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The World Bank

Report No: ICR00001901

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IBRD-71870 IDA-38090 IDA-45420)

ON A

ADAPTABLE PROGRAM LOAN

IN THE AMOUNT OF US$ 9.9 MILLION

TO

GRENADA

FOR AN

OECS EDUCATION DEVELOPMENT PROJECT

December 27, 2011

Human Development and Social Protection Management Unit
Caribbean Country Management Unit
Latin America and the Caribbean Regional Office

CURRENCY EQUIVALENTS

(Exchange Rate Effective October 1, 2011)

Currency Unit = East Caribbean Dollar
1.00 = US$ 0.37
US$ 1.00 = 2.68

FISCAL YEAR
April 1 – March 31

ABBREVIATIONS AND ACRONYMS

APL	Adaptable Program Loan
Bank	World Bank
CAS	Country Assistance Strategy
CEE	Common Entrance Examination
CXC	Caribbean Examination Council
DFID	Department for International Development UK
EMIS	Education Management Information System
FMR	Quarterly Financial Management Report
GBSS	Grenada Boys' Secondary School
GCR	Gross Completion Rate
IBRD	International Bank for Reconstruction and Development
ICR	Implementation Completion and Results Report
IDA	International Development Association
LAC	Latin America and the Caribbean Region
LRC	Learning Resource Center
MOE	Ministry of Education and Human Resources Development
NER	Net Enrolment Rate
NGO	Non-Governmental Organization
NPV	Net Present Value
OECS	Organization of Eastern States
OEDP	OECS Education Development Program
PAD	Project Appraisal Document
PCU	Project Coordination Unit
PDO	Project Development Objectives
PMU	Project Management Unit
The Project	Grenada OECS Education Development Program
SIP	School Improvement Project
USE	Universal Secondary Education

Vice President:	Pamela Cox
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GRENADA
OECS EDUCATION DEVELOPMENT PROGRAM
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DATA SHEET

A. Basic Information			
Country:	Grenada	Project Name:	Grenada: OECS Education Development Project
Project ID:	P077759	L/C/TF Number(s):	IBRD-71870,IDA-38090,IDA-45420
ICR Date:	03/24/2011	ICR Type:	Core ICR
Lending Instrument:	APL	Borrower:	GRENADA
Original Total Commitment:	USD 8.00M	Disbursed Amount:	USD 8.89M
Revised Amount:	USD 9.56		
Environmental Category: C			
Implementing Agencies: Ministry of Education and Human Resources Development			
Cofinanciers and Other External Partners: Department for International Development UK			

B. Key Dates				
Process	**Date**	**Process**	**Original Date**	**Revised / Actual Date(s)**
Concept Review:	01/07/2003	Effectiveness:	01/28/2004	01/28/2004
Appraisal:	05/06/2003	Restructuring(s):		11/16/2004 11/14/2006 11/05/2008
Approval:	06/27/2003	Mid-term Review:	01/28/2006	04/28/2006
		Closing:	09/30/2007	06/30/2011

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:	Satisfactory
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):	No	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 Satisfactory		

D. Sector and Theme Codes

	Original	Actual
Sector Code (as % of total Bank financing)		
Secondary education	100	90
Primary education		10
Theme Code (as % of total Bank financing)		
Education for the knowledge economy	100	

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Pamela Cox	David de Ferranti
Country Director:	Françoise Clottes	Caroline Anstey
Sector Manager:	Chingboon Lee	William Experton
Project Team Leader:	Harriet Nannyonjo	Cynthia Hobbs
ICR Team Leader:	Harriet Nannyonjo	
ICR Primary Author:	Nazumi Takeda	

F. Results Framework Analysis

Project Development Objectives

The objectives of the Project are: (a) to increase equitable access to Secondary Education; (b) to improve quality and efficiency of Secondary Education; and (c) to strengthen the institutional capacity of the educational sector.

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

The PDO was revised in November 2004 following Hurricane Ivan, which caused severe damage to the country. In order to accommodate the recovery effort, the first objective was modified to "increase equitable access to secondary education, *including replacing and rehabilitating secondary schools damaged by the passage of Hurricane Ivan on September 7, 2004"*. The other two objectives remained the same. The key outcome indicators, their targets, and output indicators were revised. The Project reverted to the original PDO at the 2008 restructuring for additional financing. The target values were also revised, and the output indicators were defined specifically for additional financing.

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Revised Target Values (2005)	Revised Target Values (2008)	Actual Value Achieved at Completion or Target Years
Indicator 1: Transition rate to secondary education in proportion to Grade 6 students					
Value quantitative or Qualitative	80%	93%	88%	94%	89%
Date achieved	**01/01/2002**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**07/01/2011**
Comments (incl. % achievement)					Fell short of revised target
Indicator 2: Transition rate to secondary education in proportion to students sitting the Common Entrance Exam					
Value quantitative or Qualitative	55%	75%	62%	89%	97.8%
Date achieved	**01/01/2002**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**07/01/2010**
Comments (incl. % achievement)					Surpassed the revised target by a significant margin
Indicator 3: Transition rate based on students sitting the CEE in the 3 underserved parishes of St. Andrew, St. David and St. George					
Value quantitative or Qualitative	51%	59%	56%	68%	72.3%
Date achieved	**01/01/2002**	**09/30/2007**	**09/30/2007**	**06/30/2011**	07/01/2010
Comments (incl. % achievement)					Surpassed the revised target
Indicator 4: Net enrollment rate at the secondary level					
Value quantitative or Qualitative	70%	85%	78%	82%	61.4%
Date achieved	**01/01/2002**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**06/30/2011**
Comments (incl. % achievement)					Was below the revised target
Indicator 5: Gross completion rate in Form 5					
Value quantitative or Qualitative	82%	105%	100%	100%	62.2%
Date achieved	**01/01/2002**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**06/30/2011**
Comments (incl. % achievement)					Far below the revised target

Indicator 6: Proportion of students passing at least 5 CXC exams[1] (including Math and English)					
Value quantitative or Qualitative	13%	25%	18%	20%	19%
Date achieved	**07/01/2000**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**07/01/2010**
Comments (incl. % achievement)					Slightly below the revised target
Indicator 7: Proportion of non-salary recurrent expenditure out of total recurrent expenditure					
Value quantitative or Qualitative	13%	16%	-	-	15.6%
Date achieved	**12/31/2001**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**06/30/2011**
Comments (incl. % achievement)					Surpassed the revised target
Indicator 8: Pupil-teacher ratio					
Value quantitative or Qualitative	23	24	24	24	15
Date achieved	**01/01/2002**	**09/30/2007**	**09/30/2007**	**06/30/2011**	**06/30/2011**
Comments (incl. % achievement)					Far below the revised target

(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: Rehabilitation of secondary schools (at least three in low income areas) and creation of 520 new secondary places created by 2007				
Value quantitative or Qualitative	0	3 schools/520 new places	2 schools/420 new places	2 schools/420 places
Date achieved	**01/01/2002**	**09/30/2007**	**06/30/2011**	**07/30/2011**
Comments (incl. % achievement)			One school formally restructured out in 2008	

[1] The CXC (Caribbean Examination Council) provides the exams to the students in the OECS countries at the end of the secondary education cycle.

Indicator 2: In-service training for literacy and numeracy for primary and secondary teachers				
Value quantitative or Qualitative	0	-	160	156
Date achieved	**01/01/2002**	**09/30/2007**	**06/30/2011**	**07/30/2011**
Comments (incl. % achievement)				
Indicator 3: Training for non-graduated technical teachers at Diploma level				
Value quantitative or Qualitative	0	40	30	51
Date achieved	**01/01/2002**	**09/30/2007**	**06/30/2011**	**07/30/2011**
Comments (incl. % achievement)				
Indicator 4: Education Officer trained in school supervision techniques and teacher performance evaluation				
Value quantitative or Qualitative	**0**	**7**	**7**	**7**
Date achieved	**01/01/2002**	**09/30/2007**	**06/30/2011**	**07/30/2011**
Comments (incl. % achievement)				

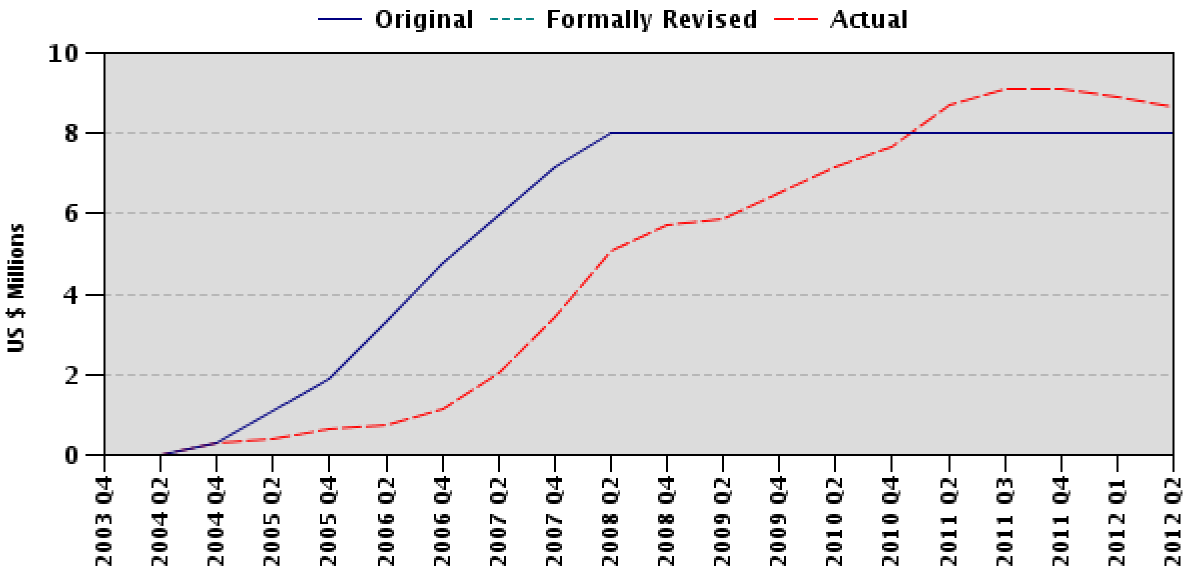
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	10/21/2003	Satisfactory	Satisfactory	0.00
2	02/25/2004	Satisfactory	Satisfactory	0.04
3	10/19/2004	Satisfactory	Satisfactory	0.29
4	03/03/2005	Satisfactory	Moderately Satisfactory	0.52
5	09/14/2005	Moderately Unsatisfactory	Moderately Unsatisfactory	0.63
6	11/21/2005	Moderately Satisfactory	Moderately Satisfactory	0.66
7	07/12/2006	Moderately Satisfactory	Moderately Satisfactory	1.14
8	05/11/2007	Moderately Satisfactory	Moderately Satisfactory	2.95
9	12/17/2007	Moderately Satisfactory	Moderately Satisfactory	5.04
10	06/25/2008	Moderately Satisfactory	Moderately Satisfactory	5.69
11	12/07/2008	Moderately Satisfactory	Moderately Satisfactory	5.86
12	06/07/2009	Satisfactory	Satisfactory	6.26
13	11/20/2009	Satisfactory	Satisfactory	6.96
14	06/18/2010	Moderately Satisfactory	Satisfactory	7.44
15	02/15/2011	Moderately Satisfactory	Satisfactory	8.80
16	07/19/2011	Moderately Satisfactory	Satisfactory	8.89

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		
11/16/2004	The first objective was changed to "increase equitable access to secondary education, *including replacing and rehabilitating secondary schools damaged by the passage of Hurricane Ivan on September 7, 2004"*	S	MS	0.29	Due to Hurricane Ivan in September 2004, which caused the damages at unexpected scale, there was an emergency civil works need. The scope of Component 2 and 3 was significantly reduced, and a substantial proportion of funds were shifted to Component 1.
11/14/2006	None	MS	MS	1.14	The Loan Agreement was amended to include the expansion of schools, reallocate funds, and reduce financing percentages for most of the categories.
11/05/2008	The first objective reverted to the original.	MS	MS	5.69	In order to implement some of the activities under Components 2 and 3 that had been curtailed during the first restructuring, additional financing was approved for a revised set of activities and the closing date extended to June 30, 2011.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. Grenada and other island states of the Organization of Eastern States (OECS) have been facing challenges due to their small size and extreme vulnerability to external shocks based on the following factors: natural disasters including frequent hurricanes; swings in prices of key commodity imports; and concentration of exports in a few goods and services. While these countries showed positive economic growth accompanied by an improvement of social indicators during the 1980s and 1990s, they were still plagued by strong income volatility and insecurity and persistent poverty at the time of appraisal in May 2003.

2. At the time of appraisal, Grenada and OECS countries had been facing considerable educational challenges. These included: (i) *inequitable access* to secondary education, (ii) *deficient quality* of secondary education including: imbalanced and irrelevant curricula; ineffective teaching/learning mode; low teachers' qualifications and insufficient training; insufficient and low quality instructional materials and educational equipment to support student-centered learning approaches; inadequate student assessment and supervision mechanisms; and inadequate school community participation and support for students; and (iii) *weak management* of the sector and governance of schools. Specifically in Grenada, some secondary schools were overcrowded due to internal migration and imbalanced number of primary and secondary schools in certain areas. Low academic achievement particularly in the areas of literacy and numeracy was another major challenge facing the country.[2]

3. The OECS Education Reform Strategy, which was adopted by the OECS Ministers of Education in June 2001, proposed to reform secondary education with a focus on access, relevance, quality, youth at risk, and institutional capacity. In line with the regional strategies, each country developed a long-term education sector plan.

4. *The OECS Education Development Program (OEDP)* was proposed as an Adaptable Program Loan (APL) to provide phased support to long-term education plans in the OECS countries. The program was consistent with the OECS Country Assistance Strategy (CAS) for FY02-06 (2001). The CAS confirmed the priorities of the regional Education Reform Strategy and favored a sub-regional approach to encourage cost effectiveness and sub-regional integration while meeting the particular needs of each country. The proposed program was designed as a "horizontal" APL, in which the instrument would apply sequentially across countries in the sub-region to allow countries to join the program when they were ready (Table 1).

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[2] Grenada showed the lowest proportion of students passing CXC (Caribbean Examination Council: it provides the exams to the students in the OECS countries at the end of the secondary education cycle) among the OEDP participating countries. Only 13% of students sitting for the CXC exams in 2000 passed four subject areas including English and Maths.

Table 1. OEDP 'Horizontal' APL

APL	Approval Date	Original Closing Date	Borrower
APL 1	June 13, 2002	September 30, 2008	St. Lucia, St. Kitts and Nevis
APL 2	June 27, 2003	June 30, 2009	Grenada
APL 3	June 29, 2004	December 30, 2009	Dominica, St.Vincent and the Grenadines

5. Grenada joined the second phase of OEDP. In 2001, the Government of Grenada adopted its long-term education sector plan "Strategic Plan for Education and Development (SPEED)" which defines its strategy and actions through 2010. SPEED addressed the above mentioned educational challenges, and aimed at achieving universal secondary coverage as one of the top priorities. The OEDP in Grenada (the Project)[3] aimed at providing support in implementing and achieving the objectives established in SPEED.

6. The Bank had a standing commitment to provide financial and technical assistance to the Caribbean region and an ongoing relationship with the Ministries of Education. A collaborative approach had yielded increased cooperation between the Bank and the countries, and among countries. The Bank had participated in the Caribbean Education Task Force in its quest to establish a regional strategy. Furthermore, it had carried out extensive sector work in secondary education and could provide best practice examples of initiatives at this level.

1.2 Original Project Development Objectives (PDO) and Key Indicators (*as approved*)

7. The objectives of the Project were: (a) to increase equitable access to Secondary Education; (b) to improve quality and efficiency of Secondary Education; and (c) to strengthen the institutional capacity of the educational sector.[4]

8. It should be noted, however, that there were variations in the original PDO as presented in the PAD and the Loan Agreement and within the PAD.[5]

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[3] IBRD-7187-GR/IDA-38090/IDA-45420 (Grenada is an IBRD/IDA blend country); Approval Date: June 3, 2003; Report No: 26042.

[4] This is the PDO as presented in the Loan Agreement. The PDO in the PAD (page 4) focused on the development objective for the horizontal APL program, noting a special emphasis for Grenada. The PDO in the PAD (page 4) is as follows: The overall objective of the horizontal APL program is to build human capital in the OECS which, in turn, will contribute to the diversification of their economy and more sustainable growth. This objective will be achieved by: i) increasing equitable access to secondary education;, ii) improving the quality of the teaching and learning process, with more direct interventions and provisions of resources at the school level, a focus on student-centered learning and various mechanisms to provide student support, and iii) strengthening management of the sector and governance of school. In Grenada, special emphasis will be placed on improving students' literacy and numeracy skills.

9. As listed in the PAD, the Project's objectives were to be measured by the following key outcome indicators:

- Transition rate to secondary education
  - In proportion to Grade 6 students
  - In proportion to students sitting the Common Entrance Exam (CEE)
  - Based on students sitting the CEE in the 3 underserved parishes of St. Andrew, St. David and St. George
- Net enrollment rate at the secondary level
- Gross completion rate in Form 5
- Proportion of students passing at least 5 CXC exams (including Math and English)
- Proportion of non-salary recurrent expenditure out of total recurrent expenditure
- Pupil-teacher ratio

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

10. The PDO was revised in November 2004 following Hurricane Ivan, which caused severe damage to the country. In order to accommodate the recovery effort, the first objective was modified to "increase equitable access to secondary education, *including replacing and rehabilitating secondary schools damaged by the passage of Hurricane Ivan on September 7, 2004"*. The other two objectives remained the same. The key outcome indicators, their targets, and output indicators were revised. The Project reverted to the original PDO at the 2008 restructuring for additional financing. The target values were also revised, and the output indicators were defined specifically for additional financing.

1.4 Main Beneficiaries

11. The equitable access component of the Project was designed to benefit especially the secondary school-age children in most populated and underserved areas by expanding and rehabilitating some secondary schools. Less able learners were targeted with specially designed support programs. In addition, the quality component of the Project was designed to benefit all the secondary education students. Teachers, school administrators, and Ministry staff were to benefit from training provided by the Project.

1.5 Original Components (*as approved***)**

12. **Component 1 – Increasing equitable access to secondary education (US$1.17 million)** This component was designed to increase equitable access to secondary

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[5] Other sections of the PAD, including Section A-3 (p.5), B-3 (p.13), Annex 1 and 3, had different variations of the PDOs.

education and to relieve overcrowding through the expansion and rehabilitation of three secondary schools. A total of additional 520 spaces were to be created.

13. **Component 2 – Improving the quality of teaching and learning (US$7.79 million)** This component aimed at improving quality to enhance the school teaching and learning environment, with more direct interventions at the school level and a focus on student-centered learning by: (i) Developing curriculum for Forms I to III with an emphasis on literacy and numeracy; (ii) Upgrading teacher skills; (iii) Strengthening student assessment system; and (iv) Improving student support services.

14. **Component 3 – Improved governance and management of the education sector (US$1.57 million)** This component was designed to improve the level and efficiency of supervision at the school level through: (i) Strengthening school supervision and management by establishing District Education Offices and providing training; (ii) Providing training to school principals on the preparation and use of school development plans; (iii) Carrying out School Improvement Projects; (iii) Expanding the Education Management Information System (EMIS); and (iv) Improving communication and participation through dissemination of information on the education reform process.

15. **Component 4 – Project Management (US$0.73 million)** This component aimed at supporting and strengthening operations of the Project Management Unit (PMU). This included the provision of technical assistance, training and purchase of the necessary equipment.

1.6 Revised Components

16. The Project was restructured three times (2004, 2006, and 2008) in response to the Government's formal requests. The 2004 restructuring took place to redirect funds to emergency civil works needs following Hurricane Ivan. The 2006 restructuring was to reinstate the expansion of schools in the Project description, adjust the financing allocation and reduce financing percentages for all the categories. The 2008 restructuring and additional financing of US$1.9 million was to allow most of the activities that had been curtailed during the 2004 restructuring to proceed.

17. The number and names of the components remained the same throughout the Project. Subsequent to Hurricane Ivan, Component 1 was expanded with a large allocation of funds, while the scope of activities and funding allocation under Component 2 and 3 were reduced. Subsequent to November 2008, funds were allocated only to the aspect of quality (Components 2), governance (Component 3), and project management (Component 4). Some activities, such as summer school programs to enhance literacy and numeracy and EMIS were completely dropped. Table 2 shows the change in the Components under the three restructurings.

Table 2. Changes in scope of the activities following restructuring

Components	November 2004 (following Hurricane Ivan)	August 2006	November 2008 (additional financing)
1: Equitable Access	• Financing amount and percentage increased from US$1.17M to US$6.30M, and from 75-80% to 100%. • The scope was expanded to include the necessary reconstruction and rehabilitation of target schools and the civil work consultancy for other schools that had been damaged by the Hurricane • Civil work related activities under Component 2 (e.g. LRCs, Science Labs) were moved to Component 1. The number of labs and LRC to be upgraded and established was reduced from 4 to 1 and 11 to 3 respectively.	Financing percentage decreased from 100% to 30-95%. Expansion of schools was reinstated in the Loan Agreement.	• No civil works were conducted under additional financing. • Expansion of Grenville Secondary School was omitted.
2: Improving Quality	• Financing reduced from US$7.78 M to US$1.80M. No change in financing percentage. • Significant reduction of the component cost was partly due to the transfer of the establishment and upgrading of LRCs and Science Labs from Component 2 to 3. • Some activities related to literacy and numeracy, educational materials, teacher training were scaled down and revised. Summer school program was dropped.	Financing percentage decreased from 75-90% to 25-75%.	• Additional US$ 1.67M. • Financing percentage increased to 100%. • Training of teachers and administrators on literacy and numeracy • Instructional support to teaching mathematics and language arts • Support to Materials Production Unit • Upgrading teachers' technical skills • Training guidance counselors, counseling assistants and student council members
3: Strengthen-ing Governance and Management	• Financing reduced from US$1.57 M to US$ 0.40M. No change in financing percentage. • Civil works for the establishment of District Education Offices was dropped. • Entire EMIS sub-component was dropped. • Communication sub-component was scaled down.	Financing percentage decreased from 75-90% to 25-75%.	• An additional US$ 0.46M. • Financing percentage increased to 100%. • Training school principals and district management teams to support literacy and numeracy

4: Project Management	NA	Financing percentage decreased from 75-90% to 25-75%.	• AdditionalUS$0.23. Financing percentage increased to 100%.

1.7 Other significant changes

18. The Project was extended three times from the original closing date of September 30, 2007. It was extended to June 30, 2008 and December 30, 2008 to finalize the civil works, and then to June 30, 2011 to carry out activities with the additional financing.

19. The implementation arrangements for the Project were also changed in 2005. While the PMU was originally set up for OEDP, it was merged with a newly established PCU under the Ministry of Finance (MOF) that oversees all donor-funded projects. MOE's PMU staff were moved to the PCU. In addition, in November 2004, more flexible procurement arrangements to support reconstruction were introduced.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

20. **The Project's design reflected wide participation of its stakeholders**. It involved community meetings and focus group discussions with teachers, students, principals, and parents to discuss specific topics. Furthermore, a wide range of stakeholders were involved in the Project design process through the project preparation committee, which consisted of the MOE staff, education officers, teachers, principals, teacher union representatives, NGO members, officials from the Ministry of Finance and the Ministry of Culture. This helped to enhance ownership and support for reform. Close collaboration with DFID during design helped to provide funding for some for some of the quality enhancing activities.

21. **Government's strong ownership and effective implementation arrangement.** Based on the successful experience in other projects, a committee consisting of the key technical staff in the MOE was set up for each Project component. Each committee was responsible for elaborating the component's activities and costs. This ensured smooth preparation process, was highly effective in increasing and maintaining the Government's ownership throughout the Project period, and allowed the continuity from preparation to implementation. It also enhanced sustainability of project activities as many project activities were institutionalized within the MOE. Moreover, the Focal Point technical staff for each sub-component was able to develop skills and competencies for monitoring and implementation of program/projects. While the MOE was held accountable for the project activities, the PCU was responsible for fiduciary aspects of the Project. This arrangement with a clear division of work allowed close coordination and effective collaboration between the two. The continuity of the key project members in MOE and PCU also ensured the smooth implementation of the Project.

22. **The Project was designed based on rigorous studies and evidence**. With DFID funding and a PHRD Grant, preparation studies were conducted for the relevant areas including teacher training, learning spaces, youth at risk, curriculum, school mapping and EMIS. The access component was designed based on population study and school mapping exercise. The quality component was also developed based on students' performance data.

2.2 Implementation

23. **Hurricane Ivan**. The Project was significantly affected by Hurricane Ivan in 2004 that significantly damaged over 85% of the school infrastructure. While hurricanes are common in Grenada, Ivan was the worst hurricane in the last half-century and caused damages of a significant magnitude. Education infrastructure was particularly damaged by the Hurricane, with only 3 schools out of 77 primary and secondary schools remaining intact; as those schools were constructed in accordance with acceptable standards.[6] Given this emergency, the priority was set on rehabilitation and re-opening of schools including establishment of temporary classroom spaces to accommodate students in the medium term. The Hurricane caused significant implementation delays and the Project restructuring as explained in Section 1.7. The implementation capacity of the PMU was heavily pressured during this emergency period, as they had to manage other donor resources, including US$ 10M from the European Commission (EC).

24. In addition, the Hurricane negatively impacted education outcomes due to disruption of schooling. Dropouts from secondary school increased as some students took advantage of increased opportunities to enter the labor market due to reconstruction, and also due to the need to supplement family income following the aftermath of the Hurricane.

25. **Cost increase for civil works**. In addition to the damages from Hurricane Ivan, the Project was affected by a significant increase in the cost of building materials and labor. This was mainly due to a serious scarcity of building materials in the region. Two fires at GBSS further contributed to increasing the cost of construction. This contributed to an increased cost for civil work activities and reduction of scope of work originally programmed under the Project. With the additional emergency reconstruction needs and these cost increases, a unit cost of civil works for the targeted schools became significantly higher than the originally planned (the actual cost was US$3,726,230 compared to the original cost of US$1,569,700 in GBSS, and US$968,531 compared to US$367,300 in Westerhall Secondary, respectively).

[6] Preliminary assessment of damages in Grenada indicated that 18 out of 19 secondary schools, 55 out of 58 primary schools, national college as well as Government offices in the island suffered significant damages. Typical losses include partial or total collapse of roof structures, collapse of walls in older structures and rainwater damage to classrooms, offices and other structures. Aside from the structural losses, books, lab equipment, teaching aids etc. were damaged beyond usefulness. The average level of damage was high in the Project's target parishes (St. Georges, St, Andres, and St. David) (World Bank, 2004).

26. **Procurement Issues of the Government**. Planned construction at Grenville Secondary School was not undertaken due to a procurement conflict with the National Public Central Tenders Board. The disagreement within the Government over the lowest bidder's qualifications prolonged the approval process beyond the bid validity period and annulled the initial bidding. While this was beyond the control of the MOE and the PCU, the case was deemed a misprocurement and thus led to cancellation of US$1,078,651.69 of the loan. In addition, Government contracted only one firm to assess the damages from Hurricane Ivan in all secondary schools in Grenada and to design all school buildings prior to the bidding for construction. This arrangement caused a significant delay at the assessment and design stage and prolonged the rehabilitation of target schools.

27. **Cost effectiveness in the implementation of training**. The Project adopted the option of online training instead of sending a few trainees to overseas training as originally planned. The idea of having a resident tutor proved very helpful in providing quick answers to questions by the trainees. This arrangement was found cost-effective resulting in an increase in the number of trainees. Taking into account the lessons from the previous Basic Education Reform Project, the knowledge and skills of the trained teachers were shared and well utilized to improve the quality of education.

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

28. **Design**. Data collection methods were appropriate with clear definition of responsibility, frequency of collection, and sources of data. However, the original design of M&E framework entailed two major issues: First, the Project relied on the data provided by the Government although Government's capacity for data collection and analysis was found to be limited before the Project started. While the Project originally incorporated the strengthening of the M&E capacity of the MOE with the development of EMIS, this aspect was dropped during the 2004 restructuring. Second, selection of some of the key PDO indicators and the links to the output indicators could have been clearer. The indicators to measure quality and management objectives were neither sufficient, nor clearly linked to the activities as explained below.

29. For the quality objective, the use of the Caribbean Examination Council (CXC) exam results and Gross Completion Rate in Form 5 were appropriate, but could have been supplemented with intermediate outcome indicators more focused on the outcomes related to Project activities. As rightly identified in the PAD as a risk from outputs to objective, quality improvements based on curriculum changes and teaching methods is a long-term proposition. It takes time to make an impact on the results of the CXC exam that is taken at the end of the secondary education.

30. For the management objective, none of the two indicators (proportion of non-salary recurrent expenditure out of total recurrent expenditure; and pupil-teacher ratio) were clearly linked to the intended outcome (strengthened school supervision and management) and output or activities (establishment of district offices; training of school administrators and educational officers in school management). In the absence of an impact evaluation, assessment of the impact of these activities was a challenge.

31. Despite these issues, no revision was made to the PDO indicators during the Project restructurings although the targets and output indicators were revised.

32. **Implementation**. The MOE has been monitoring progress of the education sector and the Project activities. It published the Education Statistical Digest in 2006 and 2010, which contained data for all levels of the school system. Although the EMIS sub-component was dropped at Project restructuring, there were improvements in the data collection processes and practices with the assistance of UNESCO.

33. Nevertheless, there were data inaccuracies in outcome data such as net enrolment rates and gross completion rates. This is mainly due to the inaccurate population projections at the macro level made in 2001 without any update. Lack of reliable longitudinal data hindered the proper monitoring of Project progress, and made it extremely difficult to measure Project achievement.

34. **Utilization.** The data was utilized for updating SPEED and in the annual budgeting process. MOE is currently working on strengthening EMIS for further utilization of data, to monitor the impact of activities initiated under the Project and to update SPEED in the future. Since 2011, Grenada and other OECS countries have been participating in the training on data analysis and evidence-based policy making, supported by the Bank's Institutional Development Fund and implemented by the OECS Secretariat. These efforts are expected to lead to more systematic data collection and utilization of the results.

2.4 Safeguard and Fiduciary Compliance

35. **Safeguard**. No environmental or social safeguard policy was triggered under the Project. Nevertheless, the Bank's Latin America and the Caribbean Environmental Guidelines for Education Projects were utilized for civil works bidding and activities to ensure that there were no negative impacts on the environment, as a result of rehabilitation of schools or creation and use of science laboratories and LRCs.

36. **Fiduciary compliance**. Overall performance in fiduciary areas was moderately satisfactory. Despite initial problems of timeliness and quality in the preparation of Financial Monitoring Reports and occasional delays in the submission of withdrawal applications to the Bank, overall practice of financial management was adequate. Procurement practices were generally conducted in accordance with Bank guidelines, although staffing capacity posed challenges and there were some delays and a case of misprocurement as explained in Section 2.2.

2.5 Post-completion Operation/Next Phase

37. All the activities supported under the Project have been institutionalized and the Ministry continues to build on these efforts to improve sector performance. The MOE is also working on strengthening the EMIS and developing performance indicators to monitor and measure the impact of activities initiated under the Project. Grenada continues to participate in reviewing the OECS Education Reform Strategy that would

guide future development of education in the sub-region. The MOE has also initiated a review of the implementation of SPEED to guide future development of the sector for the period 2012 – 2016.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

Rating: *Substantial*

38. **Objectives and Design**. The Project objectives and design were relevant and consistent with the regional and country strategy and CAS at the time of appraisal, and remain highly relevant to the development priorities of the country today. Access, quality and management of primary and secondary education continue to be key areas of focus in Grenada as defined in the Government's medium-term strategy "the Revised Strategic Plan for Educational Enhancement and Development 2006-2015 (SPEED II)." The Project objectives and design also fit well with the Bank's strategies: Bank's Education Strategy 2020 promotes the equity and quality goals with an emphasis on learning of disadvantaged population and focuses on the areas including assessment of student learning, governance, and school management. The Bank's OECS Partnership Strategy for FY10-14, which affirms the continued support to protect and improve human capital in OECS countries, sets one of the core outcomes to increase the proportion of qualified teachers. It also supports the Project's sub-regional approach with country-level customization.

39. **Implementation**. The Bank's implementation assistance was also highly relevant, as it responded to changing needs in a timely and flexible manner. The Project maintained its relevance to country priorities by adjusting the design and activities through several restructurings, additional financing, and extension of the Project Closing Date, and through more flexible procurement arrangements to facilitate reconstruction activities.

3.2 Achievement of Project Development Objectives

Overall rating*:* *Moderately Satisfactory*

40. The evaluation of the Project was a challenge due to differences in the PDO as reflected in various parts of the PAD and the Loan Agreement (Section 1.2), quality of data, and poor link between indicators and Project objectives and activities. The ICR primarily uses the definition in the Loan Agreement to assess the Project in order to reflect the changes made through the restructuring. At the same time, given the very broad definition of PDO in the Loan Agreement in relation to the scope of the project activities, we draw on the nuances that are highlighted in the PAD to help us identify the details of intended outcomes. The ICR also recognizes that the indicators are more output based rather than outcomes due to data limitations and the issue of indicators.

41. The ICR conducted assessment for two implementation periods: post-2004 restructuring (November 2004 – October 2008) and additional financing (November 2008 – Closing). The assessment for the pre-2004 restructuring period (January 2004 –

October 2004) was not conducted since Project activities had barely started with only US$290,000 or 3.26% of project funds disbursed when the restructuring took place.

Assessment 1 - Post-2004 Restructuring (November 2004 – October 2008): Moderately Satisfactory

42. The assessment for this period was conducted against the revised PDO (objective 1) and the revised outcome and output indicators. See Annex 3 for a complete list of indicators and a summary of outputs and impacts.

Objective 1 (Revised): Increase Equitable Access to Secondary Education, including replacing and rehabilitating secondary schools damaged by the passage of Hurricane Ivan on September 7, 2004 – Achieved

43. *This objective was to be measured by (i) transition rate to secondary education (measured by the following: (a) in proportion to Grade 6 students; (b) in proportion to students sitting the Common Entrance Exam; (c) based on students sitting the CEE in the 3 underserved parishes of St. Andrew, St. David and St. George) and (ii) net enrolment rate at the secondary level*. The transition rates to secondary education in the proportion to Grade 6 students, students sitting the CEE, and students sitting CEE in three underserved areas all increased from 78%, 52.1%, 53.5% in 2004 to 85%, 67%, 63% in 2008 respectively, although the targets were not met. However, the Net Enrolment Rate (NER) dropped from 68.4% to 62.7% during the same period.[7]

44. Given other interventions, it is difficult to determine the Project's contribution to the increase of transition rates. Nevertheless, the objective to increase equitable access was fully achieved during the post Hurricane Ivan reconstruction period as evidenced by (i) decongesting of the two schools that were expanded under the Project and (ii) the reconstruction and rehabilitation of secondary schools damaged by Hurricane Ivan.

45. The Project created an additional 420 places in two secondary schools by the beginning of school year 2008/09. The expansion of classrooms helped to reduce overcrowding since both schools had excessive enrollment before the expansion. In 2003/04, for instance, enrolment in GBSS was 804 compared to the original capacity of 700, and 496 in Westerhall compared to 320 original capacity. The ICR mission confirmed that the constructed spaces are fully utilized to implement the curriculum and student support activities. In addition, a Learning Resource Center and two science laboratories were built and equipped in GBSS and well utilized by teachers and students.

46. In addition, the Project successfully supported rehabilitation of GBSS and Westerhall Secondary, as well as the designing and supervision of civil works for eight secondary schools that had been damaged by Hurricane Ivan. The rehabilitation of these schools facilitated recovery from the Hurricane and reopening of schools earlier than it

[7] The decline in NER is in line with the general trend in the OECS. At the same time, this result could have also been affected by inaccurate population projections.

would have been without Project support, benefiting approximately 4,300 students, exceeding the target of 2,000.

Objective 2: Improve the quality and efficiency of secondary education – Partially achieved

47. *This objective was to be measured by (i) Gross completion rate in Form 5 and (ii) the proportion of students passing 5 CXC exams including Math and English.* The CXC pass rates slightly increased from 12.6% in 2004 to 13.8% in 2008. On the other hand, Gross Completion Rate declined from 97% in 2004 to 70.0% in 2008.

48. Given the critical impact of Hurricane Ivan on educational outcomes (Section 2.2) and the issues associated with the PDO indicators (Section 2.3), project achievement cannot be measured by the above PDO indicators. In addition, other reform initiatives supported by Government and other donors (curriculum review, teacher training, literacy and numeracy programs) were also taking place in the sector which could have affected the CXC results. Therefore, the ICR examines the outputs and the observed impact of activities that were carried out during this period to assess the achievement of this objective.[8] The objective to improve the quality and efficiency of secondary education was partially achieved during the post Hurricane Ivan reconstruction period as evidenced by achievements related to (i) curriculum reform, (ii) the upgrading of teacher skills, (iii) student assessment and (iv) student support.

49. *Curriculum reform.* The Project made a significant contribution to curriculum reform despite delays due to the focus on rehabilitation and expansion of schools due to Hurricane Ivan. Literacy and numeracy policies were developed in collaboration with other OECS countries, and incorporated into the national curriculum policy. Other subject policies were also developed for newly introduced subjects such as Modern Languages, Creative and Performing Arts and Dance, and ICT. The new curriculum policy was officially introduced in school in September 2008. In addition, the Project provided: (i) training workshops for key stakeholders in the implementation of the new curriculum; (ii) training workshops for literacy and numeracy coordinators in all primary and secondary schools; (iii) training for two teachers in Performing Arts at degree level, though not three as planned, who were deployed to teach dance classes in selected secondary schools. The new curriculum is better aligned with sub-regional CXC curriculum, better reflects the changing demands of the labor market, and meets diversified learning needs of students. Focus group discussions with teachers indicate that the new subjects serve to enhance creativity of students, and provide opportunities for disadvantaged students.

50. *Upgrading Teacher skills*. The Project made a significant contribution to improving quality of teaching process by supporting teacher training in planned areas.

[8] The ICR mission was conducted in 2011 to assess the outcomes of activities for the whole project period. The assessment 1 utilizes the observed impact and information collected during the ICR mission for the activities implemented during the first assessment period.

During this period, the Project supported training for 20 technical education teachers to upgrade their skills including pedagogy and the delivery of subject matter. Focus group discussions with the trained teachers indicate their greatly enhanced capacity to deal with students with a wider range of learning needs and abilities. In addition, the Project helped to enhance quality of teaching through improved teacher education. By providing training for teacher educators, the Project strengthened the capacity of T.A. Marryshow Community College (TAMCC), the local teacher training college, to train a large number of teachers in a wider range of subject areas. External assessors have provided positive feedback to TAMCC on the quality of its current graduates in the areas where trained tutors were deployed. The Project also helped to create a model classroom at TAMCC by providing necessary materials and equipment required for teacher training.

51. The knowledge and skills of returned fellows supported by the Project were also well utilized and making a positive impact on teaching and learning in different capacities. For instance, a fellow in Mathematics was deployed at MOE and conducted training workshops with teachers and launched a number of innovative activities to raise the profile of Mathematics in Grenada. Focus group discussions and interviews with students indicate that these initiatives strengthened students' interest in the subject and their motivations for learning.

52. *Student Assessment*. Good progress was made in introduction of assessment. A Minimum Competency Test (MCT) was strengthened in 2008 and now conducted annually for Grades 2, 4, 5, and the results are analyzed and used to tailor support to ensure that students enter secondary education with stronger skills. A handbook for continuous assessment was developed and printed, and teachers were trained in the use of continuous assessment.

53. *Student Support.* The Project helped to enhance student support services by supporting a Textbook rental program, training of assistance guidance counselors, and peer counseling program. Approximately 3,000 needy students were supported by the Textbook rental scheme, which was expanded to a National Textbook Program in 2008. Training of 37 assistance guidance counselors enabled the MOE to place them at all of 19 secondary schools. In addition, Peer counseling program was developed and 350 students were trained as peer helpers. The deployment of guidance counselors and peer helpers helps identify and resolve the issues among students on an ongoing basis. Co-curricular activities were also designed and implemented by students in 25 schools, exceeding the target of 19.

Objective 3: Strengthen management of the sector and governance of schools – Partially Achieved

54. *This objective was to be measured by (i) Proportion of non-salary recurrent expenditure out of total recurrent expenditure, and (ii) Pupil-Teacher ratio.* However, these indicators are not directly linked to the Project's interventions and thus shed little light on Project achievements, as indicated in Section 2.3. Therefore, the ICR rating takes into account the outputs and progress made in the key associated outcomes. The objective

to strengthen sector management and governance of schools was partially achieved during the post Hurricane Ivan reconstruction period as evidenced by progress made in school supervision and management and capacity building.

55. The Project made a significant contribution to strengthening school supervision and management through establishing District Education Offices. Seven district offices were established by 2008 and staffed with trained district education officers, curriculum development officers, guidance counselors, and Early Childhood education officers. Focus group discussions with stakeholders indicate that the district offices have proved to be a useful link between the MOE and schools, providing a support network for schools in each district, facilitating knowledge sharing, and providing on-the-job training for school principals and teachers. It was also noted that these offices serve as a key focal point to involve technical staff and various local stakeholders such as community members, parents, and social workers to discuss and address any relevant educational matters.

56. The Project also helped to enhance school-based management capacity by (i) providing training to stakeholders in school management skills, including the preparation of school development plans, (ii) establishing multi-stakeholder school improvement teams, and (iii) supporting school improvement projects (SIPs). Each school now prepares a three-year development plan based on a self-assessment. SIPs were designed and implemented in schools. Focus group discussions with school principals indicate that the planning and self evaluation process has helped them to undertake more systematic planning to focus on weak areas.

Assessment 2 – Additional Financing (November 2008 – Closing): Satisfactory

57. The assessment for this period was conducted based on the revised project indicators for additional financing. As the additional financing was provided only for the quality and management enhancement activities, the assessment for the first objective is not applicable for this period.

Objective 2: Improve the quality and efficiency of secondary education – Achieved

58. During this assessment period, the proportion of students passing at least 5 CXC including Math and English increased from 13.8% in 2008 to 19% in 2010, falling short of the target by 1%. On the other hand, Gross Completion Rate declined from 70.0% in 2008 to 62.2% in 2011. However, the ICR team cannot determine the Project contribution to the improvement of CXC results as other reform initiatives supported by Government and other donors were also taking place in the sector which could have improved the CXC results. In addition, it is too early to observe the impact of activities implemented during this period on learning outcomes. As in the case of the first assessment, the ICR uses the project outputs and observed impact to assess the achievement of this objective.

59. *Literacy and Numeracy Initiatives.* The Project further contributed to strengthening literacy and numeracy by training teachers and instructional support. A

total of 84 teachers were trained in literacy or numeracy at degree level, exceeding the target of 60. 158 teachers were also trained in literacy and numeracy through in-country training workshop as planned. Focus group discussions with the trained teachers indicate their greatly enhanced capacity to deal with students with a wider range of learning needs and abilities. They noted improvements in pedagogy, assessment, attitude toward poorly performing students, and confidence in teaching and supporting other teachers. The positive effect of the trained teachers was also strongly echoed during focus group discussion with students, school principals and education officers; these teachers are identifying and supporting weaker students more effectively and contributing to increasing students' interest. The educational resources were also developed or acquired to enhance the teaching of Math and Language Arts. Furthermore, a framework for supporting literacy and numeracy has been strengthened to make more coordinated effort to improve learning, through the establishment of Literacy teams or associations of Math teachers at district level. .

60. *Instructional Support Materials.* The Project helped to enhance capacity of the MOE in producing instructional materials by providing the equipment to MOE's Material Production Unit and training to the unit staff. This has greatly improved the efficiency in providing a large amount of materials to schools.

61. *Upgrading teacher skills.* The Project continued to support training for technical teachers in secondary schools. A total of 31 teachers were trained at Diploma level, meeting the target of 30.

62. S*tudent support*. The Project further strengthened student support through training and strategically deploying guidance counselors. 20 teachers were trained in guidance and counseling at BA level as planned, and 14 at MA level exceeding the target of 5. Focus group discussions with education officers, school principals and counselors indicate that the quality of delivery of counseling services has greatly improved with better identification of problems and understanding of issues faced by students. They reported that more students are utilizing the services, and a positive impact has been observed in student behavior, including increased attendance, reduction in school violence and the number of students on suspension. Focus Group discussions with student leaders confirm usefulness of counselors, including reduction in incidences of student fights in school due to the preventive role played by counselors**.**

Objective 3: Strengthen management of the sector and governance of schools – Achieved

63. As previously mentioned, the proportion of non-salary recurrent expenditure and the Pupil to teacher ratio were not used to assess the project achievement, but drawn upon the outputs and observed impact.

64. During this assessment period, further training was conducted to facilitate the implementation of continuous assessment. A total of 361 educational professionals were trained in the area of Continuous Assessment, including 75 Heads of Departments, 100

Principals and District Teams members and 186 teachers. By the time of project completion, continuous assessment had been firmly introduced in all schools. A student activity coordinator was appointed in the MOE to facilitate the student-led activities. A Train the Trainers Resource Manual for Secondary Schools Student Councils was developed, and the Constitution for Student Council of Secondary Schools was revised. Student councils have been set up in some school at the time of Project completion, and approximately 100 students were trained as council members. Focus group discussions with a group of trained students indicated that the training they received equipped them with organizational skills, including time management and decision making. Students also expressed confidence in using the communication skills, developed during training, to effectively pass on information as well as guide and support other students.

65. Based on the first and second assessments, the overall achievement of project objective is rated moderately satisfactory as summarized in Table 3.

Table 3. Achievement of PDO: Rating summary

	Assessment 1: Nov2004-Oct 2008	**Assessment 2:** Nov 2008-Closing	**Overall**
Rating	MS	S	-
Rating value	4	5	-
Weight	63%	34%	97%[9]
Weighted value	2.5	1.7	4.2
Final rating	-	-	MS

3.3 Efficiency
Rating: Modest

66. **Economic rate of return**. The economic analysis that was developed at Project preparation was well done and based on assumptions that were realistic in 2003. The hurricane and subsequent economic volatility led to major changes in the Project and the Project's economic costs and benefits. An ex-post economic analysis shows that the Project's economic rate of return (ERR) was 15 percent and the Net Present Value (NVP) was US$3.68 million, compared to 30 percent and US$17.2 million respectively in the PAD. This sensitivity analysis shows that the results are dependent on assumptions on the value of education quality on income and economic growth. This proves high efficiency since only 35.6% of original cost was spent on the quality component. The bulk of the Project was transferred to school reconstruction, which likely had a high short term benefit.

67. **Cost effectiveness of Project activities**. Measuring the cost-effectiveness of the Project by comparing the original estimates and the actual expenses for each component is not adequate due to the significant changes in the Project design during implementation. However, some cost-effective measures were taken for implementing training activities under Component 2. The online option of training of literacy and numeracy teachers and

[9] A remaining 3 percent was disbursed between the project effectiveness and the 2004 restructuring.

guidance counselors reduced the unit cost of training, at one third of the cost of training abroad (US$6,900 compared to US$23,600). The savings were used to train more teachers, allowing the MOE to place trained teachers and counselors in every secondary school and some primary schools. The Project strengthened the Ministry's in-house capacity to produce instructional materials for use in schools through upgrading equipment and staff training for the Materials Production Unit. This enhanced capacity has helped to make significant savings in cost and time in providing a large amount of materials to schools. For example, printing 200 teachers' manuals that would cost EC$50,000 if outsourced now costs EC$ 30,000, all costs inclusive. The civil works were carried out at a higher cost than planned, due to cost increase. The unit cost for target schools increased from US$1,569,700 to US$3,726,230 in GBSS and from US$367,300 to US$968,531 in Westerhall Secondary. The delays in the evaluation and approval of bids also slowed the pace of implementation and resulted in an extension to the Project.

3.4 Justification of Overall Outcome Rating
Rating: Moderately Satisfactory

68. The overall outcome rating is *Moderately Satisfactory* based on: the Project's continued high relevance to the country priorities and Bank strategies; significant contribution towards improvement of access, quality and management of education; modest level of efficiency; and moderate shortcomings in the accomplishment of project activities and achieving targets.

3.5 Overarching Themes, Other Outcomes and Impacts

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

69. The Project did not include a specific measurement of impact on poverty. However, it targeted students from low-income families through the textbook rental program, which initially supported 3,000 needy students and later scaled up to cover all students. The Project was also designed to expand the schools that serve a large number of students from low income families. The new curriculum was also designed to meet more diversified learning needs of disadvantaged students.

70. The Project was also designed to promote the participation and empowerment of students. Traditionally, schools were very hierarchical and students were not active in school. The Project initiated steps to change this culture through the establishment of student councils, implementation of peer counseling, and development and implementation of student-led co-curricular activities. The stakeholder interviews with students showed their highly positive responses and enthusiasm toward these initiatives.

(b) Institutional Change/Strengthening

71. The improvement of institutional capacity of the education sector is one of the key outcomes of the Project. As explained in detail in Section 3.2, the school management system has been improved with the increased capacity at district and school level. Student councils were also established. Enhanced capacity of TAMCC allows the

training for a larger numbers of teachers. Finally, capacity development of the Material Production Unit in MOE greatly increased efficiency in the production of instructional materials.

(c) Other Unintended Outcomes and Impacts (positive or negative)

72. Through the implementation of Grenada OEDP, an on-line program for literacy and numeracy was developed. This program is now offered by University of West Indies and benefits other countries throughout the Caribbean.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops
N/A

4. Assessment of Risk to Development Outcome

Rating: Moderate

73. The assessment of risk to development outcome is rated as moderate, based on the assessment of overall risk and risk to each development outcome as described below.

74. Overall, Government has consistently shown a high level of commitment to education reform. The SPEED II reiterates Government commitment to reforms and initiatives addressed under the Project, and many of activities have been institutionalized under the strong leadership of the MOE. There is also a sufficient consensus for the need for education reform among the stakeholders. This strong commitment and support would help mitigate the financial risk, which is still persistent due to a negative impact of the global financial crisis since 2008. The MOE is also pursuing some measures to improve the efficiency aspect such as multi-grade teaching.

75. *Access*. A framework for maintenance of school infrastructure has been put in place. The MOE developed a school infrastructure assessment form and provides a monthly maintenance allowance of EC$300 to each school. In addition, all the newly rehabilitated school buildings after the Hurricane were built hurricane-proof. This would mitigate the risk of natural disasters from high to moderate.

76. *Quality*. Many of the quality enhancement activities initiated under the Project including literacy and numeracy programs, guidance and counseling programs, curriculum development, student assessment have been institutionalized. The textbook rental program to support disadvantaged students was expanded into a National Textbook Program. It covers all students with a minimal user fee to help ensure sustainability of the program, with the disadvantaged students exempted. At the same time, relatively high teacher turnover particularly at the secondary level could reduce the impact of the Project in the medium- and long-term. In order to mitigate the risk, the Government continues to train teachers and school administrators. It also plans to review teacher incentives and innovative ways to ensure that teachers are supported and rewarded appropriately.

77. *Management and School Governance*. The district education offices have been institutionalized within the MOE. At the same time, the accountability framework of the

school management system would require further training and clarification of roles and responsibilities for various actors. Government plans to undertake further training for school administrators, education officers and teachers to ensure that there remains a cadre of staff to assume leadership roles in school development. Shortage of resources poses a risk to implementation of school improvement plans, as these plans depend on fund raising by schools.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

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

78. The Bank team collaborated well with the Government and other donor partners in designing the Project. The team jointly identified the key sector issues, and provided adequate inputs based on evidence. The team took into consideration lessons from previous projects and elsewhere. It also utilized a PHRD fund to support background studies to inform the Project design. This resulted in a Project that was responsive to Government's priorities.

79. However, the design of the monitoring and evaluation framework had significant shortcomings and could have been improved to include intermediate outcome indicators and a better link between Project activities and objectives.

(b) Quality of Supervision
Rating: Moderately Satisfactory

80. Overall, the Bank's assistance was highly responsive to the needs of the Government, as most evident in the three-time restructuring of the Project. Following Hurricane Ivan, the Bank quickly responded by shifting resources to support high priority areas and adjusted the financing and procurement arrangements to better accommodate the client's needs. Once reconstruction efforts were completed, the Bank provided additional financing to implement activities curtailed when the Project was restructured following Hurricane Ivan. The Bank also showed concerted effort in supporting the reconstruction process by ensuring close collaboration with other Bank-supported projects, and by administering the European Commission (EC) fund of US$10 million for school reconstruction.

81. The Bank team maintained close working relationships with the Government and other donor counterparts, was readily available for assistance throughout the Project, and provided timely support to the client including on financial or disbursement matters. Bank supervision missions were conducted twice a year, and closely monitored implementation progress. Its inputs and processes were adequate with sufficient support and direction to the client. The supervision documents were overall well organized, provided detailed information on implementation progress, and helped the clients to plan adequately for future activities. The team was also proactive in facilitating cross-country

learning by conducting sub-regional workshops and organizing a study tour. In addition, the Bank team's consistent effort to strengthen monitoring and evaluation of the Project interventions helped to focus on this aspect among the clients. The Bank was proactive in supporting capacity to improve data collection and analysis with the support of IDF Grant.

82. At the same time, Bank team could have provided leadership to revise the project's results framework during the Project to better align PDO indicators with Project activities.

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

83. Overall Bank performance is rated *Moderately Satisfactory* based on: close collaboration with the client during Project preparation, inputs from the background studies and lessons learned; responsive implementation assistance to meet the client's needs; strong technical support through training and supervision; facilitation of knowledge sharing among OECS countries; and significant shortcomings in the design of the results framework.

5.2 Borrower Performance
(a) Government Performance
Rating: Moderately Satisfactory

84. Government constantly showed a strong commitment to education reform and the Project. Although its financial obligation was reduced during the emergency situation following Hurricane Ivan, the Government made counterpart funds available despite financial constraints. When the expansion of Grenville Secondary school could no longer be carried out under the Project, the Government identified alternative facilities to accommodate students and secured funding for construction of permanent structures.

85. At the same time, there were some procurement issues that affected the Project outcome as mentioned in Section 2.2. There were also some delays in the evaluation and approval of bids, which affected the pace of implementation and resulted in an extension to the Project.

(b) Implementing Agency or Agencies Performance
Rating: Satisfactory

86. The MOE's strong ownership and staff continuity throughout the Project preparation and implementation as well as the effective implementation arrangement of the MOE and PCU were critical factors for the successful completion and institutionalization of Project activities. Despite a shifting of funds towards civil works following Hurricane Ivan, the MOE maintained a strong focus on development objectives including the improvement of quality of teaching and learning as evident by their pursuit of these activities in the reconstruction period following Hurricane Ivan and their request for additional financing to implement the quality-enhancement activities. Project

outcomes were also enhanced by the MOE's decision to adopt a cost effective training scheme and strategic deployment of trained personnel to ensure their better utilization in the education sector.

87. The MOE also managed the additional responsibilities created by an influx of resources to address the post-Hurricane Ivan emergency situation. This, however, posed a challenge in project implementation and affected timely decision-making. There were some occasional delays in fiduciary documents.

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

88. The overall Borrower's performance is rated *moderately satisfactory* based on the following: strong ownership and commitment of MOE throughout the preparation and implementation; institutionalization of many initiatives; effective implementation arrangements; cost-effective measures for the training of personnel; availability of counterpart funds despite the financial constraints; fiduciary shortcomings .

6. Lessons Learned

89. **Results framework with a clear link between Outputs and Outcomes.** The link between Project's activities and some outcome indicators was not clearly addressed. As a result, these indicators could not adequately measure the achievements or progress made. To maintain the focus on Project Development Objectives during the implementation and to clearly address how different activities and components fit together, a well-defined results framework is critical. This framework should articulate the link between outputs and outcomes, by setting intermediate indicators which adequately measure the interim changes toward achieving the objectives.

90. **Impact evaluation as part of designing activity.** The planned evaluation of the counseling program as well as other training activities could not take place due to shortage of resources. Without systematic impact evaluation in place, it was very difficult to measure the effectiveness of training and actual outcome of the programs. It confirms the importance of including an impact evaluation in the design of projects. The cost associated with evaluation of the activities should also be budgeted for. .

91. **An online learning course as an effective tool for teacher training**. The Project used online learning courses to train teachers and guidance counselors. This training afforded teachers an opportunity to immediately put into practice the concepts they learned and therefore could easily relate to school realities. Online training saved the Government additional costs of travel abroad and a substitute teacher incurred if a substantive teacher goes away for training. . While this could be strengthened by presence of a resident tutor, online training has proved to be an effective and efficient way of improving teacher quality.

92. **Continuity from preparation to implementation**. A technical staff member in MOE was appointed as a focal point for each component, under which they were responsible for designing, costing, and implementing the activities. Involvement of Ministry staff in the project design process translated into higher commitment and leadership of the individual units. It created greater ownership and enhanced sustainability of project activities. Creating such a mechanism within the Government that ensures their continuous engagement would greatly enhance project effectiveness.

93. **Flexibility in Bank assistance**. The Project underwent three restructurings during the life of the project. The team adjusted the Project to Government's changing needs under emergency circumstances, and provided critical assistance in a timely manner. This flexible approach to project implementation received high commendation from Government and increased effectiveness of the Bank assistance. While keeping the focus on project development objectives, it is critical to allow flexibility in readjusting to the changing priority of the country during implementation particularly under uncertain circumstances.

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

(a) Borrower/implementing agencies
N/A

(b) Cofinanciers
N/A

(c) Other partners and stakeholders
N/A.

Annex 1. Project Costs and Financing

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

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Equitable Access	1.17	6.67	570%
Improved Quality	7.78	2.77	35.6%
Management and governance	1.57	0.83	52.8%
Project Management	0.74	1.12	151.3%
Total Baseline Cost	11.26	11.39	101.1%
Physical Contingencies	0.00	0.00	-
Price Contingencies	0.00	0.00	-
Total Project Costs	0.00	0.00	-
Front-end fee PPF	0.00	0.00	-
Front-end fee IBRD	0.04	0.00	-
Total Financing Required	11.30	11.39	100.7%

(b) Revised Cost by Component (in USD Million equivalent)

Components	2004 Restructuring	2008 Additional Financing	Total
Equitable Access	6.30	0.00	6.30
Improved Quality	1.80	1.67	3.47
Management and governance	0.40	0.46	0.86
Project Management	0.80	0.23	1.03
Total	9.30	2.36	11.66

(c) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	2004 Restructuring (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower		2.50	0.50	2.00	80%
UK: British Department for International Development (DFID)	Parallel	0.80	0.80	0.78	97.5%
International Bank for Reconstruction and Development		4.00	4.00	2.52	63.0%
International Development Association (IDA)		4.00	4.00	4.35	108.7%
International Development Association (IDA)	Additional Financing	1.90		1.74	91.5%

Annex 2. Outputs by Component

Component/Sub-component/Objective	Project activities/Target output (Original in PAD)	Project activities/Target output (Revised)[10]	Actual Output	Outcome/Impact
ACCESS (Original) Three secondary schools expanded Learning Spaces upgraded or established, including learning resource centers, science labs and technical workshops, and training for use of equipment *(Revised)* *Two secondary schools rehabilitated and expanded* *One secondary school expanded*	520 new secondary places created by 2007 Furniture and equipment provided (Originally under Comp. 2) Seven schools upgraded and equipped by 2007 Learning resource centers established in four secondary schools by 2006 Science labs upgraded in 11 secondary schools and user manuals distributed by 2006	Some 2000 students benefited by the rehabilitation of schools 520 new secondary places created by 2007 Furniture and equipment provided 2 science labs and 1 Learning Resource Center built and equipped Provision of materials and equipment to TAMCC by 2007 Activities included in Literacy and Numeracy programs, as reviewed after Hurricane Ivan, implemented by 2007	420 new places created by 2008 in Westerhall Secondary and GBSS. Furniture and equipment provided for the expanded spaces in these two schools in 2008. 2 science labs and 1 Learning Resource Center built and equipped in GBSS in 2008 Materials and equipment provided to TAMCC in 2008	The expansion of schools helped to reduce overcrowding in Wasterhall and GBSS. The construction of classrooms also expanded equitable access; these classrooms are utilized to offer various program/activities (literacy program, music activities, counseling, etc.) that serve disadvantaged students. Rehabilitation of schools damaged by Hurricane Ivan facilitated recovery and reopening of schools.

[10] The list consists of the indicators for both post-2004 restructuring and additional financing. The revised indicators for additional financing are indicated in italic.

QUALITY ***Development of Curriculum for Forms I to III*** Curricula improved for Forms I-III, with emphasis on literacy and numeracy, and accompanying instructional guides and textbooks provided	Core curriculum policy adopted and subject area policies developed by 2004 Revised curriculum printed and disseminated to all relevant users by 2004 Workshops to train principals, teachers and supervisors in the implementation of the new curriculum from 2005-2007 Four teachers trained in two-year program in creative and performing arts Activities included in Literacy and Numeracy programs implemented by 2007	Core curriculum policy adopted and subject area policies developed by 2005 Revised curriculum printed and disseminated to all relevant users by 2005 Workshops to train principals, teachers and supervisors in the implementation of the new curriculum Three teachers trained in two-year program in creative and performing arts	New curriculum policy endorsed by MOE and submitted to Cabinet in 2007 and introduced in schools in Sept 2008 Revised curriculum printed and disseminated in 2007 Workshops for principals, teachers and supervisors in the implementation of the new curriculum conducted by the end of 2006 Two teachers trained in BA program in Performing Arts (Sept 2004 – Jun 2007)	New national curriculum helped to meet the diversified learning needs of students and better reflect the changing demands of the labor market by introducing new subjects. These subjects contribute to enhancing creativity of students and provide opportunities for the disadvantaged students. National curriculum is better aligned with the CXC Syllabi based on the OECS sub-regional curriculum. Trained teachers in performing arts were deployed as teachers in selected secondary schools to teach dance classes. They also helped in developing a subject policy for Creative and Performing Arts.
(Revised) *Teachers trained on numeracy and literacy*		*60 teachers trained on numeracy and literacy, through an on-line 2-year program;* *In-service training for 160 literacy and numeracy for primary and secondary teachers*	*77 teachers trained on numeracy and literacy (40 in numeracy, 37 in literacy) at BA level through an online 2-year program. 4 teachers trained in literacy at BA level overseas, and 1 teacher trained in Math at BA level. 2 teachers trained in at MA level (1in literacy, 1 in Math)*	The teacher skills were enhanced to better address the wider range of students' abilities. Trained teacher are deemed more effective in teaching and creating a positive impact on students' interest.

National Strategy for the teaching of Mathematics and Language Arts improved and implemented *Improved Capacity of the MOE's Materials Production Unit*		*Acquisition of basic pedagogical resources to support the teaching of Mathematics and Language Arts* *Development of a standardized performance measurement system* *Development of educational resources (instructional DVDs) to support instruction of Mathematics* *Equipment upgraded to strengthen the unit's capacity to develop and produce instructional materials; 2 Staff trained*	*In-country training (2-3 days) for 156 literacy and numeracy for primary and secondary teachers conducted in 2005/2006 (58 literacy and 58 numeracy for primary, 20 English and 20 Math for secondary)* *Teaching materials for numeracy and literacy program provided to schools in 2010* *MCT developed by MOE in 2008* *Instructional resources developed by the Materials Production Unit of the MOE in 2010* *Equipment (Printers, PCs, etc.) provided to the MOE's Materials Production Unit. In-house capacity of MOE to produce instructional materials greatly enhanced; 1 staff trained*	Innovative activities launched by a trained Math teacher who was deployed in the MOE as Numeracy Coordinator have helped to strengthen students' interest in Mathematics and motivated them for learning. The results of MCT are analyzed and increasingly used to improve on the weaker areas and students. The MOE's in-house capacity to produce materials was greatly enhanced. This has helped to make significant savings in cost and time in providing a large amount of materials to schools.
Upgrading of teachers' skills Teachers trained in	Assessment on the training needs of secondary education teachers carried out by 2003 About 250 teachers locally trained to certificate level	Assessment of the training needs of secondary education teachers carried out by 2003	Done	

priority areas, namely on the skills required to apply the new curriculum *Technical teachers in secondary education trained on Technical and Vocational Education contents and pedagogy*	Some 28 technical teachers trained to certificate level Forty technical teachers distance trained to degree level Two special educators and two remedial teachers trained overseas to degree level Six teacher educators trained at postgraduate level Provision of materials and equipment to TAMCC by 2007	One special education and two remedial teachers trained overseas to degree level Seven teacher educators trained at postgraduate level *Four teachers trained at Degree level;* *Thirty non-graduated technical teachers trained at Diploma level*	1 special education teacher trained in Counseling to MA level; 1 trained in Literacy to MA level 6 teacher educators trained at MA level (3 in Teachers Education, 3 in Technical Education) *4 teachers trained in Technical Education at BA level* *A total of 51 teachers trained in Technical Education to Diploma level*	Special education teacher is better equipped to teach deaf students, contributing the inclusive education in the country. Teachers' skills were enhanced to better address the wider range of students' abilities.
Student Assessment System Quality of testing in lower secondary improved	MCT testing program strengthened, including social studies and science New software to assist in student assessment provided and staff trained in its use Teachers trained in the use of continuous assessment Handbook on continuous assessment developed and printed Assit. Testing &	Handbook on continuous assessment developed and printed Teachers trained in the use of continuous assessment Equipment for the Testing and Measurement Unit of the MOE provided	Handbook on continuous assessment developed and printed in 2006 Workshops conducted for all principals, Head of Department and District Teams in continuous assessment in 2009/10 A Printer provided for the Testing and Measurement Unit of the MOE	Continuous assessment is now carried out in all schools and used to adjust instruction accordingly.

Early detection of learning problems improved	Measurement Officer trained to degree level Selected teachers, principals, and education officers trained in early detection of learning problems Workshops held on early detection of learning difficulties for Math and Language teachers			
Improving student support services Support services to secondary school student expanded *Assistant counselors and school counselors trained in counseling*	Textbook provided for 3,000 needy students per year Mechanism developed to guarantee sustainability of the textbook program Five teachers trained at degree level and four at post graduate level in school social work or guidance counseling by 2006. 15 counselors trained at local level by returning fellows by 2007. Peer counseling program developed and 190 students trained as peer counselors Co-curricular activities designed and led by students in the 19 schools	Textbooks provided for 3,000 needy students Mechanism developed to guarantee sustainability of the textbook program *Twenty counseling assistants trained at Bachelors degree level* Peer counseling program among students developed and 100 students trained as peer counselors Co-curricular activities designed and led by students in 19 secondary schools	Textbooks provided for 3,000 needy students in 2006-2007 National Textbook Distribution program introduced in 2008 20 teachers trained in Guidance and Counseling at BA level (Jan 2008-Dec 2010) and 14 at MA level (2009-2011) locally. 4 trained in Social Work at BA level (Sept 2004-May 2007) and 1 at Diploma level (Sept 2004-2006). 37 Counseling Assistants trained in 2006 100 peer helpers trained in 2006 and 250 under additional financing Co-curricular activities carried	Disadvantaged students continue to be supported by the National textbook program. The Program currently support all the students; each student is charged an annual user fee of EC$ 25 to ensure program's sustainability. Disadvantaged students are exempted from this payment. Trained Guidance Counselors are assigned in every secondary schools and helping to enhance students' ability to successfully participate in the learning process. There has been a positive impact in student behavior (e.g. increased attendance; reduction in school violence, the number of students on suspension, incidences of student fights in school).

			out in 25 secondary schools in 2007/2008	MOE has put in place a system to train peer counselors which has . equipped students with organizational skills, including in time management and decision making.
STRENGTHENING GOVERNANCE AND MANAGEMENT *School supervision* School supervision strengthened *School management teams and district teams trained*	Establishment of seven District Education Offices (DEOs) in schools, including provision of equipment Seven EOs trained in school supervision techniques and teacher performance evaluation 83 principals and senior administrators, and 14 curriculum and ECD specialists trained in school management skills, including the preparation of School Development Plans (SDP) Training for teachers and directors provided in design of proposals and implementation of SIPs	Seven EO trained in school supervision techniques and teacher performance evaluation 83 principals and senior administrators, and 14 curriculum and ECD specialists trained in school management skills, including the preparation of School Development Plans (SDPs) Training for teachers and directors provided in design of proposals and implementation of SIPs Some 38 schools improvement projects designed and implemented in school years 2005/6 and 2006/7	7 EO trained in school supervision in 2005 and 2006 All principals at primary and secondary schools, district education teams trained in school management in 2005 5 executive members of student council and 1 teacher in 19 secondary schools (95 students and 19 teachers) trained in SIPs 25 SIPs designed and implemented in 2007/2008	The district officers provide a useful link between the MOE and schools; a support network for schools in each district; facilitate knowledge sharing; train school principals and teachers; serve as a key focal point to involve technical staff and various local stakeholders such as community members, parents, and social workers.
Educational Management	EMIS designed and operationalized by 2005		EMIS omitted from the Project in the 2004	

Information System *(EMIS)* EMIS improvement and expansion	Appropriate software acquired and in use by 2005 Existing hardware in the education system upgraded Personnel trained in the use of the EMIS		restructuring	
Improving communication and participation Establish strategies for dissemination of information on the education reform process	Action Plan defined by 2004 and fully implemented by 200	Annual Plan designed and activities implemented yearly	Implemented with the MOE Fund	
Project Administration *PMU and PCU strengthened*		*Continued technical support for PMU and PCU provided*	Continued technical support for PMU and PCU provided	

Annex 3. Economic and Financial Analysis

The Project's economic analysis consists of cost-benefit analysis (contained in Annex 4 of the Project Appraisal Document) and financial analysis (contained in Annex 5). Together they showed that, based on the conditions at the time of appraisal, the project was a good investment from an economic point of view and is sustainable after World Bank financing. This section reviews these results by examining both the initial assumptions in the economic analysis and the impact of changing economic variables on the Project.

A. Cost Benefit Analysis

The cost-benefit analysis that was developed during project preparation relied on standard techniques, under the assumption that the Project increases both the education achievement (by reducing the dropout rate) and education quality (as measured by increased pass rates on the Caribbean Standard Examination). The increase in both the quantity and quality of graduates were expected to increase wages and lifetime income, which is treated as the benefit here. The base case estimate is for a relatively high rate of return of 30 percent (69 percent due to the increase in quality and 31 percent due to the increase in graduation). Following best practices, the cost-benefit analysis carries out a sensitivity analysis that shows relatively high rates of return (around 25 percent) under a variety of economic conditions. The original estimates show that the Project is quite robust to economic shocks; for example, it would take an unemployment rate of nearly 60 percent to drive the Project's rate of return down to 0.

Conditions changed substantially since project approval. First, Grenada was hit by Hurricane Ivan in 2004. This was the first hurricane to hit Grenada since 1955 and it damaged more than 90 percent of infrastructure. Most schools were rendered unsafe and inoperable. Second, the Grenadian economy was severely hit by the global recession in 2007 and 2008. In response to the hurricane, the project was changed dramatically to repair and rebuild damaged schools. Thus, the Project Development Objective and the indicators were modified to reflect this change. In economic terms, the Project saw a significant reallocation of resources towards the reconstruction of schools and away from the original activities planned in the PAD.

The economic analysis here reflects the changes in the Project design due to the hurricane. The economic analysis relies on the best data available; however there is little updated information on labor markets. The economic analysis looks at three primary activities: hurricane reconstruction (part of component 1, after the project was restructured), improving access (the original component 1), and improving quality (component 2, additional financing). The main assumptions used in the analysis are:

- The reconstruction of the schools allowed the beneficiary students to return to class one year earlier than they would have otherwise without the project. In other words, the Project brought students back to schools earlier. This implies earlier graduation than would have occurred otherwise and earlier entry in the labor force. This is calculated by assuming that the amount of schooling that students receive (on average) increases by 0.5 years. The total benefit is calculated by multiplying the number of students by the average gain by the incremental gain in lifetime income.

- Although most of Component 1 was directed to supporting the efforts to rebuild the damaged school, the Project did continue to make efforts to expand the coverage in several schools. Although resources were less than originally planned, this effort was partially successful with an increase in secondary enrollment. It is likely that the bigger facility will continue to have a positive impact on enrollment in the future, albeit a level that is less than originally projected. The benefits from this investment is calculated in a similar fashion as in the original calculation, albeit with a lower baseline.

- The project continued to focus on quality, although this component was execute with fewer funds and later than originally planned. The economic analysis takes this delay and reduction in funds into account by reducing the benefit associated with quality and having the impact of quality accruing later in the project cycle due to additional financing.

Table 1 outlines the main results of the economic analysis. The net present value was calculated at 5 percent discount rate. The estimates show that the three main activities all had positive rates of return. Restoring the infrastructure damaged by the hurricane brought significant short term benefit to the Grenada education system as it allowed students to quickly return to school. Without the project, schools would have been rebuilt at a slower pace. This investment in rebuilding schools accounted for 28 percent of the project's total benefit and 10 percent of the project's net present value (NPV). In other words, while this new activity was relatively expensive, its net benefit was relatively low.

The original investment under component 1 (focusing on expanding coverage) was reduced and thus had less impact than expected. Its impact will largely be felt after the project closes. It accounts for 12 percent of the project's total benefit and 13 of the project's NPV.

Finally, as envisioned in the project design, the investment in quality continues to have the largest economic impact. Even the expenditure for quality was reduced, it is still accounts for 77 percent of total benefit and 60 of total NPV. The overall rate of return is estimated to be 15 percent, which reflects the reduction of expenditures in high return, long term investments in favor of activities with a more short term focus

Table 1: Key Economic Analysis Indicators

	Component 1: Hurricane Reconstruction	Component 1: Increasing Access	Component 2: Increasing Quality	Total
Total benefit	$6,235,000	$2,648,073	$13,480,370	**$22,363,443**
NPV (US$)	$375,852.76	$479,950.98	$2,833,077.36	$3,688,881.10
IRR	10%	12%	17%	15%

Note: NPV means net present value, calculated with a 5 percent discount rate. IRR means internal rate of return.

It is important to note that these estimates only focus on the project's impact on future income. The Project likely had a significant social impact that is not captured by this estimate. In particular, the quick restoration of schools is likely to have contributed to economic growth and social cohesion. Likewise increasing quality and secondary enrollment is likely to have contributed to social cohesion and possibly to private sector development. All of these factors are likely to increase the project's economic impact. The lack of data makes it difficult to quantify these impacts.

Since most of the Project's net present value is largely driven by increasing quality, the economic impact is most sensitive to changes in the assumption about the value of quality. If the secondary premium due to the project dropped from US$500 per graduate to US$205, the rate of return for Component 2 would drop to 0 percent and the overall rate of return for the project would be reduced to 4 percent. Reducing the discount rate tends to increase the relative importance of activities under Component 1 although this impact is relatively small.

B. Financial Sustainability

Annex 5 includes an analysis of the financial sustainability of the project, focusing on the country's capacity to continue the program and service the loan. Overall, economic performance in Grenada has been "bumpy" with the average growth rate between 2003 to 2010 of 2.0 percent, compared to 3.0 percent as originally projected in the PAD. The government has ensured that education spending has remained strong despite the slowdown in growth and the education budget has been largely protected.

An analysis of financial sustainability requires a comparison of the fiscal situation with an without the project. The restructuring of the loan has led to a bigger project and thus to bigger debt to repay. However, without the debt, the Government would have spent substantially to restore schools albeit at a slower pace than without the Project. As the project evolved, the Government effectively reallocated IBRD debt for IDA, Although the total size of the debt increased, the total repayment only increased by an estimated $50,000 per year over the amount without the restructuring. The cost of servicing the debt will account for around 3.5 percent of the total capital budget for education and around 0.5 percent of the total Government capital budget. This is not a burden for the country, given the need to rebuild schools and the relatively good returns from the original components. At the same time, the restructuring also reduced significantly the future recurrent costs associated with the project. These costs more than offset the small increase in the annual financing cost of the debt.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending:			
Cynthia Hobbs	Sr Education Spec.	LCSHE	TTL
William Experton	Sector Manager	LCC3C	Sector Manager
Emanuela Di Gropello	Education Economist	LCSHE	Economist
Judith C. Morroy	Procurement Analyst	LCSPT	Procurement
Aracelly G. Woodall	Program Assistant	LCSHE	Costing Specialist
Andreas Blom	Education Economist	LCSHE	Economist
Maria R. Puech Fernandez	Consultant	ECSHD	
Juan Manuel Moreno		HDNED	Peer Reviewer
Supervision/ICR			
Cynthia Hobbs	Sr Education Spec.	LCSHE	TTL(Prep.-Jul 08)
Angela Demas	Sr Education Spec.	LCSHE	
Saman Karunaratne	Finance Analyst	CTRDM	Disbursement Mgmt.
Svetlana V. Klimenko	Sr Financial Management Specialist	LCSFM	Financial Mgmt.
Chingboon Lee	Sector Manager, Education	LCSHE	
Aracelly G. Woodall	Program Assistant	LCSHE	Costing Specialist
Jorge Ignacio Mesa Regueiro	Consultant	LCSHS-DPT	Architect
Judith C. Morroy	Consultant	LCSPT	Procurement
Harriet Nannyonjo	Sr Education Spec.	LCSHE	TTL(Aug 08-Closing, ICR)
Emmanuel N. Njomo	Consultant	AFTFM	Financial Mgmt.
Maria Lourdes Noel	Senior Program Assistant	LCSEN	
Marta G. Ospina	Consultant	LCSPT	Procurement
Rolande Simone Pryce	Senior Country Officer	LCC3C	
Maria R. Puech Fernandez	Consultant	ECSHD	
Norma M. Rodriguez	Procurement Analyst	LCSPT	Procurement
Nazumi Takeda	Education Consultant	LCSHE	ICR Main Author
Erik Bloom	Sr Economist	LCSHE	ICR Econ. Analysis

(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		
FY03	22	126.63
FY04		0.00
FY05		0.00
FY06		0.00
FY07		0.00
FY08		0.00
Total:	22	126.63
Supervision/ICR		
FY03		0.00
FY04	9	30.02
FY05	12	47.77
FY06	12	72.17
FY07	10	53.11
FY08	12	66.72
FY09	3	0.00
Total:	58	269.79

Annex 5. Beneficiary Survey Results

(if any)
N/A

Annex 6. Stakeholder Workshop Report and Results

(if any)
N/A

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

1.1 INTRODUCTION

This final Evaluation Report on the Grenada OECS Education Development Project [OEDP] was prepared in fulfillment of the Government of Grenada's [the Borrower] responsibility towards the preparation of the project Implementation Completion Report [ICR]. In accordance with the requirements of the ICR, the report includes an assessment of the project's objectives, design, implementation, operational experience and an evaluation of the Borrowers' and financiers' performance in the development and implementation of the project.

1.1 PROJECT PURPOSE AND OBJECTIVES

The OEDP was part of a horizontal multi-country Adaptive Programme Lending [APL] established in 2002 as a new strategy to work with the Organization of Eastern Caribbean States [OECS]. On June 27th 2003 the World Bank Board approved the Loan and Credit Agreements in the amount of US$4.0 million and SDR2.9 million [US$4.0 million equivalent] for a total of US$8.0million and the project became effective on January 28th, 2004. The United Kingdom's Department for International Development [DFID] provided US$0.8 million in parallel financing towards the project. The original closing date of the project was September 30th 2007. The closing date for the project was revised on two [2] occasions: initially to June 30th, 2008 and then to December 2008 to allow for the completion of civil works. On 25th February 2009 the World Bank Board approved the Credit Agreements in the amount of US$1.3 million as additional financing for the project to assist in the financing of some activities that was scaled down when the project was restructured during November 2004. The additional financing extended the project by a further thirty months [30] to a new closing date of June 30th 2011.

The overall development objective of the horizontal APL program was to build human capital in the OECS which was projected to contribute to the diversification and sustainability of the economies of the project countries. Specifically, it was also agreed that this broad objective be achieved by: (1) increasing equitable access to secondary education;(2) improving the quality of the teaching and learning process, with more direct interventions and provision of resources at the school level, a focus on student centered learning and various mechanisms to provide student support, and (3) strengthening management of the sector and governance of the schools with special emphasis being placed on literacy and numeracy.

In September 2004, eight [8] months within project implementation, Hurricane Ivan hit Grenada which resulted in widespread destruction to the education sector but more specifically to the school's infrastructure, school materials and equipment. On November 16th, 2004, the original project developed was restructured to address emergency civil works which emerged as a result of the devastation caused by Hurricane Ivan. **However, there was the absence of a project restructuring paper.** The first project objective was revised to include replacement and rehabilitation of secondary schools damaged by the passage of the hurricane, and significant portion of the Loan and Credit was reallocated to finance this task. The other two objectives of the project however, remained unchanged, but the expected outcomes were significantly scaled down and the activities were financed mainly by the DFID Grant before the additional financing was provided.

The OEDP Project was designed with strategies that are reminiscent of lessons learnt from the implementation of the Basic Education Reform Project [BERP] and the Strategic Plan for Educational Enhancement and Development [SPEED] which was developed following wide spread stakeholders participation. The project aimed to assist the Government of Grenada in implementing the sector plan and achieving the goals in the SPEED by providing technical and financial support for a set of initiatives. These included: (1) providing more equitable access to secondary education; [2] improving completion rates by providing better quality teachers, school resources, emphasizing literacy and numeracy skills among others.

At the attainment of project effectiveness the implementation of the OEDP was managed by the Ministry's Project Management Unit (PMU) with provisions for monitoring that involve the World Bank. In the case of the DFID funded activities the PMU liaised with the London based Crown Agents, Cambridge Education Consultants (CEC) who did the procurement of consultants and managed the technical assistance inputs. In November 2005, the implementation arrangements for the OEDP were changed. A new PCU was established under the Ministry of Finance to oversee all donor- funded projects, and the staff from the MOE's Project Management Unit was transferred to that new Unit.

1.2 PROJECT COMPONENTS

The project had four components [4],viz;
[1] Increasing Equitable Access.
[2] Improving the Quality of Teaching and Learning.
[3] Strengthening Governance and Management
[4] Project Management.

INCREASING EQUITABLE ACCESS.

Under the original designed of the project, this component was expected to expand access to secondary education through the provision of additional spaces at the secondary school level in the parishes of St. David, St. Andrew and St. George. It was expected that a total of 520 additional spaces would have been created by 2008 in the following schools: [1] in Grenada Boys Secondary School, adding 200 additional spaces; [2] in Westerhall secondary, adding 200 new places; and [3] Grenville Secondary, adding 120 new places. It was also expected that civil works would have been conducted to expand and improve the existing schools facilities and the acquisition of furniture and equipment.

The objectives of this component was revised following Hurricane Ivan were to: [a] increase equitable access to secondary education, including replacing and rehabilitating secondary schools damaged by the passage of Hurricane Ivan on September 7, 2004.

No further change was made to this component when the additional resources were made available.

IMPROVING THE QUALITY OF TEACHING AND LEARNING

As agreed during the original project design, this component was intended to i**mprove quality of teaching and learning** through: [1] development of all curriculum policies, [2] training workshops for all principals, teachers and supervisors in the implementation of the new curriculum,[3] overseas or distance training for four [4] teachers in two-year programs in creative and performing arts, Learning Enhancement and Achievements Programmes [LEAP], [5] Programme to enhance numeracy, [6] EXCEL Summer School, [7] Creation of Learning Resource Centers [LRCs] in four secondary schools, [8], Upgrading of science laboratories in 11 secondary schools, based on international standards, [9] printing of new curricula and manual for science labs for dissemination to all relevant users, [10] local training for 250 classroom teachers and 28 technical teachers to the certificate level, 11] distance training for 40 technical teachers at the technical level, [12] Overseas training for four special education teachers to the degree level, [13] overseas training for four technical teachers, provision of a model classroom with computers and equipment, [14] the provision of software to strengthen the processing of test scores and student assessment, [15] training in early detection of learning difficulties and Continuous Assessment Skills, workshops in math and language skills and the development and printing of handbooks for teachers on Continuous Assessment, [16] textbook rental scheme programme, [17] training for guidance Counselors, Peer counseling and mentorship program and a student-led co-curricular activities.
During the project restricting held in November 2004 this component was significantly scaled down. However, through the additional resources provided for the project the following activities were included: teaching training in literacy and numeracy for 60 teachers, the provision of instructional support materials, technical and vocation training for secondary school teachers and training in school counseling to counselors and assistant counselors.

STRENGTHENING GOVERNANCE AND MANAGEMENT

This component was expected to [1] establish seven district education offices in schools, [2] equip and furnish the DEOs, [3] provide training for members of the supervision teams, [4] training in the preparation of school development plans,[5] and financing of school improvement plan as well as provision of an education management information system. When the project was restricted the provision of the education management information system was omitted. Through the additional financing the project provided financing for school principals, vice principals and district management teams to ensure support for implementation of literacy and numeracy programs in the classroom.

PROJECT MANAGEMENT

This component continued to sphere the coordination and implementation arrangements of the project.

1.2 FINANCING

The original OEDP project was financed by a Credit of US$2.9 million from the International Development Association [CR3809-GRD] a loan of US$4.0 million from the international Bank for reconstruction and development [World Bank] [LN 7187-GRD]. A Grant from the United kingdom Department for International Development [DFID] in the amount of US$0.8 million and a contribution from the Government of Grenada of US$2.5 million. When the project was restructured in November 2004 the government of Grenada contribution towards the project was revised to US$0.05 million. Additional financing was made available to the project in the amount of US$1.9 million through a Credit from the International Development Association. The original project agreement was signed on 27th June 2003 and became effective on 24th January 2004.

2. QUALITY AT ENTRY

The overall Quality at entry can be described as satisfactory.

The development objective set for the project was relevant and appropriate to Grenada's needs and specific objectives were consistent with the identified needs of the Grenada's education sector and with the sectoral development strategy pursued by the GOG as outlined in the Strategic Plan for Educational Enhancement and development. The project components were also consistent with the identified priorities and needs of the education sector. Some of the lessons learnt during the implementation of the Basic Education Reform Project were incorporated in an effort to ensure that areas of priority were adequately addressed.

The project was developed with excellent stakeholders participation and as a result of such there exited greater ownership for the project throughout implementation. The PMU was staffed with well trained and experienced personnel. The phasing of the project activities was adequate initially, however as a result of the events of Hurricane Ivan in September 2004 this has place tremendous pressure on the PMU and the Ministry of Education. The Unit and the Ministry of Education was also requested to coordinate and implement several other donor funded project simultaneously. The relative allocation of the financing among the project component was deemed appropriate in light of the outputs defined for each component at entry. However the costing of the civil works and quality components was later restructured as a result of factors outside the project. **Overall quality at entry was therefore rated as satisfactorily.**

3. IMPLEMENTATION EXPERIENCE

3.1 Increasing Equitable Access

This sub-component aimed at financing minor expansions in three existing secondary schools in the parishes of St. George, St. Andrew and St. David, to relieve overcrowding and better meet the demand for secondary education in the underserved identified areas. Under this component the project was expected to build and equip new class rooms to add a total of 520 new places at three secondary schools: (i) Grenada Boys Secondary School (GBSS), in St George, adding 200 additional spaces and increasing total capacity to 900 students; (ii) Grenville Secondary School in St. Andrew, adding 120 new spaces and increasing total capacity to 650 students, and (iii) in Westerhall Secondary School in St. David, adding 200 new places and increasing total capacity to 520 students.

Planned school reconstruction activities were completed at Grenada Boys and Westerhall Secondary schools although completed later than scheduled created an additional 420 places rather than 520 as planned under the project. The construction at GBSS was accomplished at a higher cost than originally planned [EC$10,065,118.92 compared to the planned EC$6, 902,844]. This was as a result of the need to address damages caused by Hurricane Ivan and two fires at GBSS. These events have also created reduction in the original scope of the project. Two [2] science laboratory facilities and a Learning Resource Center were constructed at GBSS and furnished. The users of the facilities praised the adequacy of the design and their evolvement in the process before and during construction.

Additionally, washroom facilities were constructed for Bishops College in light of a very peculiar need identified however this was not originally under the project. Planned construction at Grenville Secondary School was not undertaken due a procurement conflict outside the control of the Ministry of Education and the Project Coordination Unit that led to a miss-procurement and thus cancellation of US$1,078,651 of the Loan. The GOG constructed temporary infrastructure to accommodate students at Grenville and secured funding for construction of permanent structures at the Grenville Secondary School.

The Ministry of Education has taken steps to improve maintenance of school infrastructure. These measures include: development of a school infrastructure assessment form following consultations and endorsement by the Ministry of Works, and provision of a monthly maintenance allowance of EC$ 300 to each school to address maintenance issues. The beneficiary schools have all adopted appropriate maintenance practices to safe guard the investments made. Notwithstanding the challenges associated with this component the rating for this component is satisfactorily.

3.2. Improving the Quality of Teaching and Learning:

Curriculum Development. Significant accomplishments have been progress has been made in the area of curriculum reform. For the first time a national curriculum policy and plan were developed. The policy incorporated literacy and numeracy policies, and is based on the regional curriculum. The policy was adopted, printed, disseminated to all schools and introduced in schools in 2008 a bit later than anticipated. Subject area policies were developed in Modern Languages, Creative and Performing Arts and Dance. There is good evidence that the curriculum developed are being used at the school level. **The Ministry has also taken steps to refocus the curriculum in light of the changing demands of the labor market.** A series of workshops for school principals and teachers were executed to assist with the implementation of the new curriculum. The workshops were well appreciated by all who participated.

Literacy: A comprehensive literacy audit was undertaken. The findings of the audit were used by the Ministry to affect future interventions within the sector. School principals [58 at primary] and [20 at secondary level] were locally trained on differentiated instruction and support to teachers in literacy instruction. These training was led and conducted by one of the returned fellows financed under the project. There is good evidence that the expertise of returned fellows are well used by the Ministry. All primary school principals were taken for study tour to another country to observe best practice in literacy. Four (4) teachers were trained overseas in literacy studies (at cost of US$20,400 each) and deployed to serve a cluster of schools as reading specialists. These teachers helped to develop literacy improvement plans and provide coaching to other teachers on aspects of literacy and to diagnose student learning difficulties. An additional 60 teachers participated in an on-line degree program in literacy studies (37 of these trained under the Project at cost of US$5,502 each). These trained teachers have been strategically deployed to schools, district or Ministry level either as reading or literacy specialists. Literacy teams were established at district level. The deployment of the Literacy Specialist has resulted in make improvement in the performance in the area of literacy at the school level.

Numeracy: The area of numeracy has also has similar success as the area of literacy. Principals (58 at primary) and (20 at secondary level) were locally trained on numeracy instruction. There are good evidences that retuned fellows are well utilized in this area financed by the project also. One [1] teacher who was trained to Bachelor Degree graduated with First Class and was sponsored to Masters Degree level in Mathematics, and has been deployed to the Ministry to support the numeracy and assessment efforts. The Ministry has adopted several cost saving measures to assist with the training of teachers which was identified as one of the many best practices associated with the implementation of the project. An additional 40 teachers were trained on-line in Science and Mathematics education. **The training for these teachers was done at one third of the cost.** In order to support Mathematics instruction, a numeracy manual was developed, teachers trained on its use, and each school was given a Mathematical kit, including Mathematical software. There is good evidence that the materials developed are used at the school level. **The Ministry has adopted innovative activities to raise the profile of**

mathematics. Such activities include: a Mathematics Month, Mathematics exhibitions, Mathematics projects, Mathematics quiz, mental Mathematics every Friday, and music focusing on Mathematics etc. This without a doubt will assist with the sustainability of the initiatives financed under the project in this area.

Instructional Support Materials: Equipment upgrades for the Materials Production Unit were undertaken to strengthen its capacity. Equipment provided includes: computers, photocopiers, printers and scanners. In addition, one staff was trained. These greatly enhanced in-house capacity of the Ministry of Education to produce instructional and other materials to support education program implementation**. This capacity has helped to make significant savings especially during this period when a lot of materials have to be provided to schools in form of manual and handbooks in support of the reforms. For example, printing 200 teachers' manuals that would cost EC$50,000 if outsourced now costs EC$ 30,000, all costs inclusive.**

Standardized Performance Measurement System. Good progress has been made in introduction of assessment. A Minimum Competency Test (MCT) was developed and is conducted annually for grades 2, 4 and 5, results analyzed and increasingly used to improve on the weaker areas. The process of continuous assessment was introduced in schools. This followed development, printing and distribution of a Handbook on Continuous Assessment (CA) and training of key stakeholders. All school principals and heads of departments and district teams from all the districts were trained in CA and these in turn trained other teachers.

Teachers' Skills Upgrade: This sub activity aimed at providing Technical and Vocational Education and Training [TVET] pedagogy for technical teachers in secondary schools, including: [i] 20 unqualified technical teachers at the Diploma level; and [ii] four teachers at the Degree level. Three teachers to Masters Degree level in Technical Education, for teachers to Bachelors in Technical Education, and 51 teachers to Diploma in Technical Education. All of the teachers have already been deployed and are putting their training into full use already. The evidence has already been positive through improving in examination passes at the technical level.

Support to TAMCC. In order to strengthen capacity for teacher training, some TAMCC tutors were trained to Masters Degree level, additional qualified teachers were deployed to TAMCC, and equipment was also provided. There is good evidences that both the training and the equipment provided are place to good use and additional support is provided to the Ministry of Education via the TACMM Teachers Education Department.

Improving Student Support Services: Several successful training activities were completed as it relate to this activity, including: [i] 5 counseling assistants were trained to Bachelor's degree; and [ii] Sixteen(16) teachers had been trained to Masters Level in Guidance and Counseling rather than five originally planned under the project and 20 teachers trained in a Bachelor in Guidance and Counseling. **The on line option of training has helped to reduce the cost of training and savings were used to train more teachers. This training has made it possible for the MOE to place a trained**

counselor in every secondary school although some do not yet have a suitable room to provide the services in the most effective and efficient manner. Through the Project the Ministry was able to collaborate with the St. George's University to specially design a programme for the training of teachers at the first degree in counseling. Other nationals both within and out of the education sector also benefited from the initiative started under the Project. **It is therefore that the impact of the project has spread beyond the sector.**

Student Councils and Peer Support. A Train the Trainers Resource Manual for Secondary Schools Student Councils was developed, and the Constitution for Student Council of Secondary Schools was revised. To assist with the implementation of initiatives started under the project the **Ministry has appointed a full time Student Activity Coordinator** who will coordinate all student led activities at the school level. In fact the creation of a Student Support Services Unit to coordinate all students related activities have all so emerged as a result of the project. This was another by product that emerged from the product. Teachers who were trained provided training for 250 peer helpers, support other teachers and parents through workshops and handouts. While peer helpers trained in 2005 have since graduated from secondary schools, **the Ministry has now put in place a system to train replacement of peer helpers.**

School Improvement Plans. Each of the secondary school at the island was able to implement at least one school improvement plan. Many of the schools have come up with very innovate ways to sustain the initiatives started through fun raising activities at the school. Some school wanted to undertake even greater projects however the financing for same was limited.

A textbook rental program in support of 3,000 needy students was implemented for two years under the project. In 2008 the GOG had extended the programme to cover all students based on the Ministry of Education National Textbook Program. In order to guarantee sustainability of this program, each student is charged an annual user fee of EC$ 25 per student. Students who have been assesses as not eligible to pay are exempted. **The rating for this component is highly satisfactorily.**

3.3. Strengthening Governance and Management

The creation of District Education Offices was a new addition to education management created under the project. Seven (7) district offices were established and equipped. National standards for performance of district education officers, curriculum development officers and Early Childhood Education Officers and their job descriptions were also developed and are will utilized. The district officers have proved to be very useful link between the Ministry of Education and schools, provide a support network for schools and serve as training venues for school principals and teachers. Stakeholders confirmed the usefulness of the district offices. The feedbacks received from stakeholders indicate that the creation of the District Education Officers were well thought through.

A School Assessment Handbook, a School Development Manual and Guidelines for School Development Planning were developed to provide guidance to school principals on planning. A Handbook for school principals and a framework for school performance review were developed. These resources guided the establishment of school improvement teams comprising: principal, deputy principal and Heads of Departments, parents, students, teachers and board members. The number of School Development Plans produced as a result of the development of the manual is evidence that the training was very useful. All education officers, school principals and district supervision team (includes curriculum officers, ECD specialists, teachers in charge of pre-primary schools) were trained in school management skills, including how to prepare school improvement plans. Each school now prepares a three year development plan which is informed by a self assessment **the major challenge to implementation of school improvement plans is shortage of resources, as these plans depend on fund raising by school.**
The rating for this component is satisfactorily

4. BORROWER'S PERFORMANACE

At the start of the project everything seemed ready for takeoff, a few months into implementation Hurricane Ivan made his grand appearance thereby having the Ministry of Education to revisit the project and make adjustments to the project categories especially the civil works category, since the island's school stock was heavily damaged. Throughout the life of the project the cost tables had to be adjusted on a number of occasions to meet the challenges which we were faced. The project was therefore executed under abnormal conditions.

Notwithstanding the fact that the Government of Grenada's contribution towards the project has reduced when the project was restructured on 16th November 2004 to address other areas of priority that emerged after events of Hurricane Ivan. The GOG fulfilled its responsibility as required by the project in a satisfactory manner. However there were some procurement issues that were not adequately addressed by the GOG which resulted in the cancellation of a portion of the loan in the amount of US$1,078,651. There were fulltime Clerk of Works assigned to the civil works project which contributed to the improved onsite supervision of the civil works financed under the project.

The Ministry of Education fulfilled its responsibility through ensuring that there were project staffs throughout implementation of the project although there were some level of delays when the Ministry of Education Project Management Unit was merged into the Project Coordination Unit [PCU] under the Ministry of Finance.

The PCU's capacity was placed under tremendous pressure post Hurricane Ivan in managing several projects by other donors. Notwithstanding this the PCU provided timely supervision reports as required under the project.

The Borrower demonstrated its commitment and ownership of the project through its responsiveness, its regular project team meetings on the progress of the project led by the various component focal points and its open collaboration with the World Bank. In light of the approach adopted by the Ministry through the implementation of the project, this offers well for the sustainability of those initiatives. The Project Advisory Committee [PAC] did not function effectively.

Overall the Borrowers performance has been satisfactorily.

5. FINANCIER'S PERFORMANCE

Despite the challenges the Financier's performance was executed with little or no hitches. During implementation there were ongoing discussions with the Financial Specialist as well as the Disbursement Officers and the Task team Leaders on matters that needed to be clarified. These resource persons were always available and willing to lend their support and give advice.

The Bank Team assigned to the Project must be commended for their high professionalism exhibited throughout implementation of this project which was executed under extraordinary circumstances. The successes achieved under the project can also be attributed to the quality of supervision received by the Bank.

The Financier fulfilled its responsibility in a timely manner and was very flexible in its approach to project implementation as evident in during the 16th November 2004 restructuring that took place. The decision to finance the much needed toilet block at the Bishop's College which was not under the original project was another case in point. Additionally, the decision to provide additional towards the project activities which was scaled down during the original project activities which was scaled down when the project was restructured.

The Financier was diligent in the monitoring of the project implementation with a half year visit conducted on schedule. This without a doubt has proved to be an extremely important of project implementation and is probably one of the major factors that influenced the ability of the project to achieve as much as it has.

The Aide Memoires prepared at the end of each supervision mission was extremely helpful in identifying activities completed in an effort to facilitate a smooth project implementation. The Aide Memoires were also very instrumental in assisting the Borrower to plan adequately for future activities.

The quality of the monitoring executed by the Financier during project implementation was extremely supportive in assisting the Borrower during project implementation in light of the fact that the project was implemented during very unusual circumstances as a result of Hurricane Ivan in 2004 and Hurricane Emily in 2005. **Overall the Financier's performance has been satisfactorily.**

6. FACTORS AFFECTING IMPLEMENTATION AND OUTCOME

There were a number of factors affecting implementation and outcome. Those within the Borrowers Control included:

- Slight delay in deployment of returned fellows to their various areas in a timely manner and delays in ensuring that their managers and supervisors were clear on their new roles and responsibilities.

- Institutionalization of the new roles of retuned fellows. There have been some delays in the appointment of some fellows following the completion of studies.

- Increases in market cost of civil works, and the availability of construction materials. This coupled with the effects of two hurricanes and two fires at one of the project school. These factors without a doubt had extreme negative implications for the achievement of the full outcomes that were targeted for the access component of the project.

- Procurement delays when the Ministry of Education PMU was merged with the PCU under the Ministry of Finance. Additionally procurement delays at the Public Tenders Board level.

- Site selection and availability for location of District Education Offices [DEOs]- this was severally affected by the effects of the Hurricanes and moderately by the Ministry's of Education availability to conclude on the sites selections in a timely manner.

- The provision of full time project staff. Following the events of Hurricane I van in September 2004, there was extreme pressure for the staff at the PMU in light of the fact that they were also requested to work on several other donor funded projects within the education sector. Failure to ensure that they are fulltime dedicated staff at the PMU to work solely n the project in light of the multiple roles the staff were required to play has resulted in some delays in project implementation in the early years of the project.

- The standard processing times with Tender Board , which reviews all contracts some time took longer than expected for final contract approval. This caused delays, particularly at the beginning of the project.

- Availability of materials. The early construction phase of the Project coincided with a serious scarcity of building materials.

7. KEY LESSONS LEARNT

During project preparation were:

- The appointment of focal point for each component of the project has created greater ownership during project preparation and implementation. This has also allowed for the sustainability of the respective initiation following project closer. This best practices must be shared and is commendable and should be adopted for any future interventions,

Key lessons learnt during project implementation were:

- The fact that project beneficiaries were heavily involved during the project preparation phase this has result potential bottlenecks that could have emerged during project implementation.

- The fellowship programme could have been better researched in some cases especially as it relates to the masters progamme in counseling psychology. Despite there were some orientation done for fellows before proceeding off to their various studies, even grater orientation could have been conducted. Lessons on teacher training.

- The on-line courses for teachers have proved to be an effective and efficient way of improving teacher quality, but could be strengthened by presence of resident tutors. This training affords teachers an opportunity to immediately put into practice the concepts they have learned and therefore easily relate to school realities. Government does not have to incur additional costs of a substitute teacher when the substantive teacher goes away for training or costs for travel abroad.

- The performance of some fellows especially in the online programme has shown that there was a need for more rigorous selection procedures in the selection process of the fellows.

- The need for improved communication among the Unit within the Ministry of Education.

- The need for more aggressive marketing for the reform initiatives undertaken under the project.

- A need for a more effective and appropriate model for the transfer of skills learnt example in the area of School supervision and management when persons department from their position at the Ministry of Education.

- The need for the installation of more effective systems along with strategies to be put in place to ensure that new skills learnt are well incorporated in the day to day operations at the Ministry of Education and within the education sector on a day to day basis.

- Project formulation should include a contingency amount to take account for cost over-run that occurs due to factors outside of the project.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

NA

Annex 9. List of Supporting Documents

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