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PROJECT PERFORMANCE ASSESSMENT REPORT

URUGUAY

VOCATIONAL TRAINING AND TECHNOLOGICAL DEVELOPMENT PROJECT (L1594-UR)
BASIC EDUCATION QUALITY IMPROVEMENT PROJECT (L3729-UR)
SECOND BASIC EDUCATION QUALITY IMPROVEMENT PROJECT (L4381-UR)

January 23, 2006

Sector, Thematic, and Global Evaluation Division
Independent Evaluation Group

Currency Equivalents (annual averages)

Currency	**New Peso (Nur$)**
Appraisal Year:	US$1 = 5.5 Nur$
Completion Year:	US$1 = 174 Nur$
Exchange Rate Effective December 17, 2001	
Currency	**Uruguayan Peso**
	UYP1 = US$ 0.072
	US$1 = UYP 13.95
Exchange Rate Effective July 30, 2004	
	UYU1 = US$ 0.0340
	US$1 – UYU 29.38

Abbreviations and Acronyms

ANEP	Administración Nacional de Educación Pública
COCAP	Consejo de Capacitación Profesional (Professional Training Council)
CODICEN	Consejo Directivo Central (Central Directive Council)
EFA	Education for All
FTI	Fast-Track Initiative to achieve Education for All
GDP	Gross domestic product
ICR	Implementation Completion Report
IDA	International Development Association
IADB	Inter-American Development Association
IEG	Independent Evaluation Group
LATU	Laboratorio Tecnológico de Uruguay (Technological Laboratory of Uruguay)
LCC	Latin America & Caribbean Region Countries
MECAEP	Mejoramiento de Calidad de la Educación Primaria
MIS	Management information system
NGO	Nongovernmental organization
OECD	Organization for Economic Cooperation and Development
PISA	Programme for International Student Assessment
PPAR	Project Performance Assessment Report
PCR	Project Completion Report
PCU	Project Coordination Unit
PAD	Project Appraisal Document
PRSP	Poverty Reduction Strategy Paper
QAG	Quality Assurance Group
SAR	Staff Appraisal Report
TVET	Technical and vocational education and training
UKAS	United Kingdom Accreditation Service
UNESCO	United Nations Educational, Scientific, and Cultural Organization

Fiscal Year

Government: January 1 — December 31

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IEG Mission: Enhancing development effectiveness through excellence and independence in evaluation.

About this Report

The Independent Evaluation Group assesses the programs and activities of the World Bank for two purposes: first, to ensure the integrity of the Bank's self-evaluation process and to verify that the Bank's work is producing the expected results, and second, to help develop improved directions, policies, and procedures through the dissemination of lessons drawn from experience. As part of this work, IEG annually assesses about 25 percent of the Bank's lending operations. In selecting operations for assessment, preference is given to those that are innovative, large, or complex; those that are relevant to upcoming studies or country evaluations; those for which Executive Directors or Bank management have requested assessments; and those that are likely to generate important lessons. The projects, topics, and analytical approaches selected for assessment support larger evaluation studies.

A Project Performance Assessment Report (PPAR) is based on a review of the Implementation Completion Report (a self-evaluation by the responsible Bank department) and fieldwork conducted by IEG. To prepare PPARs, IEG staff examine project files and other documents, interview operational staff, and in most cases visit the borrowing country for onsite discussions with project staff and beneficiaries. The PPAR thereby seeks to validate and augment the information provided in the ICR, as well as examine issues of special interest to broader IEG studies.

Each PPAR is subject to a peer review process and IEG management approval. Once cleared internally, the PPAR is reviewed by the responsible Bank department and amended as necessary. The completed PPAR is then sent to the borrower for review; the borrowers' comments are attached to the document that is sent to the Bank's Board of Executive Directors. After an assessment report has been sent to the Board, it is disclosed to the public.

About the IEG Rating System

The time-tested evaluation methods used by IEG are suited to the broad range of the World Bank's work. The methods offer both rigor and a necessary level of flexibility to adapt to lending instrument, project design, or sectoral approach. IEG evaluators all apply the same basic method to arrive at their project ratings. Following is the definition and rating scale used for each evaluation criterion (more information is available on the IEG website: http://worldbank.org/oed/eta-mainpage.html).

Relevance of Objectives: The extent to which the project's objectives are consistent with the country's current development priorities and with current Bank country and sectoral assistance strategies and corporate goals (expressed in Poverty Reduction Strategy Papers, Country Assistance Strategies, Sector Strategy Papers, Operational Policies). *Possible ratings:* High, Substantial, Modest, Negligible.

Efficacy: The extent to which the project's objectives were achieved, or expected to be achieved, taking into account their relative importance. *Possible ratings:* High, Substantial, Modest, Negligible.

Efficiency: The extent to which the project achieved, or is expected to achieve, a return higher than the opportunity cost of capital and benefits at least cost compared to alternatives. *Possible ratings:* High, Substantial, Modest, Negligible. This rating is not generally applied to adjustment operations.

Sustainability: The resilience to risk of net benefits flows over time. *Possible ratings:* Highly Likely, Likely, Unlikely, Highly Unlikely, Not Evaluable.

Institutional Development Impact: The extent to which a project improves the ability of a country or region to make more efficient, equitable and sustainable use of its human, financial, and natural resources through: (a) better definition, stability, transparency, enforceability, and predictability of institutional arrangements and/or (b) better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements. Institutional Development Impact includes both intended and unintended effects of a project. *Possible ratings:* High, Substantial, Modest, Negligible.

Outcome: The extent to which the project's major relevant objectives were achieved, or are expected to be achieved, efficiently. *Possible ratings:* Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory.

Bank Performance: The extent to which services provided by the Bank ensured quality at entry and supported implementation through appropriate supervision (including ensuring adequate transition arrangements for regular operation of the project). *Possible ratings:* Highly Satisfactory, Satisfactory, Unsatisfactory, Highly Unsatisfactory.

Borrower Performance: The extent to which the borrower assumed ownership and responsibility to ensure quality of preparation and implementation, and complied with covenants and agreements, towards the achievement of development objectives and sustainability. Possible ratings: Highly Satisfactory, Satisfactory, Unsatisfactory, Highly Unsatisfactory.

Contents

This report was prepared by Helen Abadzi who assessed the project in February 2005. The report was edited by William B. Hurlbut, and Pilar Barquero provided administrative support.

Figures

Tables

Principal Ratings

	*ICR**	*ICR Review**	*PPAR*
Vocational Training and Technological Development Project (Loan 1594-UR)			
Outcome	Not Rated	Not Rated	Satisfactory
Institutional Development Impact	Not Rated	Not Rated	Substantial
Sustainability	Not Rated	Not Rated	Highly Likely
Bank Performance	Not Rated	Not Rated	Satisfactory
Borrower Performance	Not Rated	Not Rated	Satisfactory
Basic Education Quality Improvement Project (MECAEP I; Loan 3729-UR)			
Outcome	Satisfactory	Satisfactory	Satisfactory
Institutional Development Impact	Substantial	Substantial	Substantial
Sustainability	Highly Likely	Likely	Likely
Bank Performance	Satisfactory	Satisfactory	Satisfactory
Borrower Performance	Highly Satisfactory	Satisfactory	Highly Satisfactory
Second Basic Education Quality Improvement Project (MECAEP II; Loan 4381-UR)			
Outcome	Satisfactory	Satisfactory	Satisfactory
Institutional Development Impact	Substantial	Substantial	Substantial
Sustainability	Likely	Likely	Likely
Bank Performance	Satisfactory	Satisfactory	Satisfactory
Borrower Performance	Satisfactory	Satisfactory	Highly Satisfactory

* The Implementation Completion Report (ICR) is a self-evaluation by the responsible operational division of the Bank. The ICR Review is an intermediate IEG product that seeks to independently verify the findings of the ICR.

Key Staff Responsible

	Task Manager/ Leader	*Division Chief/ Sector Director*	*Country Director*
Vocational Training and Technological Development Project (Loan. 1534-UR)			
Appraisal	Jasdip Singh	Miguel Schloss	S. M. L. Van der Meer
Completion	J. St. Germain	Douglas Keare	Robert Picciotto
Basic Education Quality Improvement Project (MECAEP I; Loan 3729-UR)			
Appraisal	Juan Prawda	Ping Loh	Julian Schweitzer
Completion	Myrna Alexander	William Experton (Acting)	Ricardo Silveira
Second Basic Education Quality Improvement Project (MECAEP II; Loan 4381-UR)			
Appraisal	Ricardo Silveira	Donald Winkler	Myrna Alexander
Completion	Ricardo Silveira	Ana Maria Arriagada	Axel van Trotsenburg

Preface

This is the Project Performance Assessment Report (PPAR) on three education projects in Uruguay.

The Vocational Training and Technological Development Project (Loan 1594-UR) was approved for a US$9.7 million loan in June 1978. The loan closed on June 30, 1986, after extensions totaling 36 months; US$1.2 million was canceled.

The Basic Education Quality Improvement Project (MECAEP I; Loan 3729-UR was approved for a loan of US$31.5 million in January 1994. The loan closed as scheduled on June 30, 2001; US$0.9 million was canceled.

The Second Basic Education Quality Improvement Project (MECAEP II; Loan. 4384-UR) was approved for a loan of US$28 million in July 1998. The loan closed on February 29, 2004, after extensions totaling 7 months; US$0.25 million was canceled.

The projects in Uruguay were selected for assessment in order to study the effectiveness of Bank strategy in a middle-income country that is expanding its system to low-income populations. The assessment contributes to background work for an ongoing Independent Evaluation Group (IEG) study of the Bank's assistance to basic education.

The PPAR is based on the following sources: Project and Implementation Completion Reports (ICRs), Staff Appraisal Reports (SARs), Loan Agreements for the projects, and project files, particularly the supervision reports. An IEG mission visited Uruguay in February 2005 to interview officials and beneficiaries, observe instruction in schools, and collect other pertinent information. Field visits took place in vocational training institutions, in-service training venues, and in schools of Montevideo, and the departments of Florida and Colonia. The author thanks the government officials who received the mission for their extensive cooperation.

Following standard IEG procedures, copies of the draft PPAR were sent to the relevant government officials and agencies for their review and comments. No comments were received.

Summary

Since the 1970s, Uruguay has implemented three projects in the education sector.

- The Vocational Training and Technological Development Project (Ln.1594-UR) was approved for a US$9.7 million loan in June 1978. The loan closed on June 30, 1986, after extensions totaling 36 months; US$1.2 million was canceled.
- The Basic Education Quality Improvement Project (MECAEP I; Ln.3729-UR) was approved for a loan of US$31.5 million in January 1994. The loan closed as scheduled on June 30, 2001; US$0.9 million was canceled.
- The Second Basic Education Quality Improvement Project (MECAEP II; Loan 4384-UR) was approved for a loan of US$28 million in July 1998. The loan closed on February 29, 2004, after extensions totaling 7 months; US$0.25 million was canceled.

All three projects aimed at improving educational quality and performance of students or trainees. The projects were implemented as planned, most of the activities were carried out, and objectives were substantially met. The institutions supported by the Vocational Education and Technological Development Project have fulfilled their purposes as originally intended. The Professional Training Council (COCAP) did not train as many learners as expected, but it produces quality courses of some demand by learners and by organizations willing to pay. The Laboratorio Tecnológico de Uruguay (LATU) became able to conduct research and provide to Uruguayan industries technical assistance that has helped increase the competitiveness of Uruguayan imports.

Uruguay achieved Education for All in the 1990s, and in 10 years of Bank support to primary education, the country has consolidated its progress. Primary education coverage and completion rates have reached 98 percent, while dropout rates are less than 1 percent. The parts of the system most likely to benefit the poor have expanded. In 2004, preschool coverage reached 90 percent of 5-year olds and 85 percent of 4-year olds. Special schools catering to the disadvantaged through longer days and enriched programs increased from 58 in 1996 to 106 by 2004.

Overall, student achievement has improved. Between 1996 and 2002, the share of sixth-graders reaching a “sufficient” level of performance rose from 57 to 66 percent in language and from 35 to 48 percent in math. The achievement gap between students in the lowest and highest income levels has been reduced. In 1996, the ‘pass’ rates of the lowest and highest income groups had a gap of 48 percentage points in language, but by 2002 it had been reduced to about 35 percentage points. Similarly in math, the ‘pass’ rates of the lowest and highest income groups had a gap of 50 percentage points in 1996, but by 2002 it had been reduced to about 35 percentage points. Preschool attendance was found to be effective in reducing repetition among low-income first graders.

However, national repetition rates have remained high in grades 1 and 2 (19.9 and 14 percent in 2002), and despite some improvement, they have not been reduced to the target of 10 percent. According to teachers interviewed, the most common reason for repetition is failure to learn reading, a skill prescribed by the grade 1 curriculum. The government has adopted a teaching methodology that in other countries has been shown to prolong the process of reading acquisition among disadvantaged students. Alternative

methods that teach the reading basics more efficiently might help reduce further the social inequities in education as well as the expenditures associated with grade repetition.

All three projects largely met their targets, and their outcomes are rated *satisfactory*. The MECAEP I and II projects succeeded in increasing equity through improved participation of the most disadvantaged students in preschool education and full-time schools. The Vocational Education and Technological Development Project achieved its long-term labor-market support goals. Institutional development is rated *substantial* for all projects, because the institutions expanded their capacity to match implementation needs. Sustainability is rated *likely*; the net benefits of the vocational education project have proved resilient over time, and the MECAEP projects have resulted in long-term achievement increases. For all projects, Bank performance is rated *satisfactory*. Borrower performance is rated *satisfactory* for the vocational education project and *highly satisfactory* for the basic education projects.

This assessment confirms a number of IEG lessons from the education sector:

- Preschool attendance offers significant academic benefits to low-income students in terms of reduced grade repetition as well as long-term academic achievement (para. 4.4)

- A longer school day may offer important academic and social benefits to disadvantaged students, including improved test scores. To maximize performance in higher grades, however, students in lower grades might spend part of the extra time practicing the basic skills that serve as prerequisites for further learning (paras. 3.10, 4.13, and 6.5).

- Quality of education depends on a strong and functional supervisory chain. If government policies and learning activities are to be carried out effectively at the school level, teachers must be supervised closely by knowledgeable and interested staff. Although supervision is often costly in terms of salaries and vehicle support, it is a prerequisite for improved learning outcomes (paras. 3.8 and 5.10).

- Project efficiency may be enhanced through instructional methods that enable most of the students to achieve educational objectives within the prescribed instructional time. Efficient instruction may be more important for disadvantaged children, who receive less home support and who often have higher dropout and grade repetition rates. Further research and experimentation would help determine which instructional activities are more cost-effective in the Uruguayan context (paras. 5.3 and 5.9).

- Vocational-technical education project appraisals may overestimate the number of likely graduates and not adequately take into account dropout rates or changing demand for training. Appraisals of future projects should take into account country experience on dropout rates as well as demand changes during times of economic hardship (paras. 2.2-2.4, 2.6)

Vinod Thomas
Director-General
Evaluation

1. Background

1.1 This document presents evidence regarding the achievement of objectives of the education projects implemented in Uruguay between 1978 and 2005. It also presents evidence regarding the extent to which Uruguay has achieved its goal of providing quality and equitable education to all primary-school students.

1.2 With a per capita income of US$3,790,[1] Uruguay is a middle-income country with a long-term policy of social protection for its population of 3.4 million. It has had the highest per capita spending rates on social sectors among the countries of the Latin America and Caribbean Region (LAC), though most of it has been devoted to social safety nets. The country's traditional ability to provide social services to its citizens largely stems from its industrial sector that was vigorous through the 1990s. Quality control and research have been key factors in exporting products such as wood, wool, and dairy. To provide workers for the industry, vocational training institutions have complemented the formal education system since the 1970s.[2]

1.3 In Uruguay, free and universal access to all levels of education was introduced early in the 20th century. The country attained universal primary education in the 1960s, and its adult literacy rate is 98 percent. Education spending tends toward equity,[3] and 85 percent of primary schools are public.[4] This is important because most children in Uruguay tend to be born in lower-income households; 20 percent of the poorest families have 42 percent of the country's children while the richest families have 7 percent of the children.[5] Primary-school dropout is negligible (1,668 students in 2003), but poor students are prone to low performance and high grade repetition.[6] In 2002, the average primary school repetition rate was 10.3 percent, compared to 5.3 percent in Argentina and 5.4 percent in Chile. In Uruguay, repetition tends to be concentrated in early grades; the average for the first two years was 17.4 percent in 2000.[7] The country has sought World Bank assistance to prepare young children for school and improve internal efficiency.

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1. Atlas method, 2002 (World Bank 2004a).

2. Public education in Uruguay is the responsibility of autonomous public entities, and not the Ministry of Education and Culture, which is mainly responsible for cultural activities. Primary and Secondary education are managed by the National Administration for Public Education (Administraci6n Nacional de Educación Pública, ANEP), which receives guidance and support from the Central Directive Council (CODICEN) of ANEP. CODICEN is constituted of five members appointed by the President and confirmed by Congress. Its dependencies include councils for primary and secondary education, teacher training, and Vocational Education (COCAP) for short-duration training. The secondary- and post-secondary level technical schools (Universidad de Trabajo) provide semi-formal training administered by the Council of Vocational and Technical Education. Vocational education consists of shorter courses for adults.

3. For the years 1999, 2002-2003, the Gini coefficient for the education sector was 0.27 and for health was 0.44 to .45. About 51.6 percent of the education budget was directed at the poorest 20 percent of the population. (OPP 2004, p. 17-18; Table B-9). For budgetary data on Uruguay see tables B-6 to B-9.

4. In 2003 there were a total of 2,834 schools (15 percent private) that accommodated about 469,114 students (ANEP Statistical annual 2003).

5. Encuesta Continua de Hogares, Instituto Nacional de Estadísticas – 1996.

6. ANEP-MECAEP, 2002c.

7. World Bank 2002a.

1.4 Despite the expense involved in educational programs, public expenditure on education remains relatively low. It was about 3.6 of GDP in 2004, considerably less than the 4.5 average percentage in LAC and lower than the 5.3 percent average of high-income countries. Quality of education interventions for the poor are needed at all levels of the system.[8]

Bank Sector Strategy

1.5 World Bank lending for education in Uruguay started in 1978 with vocational-technical education. Altogether, the Bank has financed four education projects in Uruguay, the first three of which are the subject of this report (Figure 1, Annex Table A-4). Bank assistance has been focused on supporting the government's educational objectives and providing economic and technical advice to vocational education in the 1980s and to primary education since the 1990s.

1.6 With World Bank support, the government has implemented since 1997 a 10-year educational reform that focuses at the primary level on improving poor children's academic achievement, psychomotor, and social skills, and on reducing repetition rates. Universalization of preschool was considered necessary to improve the skills of low-income children and lower their particularly high repetition rates. To further support the achievement of the poor and limit harmful environmental influences, the government developed the strategy of keeping them in school for 7.5 hours. A series of three Basic Education Quality projects (known as MECAEP I, II, and II)[9] has focused on carrying out these goals.

1.7 Uruguay will continue to receive financing from the Inter-American Development Bank (IADB) for secondary, technical, and some higher education. In particular, IADB has supported the government's reform at the secondary and higher education level and is currently financing a project on the modernization of secondary education and teacher training (UR-0132, US$75.0 million, FY2001A). [10] The country also receives some bilateral aid on technical education issues from Japan and Germany.

1.8 Due to the economic downturn of area countries Uruguay faces the challenge of sustaining the current investments and improving them.[11] The education sector has received assistance from the Public Services and Social Sectors Structural Adjustment Loan and Special Structural Adjustment Loan Project (Ln.7104, P078726, FY03) in an effort to protect educational investments from adjustments necessary to overcome the effects of the 2001 economic crisis. (See more in the Sustainability section.)

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8. World Bank 2005. The percentage of the education budget devoted to primary and preprimary public education is about 44.7 percent, secondary education about 34.5 percent, tertiary and higher education 20.7 percent, and higher education only 15.1 percent).

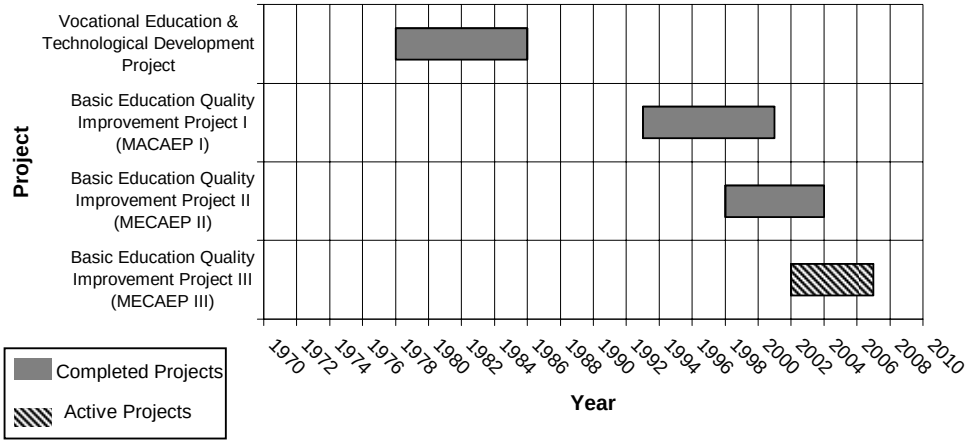
9. MECAEP 2004.

10. Inter-American Development Bank 2000.

11. In contrast to many LAC countries that have decentralized education and given more regional autonomy, Uruguay remains fairly centralized. One reason may be the relatively small size of the country and its small and relatively homogeneous population. (PREAL. 2001).

1.9 How effective has the Bank financing been in improving the quality of education in the subsectors it has supported? Have learning gains and lower repetition rates accompanied the consolidation of primary school enrollments? In addition to assessing the completed projects, this report presents evidence regarding these questions.

Figure 1. Completed Bank education projects in Uruguay



1.10 The three projects under review focused on improving access and quality of education in the subsectors they supported. Their implementation experience and results are presented below.

2. Objectives and Implementation of the Vocational Training and Technological Development Project (Ln.1594-UR)

2.1 The project was to enhance the competitiveness of Uruguayan exports by increasing labor productivity, improving product quality, and promoting the use of technologies well suited to the country's requirements. Project objectives were: (a) Train adults to improve employment prospects (originally stated as 'Finance the physical facilities and technical assistance necessary for the Vocational Training Council (COCAP) to begin operations") and (b) assist the government in developing domestic capability in the areas of technological research, dissemination of information, and technical assistance to entrepreneurs in support of its export-oriented industrial development strategy. The project was to finance (a) the expansion of the Laboratorio Tecnológico of Uruguay (LATU), a parastatal organization carrying out these functions since 1965 and (b) establish the Professional Training Council (Consejo de Capacitación Profesional - COCAP).

2.2 Both components (which were not linked) suffered long delays in construction and procurement due to a lack of advance preparation. By 1982 only 4 percent of the loan had disbursed, and the project needed extensions totaling four years. Despite various disagreements and problems, most expected activities were carried out (see Annex Table A-1). Both institutions had considerable continuity in staff and management, and this made it possible to gather information 19 years after project closing. The managers of the

two institutions showed the IEG mission that the buildings as well as much of the old equipment were still being used and in good condition.

2.3 *Vocational Training Council* (Consejo de Capacitación Profesional - COCAP). In an era of manpower planning and supply-based training, the project helped set up an institution offering demand-based short vocational training courses, mainly to industry workers. For the first decade of its operation, the institution designed courses of short duration for various industrial occupations. It expanded, moved into larger premises, and opened two provincial centers COCAP has used part-time instructors who work in the industry during the day, paying them acceptable salaries. In-plant training in particular was to meet the needs of public ports, railways, electrical power, petroleum, and fishing agencies as well as several large private manufacturers. Project completion documents in 1988 show that COCAP was meeting industry demand for in-service training and recuperating about 100 percent of recurrent expenditures (Table B-1).[12] COCAP was to finance its work partly through an export tax, but needed legislation was never enacted, and the expected funds were never received. Instead, ad hoc subsidies have been given over the years.

2.4 The appraisal overestimated the capacity of COCAP to carry out the expected course load, labor market demand, and the government's political will to impose export taxes for the operation of the institution. The institution ran into multiple problems in 1997 when the National Employment Council ceased operations and no longer paid for COCAP courses. Half the staff were laid off, the institution lost a new building bought for its operations, and it has returned to the original Bank-financed premises. Nevertheless, the institution functions as intended, albeit with a reduced scope. The mission visited evening courses of COCAP, where interviews were held with three groups of adult learners (two students studying automaticity, 13 students of office work subsidized by the National Employment Council, 14 in graphic design). All students indicated that the training is useful and of good quality. The students of automaticity reported that their employer paid for the course (12,000 pesos for six months), but the unemployed students were subsidized at 70 pesos per day to take courses. The students pointed out that the selection of courses offered by COCAP in 2005 was limited. Several made it clear that they did not expect work but took the courses for personal enhancement and could afford to wait for suitably paying work.

2.5 *Technological Laboratory of Uruguay* (LATU). For this parastatal company that has certified the quality of exported goods since 1965, the project financed equipment, fellowships, and technical assistance to improve quality control means and find new manufacturing processes through four pilot plants. LATU used its own funds to build the new premises on the basis of plans acceptable to the Bank (Annex Table A-1). These are located on 700 hectares, surrounded by an industrial park.[13] The project design benefited from of a consultant who envisioned pilot plants and laboratories in needed fields. It has

12. Nevertheless, the institution has largely recuperated recurrent expenditures over the years (Table B-1). Until 1990, the institution recuperated 83 percent of recurrent expenditures. According to reports of COCAP staff, current cost recovery rate is about 50 percent, and the institution gets ad-hoc subsidies instead of a steady income from taxes as planned during appraisal.

13. The appraisal of this project received technical assistance through an industrial development project (Ln. 1176-UR; US$20.8 million).

developed into a large organization with linkages to other international agencies of quality control and with broad-ranging activities in the investigation and training for improved production methods. LATU receives funding through taxes on exports and generates considerable income.

RESULTS OF THE VOCATIONAL TRAINING AND TECHNOLOGICAL DEVELOPMENT PROJECT

Train adults to improve employment prospects – *partly achieved*

2.6 Staff interviewed in this organization reported that over the years COCAP has provided training to more than 100,000 people (versus approximately 300,000 according to appraisal targets; Annex Table A-1). Some in-plant training was carried out for various state agencies, such as petroleum and water. There was more demand, however, for training youth and unemployed middle-aged people out of work who may be subsidized by the National Employment Council to take courses (Annex Tables B-1 and B-2). For example, in 2000, 1,130 persons studied in 101 courses and in 2001, 933 studied in 84 courses with a dropout rate of about 10 percent. However, employability of jobless trainees was limited. In an informal tracer study conducted by COCAP, about 28 percent had obtained work.

Providing technological research and quality control to strengthen export capacity - *achieved.*

2.7 Staff interviewed consider the Bank financing a great achievement and a leap forward for the institution. [14] The project design and assistance gave the impetus for the development of a world-class institute of quality control and export certification. LATU is accredited by the United Kingdom Accreditation Service (UKAS) to carry out over 200 analyses and collaborates with other international quality control agencies.[15] Countries importing Uruguayan products thus accept the quality control of wool carried out by LATU without additional testing. The pilot plants help find better ways of processing materials (such as tomato sauce, wood chips, uniformity of cheese production) for exports. [16]

2.8 LATU has developed into a reference institution for LAC; it has credibility and does international consulting. In addition to Bank financing LATU has received help from Japan and the Inter-American Development Bank as well as a grant administered by the World Bank (InfoDev grant III/017). It employs about 300 people. LATU also supports small and medium-size companies and incubation of new businesses and carries

14. Audit reports showed no problems (Auditoria Mariño Montevideo: Estado de Fuentes y Usos de fondos, 1983)

15. Other international services supporting LATU include SQS (Switzerland, OQS and OVO (Austria), DGQ (Germany), INMETRO (Brazil), CSIRO (Australia), INTI (Argentina), SIRIM (Malaysia). LATU: Espacio Ciencia (undated information bulletin)

16. Also for cellulose, pulp, paper, and plastics www.latu.org.uy LATU funds exports from a levy of 0.3 percent on the value of imports of specified projects, and 1 percent of the CIF value of certain goods and machinery.

out industrial training, such as production processes for rural women and then offers expositions. Its multiple activities include an exposition park for children.

3. Basic Education Quality Improvement Projects I and II

Basic Education Quality Improvement Project I (Ln. 3729-UR known as MECAEP I)

3.1 The project was to improve the quality, equity, and efficiency of the primary education system (Table 1). It constituted the first large-scale effort to support primary education within a context of Uruguayan social policies and to concentrate resources to the lower-performing schools. Its components aimed at distributing textbooks, training teachers, and developing a sample-based standardized achievement test. Through construction, training, and materials, the project also aimed at increasing the net enrollment of 4- and 5-year old children in preschool from 51 to 55 percent and reducing the repetition rate for grade 1 from 17.8 to 11.9 percent. (See Annex Table A-1).

Table 1. Objectives of the Basic Education Quality Improvement projects

Objectives	***Components***
First Basic Education Quality Improvement Project (MECAEP I)	
• Expand preschool coverage in areas with unsatisfied basic needs; • Enhance the quality of preschool education to increase elementary school readiness and reduce repetition in the first two grades; • Enhance sector productivity and strengthen overall sectoral management	⇒ Improving the efficiency, quality, and equity of primary education, through textbooks, education improvement projects, and teacher training ⇒ Expanding preschool education access and quality through construction, teacher training and materials ⇒ Institutional strengthening and efficiency through establishment of a management information system and decentralization actions.
Second Basic Education Quality Improvement Project (MECAEP II)	
• Expand coverage and improve quality of preschool and elementary education; • Achieve greater social equity by targeting the expansion of the new (preschool and elementary) full-time school model for socially disadvantaged children.	⇒ Universalization of preschool education ⇒ Expanding access to full-time schools ⇒ Project administration and monitoring.

Source: Technical and legal documentation of respective projects

3.2 The 6.5-year project was implemented as scheduled, and nearly all the planned activities were completed. Lack of stakeholder consultation during appraisal created some mistrust among teachers and administrators, which project authorities had to overcome. Early in the life of the project auditing and accounting issues arose, and on occasion ineligible expenditures were financed. These problems were addressed quickly, and audit reports have been satisfactory since 1996 despite some delays.

Basic Education Quality Improvement Project II (Ln.4384-UR known as MECAEP II)

3.3 As with MECAEP I, objectives were concerned with quality and equity. MECAEP II continued to implement the educational reform introduced in MECAEP I, but also included the 'full-time' school model. A curricular design, special training, and

support were developed to accommodate disadvantaged children in a school day that lasts 7.5 hours and includes three meals. As an enrichment activity, 28 full-time schools also introduced bilingual education in Portuguese (in border areas) and English, teaching half the time in each language. The project also aided regular schools in low-income areas. Like MECAEP I, it emphasized teacher training and intensive teacher supervision by a cadre of well-trained inspectors who are responsible for about 14 schools each and visit them frequently.[17] The project carried out several studies (see References). Most activities under MECAEP II were completed (Annex Table A-2.)

3.4 MECAEP I and II had many common activities and implementation issues, which are described below with achievement of specific targets where applicable.[18]

3.5 *Classroom construction and rehabilitation.* The projects faced difficulties with land acquisition. Thus, the government preferred to attach classrooms to existing schools rather than build new ones. MECAEP I built 87 preschool classrooms (exceeding a target of 71) rehabilitated another three eventually increasing coverage to 44,000 additional students; 50 primary-school classrooms were also built. MECAEP II built 109 preschool classrooms (rather than the targeted 200) because the project population was reduced. It also decided to build a smaller number of 120 new classrooms (11 new full-time schools) rather than the projected 280. Though designs were decided centrally, efforts were made to the needs of specific users, such as orienting doors or changing the number of bathrooms. The local residents took care of the construction and notified MECAEP if there were problems.

3.6 *Textbooks.* MECAEP I distributed 4.2 million textbooks, exceeding targets by 68 percent (Table B-2). MECAEP II complemented the effort and distributed many instructional materials (Table B-3). Textbooks were made according to precise specifications for a unit cost of about US$1.2, teachers and parents were consulted, and the process was evaluated.[19] Students receive them free and return them at the end of the year. Publishers own the authors' copyrights and have sold the textbooks in the market for about US$10. Though textbooks became available for all students in 1995, they have not been getting replaced as they wear out. A 2000 study showed that 80.3 percent of schools had the needed books. Low-income schools tended to have more scarcity, and 8 percent of schools had a severe shortage.[20] This means that students must share books and are often unable to take them home to study. The situation has improved. The IEG mission found only one school whose staff stated that they had an adequate number of textbooks. However, the textbooks are usually unavailable for sale in the market, so even parents who can afford them cannot buy them.

3.7 *School improvement projects.* This mechanism of responding to school needs through teacher initiatives started in 1994 and has become very popular. MECAEP I awarded 931 projects and the practice continued MECAEP II and III. In 2005, schools

17. There are 18,644 teaching staff and 235 inspectors, bringing the average for a six-grade school to about 14 school per inspector.

18. World Bank 2002b.

19. ANEP 1998a.

20. ANEP 2003f.

have 320 projects to implement. In 1995, 36 percent of the projects were in science, while in 1997, 42 percent were in language.[21] The projects have become more instructionally relevant. Frequent examples are development of newspapers, plant nurseries, web pages, art history and critique. Evaluations of school improvement projects have shown some positive outcomes.[22] Teachers thought that they improved: activities in class (73 percent), reflection regarding school reality (75 percent), generated new forms of work in the school (70 percent), showed that teachers' work transcends the classroom (60 percent). Teachers reported that they were more likely to collaborate and participate (57 percent), more capable of working in groups (55 percent), closer links with other teachers (55 percent), less absenteeism (13 percent). For students, the school improvement projects reportedly improved values (70 percent), school motivation (67 percent), relationship with families in a specific class (56 percent), relationship with families in the school (50 percent), relations with community (46 percent), discipline (47 percent), learning difficulties (43 percent), absenteeism (24 percent).[23] A study has shown a positive though limited relationship between academic achievement to the execution of school improvement projects (Table A-3).

3.8 *Teacher training.* MECAEP I carried out extensive teacher training, reaching 17,000 teachers by 2000 and surpassing targets. However, training in large auditoriums that consisted mainly of lectures did not have a sufficient impact on classroom behavior. In MECAEP II, training was limited to teachers of full-time schools (extensive courses of 150 hours), preschools, and some teachers of the teacher training institutions. Using salaries of teachers who had been absent, it was possible to pay for teachers to attend training on Saturdays. Supervisors and inspectors gave close follow-up to teachers to help them modify their teaching behaviors. Convincing teachers of the need for change was found to be an important component for the improvement of teacher training. Specific training has taken place on the full-time school methodology[24] to emphasize the skills of teachers taking the children's knowledge and expanding it, getting them to think about and question issues such as why teeth fall out, why people gain weight. Linkages with the community have been an important part of training.

3.9 *Achievement tests.* An achievement test unit was created through MECAEP I (Unidad de Medición de Resultados Educativos) in 1995. Through a participatory process,[25] it developed and administered tests approximately every three years: to all sixth graders in 1996, a sample of third graders in 1998, a sample of sixth graders in 1998, an evaluation of fourth grade and preschool achievement as well as grade 6 in 2002. About 20,000 educators received training in the interpretation of test results, and this activity increased awareness of testing outcomes under MECAEP II.

3.10 *Full-time schools.* Such schools had existed in Uruguay since 1992 but were intended for special education. Students spend four hours in the morning on the regular

21. ANEP 1999b, p. 31

22. ANEP 1999b, p. 38

23. ANEP 1999b, p. 39

24. ANEP-CODICEN-CEP-MECAEO-BIRF 1999, 2004.

25 Benveniste 2000.

academic curricula and 3.5 hours in the afternoon on sports, evaluation and group organization, and workshops (or projects) on language, science, and math. There is no supervised homework time during the school hours. Children are expected to go to bed soon after returning home, so homework is often limited to information gathering. The schools that teach English or Portuguese do so by teaching part of the curriculum in these languages, including math. Full-time schools are larger buildings than regular schools and have recurrent expenditures that are about 78 percent higher than regular schools (Table B-4). Teachers work two shifts, but are paid only the basic salary for the second. MECAEP II carried out promotional campaigns to enrol children in these schools as well as in preschool.

4. Results of MECAEP I and II

4.1 These two projects were implemented in sequence and their objectives partly overlap (Table 1). Objectives related to preschool expansion and full-time schools were in fact means to achieve improved performance, increased equity, and reduced repetition. Grouped together, the objectives of MECAEP I and II are presented in terms of: (a) expanding preschool coverage in areas of unsatisfied basic needs, (b) enhancing the quality of preschool and primary education, (c) achieving greater social equity through full-time schools, (d) reducing grade repetition, and (e) improving sectoral management.

(a) Expanding preschool coverage in areas of unsatisfied basic needs - *achieved*

4.2 *Preschool education has expanded considerably,* and in 2004 there were about 85,628 preschool students. According to the 2002 household survey, coverage of 5-year olds reached 90 percent; coverage of 4-year olds has quadrupled since 1994, and was about 85 percent in 2004. Increases in enrolment rates were most noted for lower-income students. Between 1996 and 2001, the attendance of five-year olds in the lowest income quintile improved by 13 percentage points, while the attendance of four-year olds improved by 23 percentage points (from 36 to 59 percent; Table 2).

Table 2. Preschool enrollments by income quintile

Income quintile	*Q1*	*Q2*	*Q3*	*Q4*	*Q5*	*Total*
Percentage of 5-year olds attending preschool by income quintiles						
1996	71	81	89	89	98	82
2001	88	92	94	94	100	92
2002	84	93	92	98	98	90
Percentage of 4 year olds attending preschool by income quintiles						
1996	36	62	72	87	92	56
2001	58	71	86	83	94	72
2002	59	80	82	81	98	73

Source: ANEP (Administración Nacional de Educación Pública) - Continuous household survey - representative sample of urban population (5,000 or more inhabitants).

(b) Enhancing the quality of preschool and primary education – *partly achieved*

4.3 Preschool education was to improve in quality in order to increase primary school readiness and reduce repetition in the first two grades. It is unknown whether this was achieved because no tests measured whether disadvantaged students had a higher command of age-appropriate language, motor, or psychosocial skills between 1996 and 2002 or whether attendance improved these skills.

4.4 Nevertheless, preschool attendance seems to reduce failure; the repetition rate of low-income first graders who did not attend preschool in 1996-2001 was 47 percent compared to 27 percent for similar children who had attended preschool.[26] A study showed that children were more likely to repeat grades if they had not attended preschool. Children who attended preschool had a lower tendency to repeat at least one year, even when mothers had higher education (Table 3). Also, children who had attended preschool had higher test scores in grade 6. Perhaps there is no difference among preschool models in Uruguay. Second graders who had attended the preschool model developed through MECAEP scored about the same as a national sample of second graders who had attended traditional kindergartens.[27]

Table 3. Student performance in sixth grade (2002) according to mother's educational attainment and preschool attendance

Mother's educational level	Preschool attendance before age 5	Repeated at least one year in primary (percentage)	Grade 6 math score (average percentage)	Grade 6 language score (average percentage)
Completed primary school	Attended	37	12.1	14.3
	Did not attend	47	11.6	13.7
Technical education or incomplete secondary school	Attended	18	14.0	16.1
	Did not attend	34	12.8	14.4
Completed secondary or higher education	Attended	9	15.7	17.7
	Did not attend	23	13.8	15.7

Source: Evaluación Nacional de Aprendizajes en 6º de Primaria - 2002.

4.5 *Overall student achievement in the sixth grade has improved* in the years of MECAEP I and II implementation. Between 1996 and 2002, the share of students who reached a 'passing' or "sufficient" level of performance (defined as a 60 percent rate of items correct in criterion-referenced test scores) rose from 57 to 66 percent in language and from 35 to 48 percent in math (Table 4; see Annex figures B-1 and B-2 for raw test scores).

4.6 Improvements aside, the absolute levels of achievement scores are still low. Mastery criteria typically indicate a high rate of achievement on objectives that have been taught.[28] Fewer than half of the sixth graders attain even 60 percent of the objectives

26. World Bank 2002b, p. 8

27. ANEP 2002b.

[28] Popham 1978, Berk 1980; The 60% sufficiency criterion may have been empiritcally set to resemble the grading system that ranges from 0-10. The technical annex of learning assessment documents shows no evidence that this cutoff point was developed to conform to a certain tolerable error rate or be pegged to the performance of known

correct in math and slightly more than half attain 60 percent of the objectives in language. School principals and supervisors were informed of the scores, and teacher training in some areas focused on outcomes. However, the school-level data were not made public, as it happens in some other countries, and an opportunity was missed to increase parental involvement and teacher accountability.

Table 4. Evolution of academic achievement in the sixth grade

	Language			Mathematics		
Student Percentage	1996	1999	2002	1996	1999	2002
With highly satisfactory performance (20-24 points)	15.8	14.0	20.6	6.8	9.0	11.9
With satisfactory performance (14-19 points)	41.3	47.3	45.7	27.8	31.8	36.3
Passing (sufficient, acceptable) 60% or more items correct	57.1	61.3	66.3	34.6	40.8	48.3
With unsatisfactory performance (7-13 points)	37.7	35.3	30.4	54.5	50.9	43.8
With highly unsatisfactory performance (0-6 points)	5.2	3.4	3.3	10.9	8.3	7.9
Failing – Unsatisfactory	42.9	38.7	33.7	65.4	59.2	51.7
	100.0	100.0	100.0	100.0	100.0	100.0

Source: ANEP 2003b, Evaluación Nacional de Aprendizajes en Lenguaje y Matemática, p. 21
Note: Achievement test scores vary from 0 to 24; no student promotion or retention decisions were based on this test.

(c) Achieving greater social equity – *achieved*

4.7 *The education system has become more equitable.* Test scores showed that students from more disadvantaged backgrounds made greater progress than those of advantaged backgrounds. For example, the percentage of students obtaining a "sufficient" score increased by 12.5 percentage points among the disadvantaged between 1996 and 2002 in math, while it increased by only 5.9 points among the most advantaged. Overall, the poor have made more substantial gains between 1999 and 2002. An equity index, consisting of the difference between the percentage of the highest and lowest socioeconomic groups passing or obtaining "sufficiency" showed that equity increased between 1999 and 2002. In language, the 'pass' rates of the lowest and highest income groups had a gap of 48 percentage points in 1996, but by 2002 the gap had been reduced to about 35 percentage points. The language pass rates of the most disadvantaged students increased by 17.7 percentage points in 1996-2002, while those of the most advantaged increased by only 2.3 percentage points. In math, the 'pass' rates of the lowest and highest income groups had a gap of 50 percentage points in 1996, but by 2002 it had been reduced to about 35 percentage points. The math pass rates of the most disadvantaged students increased by 19 percentage points in 1996-2002, while those of the most advantaged increased only 5.9 percentage points (Table 5, Figures 2 and 3).[29]

Table 5. Sixth grade test store changes by socioeconomic background

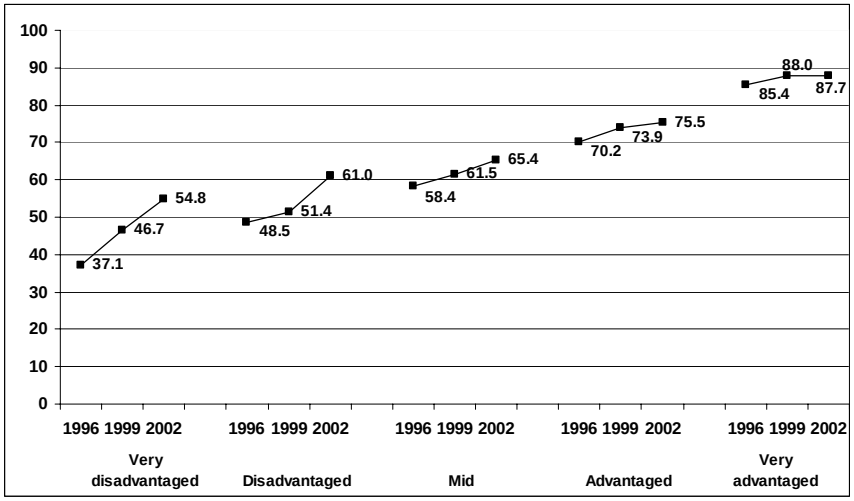
'masters' (e.g. successful grade 7 students). In principle, it is possible to have hard items and a low criterion, but the mean item difficulty index of the tests is average to easy, only 0.56-0.64 (p. 40, ANEP 2002b).

29. ANEP 2003b, pp. 22, 23

	Very advantaged			*Advantaged*			*Average*			*Disadvantaged*			*Very disadvantaged*		
	1996	*1999*	*2002*	*1996*	*1999*	*2002*	*1996*	*1999*	*2002*	*1996*	*1999*	*2002*	*1996*	*1999*	*2002*
Language	85.4	88	87.7	70.2	73.9	75.5	58.4	61.5	66.4	48.5	51.4	61	37.1	46.7	54.8
Difference 1996-2002			2.3			5.3			8			12.5			17.7
Math	66.4	71.2	72.3	46.2	51.5	56.4	34	39.4	52.5	24.1	27.9	39.1	16.7	27.9	35.7
Difference 1996-2002			5.9			10.2			18.5			15.0			19.0

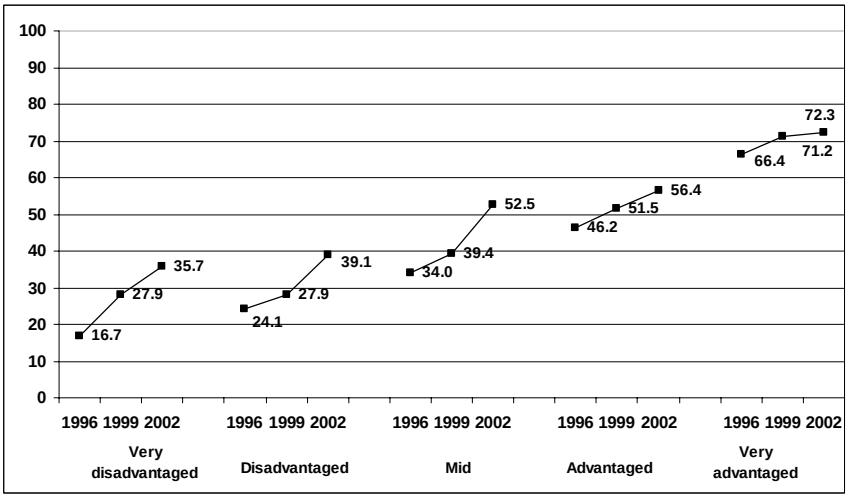
Source: MECAEP II Implementation Completion Report, p 7.

Figure 2. Percentage of sixth graders performing sufficiently in language by income level



Source: ANEP 2003b, p. 17

Figure 3. Percentage of sixth graders performing sufficiently in math by income level



Source: ANEP 2003b, p. 18

4.8 *Full-time schools expanded.* The number of full-time schools increased from 58 in 1996 to 98 by 2003 (Table 6). The Implementation Completion Report showed an enrollment of 26,900 students in 2003, approximating the target of 30,000 students (Figure 4).[30] Initial targets had been higher, but the government decided to limit the expansion of these rather expensive schools.

30. ANEP Statistical Annual 2003, Table 31.1. The 2003 statistical tables mention 96 schools. MECAEP II Implementation Completion Report, (World Bank 2004, p. 5) mentions 26,900 students but government statistics show enrollment in 2002 at 13,318 and in 2003 at 18,700 in grades 1-6. Data informally provided mention 25,086 students for 2004. The variability seems due to including preschoolers in the statistics.

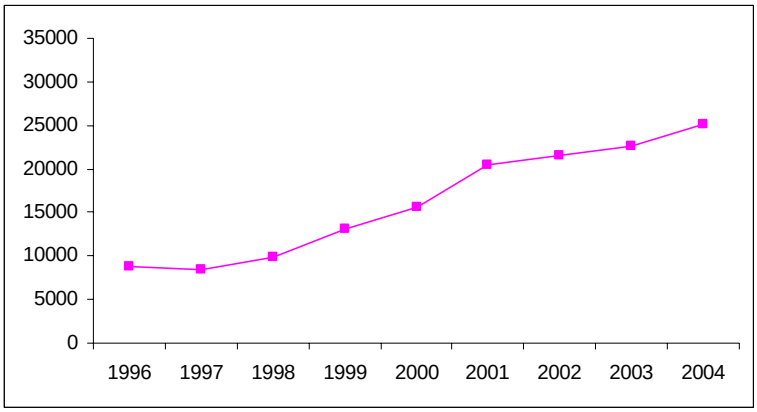
Table 6. Full-time schools constructed according to socioeconomic environment

	1996	*1997*	*1998*	*1999*	*2000*	*2001*	*2002*	*2003*	*2004*
Advantaged	1	1	1	1	1	1		1	1
Medium	4	4	4	7	7	8	8	8	9
Disadvantaged	14	14	15	20	20	21	23	23	23
Very disadvantaged	38	38	38	40	42	50	51	55	60
Not specified	1	1	1	3	3	10	10	10	11
Total	**58**	**58**	**59**	**71**	**73**	**90**	**93**	**98**	**106**

Note: Schools built in 2004 were constructed by MECAEP III.

4.9 The data provided in the evaluation reports[31] are not sufficient to gauge the effect size of attending full-time schools. Only a few schools were sampled, some of which offered only regular classes in 1996.[32] It is difficult to draw conclusions from performance changes in the most disadvantaged populations; statistical regression towards the mean suggests that they would improve in subsequent tests even in the absence of a beneficial treatment.

Figure 4. Number of students attending full-time schools



Source: ANEP

4.10 Given these limitations, however, Figures 5 and 6 suggest that achievement of disadvantaged students in the sampled schools is better in full-time schools. In the 1996 test for sixth graders, the percentage of students performing at a "pass" level in language was reported as significantly higher in single-shift, full-time schools, than in regular schools of areas considered disadvantaged or highly disadvantaged areas (60.7 versus 49.3 percent for the former, and 42.6 versus 37.5 percent for the latter).[33] Furthermore, the sixth graders who stayed longer in full-time schools have higher performance than those who arrived more recently. The differences from one testing year to the next show that 5 to 9 percent more students attain satisfactory scores in sixth grade. Furthermore, the change rate in 'pass' percentages from 1996 to 2002 seems about the same for disadvantaged students in regular and in full-time schools. Although some schools that

31.ANEP 2003b and 2002e

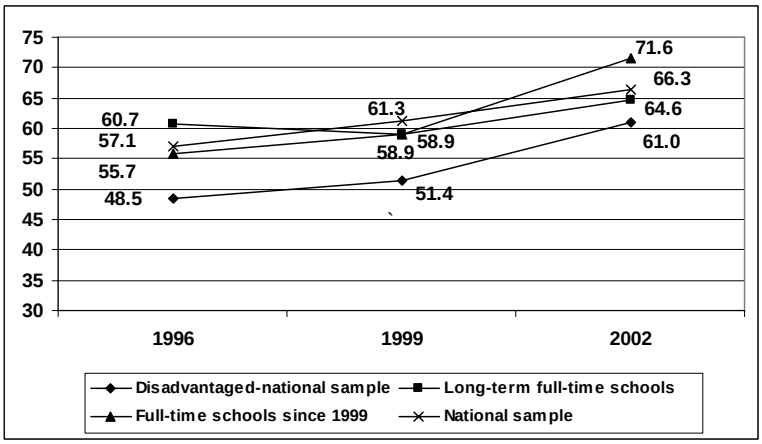
32. The results reported are based on samples of 4 schools in unfavorable circumstances and 5 in very unfavorable circumstances (ANEP 2003b, p. 70). To draw reliable conclusions from the data, it would help to correct statistically for regression towards the mean, follow paired samples of students across time, analyze within- as well as between-school variance, or compare difference-in-difference scores among various combinations of schools and income levels.

33. ANEP 2003b, p. 42 and 45, graphs 12 and 14.

converted to full-time status in 1999 show better performance, the scores of other full-time schools show somewhat lower progress.

4.11 The effects of full-time schools are also ambiguous in the critical early grades. A national assessment covering preschool, first, and second grades found no difference in performance between first graders in the national sample and full-time school students. However the latter were better in reading aloud,[34] a variable that teachers use to decide which students repeat grades. It is possible that the measurable benefits of full-time schools for students are small over brief periods of time but significant over the duration of primary school.

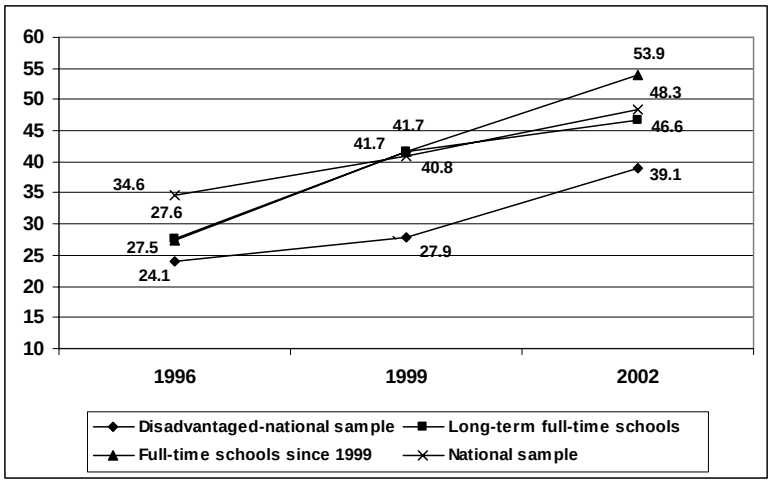
Figure 5. Progress of low income sixth graders in full-time schools in language



Source: Evaluación Nacional de Aprendizajes en Lenguaje y Matemática, 2003, p. 42

34. ANEP 2002b.

Figure 6. Progress of low income sixth graders in full-time schools in math



Source: ANEP 2003b, p. 47. Long-term full-time schools have had this program since 1996 or earlier

(d) Reducing grade repetition –*partly achieved*

4.12 *Limited reduction in repetition rates.* The strategies pursued in MECAEP I and II were partly successful in reducing repetition rates. Average primary-level repetition rate was reduced from 10.8 to 10.3 percent during the two projects, and was nearly double the 5 percent envisaged in the appraisal documents. At first grade, overall repetition rates decreased from 21.0 to 19.9 percent between 1996 and 2002 and to 18.9 percent after project closing (Figure 7, Table 7, B-5); in second grade, they remained almost stagnant at 14 percent. Efforts to convince teachers to fail fewer students succeeded in a reduction of the average rate to 8.6 percent in 2004.

Table 7. Average repetition rates in primary schools

	1990	*1996*	*2002*	*2004*	*Project Appraisal Document Target*
National average for all grades	11.7*	10.8	10.3	8.6	5.0
Full-time schools all grades	n/a	9.8	7.3	6.1	5.0
National average for first grade	20.2	21.0	19.9	16.9	10.0
Full time schools first grade	n/a	28.1	14.6	12.4	10.0

Source: ANEP (Note*: datum from 1992)

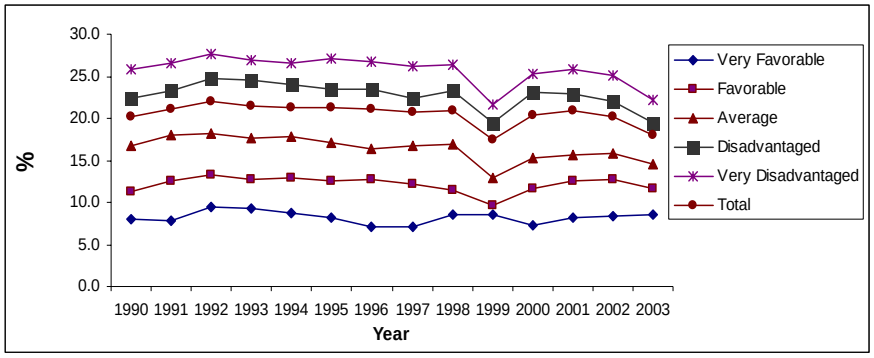
4.13 Project efforts to reduce the high repetition among the poorest areas have been partly effective. The most successful intervention in lowering failure rates has been preschool attendance.[35] Full-time schools show a progressively lower repetition rate over time (Figures 7-8). The repetition rate of first graders attending these schools in 1996 was 28 percent but had been reduced to 12 percent by 2004 (Figure 8, improvement happened

35. World Bank 2002b, p. 8

during MECAEP III). The full-time schools have higher scores than regular schools in poor areas, but many of their students are not low-income. As with performance, the mixed population and changing clientele of full-time schools make interpretation of trend data difficult. Nevertheless, students in full-time schools of disadvantaged areas seem to perform better than those of regular schools in disadvantaged areas. In 2001, for example, the former had a slightly higher promotion rate, 89.4 percent in full-time schools versus 86.1 percent than the latter.[36]

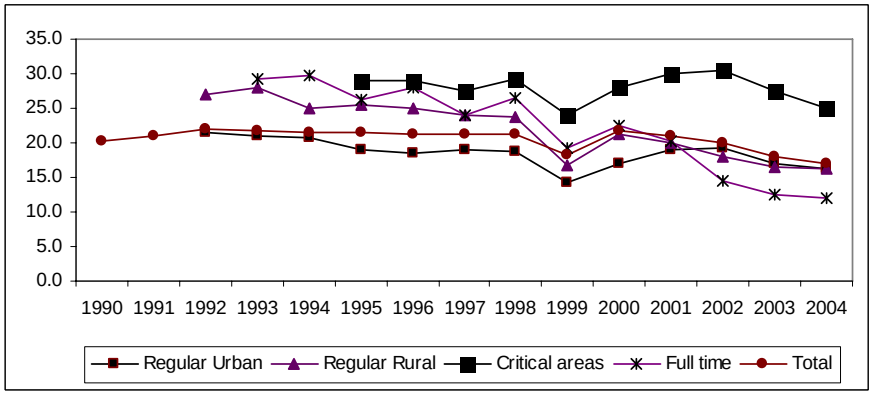
4.14 Overall, first graders in regular schools of low-income (critical) areas had repetition rates that fluctuated but did not show much improvement (28 percent in 1996 and 25 percent in 2004). It is unclear how many of the students in this sample had been to preschool.

Figure 7. Grade 1 repetition rates by income level



Source: ANEP

Figure 8. Grade 1 repetition by type of school



Source: ANEP

4.15 Repetition is emotionally and financially costly. In 2003, the total number of primary school repeaters was 28,318, of whom 61 percent were in first grade (11,025) and second grade (6,224). Considering an average class size of 26 for primary education,

36. MECAEP 2002, p. 5

about 1,089 extra teachers are needed annually to teach repeaters.[37] At an average monthly salary of about US$300, the annual cost of repetition is roughly US$3.9 million. If repetition just in the first and second grades were reduced to the targeted 10 percent, then the repetition costs in salaries alone would be 59 percent lower, roughly US$2.3 million. Thus, there would be savings of at least US$1.6 million annually.

4.16 Some government staff interviewed by the mission attributed the high failure rates to a lack of training and distorted incentives. Teacher training during MECAEP I training was not very effective,[38] while during MECAEP II it was only given to full-time schools and preschools. Teachers receive a 25 percent bonus for working in low-income areas and may inadvertently attempt to keep student numbers high and their jobs secure. (Efforts after 2002 to convince teachers to fail fewer students may be partly responsible for the improving rates.) However, teachers interviewed during the IEG mission reported that they recommend grade repetition for the students who do not learn how to read. Some expressed concern regarding the effectiveness of the reading methods they have been instructed to use (para. 5.3). A study has shown that most children learn to read later than curricula would specify; only 23 percent of first graders and 66 percent of second graders read fluently by the end of the school year; 35 percent of second graders could only read syllables.[39]

4.17 Overall, the data presented in this report suggest that preschool has a notable effect on reducing grade repetition among all students, particularly among the poorest. By contrast, full-time schools have a weaker effect on repetition. Both interventions seem to have little effect on test scores in the early grades, but by grade 6, disadvantaged students perform better if they have been to one of these programs than other students. MECAEP has not analyzed data on the interaction between preschool and full-time schooling and the additive effects are not known.

(e) **Improving Sectoral Management** - *achieved*

4.18 The studies and activities carried out by the projects (such as the development of standardized achievement tests (Annex Tables A-2 and A-3) have provided usable input in the improvement of the sectoral outcomes. Staff reported to the IEG mission that achievement test data in particular have provided valuable feedback in deciding future courses of action.

4.19 *Mission Observations for MECAEP I and II*. The IEG mission visited a total of 10 primary schools in rural and in low-income urban areas.[40] The visit had been

37. MECAEP I was to reduce or maintain the preschool student-teacher ratio, but due to high enrollments the preschool student-teacher ratio increased from 34 to 37. The primary student-teacher ratio increased from 25 to 26. (World Bank 2002b, p. 18)

38. World Bank 2002b.

39. ANEP 2002b, p. 43. The country Operations Department notes that "the finding that 66 percent of second-grade students are reading fluently in Uruguay, while criticized by the PPAR, is indeed impressive by international standards."

40. The schools were: full-time schools no. 259, 260 in Montevideo, and three full-time schools of Florida and La Cruz (dept. la Florida). In the department of Colonia, the schools visited on the second day of classes were full-time schools nos. 98 (Colonia) and in Carmelo full-time schools nos. 138, 117. Also visited in the same region were regular schools

announced previously, and an inspector accompanied the mission. Five schools were visited before classes started, and groups of teachers were interviewed regarding the benefits of the MECAEP project. Five other schools were visited during the second day of classes. In the latter, the mission observed instructional activities taking place in class at the moment of IEG mission entry and asked 3-4 students chosen at random to read and answer simple comprehension questions. The mission also observed two inservice workshops for teacher trainers in mathematics and science. School observations confirmed that the projects had made efforts to serve the disadvantaged through quality education but also pointed to continuing challenges:

- All teachers were present in school and occupied in instruction or in the care of children. They seemed well educated and trained and articulately answered instructional questions. The vast majority of students were engaged in learning activities at the moment of mission entry, and instructional time seemed efficiently used. Few students were seen unoccupied or uninvolved.

- Lower-grade children were articulate but had limited reading skills; only two of 14 second and third graders who were asked to read could do so fluently. (Findings were consistent with a recent study.[41]) Thus, in a multigrade class where students should work independently third grade students could not read the text of arithmetic problems well enough to solve them. However, most teachers expressed satisfaction with student performance and class achievements.

- There was a textbook shortage in all but one of the schools visited, and it was unclear when more books would be available. Because of the shortage, textbooks are mainly for classroom use (even in the advanced grades when students should read several pages daily) or students take turns taking them home. They cannot regularly be used for homework. The MECAEP editions are not available for sale, but most teachers expressed the opinion that at US$10 each, students would be unable to afford them even if they were.

- The new schools are large and architecturally appealing, with kitchens, dining rooms, and auxiliary areas. The staff were of the opinion that they were generally of satisfactory quality.[42]

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nos. 5 and 111 (latter multigrade). The sample was purposive; schools were selected on a convenience basis and some were in rural but not very poor areas.

41.ANEP 2000, p. 43

[42] The mission heard concerns about exchange of materials on site with those of lower quality and allegations that some principals had been asked to certify that work was completed when it was not. The region subsequently informed the mission that the latter allegation was investigated and was found not to pertain to a MECAEP school. Also no irregularities were found.

4.20 The mission also interviewed government officials and donor staff involved with the projects assessed in this report and obtained opinions about actions and outcomes (see Annex C and sections on Bank and borrower performance).

5. Ratings

Project Outcomes

5.1 The outcomes of all three projects are rated *satisfactory*. The strategies and project designs were *relevant* to the country's needs and well suited to its implementation capacity. The institutions supported by the Vocational Education and Technological Development Project have fulfilled their purposes as originally intended with substantial efficacy. COCAP never trained as many learners as expected, but it is a viable institution that produces quality courses of some demand by learners and organizations willing to pay. LATU acquired the capacity to engage in technological research, provide technical assistance, and market information services for Uruguayan industries and has helped increase the competitiveness of Uruguayan imports. The MECAEP I and II projects were successful in increasing equity in the system through improving participation of the most disadvantaged students in preschool education and full-time schools.

5.2 For all three projects, *relevance was high* and *efficacy was substantial.* The strategy of increasing the achievement of poorer students through preschool education and instruction of longer duration proved relatively effective. *Efficiency* for all three projects is rated *substantial.* The strategy of increasing the achievement of poorer students through preschool education and instruction of longer duration proved effective. Inputs were also provided efficiently. Nevertheless, some outcomes fell short. The training quality of COCAP courses has been good, but the limited course selections sometimes prevented unemployed trainees from getting training and finding jobs in sectors of high demand. And despite efforts, the MECAEP projects were not able to reduce the high repetition rates in the early grades and reap systemic savings.

5.3 The potential for efficiency improvement can be illustrated through international research. European studies of children taught through simple synthetic phonics show nearly that all German, Italian, Greek, Spanish, or Turkish learners become accurate and fluent readers by the end of grade 1.[43] By comparison, only 23 percent of Uruguayan first graders read fluently by the end of the school year.[44] Children cannot learn content from textbooks (including math) until they read fluently, and early delays reduce the efficiency of subsequent grades and of the entire system. One determinant may be the limited textbook supply. Another may be the "whole word" reading method adopted by the government. This method, which is popular in Latin America, has been the focus of much

43. Reading basics are taught in 4-6 months, and Spanish students at the end of grade 1 read with 96 percent accuracy at 45 words per minute (Seymour et al. 2003). For other languages see Seymour et al. 2003 as well as Cossu 1999, Harris and Hatano, 1999. Some Uruguayan officials interviewed thought that poor reading might be linked to child malnutrition in Uruguay; however, there is no documented linkage between malnutrition and basic reading achievement levels.

44. Of second graders 66 percent read fluently (ANEP 2002b, p. 43). The region notes that "the finding that 66 percent of second-grade students are reading fluently in Uruguay, while criticized by the PPAR, is indeed impressive by international standards."

international concern since the early 1990s because it requires very skilled teachers, time, and parental support.[45] Since disadvantaged students often lack the needed support at school and at home, research in countries such as UK, US, and New Zealand has found that they are more at risk of failure.[46] The same problems may arise in Uruguay, since home practices have been found to affect student performance.[47] The "whole-word" method may have been adopted on the basis of limited information, as the IEG mission did not locate studies in Uruguay or pilots to test its efficiency.

Institutional Development Impact

5.4 The institutional development impact for all projects is rated substantial. The institutions that were supported or created through the Vocational Education and Technological Development Project improved their capacity to carry out their activities. MECAEP I and II supported capacity building in the entire sector. Units for standardized testing, textbook production, and curriculum were created, staffed, and continued to operate effectively for a decade. Many studies were carried out, and efforts were made to implement and disseminate their findings.

Sustainability

5.5 The sustainability of all projects is rated *likely*. The Vocational Education and Technological Development Project has sustained most expected benefits for about 20 years. The educational benefits of MECAEP I and II are likely to be maintained as the more disadvantaged students become able to perform and continue on to secondary school, ultimately improving their earning capacity.

5.6 In political terms, resilience of project benefits in changing circumstances is likely. A new government took power in March 2005, and it plans to maintain the current policies that target the poor. In the short term, the government plans to improve the physical condition of the schools by forming an "impact plan" through the Ministry of Education and Culture.[48] There is also a medium-term plan to hire more teachers and reduce class sizes. In economic terms, however, sustainability is uncertain. Although educational investment in Uruguay is considered low,[49] debts are large, and fiscal constraints are real. Though the percentage of education in the social budget has somewhat increased (Table B-7), expenditures on the social sectors have been reduced

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[45] Some manuals discussing the methodology are ANEP 2002b, ANEP undated b. The method advocates literacy not by learning individual letters but through analogies and context. Also, much emphasis is put on listening comprehension. While these activities are desirable in class, extensive use may prove time-consuming and difficult, and some students may get insufficient reading practice to acquire fluency (Tunmer et al. 2003, Nicholson 1999).

[46] E.g., Stevens 1993; Greenwood 1991, Tunmer et al. 2003, Nicholson 1999, Crouch et al. 2005.

47. Uruguayan home practices determined the reading materials available, practice reading to children, and sending them to preschool. All variables except for inquiries regarding school events were shown to influence student outcomes (Duthilleul 1997).

48. Brigades of workers will be hired to improve them. The two-month plan will be financed by the amounts remaining after the sale of the container terminal in Montevideo. ('Plan de impacto de la izquierda para refaccionar liceos y escuelas' El Observador, February 25, 2005.)

49. World Bank 2005.

since 2002 (Table B-6). Staff report that the Structural Adjustment Loan (Ln.7104) that was supposed to protect the social sector budgets may not be succeeding and that the government has reduced education spending by about 29 percent since 2001. Sufficient funds may be entered in the budget, but lower amounts are actually allocated and paid. The MECAEP III project must often apply to the treasury for the funds needed to carry out its activities, causing payment and execution delays.[50]

Bank Performance

5.7 Overall, Bank performance for the three projects is satisfactory. Bank performance on the vocational education project dates from an earlier era. The design corresponded to the needs of the institution, but some problems were identified. Enrollment projections for COCAP were unrealistic and did not consider the alternative of vocational training provision though private providers. The Bank did not have at that time the technical competence to supervise the LATU component. Information from project files indicates disagreements between the Bank's architects and Uruguayan staff, and the Bank delayed approval on the construction of LATU building in an effort to force questionable changes to it. The project was better suited for the industry rather than the education sector.

5.8 For the MECAEP I and II projects, there was close collaboration with the government and much exchange of ideas. Government staff praised the Bank for its rigor, competence, level of knowledge, follow-up, and frankness. It was reported that Bank staff respect the identity of the country and have the capacity to transmit experiences from other countries. Furthermore, there was task manager continuity, so government staff did not have to explain the country's particularities repeatedly. However, the MECAEP I design did not include stakeholder consultations. This omission created difficulties and delays in the execution of MECAEP I. During the appraisal of MECAEP II stakeholders were consulted more broadly. However, civil work needs were not realistically estimated during appraisal, and it became necessary to change targets during implementation.

5.9 Although international research has raised concerns regarding the effects of the 'whole word' approach since the early 1990s, documents and interviews with staff showed that these were not brought to bear in the discussions leading to MECAEP I. By 1999, further studies and international consultations resulted in widely publicized guidelines by US National Reading Panel in favor of phonics instruction, particularly for poorer students.[51] But there is no evidence that these studies were discussed with the government during MECAEP II and MECAEP III, despite their potential relevance to Uruguay's high grade repetition rate and impact on the efficient use of resources. The Bank could have usefully advised the government to evaluate current teaching methods against alternatives.

[50] The IEG mission visited one school whose additional construction had been stopped right before school started due to a lack of funds, rendering part of the existing structure unusable.

[51] National Institutes of Child Health and Development. 2002. National Reading Panel Findings and Determinations of the National Reading Panel by Topic Areas (http://www.nichd.nih.gov/publications/nrp/findings.htm).

Borrower Performance

5.10 Borrower performance for the vocational education project is rated *satisfactory*. For MECAEP I and II, performance is rated *highly satisfactory*. The staff worked with dedication, and nearly all activities were substantially completed as planned. Educational activities were closely supervised by a well-staffed group of supervisors.

6. Quality Education for All in Uruguay

6.1 In 10 years of Bank investment in primary education, Uruguay has consolidated its Education for All achievement. At the primary level, coverage and completion rates have reached 98 percent, while dropout rates are less than 1 percent. The parts of the system most likely to benefit the poor have expanded. Universal preschool enrollment of five-year olds was attained in 2001, making Uruguay one of the first middle-income countries to reach this milestone.

6.2 Achievement increases across the board have enabled Uruguay to score highly in international comparisons. In the 2003 Program for International Student Assessment (PISA), Uruguay had the highest score among LAC countries (Table 8). Despite many students' relative poverty, the willingness of the country to make long-term investments in the educational system seems to have borne fruit.

Table 8. PISA test scores for various countries (2003 unless otherwise noted)

Country	*Language*	*Math*	*Science*
Hong Kong-China	550	510	539
Finland	544	543	548
Korea	542	534	538
Japan	534	498	548
New Zealand	523	522	521
OECD average	**500**	**494**	**500**
Poland	490	497	498
Spain	485	481	487
European Union	483	495	491
Portugal	466	478	468
Greece	445	472	481
Turkey	423	441	434
Thailand	417	420	429
Uruguay 2003	**434**	**417**	**438**
Chile (2001)	410	400	415
Argentina (2001)	418	399	396
Mexico	400	364	405
Brazil	403	333	390
Peru (2001)	327	230	333

Source: OECD and ANEPg 2003. Primer informe nacional PISA, p. 28

6.3 The country expects to provide efficiently high-quality primary and secondary education for all. Future policy measures include universalizing preschool education to four-year olds and extending attendance downwards to reach poor children at ever younger ages.[52] The goal of the current MECAEP III project is to increase equity, equality, and efficiency in the provision of preschool and primary education through (a) expanding the full-time school model which focuses on students from socioeconomically disadvantaged backgrounds, (b) improving the quality of preschool and primary education by enhancing the teacher training system and introducing new teaching and training instruments in the classrooms, and (c) increasing the efficiency of educational institutions.

6.4 The government would also like to universalize coverage in secondary education through more differentiated secondary school curricula, but student performance is a problem. About 90 percent of primary-school graduates enter secondary school, but only about 50 percent of them graduate. Those who repeat in primary school often tend to drop out of the system, partly because they cannot pass examinations. It remains to be seen whether the strategy of offering two or more years of preschool will reduce repetition rates in the long run.

Maximizing Poor Students' Achievement

6.5 It is hard to learn much information from books or read and solve math problems until students are fluent readers and comprehend text. Given the importance of early reading for schoolwork and a script that is exceptionally easy to master, the government might consider setting reading benchmarks, such as a goal that all children should become fluent readers by the end of grade *2*. (See norms and goals of the US and other Hispanic countries.[53]) The government might also conduct studies to estimate the resources needed to make disadvantaged students fluent readers by the end of grade 2 given efficient instructional methods. Full-time schools might devote some of the afternoon time to activities involving systematic reading in these early grades. Regular schools might offer extra reading hours in these early grades.

6.6 *Supplanting critical skills for the disadvantaged.* Educational research points to other compensatory activities that improve the performance of the poor. One is direct instruction that involves choral repetition of complex sentences to help children master a

52. The target population of MECAEP III is the estimated 12,300 children of age 4 and 5 who have not yet participated in preschool education. These represent about 20 percent of the preschool and elementary school age children in a condition of poverty. Other children are estimated to be enrolled in private schools and in special education. The project will expand the preschool education coverage to the remaining 10,700 children (10.3 percent) in urban areas through construction of new classrooms, and to 1,600 children (4.5 percent) living in isolated rural areas through alternative strategies.

53. Benchmarks and proposed norms for reading: In the US 30–70 words orally per minute for grade 1, 60–100 words silently per minute for grade 2 (Barr et al. 2002, p. 76). In the Chilean Red Maestros-de-Maestros program of the Ministry of Education goals for grades 1 and 2 are 30 and 70 words per minute. For Chilean NGO Educando Juntos goals are around 34 and 64 words per minute for grades 1 and 2 respectively. Reported averages in Spain for grades 1 and 2 are about 50-55 and about 75 words per minute, respectively (Equipo de Orientación Educativa de Marbella 2003). Among the low-income Spanish-speakers the US, reading only 30-60 words per minute in Spanish in Grades 1 and 2 is used as an index of disadvantage (see de la Colina et al 2001). (Chilean goals in http://www.rmm.cl/index_sub.php?id_contenido=1128&id_seccion=310&id_portal=75 http://www.educandojuntos.cl)

level of linguistic complexity they often lack.[54] The interest of Uruguay in musical and cultural traditions also points to another set of usable skills: music, and in particular youth orchestras. Not only has music education been shown to improve intellectual development and verbal memory,[55] youth orchestras in Venezuela may have been effective in reducing crime among the poor.[56]

Balancing the Costs and Benefits of Inservice Teacher Training – Some Insight from Mission Observations

6.7 Observations of MECAEP III training events taking place during the IEG mission raised some concerns regarding the efficiency of the activities, particularly given their sizeable cumulative expenditures.[57] These observations might be significant given the limited teacher training effects reported during MECAEP I.[58] Meetings with teachers used time inefficiently, allowing lengthy commentaries on general or abstract topics. There was limited record-keeping or attempt to summarize and concretize actions. Some workshops involved homework, most did not. Teachers met and conducted group projects, which should provide elaboration of concepts and therefore make them more memorable.

6.8 Teachers are not evaluated on the knowledge acquired and in fact have little incentive for paying attention or learning during training. Some teachers interviewed during the IEG mission have suggested that courses be rigorous and include homework as well as a final exam, not merely a project. Others suggested that promotions be made contingent on passing exams on training. This way there would be a reasonable incentive to actually learn during training.

6.9 Teacher training under MECAEP II was found to be usable in class due to follow-up. Hopefully this trend will continue. Loan funds might be best used to finance information that is transmissible, that effectively cascades to beneficiaries. It may be worthwhile to formulate innovative ways to measure the effectiveness of various types of "software," cost the information provided and the impact of its use, and assess the probability that it will be retained and flow to students. Suitable and readily usable materials that connect with school curricula might link the information to classroom practices.

6.10 Teacher training institutions do not give textbooks to student teachers. As a result, teacher trainees must study from notes and library books, and they may thus use their time less effectively and learn less material. It may be feasible to bind the content needed

54. Research studies are available at the web site of the National Association for Direct Instruction, www.nifdi.org, www.adihome.org

55. Schellenberg 2004.

56. In November 1997, IADB approved a US$8 million loan for youth orchestras in Venezuela, a program designed to improve the lives of low-income children.

57. Expenses include travel, hotel, and food. (625 pesos per week for those in Montevideo and 1125 for those from the interior).

58 World Bank 2002b, p. 6; World Bank 2004b.

for pre-service teacher training, even if students receive cheap editions or loose-leaf collections.

7. Lessons

This assessment confirms a number of IEG lessons from the education sector:

- Preschool attendance offers significant academic benefits to low-income students in terms of reduced grade repetition as well as long-term academic achievement (para. 4.4)

- A longer school day may offer important academic and social benefits to disadvantaged students, including improved test scores. To maximize performance in higher grades, however, students in lower grades might spend part of the extra time practicing the basic skills that serve as prerequisites for further learning (paras. 3.10, 4.13, and 6.5).

- Quality of education depends on a strong and functional supervisory chain. If government policies and learning activities are to be carried out effectively at the school level, teachers must be supervised closely by knowledgeable and interested staff. Although supervision is often costly in terms of salaries and vehicle support, it is a prerequisite for improved learning outcomes (paras. 3.8 and 5.10).

- Project efficiency may be enhanced through instructional methods that enable most of the students to achieve educational objectives within the prescribed instructional time. Efficient instruction may be more important for disadvantaged children, who receive less home support and who often have higher dropout and grade repetition rates. Further research and experimentation would help determine which instructional activities are more cost-effective in the Uruguayan context (paras. 5.3 and 5.9).

- Vocational-technical education project appraisals may overestimate the number of likely graduates and not adequately take into account dropout rates or changing demand for training. Appraisals of future projects should take into account country experience on dropout rates as well as demand changes during times of economic hardship (paras. 2.2-2.4, 2.6).

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Annex A. Implementation of project components

Table A-1. Vocational Training and Technological Development Project

Components/ subcomponents	***Activities***	***Targets to be achieved***	***Outputs***	***Outcomes Info obtained during mission***
COCAP (US$4.9 million cost)		Total 16,200 graduates annually from all facilities; 14,860 already employed 8% new entrants	Enrollments varied but were always far below this level	Industrial training provision remained limited most trainees were new entrants
	Construction	320 trainee places 6500 workers annually	Construction complete and in use	After expanding to larger building, COCAP is moving again to the Bank-financed building
	Furniture and equipment		Acquired as expected	Has been maintained well and much remains in use
	6 mobile training units	1-3 week courses in 11 occupations to 6400 rural workers	Units procured, rarely used	Did not prove very useful. Some equipment stolen
	In plant- training	2.5 staff years for 1300 supervisors For 6500 workers annually	Partially completed	Limited in-plant training has taken place over the years
	Technical assistance (TA)	9.7 staff years in-plant training 11 staff years institutional development	ILO and CINTERFOR gave some TA TA amounts partly spent	COCAP acquired the capacity to design and deliver courses
	Fellowships for textiles and leather	7 staff years	Not carried out	No impact
	Training needs surveys	Jointly with Ministry of Labor	Study results and utility limited	Methodology was unsuitable
Technological Laboratory of Uruguay (LATU) final cost US$18.1 million		Support for 11 of 36 exporting industries	Supported a larger number of sectors	Acquired the capacity to engage in technological research, technical assistance, and market information services for Uruguayan industries
	Construction (paid by LATU)	New building and land	Size increased during implementation	Extensive grounds serve the needs of the institution well
	Furniture, equipment	Office Mechanical and electrical equipment	Procured as expected	Furniture and equipment remained in use
	Laboratories	1 microbiological 4 sector-specific 1 materials testing 1 metrological	All constructed and functional	Labs test and certify the quality of export products; results respected and certifications accepted worldwide
	Pilot plants	5 pilot plants	5 pilot plants selected for food, textiles, leather products, process industries according to criteria	Has developed the capacity to certify quality and find better ways of processing exports such as wood, milk and leather products, fruits, vegetables.
	Technical assistance	12 staff years	Partly used, free TA obtained	TA brought needed expertise
	fellowships	24 staff years	Completed as planned	Staff trained have worked in the institution (many since retired)
	Management committee Industrial advisory groups	Needs for additional 115 staff	Completed as planned	LATU became a large organization with close industry linkages

Source: Project documents and information obtained during the assessment mission

Table A-2. Basic education quality improvement project I (MECAEP I)

Components/ subcomponents	*Activities*	*Targets to be achieved*	*Outputs*	*Outcomes Info obtained during mission*
Improving efficiency, quality, equity of primary education				
	Classroom construction	50 classrooms	100 classrooms	Classrooms are of satisfactory quality
(US$22.5 million)	Textbook production	3 books for gr 1-2 4 books for gr. 3-6	Textbooks developed as planned	Textbooks available for printing
	Textbook and materials purchase	3.3 million 12,325 teaching packages	4.3 million textbooks 12,325 teaching packages	Every student has the textbook series
	Quality improvement projects	Funding for 800 subprojects	931 subprojects	Involve teachers in the school, slightly related to better student achievement
	Inservice training in the use of textbooks	16186 educational staff	About 17,000 (8,200 in low-income schools)	Effects unknown
	Inservice training	3200 educational staff	About 20,000	Teacher classroom skills did not change with training
Expanding preschool education	Building construction and expansion	50 classrooms for 4-year olds 11 classrooms for 5-year olds, 23 classrooms rehab	87 built 3 rehabilitated	Classrooms are of satisfactory quality
(US$16.6 million)	Teaching materials	12,300 sets distributed	12,300 sets distributed	Used in schools
	Training	3000 teachers 185 directors 24 supervisors	10,500 trained (4500 in low-income schools)	Training had limited effects in influencing classroom instruction and improving student learning
Strengthening education institutions (US$2.3 million)	Development of standardized cognitive achievement tests	Tests developed	Functional	Tests have been used for monitoring purposes
	Management information system	Development	System incomplete	Teachers do not enter student data directly on computer
	Operational manuals	development	Completed	Impact unknown
	Vehicles for 20 inspectorates	20 vehicles	Vehicles procured; some were leased Maintenance financially difficult	Vehicles used for transporting inspectors, who actually visit schools extensively
	Sector management productivity study		Study completed	Results interesting but not used
Targets to be met	Increase net enrollment of 4- and 5-year olds	From 41% to 44%	Increased to 93%	Lower-income preschoolers less likely to be retained in first grade
	Increase enrollment in low-income areas	4-year olds 22% 5-year olds 52%	4-year olds 57% 5-year olds 85%	Lower-income preschoolers less likely to be retained in first grade
	Increase net enrollment of 6-11 year olds	From 91.7% in 1993	Increased to 98% in 2001	Education for All effectively achieved
	Increase primary school completion	From 92% in 1997	Increased to 97% in 2001	Education for All effectively achieved
	Increase per student cost	From US$305 unit cost	Increased to US$600	Better instructional conditions possible
	Improve sixth grades Spanish test scores	From 57.1% in 1996	Increased to 61.3% in 1999	Achievement improved
	Improve sixth grade math test scores	From 34.6% in 1996	Increased to 40.8% in 1999	Achievement improved

Source: Project documents and information obtained during the assessment mission

Table A-3 Basic education quality improvement project II (MECAEP II)

Components/ subcomponents	***Activities***	***Targets to be achieved***	***Outputs***	***Outcomes Info obtained during mission***
Universal preschool education US$15.4 m)		Access for the remaining 10,700 children aged 4-5 in urban areas	13,318 additional 4-5 year olds enrolled	Of cohorts with about 50,000 are enrolled 93% of 5-year olds and 73% of 4-year olds
	Classroom construction	200 classrooms	109 classrooms	Reduced number corresponds to needs Constructions of good quality
	Equipment and materials	For 200 classrooms	For 109 newly constructed 53 existing classrooms	Materials used in class
	Teaching materials	100 sets for 200 classrooms	75 sets for 150 classrooms 100 music boxes 29,000 books for rural children	Materials used in class
	A new preschool curriculum Teacher training	No specific targets	Curriculum developed and distributed to 1900 teachers 27 preschool supervisors all (176) kinder principals trained	With follow-up and supervision, training is more likely to influence classroom instruction and result in student learning
	Promotional campaigns for preschool	parental collaboration	Preschool magazine for parents, traveling journals	Impact unknown
	Impact evaluation	Preschool education	Study conducted	Results disseminated to parents
	Teachers hired	400 working ½ time	200 placed in schools All certified	All students are attended
Access to full-time schools (US$23.2 m)	Classroom construction and rehabilitation, from 58 schools to about 105	Refurbishment of 25 280 classrooms built	30 double shift schools converted 55 pre-existing rehabilitated 120 classrooms (13 new schools)	About 18700 children enrolled in full-time schools by project end. Access for about 30% (33,500) children age 4-11 in poor areas 100% of full-time schools created
	Equipment and learning materials	Provided to 400 classrooms	Provided to all 330 classrooms available Books distributed to 23 departments	Used in class
	Training and technical assistance to schools	For 1200 teachers	2993 modules taught teachers and principals	Teachers and supervisors report satisfaction with training
	Promotional campaigns		Carried out	Resulted in increased preschool enrollments
	Studies	Beneficiary assessment of teachers and families on the implementation of the new model	Carried out	Results disseminated and printed Impact unclear
		Impact evaluation of the full time school model on learning outcomes	Carried out	Results disseminated and printed Impact unclear
		Case study of successful and unsuccessful full time schools.	Carried out	Results disseminated and printed Impact unclear
Project administration and monitoring	Technical assistance to PCU o strengthen ANEP's monitoring capacity			ANEP capable of monitoring projects and disseminating results

Components/ subcomponents	***Activities***	***Targets to be achieved***	***Outputs***	***Outcomes Info obtained during mission***
Various targets	Reducing repetition rate	Overall primary rate from 10.8% to 5%	Average in 2002 10.3% Average in 2003 9.1%	Not achieved
		In first grade from 21.3% to 10%	In 2002 19.2% In 2003 17.8%	Not achieved
		First grade disadvantaged schools from 33% to 12%	In 2002 24.4% In 2003 21.5%	Not achieved
	Achievement test results for sixth grade (no targets)			
		Spanish 1996: 57.1%	In 1999: 61.3% In 2002: 66.3%	Student learning increased
		Math 1996: 34.6%	In 1999: 40.8% In 2002: 48.3%	Student learning increased

Source: Project documents and information obtained during the assessment mission

Table A-4. Education Lending in Uruguay

Completed Projects	***Project ID***	***Approval FY***	***Closing***	***Loan Amt. US$m***	***Project Cost US$m***	***Canceled US$m***
Vocational Education and Technological Development Project (Ln. 1594-UR)	P008122	1978	06/30/1986	9.7	22.3	1.2
Basic Education Quality Improvement Project I (Ln. 3729-UR) MECAEP I	P008171	1993	06/30/2001	31.5	45	0.9
Basic Education Quality Improvement Project II (Ln. 4384-UR) MECAEP Ii	P041994	1998	02/29/2004	28	40	0.25
Total lending – completed projects				69.2	107.3	2.35
Ongoing Projects						
Basic Education Quality Improvement Project III (Ln. **71139**-UR) MECAEP III	P070937	2002	12/31/2007	42	56	0
Total				112.2	163.3	2.35

Note. Initial project cost of Ln. 1594 was US$16.2 m.

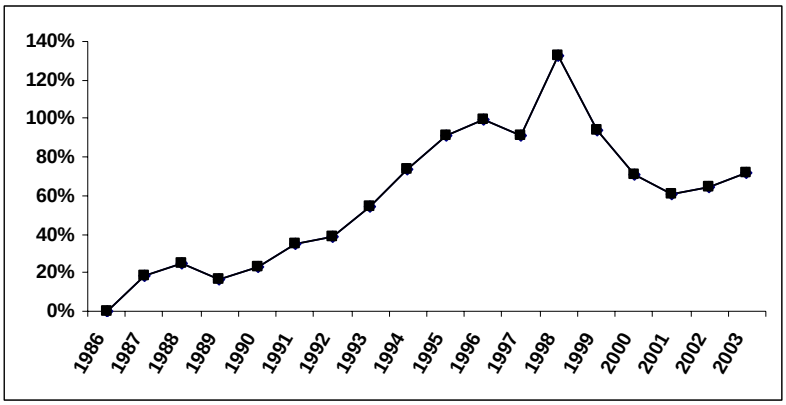
Annex B. Supplemental Tables

Table B-1. Courses offered by COCAP

Area	*Number of courses*	*Percentage*
Industrial	79	68.1
Computer technology	4	3.45
Commerce and services	25	21.5
Hotels/Food	7	6.03
Agrarian	1	0.86

Source COCAP data (2004)

Figure B-1 COCAP cost recovery percentages.



Source: COCAP

Table B-2. Courses Offered by COCAP

Year	*Open to all*	*For agencies or corporations*	*For the unemployed*	*TOTAL*
1994	117	29	85	231
1995	76	23	202	301
1996	61	18	198	277
1997	75	53	96	224
1998	75	30	106	211
1999	35	37	82	154
2000	50	30	30	110
2001	54	27	3	84
2002 (1)	41	31	21	93
2003				93
2004				83

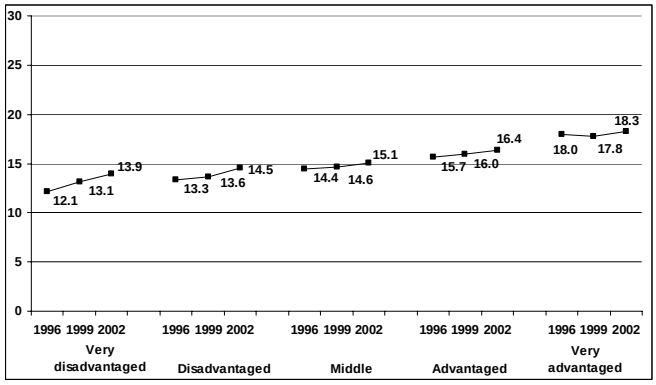
Source: COCAP. Note: (1) Courses offered to 9/30/2002

Table B-3. Language and math test scores related to school improvement projects in 1996

Socioeconomic status	*Language*		*Math*	
	With PME	*No PME*	*With PME*	*No PME*
Advantaged	15.5	15.6	13.7	13.2
Medium	14.3	13.7	12.1	11.4
Disadvantaged	13.6	13.2	11.1	10.9
Very disadvantaged	12.1	12.5	11.0	10.7

Source School improvement project (PME) impact study, p. 51 (on 266 matched schools)

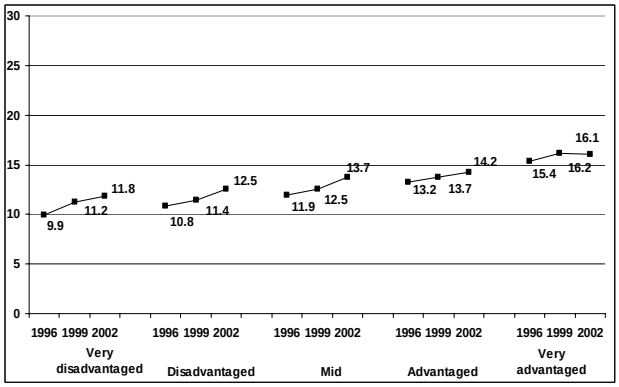
Figure B-1. Evolution of sixth grade test scores in language by socioeconomic level



Source: Evaluación Nacional de Aprendizajes en Lenguaje y Matemática, 2003, p. 19

Note: scores vary from 0 to 24

Figure B-2. Evolution of sixth grade test scores in math by socioeconomic level



Source: Evaluación Nacional de Aprendizajes en Lenguaje y Matemática, 2003, p. 20

Note: scores vary from 0 to 24

Table B-4. Full-time school unit costs (in US$)

Programs	*Cumulative*	*Unit cost*
No extra programs (regular school)	373	
Teacher training and materials	457	84
Recreation	468	11
Bilingual education	638	170
Linkages with community	664	27
Computer technology	701	37
Total	701	329

Table B-5: Repetition rates in first grade by socio-economic level (1990-2004)

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Category															
Urban common	s/d	s/d	21.4	21.0	20.8	18.9	18.5	19.0	18.7	14.2	16.9	19.0	19.3	17.1	16.30
Rural common	s/d	s/d	27.1	28.1	25.0	25.5	24.9	23.9	23.8	16.7	21.2	20.0	18.0	16.6	16.25
Lowest income areas	.	.	.	.	.	28.9	28.9	27.6	29.3	23.9	28.1	30.1	30.5	27.4	24.98
Full Time	.	.	.	29.2	29.7	26.3	28.1	24.0	26.4	19.2	22.6	20.3	14.6	12.4	11.95
Total	20.2	21.1	22.0	21.8	21.5	21.6	21.3	21.2	21.2	18.2	21.7	20.9	20.1	17.9	16.91

Source: MECAEP

Table B-6. Percentage of Gross Development Product devoted to Social Sectors

Sector	*1999*	*2000*	*2001*	*2002*	*2003*
	%	*%*	*%*	*%*	*%*
Education	3.2	3.1	3.3	3.3	3.2
Health	3.0	3.1	3.0	3.0	2.8
Social security and assistance	15.7	15.9	15.9	15.9	13.9
Housing and community service	2.8	2.7	2.6	2.4	2.2
Total GDP in social sectors	25.4	25.9	25.5	25.1	22.4

Source: El gasto público social en el Uruguay 1999-2003 (p. 18)

Table B-7. Percentage of the Social Budget devoted to Social Sectors

Sector	*1999*	*2000*	*2001*	*2002*	*2003*
	%	*%*	*%*	*%*	*%*
Education	24.9	24.4	25.5	24.8	27.5
Health	17.9	18.7	17.5	16.7	18.0
Social security and assistance	49.7	51.7	51.0	53.4	49.8
Housing and community service	4.2	3.7	3.9	3.3	3.0
Overall percentage of education expenditures in the government budget	6.3	6.3	6.3	6.2	6.1

Source: El gasto público social en el Uruguay 1999-2003 (p. 13)

Table B-8. Education budget breakdowns

Categories of Education	2003	2003
	US$ million	%
Education budget	402.0	
Primary-preschool education	153.5	0.38
Secondary education	124.1	0.31
Higher education	63.2	0.16
Nonformal and other education	7.0	0.01
Other education services	60.9	0.15

Source: El gasto público social en el Uruguay 1999-2003 (p. 41)

Table B-9. Budget for the primary education and annual expenses per student in 2002. Average of Uruguayan pesos - 2002

	Salaries and performance	Investments	Total
CEP	3,490,137,823	12,484,768	3,502,622,591
CODICEN – prorrata (a)	333,564,560	39,882,159	373,446,719
MECAEP	45,021,599	99,012,281	144,033,880
Total	3,868,723,982	151,379,208	4,020,103,190
Expenses per student US$ 2002	**9,582**	375	**9,957**
Average expenses per student (US$) 2002	452	18	470
Expense per student US$ 2003 (b)	**11,439**	448	**11,887**

(a) A proportional quota of the CODICEN budget was allocated. The percentage is the CEP (peso presupuestal del presupuesto) on the total of CEP+CES+Professional Expert,

(b) Updated by IPC

Source:: Elaboración propia en base a Proyecto de Rendición de Cuentas y Balance de Ejecución Presupuestal, Ejercicio 2002, ANEP, junio 2003,

Annex C. Statements and Issues Raised in Mission Interviews

Interviews took place individually or in small groups as the circumstances dictated. The persons interviewed included:

- 6 officials and staff in COCAP and LATU
- 6 government officials and staff of MECAEP
- 10 principals, and 3 inspectors in the schools of areas visited.

- Teachers were interviewed individually as well as in groups (9 in school no. 359, 13 in school no. 360, 58 in a teachers' meeting in La Florida).

The table below reflects the number of respondents who indicated a view on each question; persons could raise one or more issues but an opinion brought up repeatedly by the same person counted as one comment. Not all staff had opinions about all questions and sometimes only one person in a group expressed opinions, so reply statistics are approximate. Teachers were only asked questions regarding inputs and effectiveness, since most did not know who had paid for the inputs they had received. The questions posed to respondents were:

- What were the benefits of the project in your school, geographic or sectoral area?
- What problems did you face in implementing the project? What were its disadvantages?
- Which components worked best in bringing about results, which did not? (Some persons interviewed were asked about specific components, as appropriate.)
- How effective were the Bank staff or consultants who worked on the project?
- What training did you receive through the project? Did it teach you what it was supposed to?
- Were there financial irregularities in your area of jurisdiction?
- What would be different in the education sector if the project had not existed?
- Other issues and observations.

Table C-1 Interview responses and opinions

	Frequency of response		
Issue	***Vocational Education***	***MECAEP I***	***MECAEP II***
Project benefits			
Helped establish industrial quality control capability	3		
Made it possible to invest in reaching the poor		4	4
Increased sectoral capacity	3	2	2
Developed government units that could respond to needs fast		2	2
Most and least effective components			
Much training helped; opened the minds of teachers		4	5
Just teachers in project-supported activities get trained			4
Most difficult: support schools with computers, make teachers enter student data directly on computer		1	1
MIS unfinished – absenteeism data not readily available		1	1
Achievement testing was most useful		6	6
Mere training without class follow-up proved to bring about limited change		2	0
The biggest problem was the slow expansion of full-time schools			1
New schools are of low quality because of budget concerns and are very expensive to maintain; should build sturdier and more expensive schools		2	2
Bilingual education was poorly conceived			3
Effectiveness of Bank staff, Bank policies			
Excellent	4	5	5
Stable staff who communicated well	2	5	5
Visionary project design, laid ground for great progress	2		
IADB is less effective than the World Bank in implementation and design of its projects	1		1
Qualified audits, mismanagement			
Losses infrequent; some materials theft by teachers		1	
Contractors overcharge, put low-quality materials			2
Principals were asked to sign that civil works were complete while they were not			2
Counterfactual — if project had not existed			
The government would not have the money to train poor students better		1	1
If the World Bank had not financed the project, the Interamerican Development Bank would have financed it		1	1
General observations			
MECAEP managed to take advantage of resources		3	3
MECAEP created excellent schools from those that had low prestige			2
Some staff gained international recognition from MECAEP work		1	1
The new textbooks are brief with limited information; earlier editions gave more		1	1
Teacher promotions should be made contingent on going to training but also passing exams in it			1
Buildings are usually in good condition, with just minor faults		4	4
Constructivism is good for the middle class but not the poor			2
Classroom time use is poor			9
Children perform particularly poorly in language		4	4
There is an ethical concern if the poor are given different educational methods		3	3
Total number of comments received from 25 people	15	51	76

Annex D. Basic Data Sheet

URUGUAY VOCATIONAL TRAINING AND TECHNOLOGICAL DEVELOPMENT PROJECT (LOAN 1594-UR)

Key Project Data *(amounts in US$ million)*

	Appraisal Estimate	*Actual or current estimate*	*Actual as % of appraisal estimate*
Loan amount	9.7	8.5	88
Total cancellation		1.2	12
Total project cost	16.5	22.3	135.15

Project Dates

	Original	*Actual*
Board approval	06/23/78	06/23/78
Signing	06/23/78	06/23/78
Effectiveness	04/27/79	04/27/79
Closing date	06/30/83	06/30/86

Mission Data

		Date (month/year)	*No. of days*	*N° of people and Specializations represented*	*Staff weeks*
Identification/ Preparation		10/76	7	1	1
Appraisal		10/77	25	8	28.5
Post appraisal		03.78	5	2	1.5
Supervisions	1	05/79	5	2 AD	1.5
	2	11/79	5	2 AD	1.5
	3	06/80		1 E	1.0
	4	05/80	5	3	2.0
	5	12/80	2	1 A	0.3
	6	03/81	5	2 DF	1.5
	7	04/81	1	F	5
	8	05/81	5	2 CE	1.5
	9	06/81	2	1 B	0.3
	10	12/81	7	1 G	1
	11	12/81	12	2 C, G	1.5
	12	06/82	7	1 G	1
	13	06/82	7	1 G	1
	14	12/82	5	2 GH	1.5
	15	12/82	5	2 GH	1.5
	16	06/83	6	1 GI	1
	17	07/83	6	1 G	1
	18	10/83	2	2 JB	0.5
	19	11/83	6	1 GI	1
	20	07/84	7	1 G	1
	21	12/84	6	1 G	1
	22	09/85	6	2 GK	2
	23	11/85	-	1 K	-
	24	03/96	-	1 K	1
	25	06/86	8	1 G	2.5

a. Actual work on Loan 1594-UR as reported on 590' Forms

b. A = Architect; B = Loan Officer; C = Consultant on Technical Buildings; D = Vocational Training Specialist; E = Technical Development Specialist; F = Operations Officer; Q = Senior Technical Educator; H = Deputy Division Chief; J = Division Chief; K = Senior Educational Planner.

URUGUAY BASIC EDUCATION QUALITY IMPROVEMENT PROJECT (LOAN 3729-UR)

Key Project Data *(amounts in US$ million)*

	Appraisal estimate	*Actual or current estimate*	*Actual as % of appraisal estimate*
Original commitment	31.5	30.6	97
Total cancellation		0.9	3
Total project cost	45.00	44.77	99.5

Project Dates

	Original	*Actual*
Board approval	05./03/1994	05./03/1994
Signing	09/16/1994	09/16/1994
Effectiveness	12/15/1994	12/09/1994
Closing date	06/30/2001	06/30/2001

Staff Inputs (staff weeks)

	Actual/Latest Estimate	
	N° Staff weeks	*USUS('000)*
Identification/Preparation	81.8	199.0
Appraisal/ Negotiations	20.9	51.6
Supervision	97.4	264.5
ICR	1.2	29.1
Total	20.3	544.2

Mission Data

	Date (month/year)	*No. of persons*	*Specializations represented*	*Performance rating*	
				Implementation progress	*Development objectives*
Identification/ Preparation	March 1992 May 1993	5	1 Educ. Specialist, 1 textbooks spec., 1 preschool spc., 1 cost spec., 1 economist		
Appraisal/Negotiation	November 1993 March 1994	6	Mission leader, 2 education spec., 1 infrastructure spec., 1 institutional strength. Spec., 1 disbursement spec.		
Supervision	December 1994	1	Mission Leader	S	S
	May 1995	3	Mission leader, 1 education spec., 1 management information system	S	S
	November 1995	4	Mission leader 2 education spec. 1 infrastructure spec.	S	S
	September 1996	2	Mission leader 1 procurement spec.	S	S
	November 1996	3	Mission leader 1 education spec. 1 infrastructure spec.	S	S
	May 1997	1	1 infrastructure spec.		
	June 1997	7	Lead spec. (Human		

	Date (month/year)	No. of persons	Specializations represented	Performance rating	
				Implementation progress	Development objectives
			Development) task manager deputy task manager Education spec. 2 procurement spec. 1 task assistant		
	October 1997	3	Mission leader, 1 infrastructure spec. 1 education spec.		
	January 1998	1	Mission leader		
	March 1998	5	1 mission leader 2 education spec. 1 infrastructure spec. 1 procurement analyst	S	HS
	September 1998	1	1 infrastructure spec.		
	November 1998	7	Mission leader Sector leader 1 principal procurement officer 1 financial mgmnt. Spec. 1 economist 1 infrastructure spec. 1 education spec.	S	HS
	November 1999	4	Mission leader, 1 program advisor, ‘1 infrastructrue spec., 1 financial spec.	HS	HS
	June 2000	8	Mission leader 1 education spec. 1 program advisor 1 operation officer 1 procurement spec. 1 operations officer 1 disbursement analyst 1 procurement spec.	HS	HS
	November 2000	4	Mission leader 1 disbursement officer 1 textbooks spec. 1 educ. Spec.	HS	HS
ICR	December 2000	3	2 education specialists 1 operations/education specialist		
	September 2001	1	1 educ. specialist	S	S
	October 2001	5	1 education specialist 1 operations specialist 2 education consultants (preschool, student cognitive assessment system) 1 operations consultant	S	S

SECOND BASIC EDUCATION QUALITY IMPROVEMENT PROJECT (LOAN 4381-UR)

Key Project Data *(amounts in US$ million)*

	Appraisal estimate	*Actual or current estimate*	*Actual as % of appraisal estimate*
Original commitment	28	27.75	99
Total cancellation		0.25	1
Total project cost	40.0	40.74	101.85

Project Dates

	Original	*Actual*
Board approval	07/30/1998	07/30/1998
Signing	10/06/1998	10/06/1998
Effectiveness	01/29/1999	01/29/1999
Closing date	08/31/2003	02/29/2004

Staff Inputs (staff weeks)

	Actual/Latest Estimate	
	N° Staff weeks	*USUS('000)*
Identification/Preparation	12.2	42.6
Appraisal/ Negotiations	3.1	10.9
Supervision	59.2	181.5
ICR	9.8	38.8
Total	84.3	273.8

Mission Data

	Date (month/year)	*No. of persons*	*Specializations represented*	*Performance rating*	
				Implementation progress	*Development objectives*
Identification/ Preparation	10/20/1997	4	1 Task manager 1 educator 2 consultants		
Appraisal/Negotiation	03/20/1998	8	1 Task manager 4 consultants 1 procurement specialist 1 financial specialist 1 program assistant		
	11/20/1998	12	1 task manager 1 sector leader 2 education specialist 1 procurement specialist 1 environmental specialist 1 financial management specialist 4 consultants		
Supervision					
	05/21/1999	7	1 task manager 1 sector leader 1 educator 1 disbursement officer 1 disbursement analyst 1 procurement analyst 1 project assistant	S	S
	12/07/1999	4	1 task team leader	S	S

	Date (month/year)	No. of persons	Specializations represented	Performance rating	
				Implementation progress	Development objectives
			1 program assistant 1 finance specialist 1 school architect		
	06/30/2000	11	1 economist 2 operations 1 education specialist 1 team assistant 1 project manager 1 evaluation 1 financed/disbursements 2 procurement 1 disbursements	S	S
	12/12/2000	4	1 Sr. economist 2 education consultants 1 operations analyst	S	S
	10/19/2001	6	1 Sr. economist 1 operations officer 4 consultants	S	S
	06/07/2002	3	1 TTL 1 operat. consultant 1 educ. consultant	S	S
	12/12/2002	7	1 TTL 1 operation consultant 1education consultant 1 operat. analyst/environ 1 social dev. Manager 1 civil society spec. 1 architect	S	S
	05/21/2003	3	1 task team leader 1 operations specialist 1 education specialist	S	S
	11/13/2003	3	1 task team leader 2 consultants	S	S
ICR					
	06/13/2004	4	1 task team leader 2 consultants 1 finance specialist	S	S