive cascade training on the new curricula, though the continuous teacher professional development system that was envisioned in the project design was not launched. This poses a risk to the expected impact and sustainability of this intervention (see Section 4).

39. In terms of the physical classroom environment, the EEEP supported a civil works program through which 22 schools (15 basic, 7 upper secondary) were constructed or rehabilitated, benefiting approximately 18,479 students.[12] The civil works program also had an impact (though modest, given the relatively small number of schools) on improving the quality of learning conditions by providing updated classroom infrastructure in 22 schools and by reducing overcrowding in areas served by those schools. Multiple shift schools decreased from 36% to 13.9% for basic education schools and from 15% to 5.6% for secondary schools; triple shift schools were eliminated. This can be attributed in part to the EEEP's civil works program. Between 2007 and 2013, average class sizes decreased across all education levels. In upper secondary schools, class sizes decreased from 36 to 32 pupils (and in Tirana prefecture, from 42 to 35) and from 27 to 25 in lower secondary schools. During the field visits, teachers and administrators noted that the improvements in school infrastructure had an impact on improving classroom environments for learning (see Annex 5). Although EEEP schools had some structural deficiencies, these were minor compared with non-renovated schools where the heavy rains had caused flooding and overflowing sewage.

40. The achievement of sub-PDO 1 is further substantiated by the many *outputs* that resulted from the project, as listed in Annex 2. As of 2009, all primary and basic schools are using an updated curriculum and new textbooks, benefiting approximately 440,000 students across the country. All general upper secondary schools have adopted revised curriculum which was implemented over a full three-year cycle from 2009-2011, benefiting another 121,000 students approximately. Students' access to computers was increased substantially due to the EEEP; nearly 1,500 computer labs were installed in schools, including over 24,000 computers and over 1,100 virtual labs. In urban areas, the student-computer ratio decreased from 46 to 14, and in rural areas, the ratio decreased from 133 to 13. Two thousand basic and secondary schools were also provided access to the internet. Approximately 700 physics, chemistry, and biology labs were procured and installed in basic and secondary schools. Despite the fact that the school grants program was not launched as expected, the passage of the Pre-University Law in 2012 introduced a number of school-level institutional reforms that are expected to improve the quality of teaching and

[10] The Government increased teachers' average salaries by 67% (49% in real terms) between 2005-2009.
[11] See survey report on "Assessment of Teacher Job Satisfaction," prepared by the Albanian Center for Economic Research in December 2011.
[12] Indirect beneficiaries include students who attend nearby existing schools and now have smaller class sizes, though the total number of indirect beneficiaries is unknown. In Lezhe, after the Beslidhja Basic Education School was built, at least 500 students continued to attend the old school which now has improved conditions due to smaller class sizes. See Annex 5.

learning conditions. For example, in secondary schools, teachers have far greater autonomy to select their subject areas, and students can now decide which elective subjects to take for the *Matura* exam. Primary school teachers also have autonomy on deciding on the content of the "free" hours in basic education, and teachers and principals can now make decisions regarding teaching materials and complementary books, on the basis of the per-student formula. Finally, the project also strengthened the culture of measuring learning outcomes by ensuring continued implementation of the State *Matura* exam as well as the successful completion of PISA in 2009 and 2012.

41. Critical data needed to attribute achievement of this sub-objective to the EEEP interventions (e.g. time on task, extent to which teachers are implementing the new curriculum, or changes in classroom behavior by teachers) are not available. Incomplete data and the failure to launch some interventions as expected represent shortcomings which curb the project's efficacy with relation to sub-PDO 1, despite the fact that achievement of this sub-objective is considered to be substantial.

Sub-PDO 2: To increase enrollment of students in general secondary education.

42. Enrollment in general secondary education improved, due in part to the EEEP. The targets for both of the key indicators for sub-PDO 2 were surpassed. The net enrollment rate increased from 55.3% in 2006 (baseline) to 80% in 2011, according to MoES estimates. The gross enrollment ratio increased substantially, from 68% in 2006 (baseline) to 91% in 2011. However, a better indicator for the EEEP is the change in enrollment in the 7 secondary schools supported by the EEEP's civil works program. In these schools, enrollment did increase from 4,453 in 2006 to 7,038 in 2012 according to MoES data.

43. The EEEP did meet both of the key outcome indicators for sub-PDO 2 and enrollment in the secondary schools supported by the project did increase. However, the Government led a large parallel capital investment program financed from the MoES budget which had a much larger impact on enrollment. In total, the EEEP supported only 22 of 1,174 schools (2%) that were built or rehabilitated in Albania between 2006 and 2012. The EEEP also supported the development and installation of network infrastructure (computer hardware and software) required to implement the School Infrastructure Mapping System (SIMS) and Geographical Information System (GIS) module, both intended to support decision making regarding geographical positioning of educational facilities and infrastructure needs. Although this is expected to inform any decisions about school infrastructure going forward, it was not in place until 2012 and there is little evidence indicating its actual implementation. Furthermore, there was a clear trend of increasing enrollment in secondary education before the project started. In fact, gross enrollment increased by 22.3% in the period before the EEEP, compared with 20% during EEEP implementation. Increased enrollment can be attributed to the EEEP only in the 7 secondary schools which benefited from the project's civil works program, so the achievement with relation to sub-PDO 2 is considered to be **modest**.

Sub-PDO 3: To initiate higher education reform.

44. The EEEP's achievements with relation to sub-PDO 3 are considered to be **high**. The EEEP advanced far beyond initial expectations in the area of higher education reform. The EEEP supported the introduction of several reforms in higher education, initially through the development and implementation of a Higher Education Reform Action Plan and ultimately the Higher Education Strategy 2013-2020. The strategy underwent significant consultations with stakeholders as well as international experts. The MoES advanced financing reforms in higher education with the development of a revised funding formula as well as a student loan scheme that has been agreed upon with the Ministry of Finance. The Public Agency for Accreditation of Higher Education was restructured. Five EMIS modules for higher education were developed and all higher education students were enrolled online for the 2012-2013 academic year. Standards for higher education institutions were prepared and used to launch a Higher

Education Program Ranking Initiative. Laboratory equipment was purchased and distributed to 12 (of 15) public universities. All universities in Albania have established external governing boards, surpassing the 50% target set for the project. All universities also have developed strategic plans. Although no key outcome indicators were included at design or restructuring, the EEEP met or surpassed all three of the intermediate outcome indicators established for this priority area.

3.3 Efficiency

45. **Overall, the project's efficiency is considered to be modest.** Data limitations and attribution concerns limit efficiency analyses to unit cost comparisons and a comparison of expected and observed benefits of civil works with the costs (see Section 3.2 and Annex 3).

46. Component 3, which included both civil works and the provision of teaching and learning equipment, is examined in depth given that it ultimately utilized 77% of total project funds (see Annex 1). The civil works program in particular accounted for 49% of total EEEP expenditures (63% of the total Component 3 expenditures), which is consistent with a declining Bank focus on civil works.[13] Directly benefiting approximately 18,479 students in total, the civil works program cost an average of ALL 178,752 (US$1,712) per student, although the per student costs range significantly, from ALL 53,220 to ALL 450,241, depending on the type of civil works, region, number of enrolled students, and other factors. On average, urban schools, upper secondary schools, and schools involving new construction or extensions were more expensive than rural schools, primary/basic schools, and schools involving only rehabilitation (see table below). A comparison of unit costs between EEEP schools and schools supported by the Education Reform Project (ERP) and School Rehabilitation and Capacity Building Project (SRCBP) indicates that EEEP schools are substantially more expensive, though this is largely explained by the fact that EEEP schools were of higher quality than previously constructed or rehabilitated schools (see Annex 3, Table 3). For example, EEEP schools included computer labs, science labs, and internet connectivity. More details on unit costs and cost comparisons across projects can be found in Annex 3.

Table 4. Average Unit Costs of Civil Works under the EEEP (in ALL) [a]

	Number of schools	Cost per school	Cost per classroom/laboratory	Cost per student
Total	22	150,143,829	5,344,926	178,752
Urban	17	159,898,516	5,319,520	176,856
Rural	5	116,977,894	5,466,257	188,128
Basic	15	139,265,520	5,033,693	182,587
Upper secondary	7	173,454,493	5,981,189	172,518
New construction	10	196,075,299	6,579,708	197,259
Extension	6	178,044,514	5,934,817	174,982
New construction/extension	16	189,313,755	6,336,862	188,783
Rehabilitation	6	45,690,694	1,958,173	112,631

[a] Civil works costs include furniture and technical assistance

47. As demonstrated in Section 3.2, the civil works program contributed to improving the quality of learning conditions (sub-PDO 1) and to increasing access to secondary school (sub-PDO 2). However, for both sub-PDOs, this contribution is modest given that the civil works program serves a relatively

[13] The School Rehabilitation and Capacity Building Project devoted 90% of its resources to school rehabilitation, compared with 59% under the subsequent Education Reform Project.

small beneficiary group. Direct beneficiaries of civil works amount to only 3.5% of the total number of primary and secondary students in Albania (520,974). Although civil works did help to reduce multiple shift schools, there is some evidence to suggest that this had minimal impact on increasing instructional time, which remains at less than 6 hours per day (see Annex 3). It is difficult to justify the use of 49% of the project's funds to serve a relatively small beneficiary group for less than half the day, especially because there is no evidence to suggest that these schools served the areas of most need. Although the civil works program did contribute modestly to both sub-PDOs 1 and 2, the costs were high relative to the benefits.

48. However, the other 51% of project funds (non-civil works expenditures) were used more efficiently because they contributed to achieving project sub-objectives for a broader beneficiary group at lower costs. For example, under Component 2, the MoES revised the basic and secondary education curricula and rolled it out nationwide, benefiting all primary and secondary students. This had, and continues to have, a positive impact on improving the quality of learning conditions, and the per student cost was ALL 718, compared with ALL 178,752 for civil works. The 51% of project funds further contributed to achieving sub-PDO 1 (through the provision of ICT equipment, science laboratories, internet connectivity, and an electronic system for the *Matura* exam) and to supporting institutional governance reforms in higher education (sub-PDO 3).

49. The EEEP also made investments in institutional capacity building within the MoES, which have had a positive effect on the project's overall efficiency. Though these investments cannot adequately be measured against alternative investments, these capacities will ensure more efficient spending of resources over the medium to long term. The ARP semi-annual reviews have demonstrated an increasing culture of measurement and monitoring, despite the challenges of limited data availability. This is demonstrated, at least in part, by the MoES's comprehensive measurement of teacher job satisfaction and perceptions of their working conditions. This information has helped the MoES to evaluate the EEEP's sub-objective on improving the quality of teaching and learning conditions.

3.4 **Justification of Overall Outcome Rating**

50. The relevance of objectives is high and the relevance of design is modest, yielding an overall relevance rating of *substantial.* The overall efficacy rating, taking into account all three sub-objectives, is also *substantial*, and the efficiency rating is *modest*. The combination of these ratings yields an overall ***moderately satisfactory*** rating for the achievement of outcomes.

3.5 Overarching Themes, Other Outcomes and Impacts

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

51. **Poverty Impact**. The EEEP was designed to support a sector-wide approach in which all students in the education system were expected to benefit. Analytical work indicated that poverty mainly shifted from rural to urban areas since 2008 due to ongoing migration out of the rural mountainous regions into urban areas along with low economic growth in the aftermath of the global financial crisis.[14] Although the total population in poverty increased by 7.7% between 2008 and 2012, the urban population in poverty increased by 36.8% during the same period. Because the EEEP aimed to reduce overcrowding by building and expanding schools in urban areas, the project did benefit the poor.

[14] 2012 Draft Poverty Note, pp. 4-5.

52. **Gender Impact.** Slight differences in enrollment rates by gender existed when the project began, and although these differences still exist, they are not significant. The PISA 2012 results indicate good performance parity across genders in math, with girls somewhat outperforming boys in reading. No substantial positive or negative effects of the EEEP were observed with relation to gender.

53. **Social Development Impact**. School construction efforts had an unexpected impact on social development due to processes of complying with the Bank's social safeguards policies. Municipalities were obligated to inform the community and seek input on land expropriation and resettlement matters. Through these processes, local communities were involved in the project's implementation. The project also strengthened the institutional framework for increased community-level involvement in the education process: 90% of schools now have functioning school boards. The Pre-University Law also provides greater autonomy to local government on curriculum and school management issues. The law also strengthens social inclusion by providing attention to special needs students.

(b) Institutional Change/Strengthening

54. The EEEP made a significant contribution to institutional strengthening. Through direct reforms, the institutional structure of the education system was clarified: IED and APAAL were restructured, National Inspectorate for Pre-University Education (NIPE) was established, university governance was strengthened, and the Pre-University Law was passed in 2012. The use of a sector-wide approach to implement the reform program also had a positive impact on long-term institutional capacity. Using the education system's existing structures and agencies to implement the EEEP strengthened capacity to plan, implement, and monitor a large-scale and nation-wide reform program.

4. Assessment of Risk to Development Outcome

55. Overall, the risks that the outcomes achieved under the EEEP might not be sustained are considered to be ***moderate***. The EEEP's development objectives are still consistent with the Albania CPS 2011-2014 and with the social sector priorities of the new government elected in June 2013. Even so, several factors present risks to maintaining achievements, especially towards sub-PDOs 1 and 2.

56. Funding for in-service teacher training was reduced when the former Institute for Curriculum and Training was replaced by the Institute for Education Development (IED). The MoES intended to establish a teacher training accreditation body, but this was only partially achieved. As a result, the in-service teacher professional development program is poorly funded and dysfunctional, creating the risk that curriculum reforms made under the project will not have their intended effect on improving learning conditions, putting sub-PDO 1 at risk. The new Government has also indicated that it will review actions taken under the leadership of the former Minister, such as the new curriculum framework for basic education. The EEEP also supported substantial investments in school infrastructure. Due to limited funding for the maintenance of infrastructure and internet connectivity, along with the absence of a clear mechanism to hold municipalities responsible for the maintenance of school infrastructure, there is a risk that infrastructure investments made under the EEEP will not be sustained. If so, achievements made towards sub-PDOs 1 and 2 may not be maintained. For these reasons, there is a *moderate* risk to sub-PDOs 1 and 2.

57. With regard to higher education reform and university governance, the MoES adopted a broad consultative and participatory approach involving diverse internal stakeholders and well as international experts. Higher education reforms, embodied in the strategy and law, are likely to be sustained. Furthermore, the strategy and law have the objective of aligning the Albanian higher education system with the EU. In general, EU integration is a common political goal in Albania with widespread popular

support. Even though the new Government will also review the higher education strategy before it is fully adopted, the risk to sub-PDO 3 is considered to be *negligible to low*.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry – Rating: Moderately Unsatisfactory

58. The EEEP benefited from sound technical analysis and a strategically relevant and innovative sector-wide approach which incorporated lessons learned from previous operations and feedback from a Quality Enhancement Review (QER) panel. The EEEP's design reflected both the Government's priorities for the education system as well as the Bank's development goals articulated in the CAS. However, the Bank's performance in ensuring quality at entry had ***significant shortcomings***, including: an overly ambitious design, given the weak fiduciary and implementation capacity of implementing agencies; the failure to include new school construction as a potential investment area; a weak results framework with disconnects between the components, the PDO, and the PDO indicators; and discrepancies in the PDO language between the PAD and the legal documents.

(b) Quality of Supervision – Rating: Moderately Satisfactory

59. Project supervision was responsive and thorough, benefiting from strong field support from the Bank's office in Tirana. Although IDA provided only one-third of the project's donor financing, the Bank provided in-depth technical, fiduciary, and safeguards supervision on behalf of the three co-financiers through December 2013, even after the IDA funding closed in June 2013. The Bank conducted a minimum of two supervision missions per year and provided substantial additional fiduciary and safeguards technical assistance. The project supervision record, including aide-memoires and ISRs, provides a detailed account of progress and implementation delays, especially following 2008 when the safeguards compliance issues were identified. The Bank also worked closely with the MoES to provide necessary flexibility and achieve successful implementation of project activities throughout implementation. The Bank supported project extensions which provided adequate time to complete major interventions that supported achievement of the PDO. The Bank also restructured the project in 2010 to allow for new school construction, which contributed to improving the quality of learning conditions (sub-PDO 1) by reducing overcrowding caused by migration. The Bank team resolved major safeguards issues, despite the excessive resources used in doing so and the heightened sensitivity following the ICZMCP investigation. Finally, restructuring the project in 2012 to reallocate funds across project components directed funds to high-priority civil works activities and school equipment.

60. The Bank's supervision had some ***moderate shortcomings.*** First, three changes in the Bank's task team leaders created a disconnect between design and implementation. The TTL who designed the project was only involved in implementation for the first 18 months of implementation, during which time few project activities actually started. Also, given that the EEEP was restructured four times, the Bank team had multiple opportunities to reallocate proceeds between the four components. For example, by 2010, it was clear that some project activities such as the school grants program were not likely to be launched under the EEEP, yet the Bank team did not reallocate funds away from this component until 2012. Furthermore, the Bank team did not capitalize on restructurings as opportunities to revise the Results Framework; irrelevant intermediate outcome indicators were not dropped and other relevant indicators, such as a key indicator for higher education reform, were not added. Analysis of costs and efficiency could also have been strengthened, especially pertaining to civil works. Finally, the resolution of safeguards issues ended up absorbing excessive resources, both financial and staff time.

(c) Justification of Rating for Overall Bank Performance – Rating: Moderately Satisfactory

61. Overall Bank performance is considered to be ***moderately satisfactory (MS)*.** Despite significant shortcomings in ensuring quality at project entry, an MS rating is justified given that substantial results were achieved under the project as reflected in the *moderately satisfactory* overall outcome rating.

5.2 Borrower Performance

(a) Government Performance – Rating: Moderately Satisfactory

62. The EEEP benefited from continuous support across the central Government of Albania. The Ministry of Finance provided continuous financial support to the Project. The Ministry of Finance imposed budgetary ceilings on foreign financing starting in 2011 (see Section 2.2), although the ceilings were imposed across the board as part of the Government's fiscal management in reaction to the Eurozone crisis and its effect on economic growth, budget revenues, and public debt levels.

(b) Implementing Agency or Agencies Performance – Rating: Moderately Unsatisfactory

63. The MoES exhibited strong ownership of the project during preparation and implementation. Many of the reforms envisioned in the NES and operationalized through the EEEP remained priorities of the project under the leadership of three different Ministers of Education.[15] Project management, coordination, and monitoring within the MoES was limited when the project became effective, though capacity within the MoES to implement and monitor the EEEP has increased substantially due to organization of the semi-annual EEEP review meetings with stakeholders across the government and with donors and other partners. National and international technical assistance has also strengthened the fiduciary capacity of the MoES. Through implementation of the EEEP, fiduciary capacities among the universities and APAAL have been strengthened as well. Among municipalities, fiduciary capacity has increased somewhat, though varies substantially.

64. Despite these factors, there were ***significant shortcomings*** in the performance of the MoES as the principal implementing agency. Persistent delays in recruiting necessary technical assistance, especially for financial management and civil works, delayed capacity building efforts in the MoES and resulted in periods of non-compliance with the legal covenants related to MoES staffing and the fiduciary capacity building plan. Insufficient supervision efforts on the part of the MoES, coupled with the absence of a mechanism to hold municipalities responsible for their obligations, led to recurring safety-related problems among civil works and concerns about sustainability of project-financed investments. The M&E capacity of the MoES has improved, though M&E arrangements were limited by the delays in establishing EMIS and delays in providing baseline data for results indicators. Finally, the MoES's commitment to resolve implementation delays in a timely manner and to complete key project activities deteriorated in the final months of project implementation. This resulted in: (i) the delayed resolution of procurement complaints and payments to service providers; (ii) the failure to procure computer labs and digital equipment for the 22 EEEP-funded schools; and (iii) the delayed resolution of quality and safety concerns regarding civil works (e.g. construction of fire escape staircases, water/electricity/sewage/drainage connections, and furniture installation).

[15] In July 2013, Ms. Lindita Nikolla was named as the new Minister of Education and Sports to the cabinet of Prime Minister Edi Rama, representing the Socialist Party of Albania.

(c) Justification of Rating for Overall Borrower Performance – Rating: Moderately Satisfactory

65. Overall, the Borrower's performance is deemed ***Moderately Satisfactory***. Despite the fact that Implementing Agency performance is rated Moderately Unsatisfactory and the Government performance rating is Moderately Satisfactory, an MS rating is justified given that substantial results were achieved under the project as reflected in the *moderately satisfactory* overall outcome rating.

6. Lessons Learned

66. **The Use of the Pooled Funding Approach.** The EEEP's pooled funding modality benefited the Government by providing flexibility to changing conditions and simplifying fiduciary procedures. However, it was challenging to manage from the Bank's perspective. Even though IDA contributed only $15 million to the EEEP, the World Bank as the primary fiduciary supervisor was responsible for reviewing and approving hundreds of operational and procurement actions for the full $75 million throughout the implementation period (resulting in implementation support costs of $1.16 million, fully covered by IDA, over 7.5 years for a $15 million IDA contribution). Future pooled fund projects should ensure that Administrative Agreements are signed with co-financiers to ensure adequate implementation support funds are available. Furthermore, implementation was constrained by substantial capacity gaps, which was apparent given the time it took for the government to fulfill the effectiveness conditions.

67. **Holding Municipalities Accountable.** Although municipalities were charged with implementing school construction activities, they did not have the capacity to comply with World Bank safeguards and fiduciary requirements. At the same time, the MoES did not, and still does not, have a mechanism to compel the municipalities to act, which puts at risk the infrastructure investments supported by the project. To support Albania's decentralized system of government and ensure achievement and sustainability of outcomes, there must be a formal mechanism (e.g. memoranda of understanding between the MoES and relevant municipalities) to ensure transparency and accountability for project outcomes at the level of the implementing agencies. Such mechanisms have been used in other countries to link resources to agreements reached between central and sub-national government entities, as well as to results achieved through project interventions.

68. **Civil Works.** The project yields some important lessons regarding civil works, which were time-consuming and unsystematic under the EEEP. Supervising civil works was costly and excessively laborious given that the EEEP constructed and rehabilitated 22 schools while the Government undertook a parallel civil works program that supported an additional 1,152 schools between 2006-2012. The Government's demonstrated capacity to manage civil works should discourage the Bank's future involvement. Going forward, the MoES must ensure that standard designs are followed across all municipalities in order to ensure that facilities are appropriate for an educational context and for use by children and adolescents. Quality could be improved if the architect would also supervise implementation of the civil works. Furthermore, school administrators should be involved in the school design and construction process.

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

(a) Borrower/implementing agencies

(b) Cofinanciers
No comments.

(c) Other partners and stakeholders
Not applicable.

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Restructuring Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Component 1: Leadership, Management, and Governance	10.0	3.4	2.9	29%
Component 2: Teaching and Learning Conditions	26.0	3.7	3.6	14%
Component 3: Education Infrastructure	32.0	64.2	50.8	159%
Component 4: Higher Education Reform	7.0	9.3	8.6	123%
Total Baseline Cost	**75.0**	**80.6** [a]	**65.9**	**89%**
Physical Contingencies	0.0	0.0	0.0	0
Price Contingencies	0.0	0.0	0.0	0
Total Project Costs	**75.0**	**80.6**	**65.9**	**89%**
Front-end fee PPF	0.0	0.0	0.0	0
Front-end fee IBRD	0.0	0.0	0.0	0
Total Financing Required	**75.0**	**80.6**	**65.9**	**89%**

[a] Variations in total costs are the result of exchange rate variations for the SDR, USD, Euro, and ALL.

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual Expenditure (USD millions)	Percentage of Appraisal
Borrower		30.00	24.19	81%
Council of Europe Development Bank (CEB)		15.00	15.48	103%
European Investment Bank (EIB)		15.00	14.44	96%
International Development Association (IDA)		15.00	15.48	103%

	Donors	Contribution	Share of Total	Total Disbursed as of 12-31-2013	Cumulative Expenditure 2006-2013 (incl VAT)	Share of Actual Expenditure to Total	% Spent	Remaining Funds
						%		
	A	**B**	**C=B/A5**	**D**	**F**	**G=F/A5**	**H=F/B**	**I=B-F**
A1	**WB**	11,826,633	19.58%	11,149,860	10,762,990	21%	91.01%	1,143,622
A2	**EIB**	12,500,000	20.70%	10,567,086	10,567,086	21%	84.54%	1,932,914
A3	**CEB**	14,000,000	23.18%	11,320,000	11,320,000	22%	80.86%	2,680,000
A4	**GOA**	22,066,667	36.54%	17,816,037	17,688,448	35%	80.16%	4,378,219
A5	**Total**	**60,393,300**	100.00%	**50,852,983**	**50,338,524**	100%	83.35%	**10,496,062**

Amounts denominated in Euros

Annex 2. Outputs by Component

Table 1. ARP Outputs, by Component (at Appraisal)[16]

Component 1: Strengthening leadership, management and governance of the education system		
Outcomes		**Outputs**
1.1	Clearly defined roles and responsibilities and accountability structures in the education system, and decentralized service delivery system defined	• Decentralized education service delivery piloted, and roles and responsibilities of various levels defined • Evaluation and rollout plan of the decentralization in the education sector • Local and regional authorities aware of planned changes • Clear understanding and functioning of the roles at the different levels of the education system
1.2	Increased school leadership, autonomy and accountability	• Development of the leadership training system for school principals initiated • Improved leadership and management capacities in those schools that have trained headmasters • School principals' basic level training program tested and improved • Local and regional education management capacities improved
1.3	EMIS fully functional and used for decision making at the MoES and Regional levels	• EMIS fully functional in all levels of the education system • Report of the Education Expenditure Tracking Survey
1.4	Capacities for financial management and procurement at the MoES, regional and local levels close to the international standard	• Enhanced fiduciary capacity in the education sector
Component 2: Improving the conditions of teaching and learning		
Outcomes		**Outputs**
2.1	New curriculum fully implemented in all basic schools, and teachers' knowledge and skills improved to teach according to intended educational goals	• Improved basic education curriculum • First draft of secondary education framework and curriculum developed • Secondary education curriculum approved and ready for implementation • Teachers' knowledge of new pedagogical requirements improved • School principals' training at the basic level operational

[16] In PAD and NES, outputs are not tied to specific anticipated outcomes. Outputs have been consolidated and presented in connection with outcomes for the purposes of the ICR.

2.2	Teacher professional development system established, and all teachers engaged in lifelong professional development	• Policy framework for lifelong teachers' professional development drafted • All teachers engage in continuous professional development
2.3	State *Matura* operating in a reliable and sustainable way, and a national assessment of student achievement working satisfactorily	• National consensus on evaluation and assessment of education outcomes • First education quality report prepared
2.4	PISA 2009 conducted successfully	• PISA results analyzed and used for policy recommendations
2.5	School improvement processes underway in first batch of schools	• School Improvement Network ready to be launched • Performance indicators for school external- and self-evaluations developed • All schools have an evaluation framework • All schools have initial School Development Plan • Results of 2-year pilot of school self-evaluation process analyzed, and the policy/legal framework for school evaluation prepared • All schools have updated School Development Plan • All schools have completed the first round of self-evaluation • Approximately 300 schools engaging in school improvement processes • Local and regional education management capacities improved
Component 3: Improving and rationalizing education infrastructure		
Outcomes		**Outputs**
3.1	Enrollment rates in secondary education increased, especially in areas affected by poverty	• A strategy and action plans for increased secondary enrollment Increased secondary enrollment rate
3.2	Students' learning environment approved	• A plan and preparatory work for improving learning environment for basic schools • A plan and preparatory work for improving learning environment for secondary schools
3.3	Teachers' conditions for productive teaching improved	• Improved learning and teaching environment in provinces
3.4	Student per computer ratio in basic and secondary schools improved	• Improved student-computer ratio
3.5	Computers with Internet connection ratio in schools increased	
3.6	Efficiency of the use of school buildings and facilities improved	• A more efficient and equitable distribution of resources for investment budget
Component 4: Setting the stage for higher education reform		
Outcomes		**Outputs**
4.1	Higher Education Master Plan (strategy) developed	• A final Master Plan for higher education developed and discussed widely by stakeholders • Report on curriculum assessment prepared

		• A university which certifies a teaching diploma • Universities equipped with appropriate teaching materials
4.2	Higher Education Law 1999 revised and adopted	• A Higher Education Law revised • A revised Higher Education Law adopted
4.3	Governance structure of universities strengthened	• Strengthened governance structure in 70% of universities
4.4	Strategic development plan of universities developed and implemented	• Strategic plans developed and implemented in all universities

Table 2. Project Outputs, by Component and Expected Outcome

Component 1: Strengthening leadership, management and governance of the education system	
Expected Outcomes: • Clearly defined roles and responsibilities and accountability structures in the education system, and decentralized service delivery system defined • Increased school leadership, autonomy and accountability • EMIS fully functional and used for decision making at the MoES and Regional levels • Capacities for financial management and procurement at the MoES, regional and local levels close to the international standard	
Project Outputs – Component 1	**Intermediate Outcome Indicators (2 of 4 fully achieved/surpassed)**
1. *Institutional structure of education system revised and clarified.* **Achieved.** The institutional structure of the MoES, Regional Education Directorates (REDs), education offices, and subordinate education institutions and their respective functions have been revised and clarified. The Institute of Educational Development and the Public Agency for Accreditation of Higher Education (APAAL) have been restructured. 2. *Establishment of National Inspectorate for Pre-University Education (NIPE).* **Achieved.** NIPE, responsible for assessing public and private schools, has also developed inspection guidelines and standards. 3. *Development and passage of law on pre-university education.* **Achieved**. The law on pre-university education, approved in June 2012, provides the foundation for important reforms such as: (i) full compliance of structure with the levels of the International Standard Classification of Education (ISCED) 1997; (ii) de-concentration of power to local governments; (iii) greater autonomy and accountability at the school level related to curriculum, management, financial decisions, and competitive selection processes for school principals and teachers; (iv) introduction of per capita funding formula; (v)	• **Progress on the pilot and evaluation of the decentralization of education service delivery in 2-3 regions** **Target Not Achieved.** School grants program was not launched, thus pilot could not be initiated. • **School principals trained in management and education leadership (%)** **Target Surpassed.** 100% were trained compared with 70% target.

attention to special needs students; and (vi) inclusion of 5 year olds into the formal basic education system. However, the implementation of this law has been varied. 4. *Development and rollout of training program to at least 70% of school principals in management and education leadership.* **Achieved.** 100% of principals were trained. The target was surpassed in 2008. 5. *Establishment of functioning school boards in 70% of schools.* **Achieved.** 90% of schools had functioning school boards as of May 2013. However, their role is limited in some schools due to delays in designing and implementing the school grants program. 6. *Establishment of a school grants program.* **Not achieved.** The MoES and Development Partners agreed to drop the school grants program from the EEEP due to the delays in establishing a funding formula and the remaining available time for the project. 7. *Development and deployment of pre-university EMIS.* **Achieved.** Includes student and teacher information. 8. *Development and deployment of higher education EMIS.* **Achieved.** All five modules were developed and deployed and are in use at the National Agency of Examinations (NAE), where a Data Unit has been established. All higher education students were enrolled online for the 2012-13 academic year. 9. *Expansion of EMIS system to regional and school levels.* **Partially achieved.** EMIS software has been installed and tested at the NAE and EMIS trainers from the Regional Education Directorates were trained. Retraining is required (started in October 2013) though before school directors will be trained (expected in Nov-Dec 2013). The MoES is piloting the school-level rollout in October 2013 and expects EMIS to be fully operational at the school level starting in January 2014. 10. *IT infrastructure improved to support school mapping database.* **Achieved.** The required infrastructure (hardware/software) required to implement the SIMS system of school mapping[17] was purchased and two modules of the school mapping system have been deployed on the new infrastructure. SIMS can be accessed through the Albanian government's portal *e-Albania.* 11. *Development of electronic document management software for the management of all documents in MoES and development of MoES's portal (intranet and extranet).* **Achieved**. The application was deployed in the MoES servers and is in use. 12. *Fiduciary capacity of MoES strengthened.* **Achieved**. Technical assistance was provided by two local procurement consultants and one international procurement consultant to the MoES Procurement Section throughout the project. Financial management consultants also worked to build capacity in the MoES, though support was delayed. 13. *Purchase and installation of budget accounting and financial reporting software.*	• **Schools with functioning school boards (%)** **Target Surpassed.** 90% of schools have school boards compared with 70% target. • **Standard deviation of the per student expenditure (in basic education) by region** **Target Not Achieved.** Data shows increasing trend resulting from higher teacher salaries.

[17] Conducted through ALB-IPF-TA-10

Achieved. Due to delays in the development of the Single Treasury System, which was anticipated at project appraisal, the MoES has installed budget accounting and financial reporting software to replace the project semi-automated bookkeeping system that had been in use. The new software is designed specifically for MoES needs. 14. *Institutional capacity strengthened.* **Achieved**. Capacity within the MoES to carry out its functions and implement internationally-financed projects has increased.	
Component 2: Improving the conditions of teaching and learning	
Expected Outcomes: • New curriculum fully implemented in all basic schools, and teachers' knowledge and skills improved to teach according to intended educational goals • Teacher professional development system established, and all teachers engaged in lifelong professional development • State *Matura* operating in a reliable and sustainable way, and a national assessment of student achievement working satisfactorily • PISA 2009 conducted successfully • School improvement processes underway in first batch of schools	
Project Outputs – Component 2	**Intermediate Outcome Indicators (1 of 4 fully achieved/surpassed)**
15. *Development and implementation of new curriculum and textbooks for basic education.* **Achieved.** 100% of primary schools are using new curriculum and textbooks. 16. *Development and implementation of new secondary general education curriculum.* **Achieved.** 100% of secondary schools have adopted the revised curriculum which was implemented over a full three-year cycle from 2009-2011. 17. *Development of Curriculum Framework for pre-university education.* **Achieved.** The framework, developed with stakeholder consultation to be coherent with European standards, is currently pending review from the new Government. The revised curriculum ensures greater vertical and horizontal alignment through an integrated subject and competency-based approach. 18. *Development of Learning Standards, Teaching Plan, and respective syllabi in support of second round of curriculum revision for basic education.* **Achieved.** These will be used to support the nation-wide rollout of the new curriculum in 2015, though they are also subject to review from the new Government. 19. *Increase in level of teachers' satisfaction in their working conditions.* **Achieved.** Survey results indicated that 'high satisfaction' increased from 29% to 39%; 'moderate satisfaction'	• **Primary schools using new curriculum and textbooks (%)** **Target Surpassed.** As of 2009, 100% of primary schools were using new curriculum/textbooks (target was 95%). • **Number of schools and clusters of schools engaged in school improvement activities** **Target Not Achieved.** School improvement projects were not implemented under the project (target was 400 schools).[18]

[18] ISRs state that school improvement activities were dropped in August 2010 as part of an effort to prioritize activities. However, the indicator was never dropped.

decreased from 57% to 48%; and 'low satisfaction' decreased from 14% to 13%. 20. *Establishment of pre-service professional standards for the teaching profession.* **Achieved**, due to approved legislation. 21. *Establish a teacher training accreditation body*. **Partially achieved.** The MoES developed a Regulation on Professional Development of Teachers, and defined the criteria for accreditation of all training providers. However, the initiative to accredit training programs is not sufficient to ensure the necessary training is delivered. No accreditation body was established. 22. *Training of basic and secondary school teachers in integrating ICT within curriculum.* **Achieved.** 4,200 pre-university education teachers, as well as 500 pre-university education administrators and 100 specialists (MoES/RED/inspectors), were trained on integrating ICT within the curriculum and ICT integration policies in schools. 23. *Development of a functional in-service teacher professional development program.* **Not Achieved.** The current teacher professional development program is only partially functional, not properly aligned with curriculum reforms, and insufficiently funded. 24. *State* Matura *continues to be implemented.* **Achieved.** The state *Matura* is used as a secondary school exit exam and a university entrance exam and continues to be revised each year according to the needs of the education system. 25. *National assessment of student achievement is functioning.* **Achieved.** The National Agency of Examinations produced the 9th grade examination of Albanian language and mathematics. The scoring of the exam is done locally by the Regional Education Directorates. 26. *PISA 2009 conducted successfully.* **Achieved.** Student achievement increased since Albania's previous participation in PISA. Albania was the third country with the largest gains since 2000. 27. *PISA 2012 conducted successfully.* **Achieved.** Though not originally anticipated as a project outcome, Albania also participated in the PISA 2012 international assessment. Results will be available in December 2013. 28. *School improvement processes are underway.* **Not achieved.** In large part, the school improvement process has not started because the school grants program was never developed.	• **Teachers who participate in continuous professional development (%)** **Target Not Achieved.** MOES claims that 4,200 teachers were trained in ICT with support from the EEEP, or 12% of the 35,000 teachers in the overall education system (target was 70%). • **Number of additional qualified primary teachers resulting from project interventions (Core Indicator)** **Target Partially Achieved.** 12,509 teachers, 43% of all primary and general secondary teachers, were trained under the project between 2007-2013 (target was 20,429 teachers, or 70%). This indicator was added in August 2010 by the Education Sector Board.
Component 3: Improving and rationalizing education infrastructure	
Expected Outcomes: • Enrollment rates in secondary education increased, especially in areas affected by poverty • Students' learning environment approved • Teachers' conditions for productive teaching improved • Student per computer ratio in basic and secondary schools improved • Computers with Internet connection ratio in schools increased	

• Efficiency of the use of school buildings and facilities improved	
Project Outputs – Component 3	**Intermediate Outcome Indicators (2 of 3 fully achieved/surpassed)**
29. *Rehabilitation and expansion of secondary school facilities.* **Achieved.** 4 new secondary schools were constructed, 2 existing secondary school were expanded, and 1 existing secondary school was rehabilitated. New furniture was also provided. 30. *Rehabilitation and expansion of basic (9-year) school facilities.* **Achieved.** 6 existing basic schools were rehabilitated, 3 existing basic schools were expanded, and 6 new basic schools were constructed. New furniture was also provided. 31. *Development of country-wide norms and standards for school construction.* **Partially achieved**. The MoES has adapted construction standards from Kosovo for use in Albania, though in practice they function as recommendations more than legally binding requirements for the municipalities. 32. *Provision of furniture and teaching aids to preparatory (ECD) classes.* **Achieved.** 400 classes received furniture and teaching aids purchased under the project. UNICEF also contributed to this activity by providing teacher training and teaching kits to all ECD teachers. 33. *Purchase and distribution of computer equipment and furnishings to establish computer laboratories in basic and secondary schools.* **Achieved.** 1,496 computer labs were purchased and installed in basic and secondary schools, including 24,125 computers, 1,107 virtual labs, 722 projectors, 569 laser printers, and 150 scanners. 34. *Provision of chemistry, biology, and physics laboratories to basic and secondary education schools.* **Achieved.** 250 chemistry labs and 250 biology labs were purchased and installed in basic education schools. 100 chemistry labs and 100 biology labs were purchased and installed in secondary schools. 35. *Purchase of interactive teaching equipment for secondary school teachers.* **Achieved.** 20 secondary schools received interactive white boards, wireless interactive testing systems, teacher slates, and student remotes, in order to integrate ICT into the curricula. 36. *Purchase of server and electronic equipment to carry out future* Matura *exams.* **Achieved.** Server up and running with the National Agency of Examinations. 37. *Provision of internet services to approximately 2,000 schools.* **Achieved.** However, the contract with the internet service provider expired in February 2013. The MoES is in the process of renegotiating the contract and is expected to allocate budget on an annual basis.	• **Students in schools with multiple shifts (Basic/Secondary) (%)** **Target Surpassed.** 13.9% and 5.6% of basic and secondary students, respectively, are in schools with multiple shifts (target was 25% basic/8% secondary). • **Student-computer ratio in secondary education disaggregated by regions** **Target Surpassed.** Student-computer ratio is 14 on average, 14 urban and 13 rural (target was 30 average). • **Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions (Core Indicator)**[19] **Target Partially Achieved.** 22 basic and schools (comprising 518 classrooms, or 607 "instructional spaces" including both classrooms and laboratories) were built or rehabilitated (target was 30 schools). This indicator was added in August 2010 by the Education Sector Board.
Component 4: Setting the stage for higher education reform	
Expected Outcomes:	

[19] This indicator replaced the previous intermediate outcome indicator "schools meeting the minimum standard requirements (%)".

- Higher Education Master Plan (strategy) developed
- Higher Education Law 1999 revised and adopted
- Governance structure of universities strengthened
- Strategic development plan of universities developed and implemented

Project Outputs – Component 4	Intermediate Outcome Indicators (3 of 3 fully achieved/surpassed)
38. *Higher Education Master Plan (strategy) developed.* **Achieved.** The Higher Education Strategy was developed in 2007 and is now being implemented with the support of an Action Plan for the implementation of the strategy, which was also supported by the project. 39. *Higher education financing mechanisms reformed.* **Partially achieved.** A key element of the strategy and action plan involves a revised funding formula and a student loan framework. Both have been well developed, but budget constraints and political timing due to elections in June 2013 have prevented MoES from implementing them in the academic year starting in October 2013. Full implementation of the strategy is on hold pending a review from the new Government. 40. *Develop a plan to implement the Bologna Process in Albania.* **Achieved.** This plan has been integrated into the Higher Education Strategy. 41. *Preparation of Standards for Higher Education Institutions.* **Achieved.** The report, prepared by an international consortium, articulates standards to be used by the MoES, HEIs, the Public Agency for Accreditation in Higher Education (APAAL), and the general public. The standards also fed into the ranking initiative and the financing reform. 42. *Launched the Higher Education Program Ranking Initiative.* **Achieved.** The purpose is to provide students and employers the information on the quality and relevance of higher education programs, as well as to provide the Government with additional criteria in terms of financing the public HEIs in Albania. 43. *Provision of teaching and learning equipment to universities.* **Achieved.** Laboratory equipment has been purchased and distributed to 12 universities. 44. *Higher Education Law 1999 revised and adopted*. **Achieved.** The law was replaced with the 2007 Law on Higher Education. 45. *Governance structures of universities strengthened*. **Achieved**. All universities have established external governing boards. 46. *Strategic development plan of universities developed and implemented*. **Achieved**. All universities have developed strategic plans, and capacity to operate autonomously is increasing.	• **Amendment, adoption and implementation of the Higher Education Law**[20] **Target Achieved.** Law was approved and is starting partial implementation. Funding formula components of law will not be implemented in 2013-14 academic year. • **Universities which develop strategic plans (%)** **Target Achieved.** 100% of universities have developed strategic plans. • **Universities with external governing boards (%)** **Target Surpassed.** 100% of universities have external governing boards (target was 50%).

[20] In ISRs, this indicator is worded as "progress on the revision of higher education law."

Annex 3. Economic and Financial Analysis

Even though the PAD's economic and financial analysis does not explicitly state the **rationale for public investment**, it is clear that equity considerations were important in shaping the project's design. Indeed, public investment in education is usually justified on the basis of equity, together with informational asymmetries and credit market imperfections. General education in Albania is primarily provided through public investment by the government. In 2013, over 93% of students in grades 1-12 attended public schools. In that respect, investment in pre-university education is very well targeted since nearly all children complete at least lower secondary education. In the case of Albania, investment in tertiary education was also timely given the rapid growth in the number of students at this level, from 87,000 in 2007 to 174,000 in 2013.

The **rationale for the World Bank's involvement** is based on its expertise in policy and strategic issues and its international experience. The World Bank had been engaged in the education sector in Albania since 1994, with the first School Rehabilitation and Capacity Building Project (SRCBP; 1994-2000) and the subsequent Education Reform Project (ERP; 2000-2004). Each subsequent operation built on the lessons of the prior operation. At preparation, the Bank was one of the few, and the largest, development partners supporting the education sector in Albania. Moreover, in Albania's financially constrained setting, the Bank's participation primarily in capital investments is well-founded given that most resources are used for operational expenditures.

As described in Section 3.2 in the main text of the ICR, the EEEP's achievements were *substantial* with respect to sub-PDO 1 (improved quality of learning conditions for students) and *high* with respect to sub-PDO 3 (initiated higher education reform). It had a *modest* role in achieving sub-PDO 2 (increased enrollment of students in general secondary education), even though this objective was achieved during the life of the project. Overall, **the EEEP was moderately effective at achieving its stated development objective.**

In order to assess whether the investments were cost-effective and efficient, it is important to know the extent to which the project actually contributed to the achievement of the PDO. However, based on the nature of the pooled fund, **attributing observed results to the project's activities is not straightforward** (see Section 3.2). In the PAD, the economic and financial analysis argues that improved coverage and quality of secondary and higher education are necessary to increase productivity, and ultimately, growth and poverty reduction, but there may be lags between the project's activities and the point at which growth and poverty reduction is observed. Additionally, it is difficult to attribute growth and poverty reduction to the project given the number of variables affecting these higher order objectives. Furthermore, it is not feasible to quantify and monetize benefits (thereby prohibiting cost-benefit analysis) or to calculate rates of return for the EEEP. These types of economic analysis were not attempted at the appraisal stage. Moreover, the nature of education projects is such that analyses conducted immediately upon a project's completion are unlikely to be fully comprehensive as many of the benefits that accrue from investments in education will materialize in the medium to long term. Therefore, the remaining alternatives for assessing the project's efficiency are to (i) compare unit costs with other similar projects, (ii) compare expected and observed benefits of civil works with the costs, and (iii) consider cost effective policy alternatives for subsequent operations.

I. Cost Analysis

Data availability is a major constraint, making rigorous, quantitative analysis difficult. While detailed information on the costs of the EEEP is available, data from other comparable projects are generally unavailable. For the SRCBP and the ERP, the ICRs only indicate the total cost of the civil works component and the overall number of beneficiaries. Therefore, it is not possible to break the SRCBP

down into the cost of rehabilitation and the cost of new construction in a way that it would be more easily comparable to the EEEP.

The cost analysis focuses primarily on Component 3 (*improving and rationalizing education infrastructure*), which accounted for 77% of the EEEP's financial resources (see Table 1). A large portion of Component 3 funds was used for civil works, to build 10 new schools, extend the capacity of 5 schools, and rehabilitate another 7 schools (22 schools in total). Most of the schools tackled by the project were in urban areas (17), reducing overcrowding in urban schools. In addition to civil works, Component 3 funds were used for the acquisition and installation of teaching and learning equipment for schools.

Table 1. Cost of Civil Works and Teaching/Learning Equipment

	Amount (ALL)	**Share of EEEP**	**Share of Civil Works**
Total EEEP Expenditures	6,829,412,638	100%	-
Component 3 expenditures	5,268,299,276	77%	-
i) Civil Works [a]	3,303,164,242	49%	100%
New construction & extension	*2,920,142,665*	*43%*	*88%*
Rehabilitation	*383,021,577*	*6%*	*12%*
ii) Teaching and Learning Equipment	1,965,135,035	29%	-

[a] Civil works costs include furniture and technical assistance

Table 2 shows the average cost of civil works per school, classroom or laboratory and student for different types of activities (new construction vs. rehabilitation, schools grades 1-9 vs. schools grades 10-12, and urban vs. rural schools). These figures demonstrate that expenditures per school are higher in urban schools than in rural schools, although they tend to benefit more children which explains the lower per student costs. Additionally, upper secondary schools cost more than basic education schools, though because upper secondary schools tend to enroll more children, the per student costs are lower than basic schools. Expectedly, new construction is the most expensive, though not substantially more than school extensions. Rehabilitation is much less expensive by any per unit metric, mainly because rehabilitation generally involves minor repairs and building upgrades.

Table 2. Average Unit Costs of Civil Works under the EEEP (in ALL) [a]

	Number of schools	**Cost per school**	**Cost per classroom/laboratory**	**Cost per student**
Total	22	150,143,829	5,344,926	178,752
Urban	17	159,898,516	5,319,520	176,856
Rural	5	116,977,894	5,466,257	188,128
Basic	15	139,265,520	5,033,693	182,587
Upper secondary	7	173,454,493	5,981,189	172,518
New construction	10	196,075,299	6,579,708	197,259
Extension	6	178,044,514	5,934,817	174,982
New construction/extension	16	189,313,755	6,336,862	188,783
Rehabilitation	6	45,690,694	1,958,173	112,631

[a] Civil works costs include furniture and technical assistance

The cost figures in Table 2 alone do not shed much light on the project's efficiency. Nonetheless, comparisons of unit costs across projects have to be taken with a grain of salt as projects' activities are not entirely comparable. Moreover, input prices can vary widely across countries (or time) causing the production of the same output to have substantially different costs (e.g. labor costs or energy). To minimize concerns regarding comparability, this ICR compares the EEEP with the three prior education projects. This adds the complication of bringing all projects' cost figures to 2013, which is done with the use of the International Monetary Fund's GDP deflator. As another robustness check, costs per student as a share of GDP per capita are also computed. This indicator is meant to measure the portion of an average individual's wealth that was spent for each beneficiary student.

Table 3 compares civil works costs of the EEEP with those of the SRCBP, the ERP and also with the Tirana Schools Development and Rehabilitation Program (financed by the CEB). The SRCBP rehabilitated 157 schools and replaced 26 schools, benefiting approximately 60,000 students, though costs and beneficiaries cannot be distinguished based on type of civil works (rehabilitation vs. extension). Additionally, the quality of civil works from the SRCBP was uneven. It was rated good in 15% of the schools, average in 65% and poor in the remaining 20%. The ERP rehabilitated 44 schools, but included no new construction. Around 22,000 children benefited from that component. The CEB's project financed new construction and rehabilitation of 19 Tirana schools and benefitted almost 20,000 students.

Table 3. Unit Cost Comparisons: Three World Bank Education Projects and one CEB Project in Albania

	EEEP		**CEB**		**ERP**	**SRCBP**
Years of implementation	2006-2013		2005-2011		2000-2004	1994-2000
Intervention	New construction/ extension	Rehabilitation	New construction	Rehabilitation/ extension	Rehabilitation	Rehabilitation/ extension
Includes Technical Assistance?	Yes		Yes	Yes	Yes	Unclear
Includes furniture?	Yes		Yes	Yes	Yes	Yes
Component's cost (LEK)	3,029,020,079	274,144,162	996,132,904	1,488,709,678	920,121,500	1,492,045,500
Component's cost (2013 LEK)	3,029,020,079	274,144,162	1,036,837,817	1,549,542,723	1,147,238,605	2,192,780,877
Schools	16	6	7	12	44	183 (157 rehabilitated, 26 replaced)
Students	16,045	2,434	6,000	13,270	22,000	60,000
Efficiency Indicators						
Cost per school (LEK)	189,313,755	45,690,694	148,119,688	129,128,560	26,073,605	11,982,409
Cost per student (LEK)	188,783	112,631	172,806	116,770	52,147	36,546
Cost per student as share of GDP per capita	44%	26%	40%	27%	16%	15%

According to the efficiency indicators presented, the EEEP is considerably more expensive than the ERP and the SRCBP in terms of civil works. Costs per school and per student are significantly higher. However, when rehabilitation figures are compared across the three projects, the cost per student as a share of the GDP per capita is not substantially higher, demonstrating that these projects had a similar cost in terms of the average individual's income. Moreover, the EEEP's costs per student are very much in line with those of the CEB's project, which happened simultaneously and is therefore more easily

comparable. As discussed above, it should be noted that (i) these activities are not fully comparable; (ii) input prices may vary across time; and (iii) the EEEP's civil works were primarily in urban areas, where works tend to be more expensive.

II. Comparing and Costs and Benefits of Investments in Physical Infrastructure

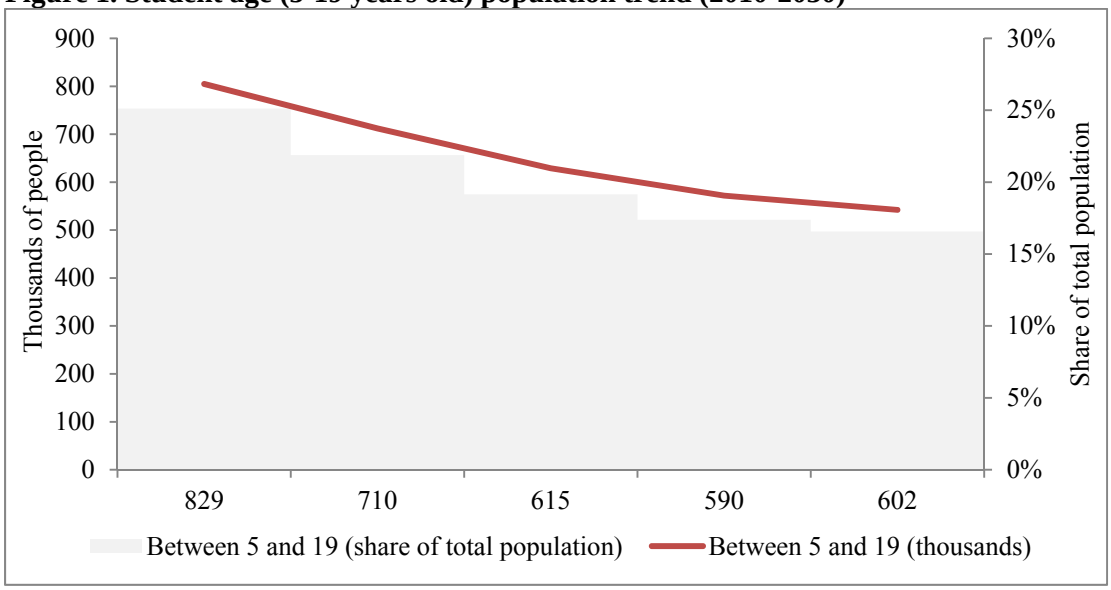
The cost analysis above takes the project's civil works activities as given and intends to compare costs of similar projects by unit of output. In this section, the costs of civil works are weighed against the anticipated and observed benefits.

The PAD identifies several factors that contribute to poor learning outcomes in Albania, including the existence of double or triple shifts (in some schools). Civil works were justified as a means to improve the quality of learning conditions (sub-PDO 1) by reducing multiple shift schools, thereby enabling students to have more classes and ultimately more instructional time. Evidence indicates that greater instructional time does have a positive impact on student learning, especially among children from vulnerable families.[21] The PAD stated that the declining student age population presented an opportunity to reduce the number of multiple shift schools and to lengthen hours in school. In that sense, from an *ex-ante perspective*, the rehabilitation and construction of new schools would be a reasonable way to improve the quality of learning conditions in basic and secondary schools (sub-PDO 1) while also increasing enrollment in secondary schools (sub-PDO 2). The share of schools with multiple shifts is an intermediate indicator for the project and its target was surpassed: the percentage of students in multiple shift schools dropped from 36/15 (basic/upper secondary schools) to 13.9/5.6 between 2006 and 2012. Civil works contributed directly to the reduction in multiple shift schools, and evidence from field visits confirms that new and improved infrastructure has helped to improve the overall classroom environment in the 22 schools supported by the EEEP (see Section 3.2 and Annex 5). However, progress reports show that the expected increase in instructional time has not yet materialized. At ages 7-8, the average hours of instruction per year have remained stagnant at 700-805 (less than 5 hours per day in a 175 days school year) while at age 15 instructional time remained at 1,020 hours per year (less than 6 hours per day).[22]

Civil works under the EEEP directly benefited approximately 18,479 primary and secondary students, which amounts to only 3.5% of the total number of primary and secondary students in Albania (520,974).[23] It is difficult to justify the use of 49% of the project's funds for such a small beneficiary group, especially because there is no evidence to suggest that these schools served the areas of most need. In the context of a rapidly declining school age population (see Figure 1) and strict budget constraints,[24] the construction of new schools that serve a relatively small group of beneficiaries less than half the day is not a cost effective use of project funds.

[21] See Kutner and Gortazar (2013) for a review of the impact of time on task on school attainment.
[22] This data was provided by the MoES in 2013 and has not been verified. The PAD states that the baseline amount of instructional hours is said to be 570/780 for ages 7-8 and 15, respectively.
[23] Civil works also had indirect beneficiaries: those who no longer share classrooms or administer/teach those who enrolled in the new schools. See Section 3.2 and Annex 5.
[24] Public expenditures on education were 2.8% of GDP in 2013 and are expected to fall to 2.6% by 2015 (MoES data).

Figure 1. Student age (5-19 years old) population trend (2010-2030)



Source: UN population projections

Overcrowding in urban schools was also identified as a reason for investing in physical infrastructure. Student-teacher ratios (STRs) and class size have fallen and converged to OECD levels for lower secondary education. However, the same indicators did not show much improvement for primary and upper secondary education (see Table 4). Regardless, educational research has failed to show convincing evidence of the effects of class size on student learning.

Table 4. Student-teacher ratio and class size in 2007 and 2013

	Student-teacher ratio			Class size		
	2007	2013	OECD (2010)	2007	2013	OECD (2010)
Primary						
Total	20.1	19.4	15.4	27.1	26.4	21.3
Urban	25.3	25.6	-	26.2	27.2	-
Rural	17.2	15.5	-	28.0	25.7	-
Lower secondary						
Total	15.3	13.2	13.3	27.3	25.7	23.4
Urban	17.1	15.8	-	29.6	28.9	-
Rural	14.0	11.4	-	25.5	23.2	-
Upper secondary						
Total	21.5	19.2	13.9	36.0	32.3	-
Urban	23.0	20.2	-	38.9	34.5	-
Rural	19.1	17.5	-	31.2	28.5	-

Source: INSTAT and OECD (2013), Tables D2.1 and D2.2.

III. Alternative Investments for Subsequent Operations

Since the project was designed in 2005, stronger economic evidence has been collected on various types of education interventions and their relative impacts on improving student learning. Such evidence was not available to inform the design of the EEEP, and the project could not have targeted all challenges in

the education sector anyway. However, with stronger evidence and the experiences of the EEEP between 2006 and 2013, there is reason to consider alternative investments for a subsequent operation.

Teacher effectiveness is among the most important factors that influence student learning. While the EEEP focused on school infrastructure for basic and upper secondary education, teacher quality and professional development were not adequately addressed. There is strong consensus in the education literature and research around the central role of teachers in the learning process. Evidence has shown that the impact of having a good ("effective") teacher, as opposed to an average teacher, can be substantial (Rivkin, Hanushek and Kain, 2005). Hence, efforts to attract the most qualified into the teaching force and to strengthen the skills of existing teachers through professional development is a critical area for action. Given the EEEP's investments in curriculum development and integration of ICTs, teacher development is a natural continuation of and complement to the EEEP.

An accumulating body of evidence shows that investing in the early years of life is also an effective policy.[25] Research by Nobel Laureate James Heckman praised investments in disadvantaged young children as "a rare public policy with no equity-efficiency tradeoff" as it promotes social justice and fairness by reducing inequality and at the same time raises the productivity of society. It has also been shown that, due to the nature of the skills formation process, early investments are those with the highest rate of return. Both medical and economics literature agree that gaps in both cognitive and non-cognitive skills emerge early in life and persist, and policies to mitigate these gaps later in life have proven very costly. Early childhood development (ECD) programs have been shown in other countries to have relatively low unit costs and long-lasting impacts on school readiness and student achievement.[26] In 2013, Albania had approximately 81,000 pupils enrolled in pre-primary education. However, population projections suggest that Albania will have to raise absolute enrollment to over 118,000 children by 2025 if it is to increase enrollment from its current level of 82% to 95%. The EEEP did not substantively address early childhood care and education, but these cost effective investments (both increased access and improved quality) would have a major impact on sustaining the improvements in learning conditions achieved under the EEEP.

Higher education enrollment has seen impressive growth during the EEEP's implementation. The project was successful at developing and implementing the Higher Education Reform Action Plan which led to the Higher Education Strategy 2013-2020. As enrollment and the institutional framework continue to improve, overall quality and relevance of tertiary education will remain challenges to be addressed. Although enrollment rates may still grow, population trends suggest that higher education will have fewer students in the next 10-15 years, which poses continuing challenges for balancing quality improvement with efficient resource allocation. Although the economic analysis presented in this annex does not focus on higher education reform, there is strong evidence linking higher education with economic growth and productivity as well as the performance of the pre-university education system. Further investments in higher education quality and relevance would also help to sustain the gains achieved under the EEEP.

References

Carneiro, P. and J. Heckman (2003) "Human Capital Policy." *National Bureau of Economic Research Working Paper 9495*, Cambridge, MA.

Cunha, F. and J. J. Heckman (2006) "Investing in our young people", *Unpublished manuscript*, University of Chicago, Department of Economics.

---

[25] See Heckman and Masterov (2007), Cunha and Heckman (2006) and Carneiro and Heckman (2003) among others.
[26] World Bank (2011). *Investing in Young Children: An Early Childhood Development Guide for Policy Dialogue and Project Preparation.* World Bank, Washington, D.C.

Heckman, J. J. and D. V. Masterov (2007). “The productivity argument for investing in young children”, *Review of Agricultural Economics* 29(3), p. 446–493.

Kutner, D. and L. Gortazar (2013) “Time on task and school attainment”, World Bank, Unpublished.

OECD (2013) “Education at a Glance 2013: OECD Indicators”, OECD Publishing.

Rivkin, S. G., E. A. Hanushek, and J. F. Kain (2005) "Teachers, schools, and academic achievement", *Econometrica,* 73 (2), p. 417-458.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Lorena Kostallari	Senior Operations Officer	ECSH1	HD Operations
Carmen F. Laurente	Senior Program Assistant	ECSHD	Program Support
Tobias Linden	Lead Education Specialist	SASED	Higher Education
Michael T. Mertaugh	Consultant	MNSHD	Educ. Economist
Keiko Miwa	Country Manager	EACLF	Former TTL
Imelda Mueller	Operations Analyst	ECSH2	Operations
Pasi J. E. Sahlberg	Sr Education Spec.	ECSHD	Education
Supervision/ICR			
Marilou O. Abiera	Temporary	EXTCA	Communications
Nicholay Chistyakov	Senior Finance Officer	CTRLN	Loan Operations
Olav Rex Christensen	Senior Public Finance Specialist	HDNED	Financial Mgmt.
Daniel R. Dupety	Consultant	MNSHD	Architect
Elona Gjika	Financial Management Specialist	ECSOQ	Financial Mgmt.
Daniel R. Gross	Consultant	AFTCS	
Richard Hopper	Senior Education Spec.	ECSH2	Former TTL
Andrea C. Guedes	Senior Operations Officer	ECSH2	Former TTL
Sachi Hatakenaka	Consultant	ECSHD	
Naushad A. Khan	Consultant	ECSO2	Procurement
Zarafshan H. Khawaja	Lead Social Development Specia	AFTCS	Safeguards
Agnes I. Kiss	Regional Environmental and Saf	ECSOQ	Safeguards
Lorena Kostallari	Senior Operations Officer	ECSH1	HD Operations
Carmen F. Laurente	Senior Program Assistant	ECSHD	Program Support
Jonathan Mills Lindsay	Lead Counsel	LEGEN	Project Counsel
Stephen F. Lintner	Senior Adviser	OPSOR	Safeguards
Paula F. Lytle	Senior Social Development Spec	AFTCS	Safeguards
Belita Manka	Counsel	LEGOP	Project Counsel
Imelda Mueller	Operations Analyst	ECSH2	Operations
Ida N. Muhoho	Sr Financial Management Specia	ECSO3	Financial Mgmt.
Mamta Murthi	Country Director	ECCU5	Former Sector Manager
Benedicta T. Oliveros-Miranda	Procurement Analyst	ECSO2	Procurement
Margaret Png	Lead Counsel	LEGLE	Project Counsel
Kirsten Burghardt Propst	Senior Counsel	OPSKL	Project Counsel
Julie Rieger	Senior Counsel	LEGLE	Project Counsel
Pasi J. E. Sahlberg	Sr Education Spec.	ECSHD	Education
Radhika Srinivasan	Sr Social Scientist	OPSFC	Safeguards
Gentjana Sula	Consultant	ECCAL	HD Operations
Katerina Timina	Program Assistant	ECSHD	Project Support
Kirill Vasiliev	Education Spec.	ECSH2	Post-Basic Educ.

Natasa Vetma	Senior Operations Officer	ECSEN	Safeguards
Keiko Inoue	Senior Education Spe.	ECSH2	ICR TTL
James Gresham	Consultant	ECSH2	ICR Author
Daniel Kutner	JPA	ECSH2	ICR EFA Author
Jonida Myftiu	Financial Management Specialist	ECS03	Financial Mgmt.
Damir Leljak	Finance Analyst	CTRLA	Finance
Flora Kelmendi	Senior Operations Officer	ECSH2	HD Operations
Elda Hafizi	Program Assistant	ECCAL	Program Support
Isadora Nouel	Program Assistant	ECSHD	Program Support

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY05	3.45	24.78
FY06	60.95	265.59
Total:	**64.40**	**290.37**
Supervision/ICR		
FY07	37.79	91.75
FY08	63.85	112.68
FY09	91.10	256.95
FY10	69.83	219.37
FY11	61.12	192.29
FY12	38.47	122.44
FY13	36.00	113.06
FY14	17.94	56.32
Total:	**416.10**	**1164.86**

Annex 5. Beneficiary Survey Results

Summary of Field Visits for Implementation Completion and Results Report

The World Bank team conducted the ICR mission in October 2013, in collaboration with the CEB and EIB. During this mission, the team conducted field visits over several days to nine (9) schools, all of which were rehabilitated or constructed through the EEEP with the exception of Bathore 2 in Kamez. In 7 of the 9 schools visited, the mission team conducted interviews with school principals and teachers regarding outcomes of the EEEP. In all 7 schools, directors and/or teachers confirmed that the new facilities and new student-centered curriculum have had a large impact on improving the conditions of teaching and learning. In the other two schools, administrators and teachers were unavailable, so observations are limited to a review of physical infrastructure. The information below is a summary of the findings from these visits.

1. **Bathore 5 Basic Education School (Kamez)**: The team met with the Principal, Deputy Principal and two teachers of the newly built basic education school, funded by the EEEP. The principal underwent several week-long training sessions that were funded by the project. These related to instructional processes, internal activities, and students with special needs. The principal indicated that these trainings were very useful. The teachers confirmed that the curriculum has changed since 2006 and that textbooks are aligned with the new curriculum. They reported that the biggest change since 2006 is that the student is the focus of the classroom, rather than the teacher. The teachers indicated that there have been several theoretical and practical trainings to support student-centered teaching, though they could benefit from additional training on how to deal with social issues faced by students because this school serves students from diverse backgrounds. Overall, the school infrastructure is functional and in good state. Teachers confirmed that this school is much better than schools at which they previously taught. The principal noted that better facilities have reduced the number of students in each class, which has improved the quality of teaching and learning. The school has a computer lab, though is not yet functional. It does not have enough computers, meaning that many students share computers. The school has science labs, and although they were not equipped at the time of the visit, the purchase of equipment was underway.

2. **Bathore 2 Basic Education School (Kamez)**: This school (1,554 students in grades 1-9) was not financed by the EEEP. The visit to the school was meant to serve as comparison to the schools financed under the project. The condition of infrastructure was poor. In particular, the Principal said the school was seismically unsafe and plumbing and electric systems were not good. Besides that, internet was not working because the contract had not been renewed. In addition, the Principal and one teacher mentioned the difficulties of still having two shifts and overcrowded classes (difficult to have teamwork and too much homework to grade) and dealing with children from disadvantaged backgrounds. On the positive side, the Principal and teachers praised the new, student-centered curriculum, which allows teachers to act more as "managers of the learning process." The principal also praised the good relationship with local authorities and the increased autonomy granted by the new law. Teachers indicated that they had been trained regularly allowing them to share experiences with teachers in other schools.

3. **Ibrahim Rugova Secondary School (Kamez)**: This school is in use and was the first EEEP school to be completed. The school operates in two shifts as an upper secondary school. The school director informed the team that the school has a fruitful and cooperative relationship with municipal authorities, the MoES, the school board, the parents' council, and the student senate. The teachers mentioned the importance of the new student-centered curriculum, which allows more flexibility for secondary students to choose courses. There are more career-oriented courses, and from the 10^{th} grade, students can decide if they want to focus more on sciences or on languages/social sciences. ICTs are being used in teaching, but not equally with all teachers. The school's IT teacher has conducted school-

based trainings for other teachers, to facilitate the integration of ICTs into different lessons. The director confirmed that project inputs, especially infrastructure, have resulted in quality improvements in the school. Even though teachers were receiving training before, few improvements could be seen in the absence of improved school conditions. This school is full in terms of student enrollment, though students in nearby areas would like to join this school because of the new infrastructure. The school's infrastructure is working properly, though the science labs do not have running water and the ceiling of the gymnasium leaks.

4. **Beslidhja Basic Education School (Lezhe)**: This basic education school has 816 students enrolled. The Principal told the Bank's team that the new infrastructure eliminated the necessity for double shifts and caused students to behave much better. Teachers confirmed that the new curriculum focuses more on the student, and also on career choice with the involvement of counselors. Teachers and staff were happy with the numerous trainings they received on integration of ICTs into the classroom. As a result of the new school's construction, conditions in the old school improved dramatically (used to have 1,400 students and now has around 500). The Principal reported having a good relationship with the Regional Directorate Office (better than with the municipality). Science and computer labs are functional and new computers are awaited. Plumbing and electricity systems work well, but at the time of the visit, the school was flooded as a result of heavy rains. Moreover, internet connectivity is not working. Finally, the need for training on how to deal with children from disadvantaged background was highlighted.

5. **Hydajet Lezha Secondary School (Lezhe)**: This was a secondary school, newly built using EEEP funds, with an enrollment of 1,155 students. The Principal was very grateful to the Bank for the investments and reported that students' behavior has improved and teaching conditions have improved as a consequence of the new infrastructure. Teachers noted that with the new curriculum, students can get 7 classes instead of the usual 5 or 6. However, the Principal pointed out some critical challenges faced by the school: the relationship with the local government and Regional Directorate Office does not work properly (lack of financial support and responsibilities of each body are not clear). He also complained about the low quality of some of the materials used (switches and furniture), the power supply (contractor claims the problem is the fact that the voltage is unstable) and air circulation is poor as a result of the fact that windows open very little. Lastly, the Principal has not undergone leadership training (and was not aware of such trainings).

6. **Bajram Curri 9-Year School (Durres):** The team spoke with directors of the two schools that are currently using the newly constructed school building. There are approximately 1,645 students enrolled in the new school, split into two shifts comprised of 48 classes including 6 pre-primary classes. According to the school director, this is the only school in Durres municipality that still runs in two shifts. Teachers in this school did receive ICT training, though the computer lab contains computers brought from the old school which are not connected to the internet. Teachers confirmed that the teaching conditions in the new school were much better than the old school, which has had an effect on quality. Teachers also confirmed that they appreciate the new student-oriented curriculum. Several structural concerns were noted during the visit, such as insufficient drainage for rain water, restricted access to the fire escape stairway, and sinks in the science labs which are already rusting and breaking away from the wall. School directors also confirmed that they were not involved in the design or supervision of the school construction process. The directors only saw the site supervisor two times while the school was under construction.

7. **Peshkopi Secondary School (Peshkopi):** This school moved into the new building in January 2013 and has reached 100% enrollment. The school director and teachers who participated in the visit confirmed that there had definitely been positive changed in the curriculum since 2006, involving more choices for students (mandatory courses plus optional courses), and that it "gives education a different

spirit overall. If [students] choose to go for additional courses, it is because they want to, though it is not required beyond the mandatory coursework." Each sub-department head received training in Tirana and returned to Peshkopi to train the other teachers. The director preferred that all teachers had been part of the original training. The principal and teachers agreed that ICT capacities have increased, though facilities and equipment are insufficient. The school has one computer lab with 16 computers, but these computers were brought from the old school. The director confirmed that 16 computers in one lab is insufficient for the school which has 1,190 students. The director also confirmed that the *Matura* results are analyzed every year and used to recommend further stimulation or other measures for teachers. One concern is that the new school building seems to have had no impact on enrollment at this school. Although the new building benefits from a better layout and facilities, it has the same number of classrooms as the old school and is on a smaller plot of land further from town.

8. **Keneta Secondary School (Durres)**: This school is not yet open to students, so the Bank team was unable to speak with school administrators or teachers. Secondary students are currently attending a small adjacent school which is running three shifts to accommodate all grades, so the proper completion and opening of the Keneta Secondary School is urgent. (As of January 2014, this school was not yet operational). During the visit, it was observed that construction was mostly complete with the exception of some supplemental works (e.g. replacement of sinks in chemistry labs). Furniture was in the school, though not distributed in all classrooms.

9. **ZallMner 9-Year School (Kamez)**: This school, constructed using EEEP funds, is in use and has approximately 1,000 students in total. 28 classes (Grades 1-2, 5-9) meet in the morning and 8 classes (Grades 3-4) meet in the afternoon. Supplemental works on the roof of the building had not yet been completed, but the school does have water and electricity. School administrators were not available to speak with the team, and teachers were in classes with students.

Annex 6. Stakeholder Workshop Report and Results

Not applicable.

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

I. BACKGROUND

The Education Excellence and Equity Programme is funded by the Albanian Government, the International Development Association (World Bank), the European Investment Bank and the Council of Europe Development Bank. The EEE-P supports the implementation of the first phase of Albania's National Education Strategy (NES). ***The objective of EEE-P is improved quality of learning conditions for all students and increased enrolment in general secondary education, especially for the poor.*** The intermediate goals are that leadership, management and governance of the education system are improved, teachers use new methods of teaching and wider variety of learning aids in schools, the quality of school infrastructure and the efficiency of its use are improved, and the initial steps of higher education reform are taken.

The four priority areas of the project:

- **Priority 1**: strengthening leadership, management and governance of the education system,
- **Priority 2**: improving conditions for teaching and learning,
- **Priority 3**: improving and rationalizing education infrastructure, and
- **Priority 4**: setting the stage for higher education reform.

EEE-P implemented through the three years Mid-Term Budget Plan (MTBP), including the Annual Reform Program (ARP) developed by MoES. The Annual Reform Program includes the activities, planned by MoES and dependent institutes, that should carried out in order to achieve the objectives define for each priority area.

II. THE FINANCIAL SOURCES OF THE EEE-P.

The Education Excellence and Equity Programme is funded by the Albanian Government, the International Development Association (World Bank), the European Investment Bank and the Council of Europe Development Bank.

The initial cost of the project was estimated in the amount 7.37 billion of Lek (USD 73.7 million or 59.6 million Euro). The contribution of each co-financing partner to overall programmed costs is summarized below. The table below summarizes the financial sources and expenditures of the EEE-P, for the period 2006-2013; period during the EEE_P was implemented.

Table 1. Financial data of EEE-P.

	Donors	**Contribution**	**Share of Total**	**Total Disbursed as of 31.12.2013**	**Cumulative Expenditure 2006-2013 (incl VAT)**	**Share of Total**	**% Spent**	**Remaining Funds**
	A	**B**	**C=B/A5**	**D**	**F=F1+F2**	**G=F1/B**	**H=F/D**	**I=B-F**
A1	**WB**	11,033,333	18.5%	11,149,860	10,769,518	98%	96.59%	1,498,487
A2	**EIB**	12,500,000	21.0%	10,567,086	10,567,086	85%	100.00%	1,932,914
A3	**CEB**	**14,000,000**	**23.5%**	**11,320,000**	**11,320,000**	**81%**	100.00%	2,680,000
A4	**GOA**	22,066,667	37.0%	17,814,266	17,682,006	80%	99.26%	4,384,661

A5	**TOTAL**	**59,600,000**	**100%**	**50,851,212**	**50,338,610**	**84%**	**98.99%**	**10,496,062**

III. ASSESEMENT OF THE OPERATION'S OBJECIVES, DESIGN, IMPLEMENTATION AND OPERATIONAL EXPERIENCE

The objectives of the Project are to support the Recipient's Program:

- ✓ to improve quality of learning conditions for students;
- ✓ to increase enrollment of students in general secondary education; and
- ✓ To initiate higher education reform.

The Project's outcome indicators and their current status are;

Indicator	Baseline	Target	Latest
1. Reduction in basic education drop-out rates	0.94%	3%	0.37%
2. Increase in teachers' satisfaction level	29% high; 57% moderate; 14% low	Increase	39% high; 48% moderate; 13% low
3. Increase in transition rate from basic to secondary education	80.3%	90%	92%
4. Increase in secondary enrollment rates by region and income groups	53% overall; 85% urban; 25% rural	70% overall	80% NER; 91% GER for upper secondary

According to the above indicators, the Project has achieved the outcome indicators.

I. Project Implementation

Priority Area 1: Strengthening management, leadership and governance in the education system

Foreseen outcomes:
• Clearly defined roles and responsibilities and accountability structures in the education system, and decentralized service delivery. • Increased school leadership, autonomy, and accountability. • Education MIS fully functional and used for decision making at the MoES and regional level. • Capacities for financial management and procurement at the MoES, regional and local levels close to international standards.

OUTCOMES/ ACHIEVEMENTS (2006-2013)

1) In the context of educational reform:

a) The new RED / EO-s structure, respond to deepening decentralization in education, which develops RED-s role in the development of educational policies for the region. Self-evaluation wins priority instead of external evaluation. **Changing the MoES structure** according to the new unified standards and the adoption of this structure with four major functions performed by public administration institutions at central level.-Creation of two General Directory;

- o The General Directory of Higher Education which includes the Department of no public Educational Development and the Department of Higher Education and Scientific Research.

- The General Directory of pre University Education, covering the Department of pre University Education and the Department of Human Resources and Regional Coordination.
- Innovation marks the creation of the Department of E-Education and Statistics and particularly the development of the IT sector for expansion of Internet service and modernization of the educational process.

b) Drafted, approved and published the revised Law of Pre University Education. For that MoES was assisted in the first phase by an international expert. The new law aims to accelerate the integration of our pre-university education in European education system, to consolidate important and successful reforms implemented in Albania especially in recent years, to open spaces for other fundamental reforms, and, consequently, the accelerate improvements in student achievements.

c) Inspection is disconnected from MoES and RED-s, being created as a separate entity, directly subordinate to the Minister. This is the first step of decentralization and autonomy of the inspection institution and external evaluation. Albanian inspection is assisted by international experts to be trained in the use of contemporary system of data collection in the inspection, analysis, and reporting on regional and school level.

2) **Pre-university Information Management System** , which contains;

a) **The database of students in pre-university system** with identification numbers & semester certificates grades. Also it is composed of the teacher's database with information about skills and knowledge about teaching staff in pre-university system. This system significantly increases the quality of the services they provide educational structures in the pre-university system monitoring the performances, producing statistics and indicators and simplify inspections and audits.

b) **Electronic database of higher education** which includes the National Register of Students, where each student enrolled in any high school, public or private, from the academic year 2011-2012, in three university cycles will have national ID number, except one who has received in the university where studies. This Database contains four modules: Module of students, academic staff module, module recognition of foreign- diplomas and statistics module

c) **GIS & SIMS** (TA-ALB-10) Module GIS (Geographical Information System) helps decision-making structures in education and municipal authorities with data about the education system, the geographical position of educational facilities and their needs. Module SIMS (School Infrastructure Management System) is a web application that contains information about the school infrastructure in the Albanian territory. The integration of these two modules enables decision makers to direct investments, budget, infrastructure maintenance needs based on accurate and up to date dates.

d) **Financial Module** manages the expenses and budget of educational institutions in central and local level, in MoES and RED. System built on a platform and the central database / unique enhances the quality of interaction and avoid duplication of information. It also increases transparency and tracking their expenses electronically.

e) **Create database for school teachers** and principals and respective consultancy. This solves the problems of managing, finding, and tracking documents in MoES organization and provides MoES's users with a single place for accessing information and improves MASH's users' collaboration.

3) Recruitment of local experts for EMIS, increasing financial management capacity through recruitment of local and international consultants , Increasing capacity of the procurement sector through local & international consultants to follow procurement procedures, recruitment of two local coordinators to support the Secretary General Office in EEE-P framework, building a communication strategy with the public on the education reform, as well as public awareness on educational reforms implemented through leaflets, TV spots, meetings with representatives of groups of interests.

The total cost of priority 1 is 297,895,924 Lek or equivalent of 2.1 million Euro

Lessons learned and areas for improvement

- ✓ E-data" has been piloted with individual ID-s at higher education level and the data are collected by the National Agency for Examinations. Furthermore, preprimary schools are not included in the current EMIS, The MoES has not finalized this process yet;
- ✓ School mapping should be more effectively utilized going forward. Actually, the MoES is preparing a Decision of Council of Ministers, to define the clear rules and responsibilities for the MoES staff and Local Government Units in order to use, update and developed the school mapping system.
- ✓ The Law on Pre-University Education was approved in June 2012, with the exception of the area of curriculum in secondary general education; the actual implementation of the law is limited. To support implementation, the MoES intends to pass another legislation that will detail the operational details of the law, but this process is still ongoing. A part of the supported legislation (the Decisions of CM) are approved by the Government during September 2013 and actually are in force and under implementation, the other part should be finalized.

Priority Area 2: Improving the quality of teaching and learning conditions

Foreseen outcomes:
• New curriculum fully implemented in all basic schools, and teachers' knowledge and skills improved to teach according to intended educational goals. • Teacher professional development system established, and all teachers engaged in lifelong professional development. • State *Matura* operating in a reliable and sustainable way, and a national assessment of student achievement working satisfactorily. • PISA 2009 conducted successfully. • School improvement process underway in first batch of schools.

OUTCOMES/ACHIVEMENTS (2006-2013)

- ✓ Institute of Education Development assisted by international consultant **to review the existing basic education curriculum**. Establish working groups for comparative analysis of current basic education curriculum with that of the other countries, design of the curriculum framework, teaching plan and standards in the fields of basic education learning
- ✓ The activity for opening preparatory classes estimated to have reached its objective in relation to the assurance about the preparation of children 5 years old who have not previously attended in any school institution, to enter in the first grade. During four years of implementation of this activity (2008-2011) opened 400 preparatory classes, attended by about 10,000 children 5 years. This activity was conducted in cooperation with UNICEF, which has financially supported prepare and distribute free to all teachers and preschool children of methodical manuals for teachers, notebooks and notebooks assessment work for children;
  - Distribution of 400 packages type with work material for preparatory classes

• Training of specialists RED / EO covering preparatory education, training of 400 schools principals that have preparatory classes and 400 teachers who work in them..

- ✓ It's created an Albanian Pisa story (2000, 2009, and 2012). Achievements in PISA 2009 were very much appreciated for Albania. In reading Albania was among the three most improved countries for the period 2000-2009 from 65 participating countries. PISA 2012 main study for Albania took place in April 2012. The main field of assessment was mathematics
- ✓ Are trained about 370 school principals, teachers, coach and specialist of RED / EO for implementing the new curriculum of grade 10; 700 teachers of grade 11; 600 teachers of grade 12 for the new high school curriculum. In total around **2700 teachers.**
- ✓ Are compiled and published all training documents in relation to the standards for teachers and school leaders
- ✓ International technical assistance on the evaluation of textbooks reform and Assessment of the new programs implementation in basic education (lower and upper level)
- ✓ International technical assistance for the inclusion and the integration of ICT in education
- ✓ Publication to help teachers on curriculum in the secondary education level.
- ✓ conferences, publications, working group, operational cost, Local & international assistance for the implementation of e-school

The total cost of priority is 2, 374,025,337 All or 2.6 million Euro
Lessons learned and areas for improvement

- ✓ The challenge going forward will be the implementation of the revised basic education curriculum, particularly adequate provision of teacher training.
- ✓ The Matura will be revised for May 2014 to only serve as an exit exam (not also as a higher education entrance exam). The new Matura will also include foreign language in the mandatory subjects (in addition to literature and mathematics, and two optional subjects).
- ✓ The Project failed to support the development of a functional in-service teacher professional development program. The current teacher professional development program is only partially functional, not aligned with the curriculum reforms, and insufficiently funded. Under the Project, many teachers, principals and RED staff received professional training that was focused on the use of information technology in schools (ICT) and three additional training modules: (I) annual school plan development; (ii) development of learning objectives based on subject syllabi; and (iii) special needs education (in coordination with UNICEF). All the training follows the cascade model. One serious concern with the current system is that, at least for the time being, mandatory and elective courses are not defined, and teachers decide which course to take. The MoES believes that as the implementation of new basic education curricula progresses, the issue of teacher training will be addressed and defined better to specify the mandatory training that is linked with new curricula.

Priority Area 3: Developing and improving education infrastructure

Foreseen outcomes:
• Enrollment rates in secondary education increased, especially in areas affected by poverty. • Students' learning environment improved. • Teachers' conditions for productive teaching improved. • Student per computer ratio in basic and secondary schools improved. • Computers with internet connection ratio in schools improved. • Efficiency of the use of school buildings and facilities improved.

OUTCOMES/ACHIVEMENTS (2006-2013)

- ✓ The basic education schools equipped and installed with chemistry and biology labs (250 chemistry and 250 biology labs); the secondary education schools equipped and installed with 100 chemistry and 100 biology labs.
- ✓ During 2010-2012, the basic and secondary schools were equipped with 1496 computer laboratories, in a total of 24,125 computers and 1107 virtual lab, improving student per computer ratio in basic and secondary education, decreasing the gap between urban and rural areas. Actually, the student per computer ratio is one computer for 21 students compared with 1 computer for 61 students (46 in urban areas and 143 in rural areas) in 2006.
- ✓ Provision with furniture of the computer and science labs;
- ✓ Internet network is installed in schools starting from 2009 ongoing and allows students and teachers to use different sources of information and, in particular, work with curricular projects.
- ✓ In every school has a dedicated broadband connection band width 1024/256Kbps Content Filtering Content Management;
- ✓ 15 new schools were built and 11,000 pupils benefit, aiming standards to reduce the number of pupils in classes of 30. As a result, the presenting of pupils learns in school during all day in basic and secondary education has decreased from 36% and 15% in 2006 to 15.6% and 7.9% in 2012.
- ✓ Provide all necessary equipment's according to contemporary standards for the implementation of educational activities;
- ✓ It was realized successfully piloting of the online system for the application of State Matura with form A2, distribution of the winners according to the principle of Merit Preference and online registration of students in universities in both stages of the first round (Form A2)
- ✓ Supervision of civil works for school extensions, new schools and other rehabilitee schools
- ✓ Development of designs for the existing school rehabilitations and construction of the other new schools.
- ✓ Recruitment of local consultants (coordinators) for schools construction & environment
- ✓ Creation of digital library for basic and secondary education (Preparation of conceptual frame, design of the digital library, preparation of materials for the library, development of database)
- ✓ Pilot project is realized for the installation of teaching interactive devices in 25-30 classes Devices - 78 " White Board & Short Beam Projector , 1 Computer for the class for white board management, Student Remote Receiver & Software, Student Remote for interactive learning , Wireless Slate for teacher

The total cost of priority 3 is 5,268,299,276 of Lek or 37.9 million Euro
Lessons learned and areas for improvement

- ✓ The EEE-P shown a direct and positive impact, improving the infrastructure of education sector in Albania, reflecting a significant progress especially reducing the number of students per class and shifting teaching in two and three turns;
- ✓ The EEE-P has a significant contribution for construction /rehabilitation of schools (15 new and 7 rehabilitated schools), according to the best international standards, providing:
  - ❖ full access for disable students;
  - ❖ full Safety elements, according to the special recommendations of the Bank's construction consultant;
  - ❖ enable Spaces, inside and outside schools, to accommodate students during breakings or free time and special conditions for socio - psychological service,
  - ❖ separate rooms/labs for biology, chemistry and computer labs;
  - ❖ open and closed Areas /Gym, to implement and increase the physical education in schools;

- ✓ The EEE-P increased and improved the capacity for procurement procedures of local governments (municipalities/communes) because this process was delegated to local government units for civil works/ new construction and rehabilitations/ goods/furniture equipment and supervisions of civil works;
- ✓ The EEE-P increased and improved the capacity of the MoES staff and other depending institutions, related to the management, procurement and evaluation of local and international procedures/ ICB Contract for Goods, Services and Civil Works.
- ✓ The EEE-P increased and improved the capacity of local government units and civil works Contractors, for implementation of the environmental legislation and safety rules during civil works.

Issues for attention in the futures

- ✓ The local government units and MoES should coordinated better, especially for civil works, in order to guarantee all necessary legal documentations for civil works and provide the implementation of the works in time and without extra costs;
- ✓ The local government units and MoES should coordinated better, in order to avoid problems related to expropriation or project deviations, which may cause delay or failure of the civil works;
- ✓ The local government units, MoES and respective RED / EO, should coordinate better in order to provide the necessary infrastructure utilities, such as electricity connections, water and sanitary networks, aim that school to be fully operational and efficient.
- ✓ MAS and RED/OE should take measures for accommodation of students in just new constructed schools, in order that school to be fully efficient (9-year Mar Lula school in Shkoder and secondary school "Keneta" in Durres, are not yet operational).

- **Priority Area 4: Modernization of the system for higher education reform**

Foreseen outcomes:
• Higher Education Master Plan (strategy) developed. • Higher Education Law 1999 revised and adopted. • Governance structure of universities strengthened. • Strategic development plan of universities developed and implemented.

OUTCOMES (2006-2013)

- ✓ The action plan by strategy for higher education finalized with the assistance of international experts and working groups contribute also reinforced with participation of higher education.
- ✓ Design of curriculum standards for higher education under study cycles;
- ✓ Increasing management capacity and development and improvement of basic systems of financial management for higher education institutions. Improved funding formula for HE and built funding scheme of student loans
- ✓ Universities assisted by the international experts develop proposals on establishing new programs of study (2 year post-secondary vocational programs, interdisciplinary studies etc.) and for the improvement of the quality of the scientific research and integration in higher education teaching

- ✓ The results of the project ranking the Higher Education Institutions in Albania are presented as a tool to improve further the quality in HEI. This project serves to provide students with more information to make the choice of HEI.

- ✓ All public universities are equipped with around 106 new science and teaching laboratories. Improve conditions and the quality of teaching in HEIs in the three study cycles.
- ✓ The state exam for regulated professions held for the first time in Albania. There are 35 specialties of 10 professions provided in Law and CMD. For each specialty should be a bank of at least 3000 questions that includes an average of 10 disciplines. For the design of proposals and the questions bank will engage about 200 professors. Digital organization of state exams testing knowledge through computer CBT (CBT - Computer Base Test) using a number of questions randomly generated from a fund questions that have been introduced previously in Data Base.
- ✓ Increased confidence in the education system Increased transparence
- ✓ Giving the result immediately after the test and the possibility of verifying the responses significantly reduced the number of complaints to the outcome. This is a system that can be widely used by HEI in subject exams to increase objectivity in assessment.

The total cost of priority 4, is 889,192,102 All or 6, 3 million euro
Advantages and lessons learned from this component;

- ✓ Excellent Education and Equity Project gave valuable assistance in equipping HEIs and scientific research laboratories, in order to increase the quality of teaching and research in the public HEIs;
- ✓ Were raised and extended human capacities for procurement procedures for staff of HEIs, as the process of planning and procurement of scientific laboratories and teaching himself delegated HEIs;

IV. EVALUATION OF THE BORROWERE'S OWN PERFORMANCE DURING THE PREPARATION AND IMPLEMENTATION OF THE OPERATION

Borrower assess that Excellent Education and Equity Project has impacted the growth, improvement and of human capacity development in all educational system, especially in the Ministry of Education and Sports, Regional Education Directorates / Education Offices, Higher Education Institute and local government units, referred to the priority 1 `, 2 and 4,
This has increased their ability in terms of financial management, public procurement, project evaluation and use of modern methods of information technology through EMIS(Education Management Information System).
Borrower assess that excellent education and equity project has impacted in achieving the objectives defined in the strategy of pre-university education, by generating significant improvements in the reduction of pupils per classroom ratio, pupil per computer, reducing the total learning in three shifts and limiting with about 60% of double shifts and all public universities are equipped with around 106 new science and teaching laboratories, improving conditions and the quality of teaching in HEIs in the three study cycles.

The total cost of the project, in its early design was provided in the amount of 59.6 million Euros, while actual expenditures at the end of the project totaled **6,829,412,639** ALL or about 50 million Euros.
The project was realized at around 84% by not using about 10 million Euros from the amount provided.

In this non realization, the factors that have influenced are not dealing only with the management performance of MoES staff, but also with limitations due to budgetary ceilings from the Ministry of Finance and non better coordination with other partners involved on this project (ministry of Finance, Local Government Units, etc).

The financial scheme used for the EEE-P, (SWAP, fully treasury system) shown a set of difficulties during implantation. Such problems are linked by limitations in uses of EEE_P funds due to the budget

ceilings and difficulties due to the differences of the exchange rate which are under the borrower's responsibilities. The SWAP scheme was used for the first time in Albania, so the MoES and MoF staff has not the proper experience with financial procedures of this scheme. In our opinion, we consider that implementation of the project would have been more flexible and all project's activities will be realized according to the Annual Reform Program without the upper mention limitations.

V. EVALUATION OF THE PERFORMANCE OF THE BANK, ANY COFINANCERS, DURING THE PREPARATION AND IMPLEMENTATION OF THE OPERATION

The MoES staff appreciates that the support, the recommendations, the suggestions, the expertise and the monitoring process conducted by World Bank experts, were a valuable contribution to achieve the objectives and goals foreseen in the project agreement EEE_P.

Moreover, electronic communication with the WB has been a highly effective tool to ensure the implementation of the projects' activities and procedures in due time.
The on-line applications by the borrower through Client Connection system has been a convenience and gained experience by MoES' users.

In our opinion, the WB policies and strict procedures regarding the expropriation /compensation of the third parties involved on this process (such as the land users/owners) have had a positive impact to the third parties, because, due to these strict policies or rules, was avoided/prevented any economic damages to the third parties.

Although, these procedures have caused some delays and further financial costs as they were not compatible with the current Albanian National Legislation, creating unforeseen higher financial cost for the project and its postponement. For example, the compensation of the land owners of Beselidhja School in Lezha or compensations of the users of the land in Shkodra, were the main reason of the project's postponement.

The Borrower considers that, compensation would have been realized even if the Bank would not have recommended a drastic decision (suspended of the civil works till the MoES to finalize the payments for the owners of the land).

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Council of Europe Development Bank (CEB): Comments to the World Bank Implementation Completion and Results Report for the Albania Education Excellence and Equity Project

The implementation of EEE-P was challenging at many levels: by the nature of the Project being implemented, by the country context and by the cooperation among the three financiers. Several lessons can be drawn from the experience and are presented below.

- **Design –SWAp.** Favouring a SWAP model instead of a traditional investment model was probably not the best suited option for a country like Albania, where the necessary capacity to implement complex projects, monitor outcomes and financial data was not in place. Combining the SWAp requirements (semi-annual review meetings, annual reform program to be prepared, no PIU, etc) with those of a traditional investment loan (detailed No Objection at every step) as it was the case, made some of the work redundant.

- **Overarching reform.** The Project addressed all education levels at once. Having such a large scope made implementation more complex and monitoring more challenging for all. It also spread more thinly resources. Some activities aimed at improving teaching and learning were dropped (school grants) and others not given sufficient attention (teacher training). A more focused approach, targeting resources to specific areas should be favoured in the future.

- **Strengthening capacity under a decentralized framework as an objective.** The fact of not relying on a PIU or parallel structure to implement the Project contributed to strengthening MoE's capacity and ownership and provided opportunities for municipalities to demonstrate their competences (or lack of). However, the time it took to develop the necessary capacity resulted in delays in delivering the key inputs. While developing capacity is a valid objective in itself, trade-offs need to be carefully assessed when defining project objectives and design.

- **Link between preparation and implementation.** During project preparation, numerous documents had been prepared by several consultants analysing sector issues and preparing detailed implementation plans. There was however no clear link established between all the background work and early stages of implementation, suggesting that these papers were rather a response to IFI's requirements to complete project preparation quickly rather than a response to the MoE's needs. Lack of ownership of preparatory work resulted in delays in launching implementation. In the future, it is important to ensure consultants are brought to work with and for the MoE.

- **WB safeguards.** The WB environmental and social safeguards proved extremely costly to implement and very demanding for a country like Albania. When local capacity and practices are not in line with them, additional resources are needed from IFI's to ensure compliance and strengthen MoE capacity to support and monitor their compliance.

- **Weak central and local capacity.** The limited capacity of the MoE on procurement, financial and technical aspects resulted in delays in implementation; weak municipal capacity to implement civil works contributed to additional delays and poor quality of works. Municipalities also came short of fulfilling their responsibilities in relation to school landscaping, utilities connection, etc. Future Project should ensure that the necessary management capacity is in place when projects become effective and that identified partners can effectively fulfil their responsibilities.

- **Poor quality of civil works.** The lack of "quality" standards and norms for school construction, the weak technical capacity at the municipal level, and the limited capacity of the MoE to guide and monitor the work of the municipalities made the implementation of civil works very challenging and the quality of the final work disappointing for IFI's standards. Having norms and standards for school construction acceptable for IFI's should be a pre-condition to finance civil works. Ensuring the necessary financial and human resources are in place to carry out a proper supervision is essential.

- **IFI's coordination.** There were high transaction costs for IFI's involved in the monitoring of this Project as a result of the need to coordinate decisions, activities, missions and assessments and keep each other's informed. On the other hand, coordination also led to pooling of resources to co-finance consultants and favoured the mobilisation of additional resources (WBIF €1.5 million grant). Having signed a joint Memorandum of Understanding kept us working together and forced us to overcome the moments when we would have preferred to let go of the effort. It was hard and challenging work but well justified if "development" is the objective. Successful partnership and coordination are facilitated when there is an understanding of each other as institution. Personal relationships were an important element in making this coordination work.

Annex 9. List of Supporting Documents

Albanian Center for Economic Research (2011). *Assessment of Teacher Job Satisfaction: Survey Results.* Prepared by ACER for the Ministry of Education and Science, 2011, Tirana.

Government of Albania (2005). *Government Program, 2005-2009.* Presented in the Albanian Parliament, September 9, 2005, Tirana.

INSTAT (2011). *Population and Housing Census:* INSTAT, 2012, Tirana.

Ministry of Education and Science (2007). Albania: Secondary and Tertiary Education Policy Brief #1: Labor Market and Education. Produced in collaboration with the World Bank. Report No. 68986, 2007.

Ministry of Education and Science (2007). Albania: Secondary and Tertiary Education Policy Brief #2: How Teachers Teach in Secondary School Classrooms? Produced in collaboration with the World Bank. Report No. 68987, 2007.

Ministry of Education and Science (2005). *National Education Strategy 2004-2015.* December 2005, Tirana.

World Bank (2000). *Implementation Completion Report on a Credit in the Amount of SDR 6.9 Million to the Republic of Albania for a School Rehabilitation and Capacity Building Project.* Report No. 20926-AL, September 28, 2000, Washington, D.C.

World Bank (2003). *Albania Poverty Assessment.* Report No. 26213-AL, November 5, 2003, Washington, D.C.

World Bank (2005-2013). Documents in Project's Electronic File, including Credit Agreement, Aide-Memoires, Back-to-Office Reports, Implementation Status and Results Reports, Restructuring Papers, QER Panel Report, Project Status Reports, Project Financial Assessments, and Project Procurement Assessments; Washington, D.C.

World Bank (2005). *Implementation Completion Report on a Credit in the Amount of SDR 9 Million (US$12 Million Equivalent) to the Republic of Albania for an Education Reform Project.* Report No. 31861-AL, April 22, 2005, Washington, D.C.

World Bank (2006). *Agreed Minutes of Negotiation between Albania and the International Development Association regarding the Education Excellence and Equity Project*. April 20, 2006, Washington, D.C.

World Bank (2006). *Albania: Education Excellence and Equity Project, Financing Agreement between Albania and the International Development Association*. Credit No. 4180-ALB, July 6, 2006.

World Bank (2006). *Project Appraisal Document on a Proposed Credit in the Amount of SDR 10.5 Million (US$15 Million Equivalent) to the Republic of Albania for an Education Excellence and Equity Project*. Report No. 34919-AL, May 3, 2006, Washington, D.C.

World Bank (2006). *Memorandum of Understanding between Albania and the Development Partners Concerning Pooled Fund Support for the Education Excellence and Equity Project (2007-2010)*. Signed December 2006.

World Bank (2006). *Sector-Wide Approaches (SWAps) in Europe and Central Asia: Early Lessons of Experience.* ECA Quality Unit, November 2006, Washington, D.C.

World Bank (2006). *World Bank Country Assistance Strategy for Albania for the Period FY06-09.* Report No. 34329-AL, January 10, 2006, Washington, D.C.

World Bank (2007). *Albania – Urban Growth, Migration and Poverty Reduction: A Poverty Assessment.* Report No. 40071-AL, December 3, 2007, Washington, D.C.

World Bank (2008). *World Bank Country Assistance Strategy Progress Report for Albania for the Period FY06-08.* Report No. 43346-AL, May 9, 2008, Washington, D.C.

World Bank (2009). *Albania: Building Competitiveness in Albania, Volume 1: Main Report: Overview of Findings and Recommendations.* Report No. 47866-AL, October 2009, Washington, D.C.

World Bank (2009). *Project Performance Assessment Report for Albania: School Rehabilitation and Capacity Building Project (CR. 2633-ALB) and the Education Reform Project (CR. 3343-ALB)*. Independent Evaluation Group, Report No. 48429, May 28, 2009, Washington, D.C.

World Bank (2010). *Albania: Education Excellence and Equity Project, Amendments to the Financing Agreement*. Credit 4180-ALB, March 24, 2010.

World Bank (2010). *Albania: The New Growth Agenda, A Country Economic Memorandum*. Report No. 53599-AL, November 2, 2010, Washington, D.C.

World Bank (2010). *World Bank Country Partnership Strategy for Albania for the Period FY11-FY14.* Report No. 54188-AL, June 16, 2010, Washington, D.C.

World Bank (2011). *Albania: Keeping Account of Education Governance, Household Perceptions in a Period of Reform.* Report No. 64388-AL, March 2011, Washington, D.C.

World Bank (2011). *Investing in Young Children: An Early Childhood Development Guide for Policy Dialogue and Project Preparation.* Washington, D.C.

World Bank (2012). *Participatory Accountability and Collective Action: Evidence from Field Experiments in Albanian Schools.* Impact Evaluation Series No. 55, Policy Research Working Paper No. 6027, April 2012, Washington, D.C.

World Bank (2012). *Skills, Not Just Diplomas: Managing Education for Results in Eastern Europe and Central Asia.* Washington, D.C.

World Bank (2013). *World Bank Country Partnership Strategy Progress Report for Albania for the Period FY11-FY14.* Report No. 72899-AL, April 18, 2013, Washington, D.C.

World Bank (2014). "PISA 2012 Brief: Albania." Europe and Central Asia Region.

Annex 10. Safeguards Issues

Social Safeguards: Involuntary Resettlement (OP/BP 4.12)

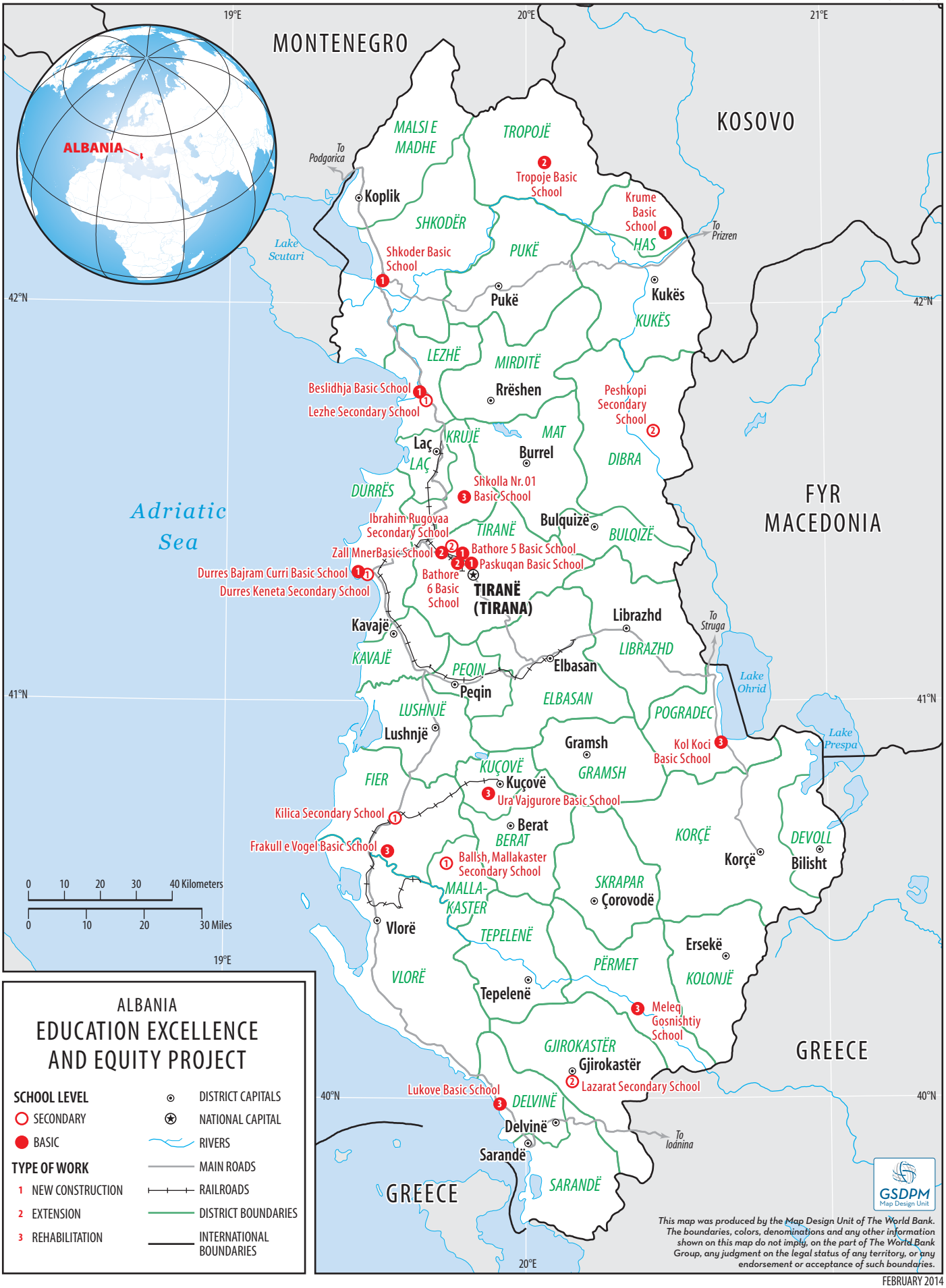
69. The project became noncompliant with the World Bank's social safeguards policy on Involuntary Resettlement in 2008, when it was determined that the Bank had erroneously approved Government investments, articulated in the ARPs and corresponding procurement plans, in new school construction which was not supported by the Financing Agreement. However, no new construction had actually begun under the project when the discrepancy was discovered. Complicating matters, in June 2008, the Municipality of Shkodra ordered demolition of a 5,000 M^2 orchard in anticipation of a contract for new school construction. The Municipality alleged that the orchard was public land being used informally by a private individual. At the Bank's request, the MoES suspended all actions related to new school construction and agreed to retroactively apply OP 4.12 and take remedial action with regard to the affected party in Shkodra.

70. Project restructuring was required to comply with OP 4.12, thereby allowing the EEEP to support new school construction. The MoES developed a Resettlement Policy Framework (RPF) as well as individual Abbreviated Resettlement Action Plans (ARAPs) for each site requiring land acquisition. Due diligence and repeated consultations with the Bank's Safeguards team on satisfactory RPF and ARAPs delayed the restructuring. Heightened sensitivity to safeguards issues in the aftermath of the ICZMCP investigation led to further scrutiny of the EEEP restructuring. Although the restructuring process began in May 2008, it was not approved by the Board and finalized until March 2010 – nearly two years later. The restructuring revised the project's implementation arrangements and the Financing Agreement, specifically establishing that the Recipient was required: (a) to comply with the agreed RPF, including retroactive application of the RPF to expropriation actions that had already been undertaken in connection with school construction at Shkodra and other sites, and (b) to prepare site-specific ARAPs prior to construction. The amended Financing Agreement also included a dated covenant that obliged the Government to fully provide any compensation or assistance to the affected party in Shkodra, as required by the RPF and ARAP, by April 30, 2010. The MoES had complied with this covenant by May 2010.

71. In June 1010, the Bank received another complaint by an individual claiming that part of the extension of the 9-Year Beslidhja Primary School in Lezha Municipality was being done on land that was restituted to his family. The complaint was referred to the MoES for investigation and action, who was also asked to stop all civil works in that site until the matter was legally and satisfactorily resolved. The Bank also carried out its own review of the matter and was informed that the municipal government, in agreement with affected parties and the MoES, had decided to expropriate the land in question. An ARAP was prepared and disclosed in February 2011, and ultimately the land owner was fully compensated for the value of the land.

72. In 2013, the Bank was informed that a small structure adjacent to the Mar Lulaj school in Shkodra, previously understood to be municipal property due for demolition as part of the school construction, was being legally claimed by a third party. It was confirmed that the municipality remains in compliance with safeguards policies, although the legal situation of this structure has not yet been clarified. The municipality closed access to the structure by walling it off to students. Should the legal claim be confirmed, the municipality is expected to start an expropriation process. The contractor, under instructions from the municipality, constructed a wall that prevented access to the structure, and the Bank requested that this be corrected. As of project closing, the current status of this issue was unclear.

IBRD 40723



ALBANIA

EDUCATION EXCELLENCE AND EQUITY PROJECT

SCHOOL LEVEL
- SECONDARY
- BASIC

TYPE OF WORK
- 1 NEW CONSTRUCTION
- 2 EXTENSION
- 3 REHABILITATION

- DISTRICT CAPITALS
- NATIONAL CAPITAL
- RIVERS
- MAIN ROADS
- RAILROADS
- DISTRICT BOUNDARIES
- INTERNATIONAL BOUNDARIES

GSDPM Map Design Unit

FEBRUARY 2014