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Report No: ICR00003457

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IBRD-75400)

ON A

LOAN

IN THE AMOUNT OF US$40.0 MILLION

TO THE

REPUBLIC OF COLOMBIA

FOR A

RURAL EDUCATION PROJECT APL PHASE II

IN SUPPORT OF A PROGRAM TO IMPROVE ACCESS AND QUALITY

May 26, 2016

Education Global Practice
Latin America and Caribbean Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective March 14, 2016)

Currency Unit = Colombian Peso (COP)
COP 1.00 = US$.00032
US$1.00 = COP 3,154.80

FISCAL YEAR
January 1 – December 31

ABBREVIATIONS AND ACRONYMS

APL	Adaptable Program Loan
DANE	National Statistics Administrative Agency
DPS	In Situ Professional Development Program (*Desarrollo Profesional Situado)*
ET	Territorial Entity (*Entidad Territorial*)
ETC	Certified Territorial Entity (*Entidad Territorial Certificada*)
FM	Financial Management
GER	Gross Enrollment Ratio
GOC	Government of Colombia
ICR	Implementation and Completion Results Report
ICT	Information and Communication Technology
ISR	Implementation Status Report
IPPF	Indigenous People's Planning Framework
IRR	Internal Rate of Return
LA	Loan Agreement
M&E	Monitoring and Evaluation
MEF	Flexible Pedagogical Model (*Modelos Educativos Flexibles*)
MEN	Ministry of Education (*Ministerio de Educación Nacional*)
NDP	National Development Plan (*Hacia un Estado Comunitario*)
NEP	National Education Plan (*Revolución Educativa)*
NPV	Net Present Value
PCU	Project Coordination Unit
PPS	Productive Pedagogical Subproject
SEI	Sistemas de Especialización de Información

Senior Global Practice Director:	Claudia Costin
Sector Manager:	Reema Nayar
Project Team Leader:	Pedro Cerdan-Infantes
ICR Team Leader:	Pedro Cerdan-Infantes

REPUBLIC OF COLOMBIA
RURAL EDUCATION PROJECT APL PHASE II
IN SUPPORT OF A PROGRAM TO IMPROVE ACCESS AND QUALITY

CONTENTS

A. Basic Information			
Country:	Colombia	Project Name:	Colombia Rural Education Project (APL Phase II)
Project ID:	P082908	L/C/TF Number(s):	IBRD-75400
ICR Date:	05/26/2016	ICR Type:	Core ICR
Lending Instrument:	Adaptable Program Loan	Borrower:	Government of Colombia
Original Total Commitment:	US$40.00 million	Disbursed Amount:	US$37.39 million
Revised Amount:	US$37.39 million		
Environmental Category: C			
Implementing Agencies: Ministerio de Educación Nacional			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	**Date**	**Process**	**Original Date**	**Revised / Actual Date(s)**
Concept Review:	01/29/2007	Effectiveness:	06/17/2008	07/28/2008
Appraisal:	12/17/2007	Restructuring(s):		07/06/2010 12/02/2013 06/09/2015 10/19/2015
Approval:	04/17/2008	Mid-term Review:	04/16/2012	11/19/2012
		Closing:	12/31/2013	11/30/2015

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

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

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

D. Sector and Theme Codes		
	Original	**Actual**
Sector Code (as % of total Bank financing)		
Central government administration	19	19
Pre-primary education	15	15
Primary education	17	17
Secondary education	17	17
Sub-national government administration	32	32
Theme Code (as % of total Bank financing)		
Education for all	50	50
Rural services and infrastructure	50	50

E. Bank Staff		
Positions	**At ICR**	**At Approval**
Vice President:	Jorge Familiar Calderon	Pamela Cox
Country Director:	Gerardo M. Corrochano	Axel van Trotsenburg
Practice Manager/Manager:	Reema Nayar	Eduardo Vélez Bustillo
Project Team Leader:	Pedro Cerdan-Infantes	Martha Laverde
ICR Team Leader:	Pedro Cerdan-Infantes	
ICR Primary Author:	Alonso Sánchez	

F. Results Framework Analysis

Project Development Objectives (as approved by original approving authority)[1]
The objective of the project is to increase rural population's access to quality education from preschool to upper secondary level, promote higher retention of children and youths in the school system, and improve education programs relevant to rural communities and their school populations.

(a) PDO Indicator(s)

Indicator	Baseline Value		Original (PAD) or Formally Revised (R1 in 2010 or R2 in 2013) Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1: "access to quality education"	Preschool, lower secondary, and upper secondary gross coverage (enrollment) rates for participating rural schools.			
Value (Preschool grades)	PAD	*Includes all 3 preschool grades* Used 44% (2009) in calculation but value in PAD is 45% (2007)[2]	55%	42% (2015)
	R1	*Includes only the last grade of preschool* 83% (2009)	85%[3]	82% (2015)

[1] This is the PDO as stated in the Loan Agreement (LA). The Project Appraisal Document (PAD) had a slightly different wording of the PDO. While the LA's version of the PDO is the one that is binding, the 2010 restructuring paper explained that it would use the PDO in the former document rather than the one in the PAD and called this a revision of the PDO.
[2] It was impossible to recreate the exact baseline values for the subindicators of PDO indicator 1, as given in the PAD, since there was no backup of the original calculations in project files nor a detailed explanation of the methodology used to produce it. In order to assess achievement of the target, we calculate the baseline values using the rural areas in the 36 participating Certified Territorial Entities (*Entidades Territoriales Certificadas*, ETCs). We experimented with alternate approaches, which yielded similar results. The denominator in the calculation for the preschool subindicator refers to the projected population of 4- and 5-year-olds.
[3] The actual targets established in the 2010 restructuring refer to specific percentage-point increases for each one of the subindicators of this indicator. However, for consistency and comparability, for each of the subindicators, the table presents the target value expressed as a percentage that is equivalent to the specific percentage-point increase.

	R2[4]	*Includes only the last grade of preschool* 81% (2009)[5]	96%	83% (2015)[6]
Comments:	**Not achieved.** The targets for this subindicator were not met. However, the official statistics for this education level have observed erratic year-to-year behavior during the years of project implementation. This is in great part because perverse incentives to inflate school enrollment, which were particularly strong in preschool and in rural areas, went unchecked until 2012. At that time, the country conducted official audits of the enrollment in every school of the country—see Technical Appendix of Borrower's Implementation and Completion Results Report (ICR) Summary for more details. This new auditing process has resulted in significantly lower enrollment rates by 2015. For example, at the national level enrollment rates went down almost 10 percentage points by 2015 from their peak in 2012. In the rural areas the equivalent decrease is closer to 12 percentage points. Additionally, population projections for the very young, particularly in rural areas and in the latest years of the project, are likely overestimated since they rely on the 2005 census. Consequently, it is not appropriate to assess achievement targets for the preschool subindicator given that these were established using inflated enrollment trends before the 2012-2013 auditing process and rely on population projections that have strong assumptions for the very young in rural areas. Please see Section 3.2 for further discussion.			
Value (Upper Secondary)	PAD	Used 32% (2009) but value in PAD is 28% (2007)	35%	47% (2015)
	R1	29% (2009)	31%	43% (2015)
	R2	40% (2009)	54%	65% (2015)
Comments:	**Surpassed.** Both 2010 (R1) and 2013 (R2) revised targets were surpassed (700% and 179% achieved, respectively)[7]. The original target was also surpassed (500% achieved). The reason the original baseline is not the same as in R1 and R2 has to do with the demand-driven nature of the inclusion of Certified Territorial Entities (ETCs) in the project and the decentralized selection of beneficiary schools. In other words, it was not			

[4] Values for PDO indicators 1 and 2 (for the 2013 restructuring—what is under row R2—are derived from calculations that use the municipalities and schools that had received goods or services from the project by 2012, as it was in early 2013 that baseline and targets were established for the 2013 restructuring. The calculations comprised 4,278 schools, which belonged to 1,340 schooling establishments (the hub or central node school in the school network) and 368 municipalities. The total number of schools that received goods or services by the end of the project was 7,286, which were part of 696 municipalities. Using the final set of municipalities and schools in the calculations yields qualitatively similar results in terms of relative and absolute gains in all of the six subindicators. Overall trends are also quite similar.

[5] The baseline value provided in the 2013 RP was for 2008. However, for consistency and comparability, the value above is from 2009, which also comes from the results framework of the 2013 RP.

[6] All of the 2015 values achieved in PDO indicators 1 and 2 rely on using official, although still preliminary, 2015 enrollment data. While the 2014 values achieved are more moderate in some instances, using them instead does not change the assessment of the achievement of project objectives.

[7] In this document, percent achieved = (actual – baseline) / (target – baseline).

	known with certainty which ETCs would participate in the project and which schools within them would be intervened. Thus, at the R1 and R2 restructuring stages there is information on the actual participating ETCs that allows for the calculation of new baselines and targets. This same explanation applies to other indicators and subindicators that have different baselines at each stage. Additionally, some of the original baselines for PDO indicators—such as this one—used pre-2009 data with outdated population projections that rely on the 1993 census. Consequently, for consistency and comparability, the baselines for PDO indicators in this analysis mostly use 2009 values, which rely on the more recent 2005 census.			
Value (Lower Secondary)	R1	65% (2009)	69%	75% (2015)
	R2	79% (2009)	94%	99% (2015)
Comments:	**Surpassed.** The subindicator was introduced in the 2010 Restructuring and both 2010 (R1) and 2013 (R2) revised targets were met (250% and 133% achieved, respectively).			
Indicator 2 : "higher retention of children in the system"	Primary, lower secondary, and upper secondary completion rates for participating rural schools			
Value (Primary)	PAD	Used 78% (2009) in our calculation but value in PAD is 37.5% (2007)	81.9% (5% increase)	84.5% (2015)
	R1	75.7% (2009)	80.7%[3]	82.9% (2015)
	R2[4]	76% (2009)	80%	87% (2015)[6]
Comments:	**Surpassed.** All targets were surpassed. Specifically, the 2010 (R1) and 2013 (R2) revised targets were surpassed (144% and 275% achieved, respectively). The original target was also surpassed (167% achieved). Although there was no backup of the original calculations in project files nor a detailed explanation of the methodology used to produce them, it appears that the baseline values for the subindicators of PDO indicator 2, as given in the PAD, are computed by following a cohort for 11 years and refer to the rural completion rate at the national level—see graph 5 on page 37 of the PAD (World Bank 2008). This also explains why the baseline values are so low since, in addition to using a different methodology, the primary and lower secondary values actually are from 2000 and 2004, respectively, and not from 2007. To assess achievement of targets, our calculations use the more practical, albeit imperfect, definition of the completion rate that had been used by the project to track progress since 2010. The completion rate is calculated by dividing enrollments in the last grade of an education level (e.g. primary) by enrollments in first grade. This method requires only one year of data and allows indicators to be available to education planning authorities shortly after the end of the year. For the baseline and actual values in the original (PAD) calculations we use the rural areas in the 36 participating ETCs. We experimented with alternate approaches, which yielded similar results.			

Value (Lower Secondary)	PAD	Used 30% (2009) in our calculation but value in PAD is 10.9% (2007)	33.9% (13% increase)	43.1% (2015)
	R1	26.2% (2009)	30.2%	40.7% (2015)
	R2	42% (2009)	53%	59% (2015)
Comments:	**Surpassed.** All targets were surpassed. Specifically, the 2010 (R1) and 2013 (R2) revised targets were surpassed (290% and 155% achieved, respectively). The original target under was also surpassed (336% achieved). The actual baseline in the PAD is "0.9 percent" but this is a typo. See graph 5 on page 37 of the PAD (World Bank 2008). One can also arrive at the 10.9 percent figure after realizing that when establishing targets for this PDO (page 49), the PAD also confuses percentage increases with increases in percentage-points. It refers to the latter concept but is actually discussing the former—this is clear when looking at the baseline and target values in the Results Framework (pages 53–54 of the PAD).			
Value (Upper Secondary)	PAD	Used 16.9% (2009) in our calculation but value in PAD is 7.6% (2007)	18.1% (7% increase)	26.3% (2015)
	R1	14.3% (2009)	17.3%	24.4% (2015)
	R2	23% (2009)	32%	35% (2015)
Comments:	**Surpassed.** All targets were considerably achieved. Specifically, the 2010 and 2013 revised targets were surpassed (337% and 133% achieved, respectively). The original target was also surpassed (809% achieved).			
Indicator 3 : "education programs relevant to rural communities"	Number of schools offering flexible curriculum and ethnic education services, according to the Indigenous People's Planning Framework (IPPF).			
Value	PAD	0	75%	n.a.
	R1	805 (2009)	2,416	7,081
	R2	1,095 (2009)	6,000	7,286 (2015)
Comments:	**Surpassed (389% achieved for 2010 revised target and 126% achieved for 2013 revised target.** In the 2013 restructuring, it was added as a PDO indicator to measure improvements in project relevance to rural communities. It had been an intermediate indicator before. There is no data available to ascertain whether the original target was met.			

<table>
<tr><td>Indicator 4 : “access to quality education”</td><td colspan="4">The percentage of students in the lowest levels[8] of Math and Language achievement on the 2012 SABER tests will decrease in grades 5 (G5) and 9 (G9).</td></tr>
<tr><td rowspan="2">Value (Math)</td><td>PAD</td><td>These refer to average scores of potential participating rural schools

G5: use 281 (2009) in calculation but the value in the PAD is 55 (2005)

G9: use 272 (2009) in calculation but 59 (2005) in PAD</td><td>No comparable target was established.</td><td>G5: 275 (2014)

G9: 268 (2014)</td></tr>
<tr><td>R1</td><td>These refer to the % of students in the lowest 2 levels (Insufficient and Minimum) in participating rural schools

G5: 75% (2009)
G9: 84% (2009)</td><td>G5: 70% (2009)
G9: 79% (2009)</td><td>G5: 72% (2014)
G9: 82% (2014)</td></tr>
<tr><td>Comment</td><td colspan="4">Dropped. While the 2010 revised targets were not met before the indicator was dropped in 2013, they do observe a positive trend (G5 target was 60% achieved and G9 target was 40% achieved). Importantly, as discussed in Section 3, this positive trend over the period (2009 to 2014) in both G5 and G9 is contrasted with a negative trend (i.e. an increase in the percentage of students in the lowest levels) in rural schools that were not intervened but were in the same municipalities as those who were. These contrasting trends and the fact that schools are reasonably comparable (see Section 3.2 for details) are strongly suggestive of project impact.

An additional point was that, at the time the revised targets were set, there was no existing trend that would help with setting targets. This is because it was only in 2009 that the SABER student assessment scores became comparable over time and it was only in 2012 that another round of assessments was conducted. Consequently, it was difficult to establish realistic targets at the time of the 2010 restructuring, which may also explain why the targets were not met.

The original indicator’s language (i.e. before being restructured) was as follows: “Improve Language and Mathematics outcomes for Grade 5 and 9 among rural public schools in participating territorial entities.” The target established then was not comparable to the original baseline, which used the 2005 SABER student assessment values. Specifically, the 2005 assessment tests were not designed to be comparable over time. As mentioned in the above paragraph it was only in 2009 that the SABER results started being comparable with future rounds. The scale and its range in 2009 and</td></tr>
</table>

[8] The 2010 restructuring paper refers to “the number of students in the lowest level,” but we assume it meant to refer to the **percentage** of students in **the lowest two levels** of achievement, which is consistent with what is presented in the ISRs. The four levels are Insufficient, Minimum, Satisfactory, and Advanced.

	onwards is also very different from the one in 2005, as can be seen from the 2005 and 2009 values presented in the row with information from the PAD and the beginning of the project. Since there was no comparable target established for the original indicator, it is not possible to assess achievement during the project's initial period. It was also not possible to recreate exact baseline values for PDO indicator 4—for both Math and language in both G5 and G9—provided in the PAD since there was no backup of the original calculations in project files nor an explanation of how they were defined. Finally, as mentioned earlier, it was not possible to know which ETCs and schools would benefit from the project. Nonetheless, we perform a conservative calculation that includes all of the potential rural schools in the 36 participating ETCs using 2009 to 2014 data, and show that average test scores in all four subindicators decrease over the period. This negative trend is similar to what is observed at the national level, where average achievement also decreases over this period in all four subindicators.			
Value (Language)	PAD	*These refer to average scores of potential participating rural schools* G5: use 278 (2009) in calculation but the value in the PAD is 55 (2005); G9: use 268 (2009) in calculation but 59 (2005) in PAD	No comparable target was established.	G5: 273 (2014) G9: 264 (2014)
	R1	*These refer to the % of students in the lowest 2 levels (Insufficient and Minimum) in participating rural schools* G5: 72% (2009) G9: 73% (2009)	G5: 68% (2009) G9: 69% (2009)	G5: 68% (2014) G9: 71% (2012)
Comment	**Dropped.** Only one of the two revised targets was met before the indicator was dropped (100% achieved for G5). Yet, the G9 subindicator observes a positive trend (target was 50% achieved). Importantly, as discussed in Section 3, this positive trend over the period (2009 to 2014) in both G5 and G9 is contrasted with a negative trend (i.e. an increase in the percentage of students in the lowest levels) in rural schools that were not intervened but were in the same municipalities as those who were. These contrasting trends are strongly suggestive of project impact. An additional point was that, at the time the revised targets were set, there was no existing trend that would help with setting targets. This is because it was only in 2009 that the SABER student assessment scores became comparable over time and it was only in 2012 that another round of assessments was conducted. Consequently, it was difficult to establish realistic targets at the time of the 2010 restructuring, which may also explain why the targets were not met. See the comment section (third and last paragraph) of the Math subindicator immediately above for additional details that apply here as well with regards to			

	interpretation as well as the original language of the indicator, its targets and corresponding values achieved.			
Indicator 5 : "education programs relevant to rural communities"	Decrease in rural-urban disparities in completion rates among public schools in participating territorial entities.			
Value	PAD	No baseline ever established but use the following 2009 values in the calculation.[9] Primary: 15% points Lower Secondary: 45% points Upper Secondary: 47% points	No target values ever established.	All 2015 values Primary: 4.5% pts Lower Secondary: 20% points Upper Secondary: 23% points
Comments	**Dropped.** This indicator was dropped in the 2010 restructuring because it was deemed not to be attributable to project activities. Yet, data show that the rural-urban disparities in completion rates have reduced considerably over the 2009 to the 2015 period in the 36 participating ETCs. Tellingly, the drop in urban-rural disparities is much more pronounced for the participating rural schools than for the nonparticipating rural schools and can be reasonably attributed to project activities as discussed in Section 3. In Section 3, this indicator is discussed in terms of the relevance objective because over the life of the project ETCs: i) gave considerable visibility to rural education needs, and ii) strongly emphasized the relevance of the education programs to these needs. Thus, it is argued that this considerable visibility and heightened relevance contributed to the drop in the urban-rural disparities.			
Indicator 6 :	Increase in financial resources designated toward rural education in the participating territorial entities			
	PAD	No baseline established	No target values established.	n.a
Comments	**Dropped.** This indicator was dropped in the 2010 restructuring because it was deemed not to be attributable to project activities. There is no data available.			

[9] The baseline was calculated (from 2009) and actual (from 2015) values achieved using the (nonparticipating) urban schools and participating rural public schools in the 36 participating ETCs.

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Number of ETCs that have an agreement, program of activities, and include attention to ethnic populations in their Rural Education Plan.			
Value	0	80%	35 (2010); 36 (2013)	36
Date	04/18/2008	04/18/2008	11/27/2013	11/30/2015
Comments	**100% achieved for revised target and surpassed original target (125% achieved).** This indicator was revised in the 2010 restructuring. Its target was revised upward in 2013 to reflect longer project implementation given the closing date extension.			
Indicator 2 :	Number of students who benefit from flexible curriculum and ethnic education services from participating rural schools.			
Value	0	91,133 (from 2010 restructuring)	385,000	837,000
Date	07/06/2010	07/06/2010	11/27/2013	11/30/2015
Comments	**Surpassed (217% achieved).** This indicator was introduced in the 2010 restructuring to better monitor the beneficiaries of the project and make it feasible to measure. The target was revised upward in 2013. Both original and revised targets were surpassed.			
Indicator 3 :	Percentage of participating rural schools who apply strategies to develop at least one of the following aspects: (1) Basic competencies, (2) Relevance, (3) Management strengthening.			
Value	0	75% of schools achieve 75% of objectives related to productive pedagogical subprojects (PPSs)	25%	55%
Date	04/18/2008	04/18/2008	07/06/2010	11/30/2015
Comments	**Surpassed (220% achieved).** This indicator was reformulated in the 2010 restructuring to facilitate its monitoring. Its target was revised downward. In 2013, the indicator underwent a minor revision to accurately reflect what is being measured—schools rather than schooling establishments—the hub or central node school in the school network.			
Indicator 4 :	Teacher training schools in targeted ETCs that have been assisted to improve pedagogical practices for rural areas.			
Value	0 (n.a. for original indicator)	48 (2010)	–	48
Date	07/06/2010	07/06/2010	–	11/30/2015
Comments	**100% achieved (revised target).** This indicator was revised in 2010. The original design (75% of teacher training schools supported by the project have achieved highest level of accreditation) did not focus enough on project objectives while the revised design does.			
Indicator 5 :	Percentage of teachers in participating rural schools who have participated in in-service teacher-training programs.			
Value	0	40 (2013)	–	44

Date	11/27/2013	11/27/2013	–	11/30/2015
Comments	**110% achieved.** This indicator was introduced in the 2013 restructuring to reflect the addition of the in situ teacher training intervention, *Desarrollo Profesional Situado* (DPS).			
Indicator 6 :	Percentage of principals in participating rural schools who implement peer-to-peer teacher training			
Value	0	40 (2010)	–	45
Date	11/27/2013	11/27/2013	–	11/30/2015
Comments	**113% achieved.** This indicator was introduced in the 2013 restructuring to reflect the addition of the in situ teacher training intervention (DPS).			
Indicator 7 :	Number of ethnic groups that have ethnic education formulated or models designed for relevant services within the IPPF			
Value	0	26 (from 2010 restructuring)	–	26
Date	07/06/2010	07/06/2010	–	11/30/2015
Comments	**100% achieved.** This indicator was introduced in the 2010 restructuring to support project objectives. In 2013, the indicator was moved from Component 3 to 2 since it measures subproject implementation and not monitoring and evaluation (M&E). In addition, its language was slightly changed.			
Indicator 8 :	Number of studies to promote quality education for the rural areas			
Value	0	9 (2010)	–	9
Date	07/06/2010	07/06/2010	–	11/30/2015
Comments	**100% achieved (revised target).** This indicator was revised in 2010.			
Indicator 9 :	Percentage of targeted ETCs that have software installed and in use for management, reporting, and publicizing information regarding the progress of the project in their area			
Value	0	80%	35 (2010); 100% (2013)	100%
Date	04/18/2008	04/18/2008	07/06/2010	11/30/2015
Comments	**100% achieved for 2013 revised target and surpassed original target (125% achieved).** This indicator was revised upward as well as shifting to a number in the 2010 restructuring. In 2013, the target was revised back to a percentage.			
Indicator 10 :	The government has adopted a Rural Education Policy following public consultation with key stakeholders.			
Value	n.a.	–	–	See comments below.
Date	11/27/2013	–	–	11/30/2015
Comments	**Target partially met.** This indicator was introduced in 2013 to contribute to project sustainability after closing. There were wide stakeholder consultations and a policy proposal prepared and published. The MEN is preparing a rural education strategy which will draw on the proposal supported by the project, so the indicator is very likely to be achieved.			
Indicator 11 :	The Ministry of Education (*Ministerio de Educación Nacional*, MEN) has implemented the impact evaluation, published the results, and released a set of proposed policy actions based on the results of the evaluation.			
Value	n.a.	–	–	See comments below.
Date	04/18/2008	–	–	11/30/2015

Comments	**Target substantially but not fully met.** The impact evaluation has been completed and published. The report will be a substantial input for the rural education strategy under preparation by the MEN, but no set of actions has been released as of project closing. This is the only original indicator that did not get revised. As the impact evaluation is one of the key inputs for the rural policy strategy, this indicator is likely to be met, since the set of actions will be included in the rural education strategy.			
Indicator 12 :	75 percent of the Education Secretariat Staff participating in the project report that they are satisfied with the support they are receiving from the MEN.			
Value	0	75%	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as it was not feasible to collect data for it.			
Indicator 13 :	Reduce student dropout rates from 7.5 to 6.0 percent in public basic (primary and lower secondary) and upper education in the participating territorial entities.			
Value	7.5%	6.0%	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as it was considered that there were difficulties in measurement. However, the analysis conducted for this ICR covered in Section 3 (Table 3) uses alternate data and shows dropout rates fell in primary and upper secondary from 2009 to 2013.			
Indicator 14 :	75 percent of rural schools in the participating territorial entities implement a competency-based curriculum.			
Value	0	75%	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as there were difficulties in measurement.			
Indicator 15 :	75 percent of rural schools with predominantly indigenous and Afro-Colombian student populations in the participating territorial entities implement flexible curricula models adjusted to the cultural context and expectations.			
Value	–	75%	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as target not attributable to project activities. However, the 2010 restructuring paper references this indicator twice—it mentions it will be dropped in one case, and in another it is revised.			
Indicator 16 :	75 percent of schools in participating territorial entities have reached at least 75 percent of the objectives designed by the project to strengthen peace and social cohesion among the student population.			
Value	–	75% of participating schools reach 75% of objectives related to peace and social cohesion strengthening.	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as there was no mechanism for measurement. However, the 2010 restructuring paper appears to have made a mistake because it discusses this indicator twice—it mentions it will be dropped in one case, and			

	in another it is revised. It may have meant to refer to another indicator in one of those instances.			
Indicator 17 :	75 percent of teachers who have participated in project activities have improved their pedagogical practices (group work, use of ICTs, use of multiple types of materials, using time effectively, and assigning homework).			
Value	–	75%	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** The 2010 restructuring paper fails to mention this indicator, but it does not appear in the system afterwards. The lack of specificity of the indicator would have made it difficult to monitor. However, the analysis conducted for this ICR covered in Section 3 (Table 2B) discusses alternative evidence of positive impacts on pedagogical practices.			
Indicator 18 :	80 percent of rural school principals and coordinators in the participating territorial entities are reported by their staff [in a confidential survey] to use modern management skills most of the time.			
Value	–	80%	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as there were difficulties in measurement.			
Indicator 19 :	80% of teachers graduating from the improved Teacher Training Colleges obtain results 10% higher than graduates from the regular colleges on the evaluations of in-class pedagogical practices. Tests will be conducted at the beginning and end of the project.			
Value	–	80% of those trained obtain results 10% higher than the rest	–	–
Date	04/18/2008	04/18/2008	–	11/30/2015
Comments	**Dropped.** Indicator dropped in the 2010 restructuring, as there were difficulties in measurement and no baseline survey at the beginning of the project was collected.			

G. Ratings of Project Performance in ISRs

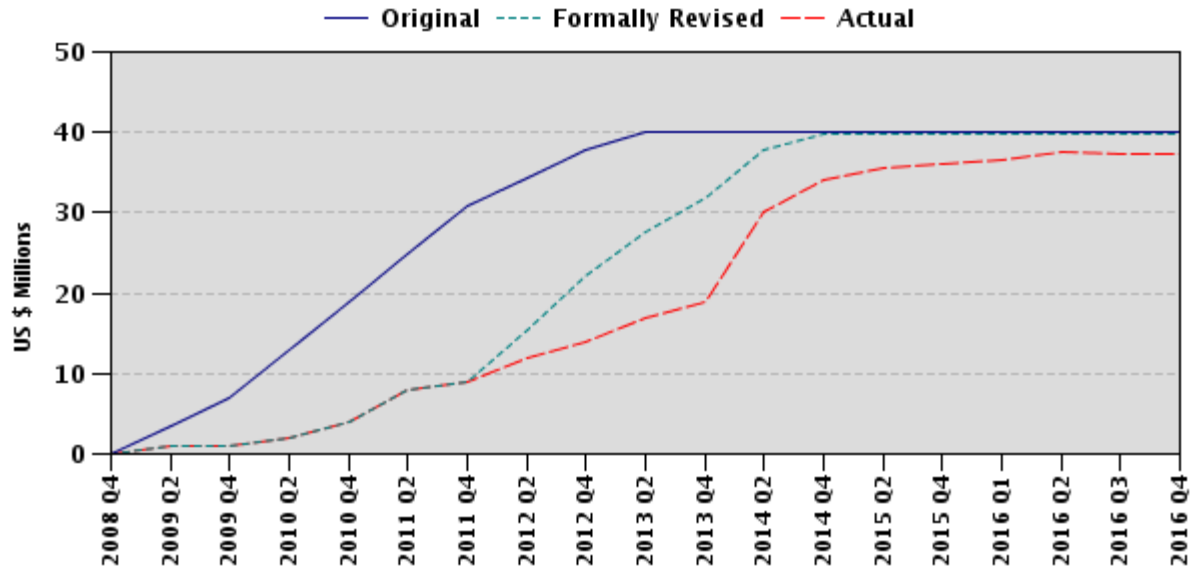
No.	Date ISR Archived	DO	IP	Actual Disbursements (US$, millions)
1	06/30/2008	Satisfactory	Satisfactory	0.00
2	12/20/2008	Satisfactory	Satisfactory	1.00
3	06/06/2009	Satisfactory	Satisfactory	1.00
4	12/20/2009	Moderately Satisfactory	Moderately Satisfactory	2.00
5	06/20/2010	Moderately Satisfactory	Moderately Satisfactory	4.00
6	02/09/2011	Moderately Satisfactory	Moderately Satisfactory	8.00
7	08/07/2011	Moderately Satisfactory	Moderately Satisfactory	9.00
8	03/11/2012	Moderately Satisfactory	Moderately Unsatisfactory	12.00
9	10/21/2012	Moderately Satisfactory	Moderately Unsatisfactory	15.00
10	03/21/2013	Moderately Satisfactory	Moderately Satisfactory	18.00
11	11/24/2013	Moderately Satisfactory	Moderately Satisfactory	27.40
12	07/12/2014	Satisfactory	Satisfactory	33.98
13	12/30/2014	Moderately Satisfactory	Satisfactory	35.48
14	06/30/2015	Moderately Satisfactory	Moderately Satisfactory	36.08
15	11/30/2015	Moderately Satisfactory	Moderately Satisfactory	37.58

H. Restructuring (if any)

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in US$, millions	Reason for Restructuring and Key Changes Made
		DO	IP		
07/06/2010	X	MS	MS	4.00	Restructuring driven by extensive revision to Results Framework to better reflect project activities and content, as well as ensure measurement feasibility: • 3 of the 5 PDO indicators are revised, the other 2 are dropped as they are not attributable to project activities. • Most intermediate indicators are revised. • Several intermediate indicators are dropped. • Adoption of the PDO in the Loan Agreement, although this version is the one that is binding.
11/27/2013		MS	MS	27.40	Restructuring driven by changes in the Results Framework and adjustment to implementation strategy: • 2 of the PDO indicators are revised, the third one is dropped as it does not measure the objective of increasing access to quality education; finally, an intermediate indicator is shifted to be a PDO indicator to measure improvement of education programs relevant to rural communities. • 7 intermediate indicators are revised. • Reallocation of proceeds. • Extension of closing date (from 12/31/2013 to 06/30/2015)
06/09/2015		MS	S	35.48	Restructuring driven by changes in the closing date:

					• Extension of closing date (from 06/30/2015 to 11/30/2015) • Ensure completion of the following activities: i) impact evaluation of the project, ii) production of rural policy guidelines document
10/19/2015		MS	MS	36.58	Restructuring driven by : • Reallocation of funds from Category 2 (Rural Education Subprojects) to Category 1 (Goods, consultants' services and operating costs under Part 1 and Part 3 of the project) to ensure there are sufficient funds to complete the impact evaluation and to consolidate lessons from the project into a rural education policy guidelines document.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. One of the key strategies of the government of Colombia (GOC) has been to foster human capital development as it has aimed to improve competitiveness, diversify its economy, and sustain economic growth. At the time of the project's appraisal in 2007, Colombia had made substantial gains on achieving universal education at the primary education level and considerable increases in access at the secondary level. Yet, regional disparities in access to education persisted and quality of education remained a challenge, especially in rural areas.

2. The second phase of the program to improve access and quality in rural education was launched to support efforts to accelerate poverty alleviation and enhanced equity in opportunity, which were central objectives in Colombia's National Development Plan (*Hacia un Estado Comunitario,* NDP) and the 2002-2006 National Education Plan (*Revolución Educativa*, NEP). The NEP included six broad objectives: (a) carrying out an assessment designed to improve the quality of students, teachers, and schools; (b) learning from best practices; (c) developing educational models to improve educational relevance; (d) expanding and improving the use of media and new technologies in education; (e) strengthening the capacity of departmental and municipal educational administration; and (f) developing a management information system. The latter two objectives were designed to support decentralization and institutional strengthening. The NDP also sought to increase the education system's internal and external efficiency by (a) transferring sector management responsibilities to the departments and the municipalities and (b) strengthening the capacity of the sector to function within a decentralized environment. The NEP placed great emphasis on social development and economic competitiveness, which added another dimension to the national strategy for improving access and quality of education.

3. The project supported the 2003–2007 Country Assistance Strategy objective of sharing the fruits of growth and the 'peace' pillar introduced in the Country Assistance Strategy (Report No. 32999-CO;September 9, 2005), which recognized the importance of improving the coverage and efficiency of education at the secondary and tertiary levels, especially for the poor.

4. With regards to contributions to higher-level objectives, the project also complemented the country's National Development Plan. This was particularly the case with regard to the GOC's poverty alleviation strategy under which the country proposed to reduce poverty by 8 percentage points and extreme poverty by half (to 39 percent and 7.2 percent, respectively) by 2010.

5. Finally, the project sought to help consolidate the Rural Education Policy developed and implemented by the government during Phase I of the Rural Education Project (2001–2006). Phase I of this Adaptable Program Loan (APL) series extended coverage of education services to vulnerable populations, particularly in remote areas. Under Phase I, triggers were met to begin Phase II. Specifically, Phase I achieved incremental increases in coverage and learning achievement, accompanied by reduction in repetition rates in the targeted municipalities; the effectiveness of municipalities in utilizing resources for educational subprojects; and the participation of civil society in education management. Phase II was aimed at further improving

rural education quality at all levels (preschool, primary, and secondary);[10] develop mechanisms to promote equity among vulnerable population groups (including ethnic groups); and institutionalize rural education delivery capacity in departmental and municipal secretariats of education.

1.2 Original Project Development Objectives (PDO) and Key Indicators

6. The Loan Agreement (LA) states that, "the objective of the project is to increase rural population's access to quality education from preschool to upper secondary level, promote higher retention of children and youths in the school system, and improve education programs relevant to rural communities and their school populations."

7. The objective on the LA differs slightly from the one in the Project Appraisal Document (PAD), which states that, "the project will contribute to increase access to education in rural areas from preschool to upper secondary education in an equitable manner, promote higher retention of children and youths in the school system, and improve the quality and relevance of education for rural communities and their school populations."

8. Key indicators for rating project outcomes, as established in the PAD (page. 6), were the following:

- PDO indicator 1:[11] Increased gross enrollment rates, from 44.8 to 55.0 percent in preschool and 28 to 35 percent in upper secondary.

- PDO indicator 2: Improved completion rates by at least 5 percentage points in primary, 13 percentage points in lower secondary, and 7 percentage points in upper secondary education among rural public schools in the participating territorial entities.

- PDO indicator 4: Improved language and mathematics outcomes (as measured by the SABER tests) for grades 5 and 9 among rural public schools in the participating territorial entities. The overall improvement will be measured in comparison with the national average of the rural schools.

- PDO indicator 5: A decrease in rural-urban disparities in the completion rates in public schools in the participating territorial entities.

- PDO indicator 6: Increased allocation of financial resources to rural education in the participating territorial entities.

[10] In Colombia, education includes preschool (three grades called *pre-jardín, jardín,* and *transición*), primary (grades 1 to 5), lower secondary (grades 6 to 9), and upper secondary levels (grades 10 and 11). Beyond the secondary level, there are several options, including universities, technical education, and vocational training programs.

[11] With the exception of the numbering of the PDOs and its order, which is done to have consistency with the information in the Data Sheet, the language and text is entirely from the PAD.

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

9. Although it was processed as a Level 1 restructuring to reflect a change in the PDO, strictly speaking, the PDO was not revised, since the language in the LA was never changed. The 2010 restructuring paper made it clear that there were slight differences between what was in the LA and the PAD.

10. The PDO indicators were revised in the 2010 and 2013 restructuring papers. The main changes[12] are as follows:

- Revisions in the 2010 restructuring paper:
  - Removed targets from the language of PDO indicators 1 and 2.
  - Revised PDO indicator 4 to measure percentage of students in the lowest levels of achievement (Insufficient and Minimum) instead of the average achievement score.
  - Dropped PDO indicators 5 and 6, as they were deemed not attributable to the project's objectives.[13]
- Revisions in the 2013 restructuring paper:
  - Dropped PDO indicator 4 "because it does not measure the Development Objective of increasing access to quality education, due to methodological concerns over intertemporal comparability and the fact that Project activities can only be expected to have an effect on student scores in the medium term" (page. 6).[14]
  - Added a previously intermediate indicator as PDO indicator 3: "Number of schools offering flexible curriculum and ethnic education services according to the IPPF" (pages 7–8). IPPF stands for Indigenous People's Planning Framework.
  - Changed baseline values and targets for PDO indicators 1 and 2 because the demand-driven nature of the project meant there was new information on the actual participating ETCs and schools within them.

[12] See annex 10 for a more detailed description of the changes to the PDO indicators in the 2010 and 2013 restructurings.
[13] As discussed in section 3, PDO indicator 5, however, is actually quite related to the project's aims of strengthening rural schools in relation to their more advantaged urban counterparts.
[14] The limitation resulting from a lack of intertemporal comparability was actually addressed as of the SABER 2009 assessments (*Instituto Colombiano para la Evaluación de la Educación* (ICFES) 2015 page 17).

1.4 Main Beneficiaries

11. The project intended to benefit rural communities through the support and strengthening of the public education system—at the preschool, primary, lower secondary, upper secondary levels and teacher training colleges—and its school populations in approximately 120 to 210 municipalities within 30 selected departments, while also fostering community participation in rural areas. Education authorities at the subnational level were also project beneficiaries as they received technical and financial assistance intended to improve the implementation of the project's activities and overall management capacity. The Ministry of Education (*Ministerio de Educación Nacional*, MEN) also benefited from resources supporting monitoring and coordination capacity.

12. The number of beneficiaries in the project was larger than expected since the project was able to benefit schools in 696 municipalities and 36 Certified Territorial Entities (*Entidades Territoriales Certificadas,* ETCs) instead of 30. ETCs are the subnational governments in charge of the provision of education services that have been officially certified by the MEN to do so. ETCs can be both departments and municipalities, as the latter can petition to become certified providers of their own.

1.5 Original Components (*as approved*)

Component 1: Improving Departmental Secretariat of Education and Municipal Management Capacity for Rural Education Quality (Total Cost: US$5.88 million)

13. Activities under this component would contribute to build the capacity of the participating departmental and municipal secretariats of education that are certified by the MEN. Capacity strengthening at the departmental and municipal levels would promote equitable education services, compensation strategies to close the gap between rural and urban areas, and education delivery mechanisms for the most vulnerable and remote populations and ethnic groups. One key output from this component would be the preparation of customized Rural Education Subprojects —to be implemented under Component 2—to be integrated into Rural Education Plans for each of the participating ETCs.

Component 2: Strengthening Rural Education Management at the School Level for Better and More Equitable Results in Access, Completion, and Quality of Learning (Total Cost: US$37.69 million)

14. This component would assist school principals, teaching staff, and teacher-training institutions to develop a better understanding of educational needs in the rural context and corresponding education interventions in rural areas to increase equitable access, improve school performance and student learning outcomes. It would be implemented through the ETCs with the support of the MEN. In the previous Rural Education Project Phase I, Flexible Pedagogical Models (*Modelos Educativos Flexibles,* MEFs) were developed and implemented by rural schools. These MEFs represent customized education delivery approaches that rely on materials and methodologies particularly suited to the needs of rural communities.[15] This component would support further development, implementation, and consolidation of these models. The MEFs that

[15] See the box on page 3 of the PAD for more details on MEFs (World Bank 2008).

would receive wider implementation in project schools were the *Escuela Nueva* model and the Post-primary model.

15. The Rural Education Subprojects prepared by the territorial entity would include an integrated set of actions. Participating territorial entities (*Entidades Territoriales,* ETs) would implement the Rural Education Subprojects targeting their underperforming schools and identifying 'best practice' schools. The subprojects include technical assistance and training to upgrade the design and implementation tools for (a) a competency-based curriculum (academic, citizenship, and work competencies); (b) the use of information and communication technology (ICT); (c) improvement in second language teaching; (d) strategies to promote peaceful conflict resolution and institutionalized practices of peace and coexistence through the development of teamwork skills, leadership, respect for consensus building and open debate; and (e) the design and implementation of projects to develop student social and general labor market competencies relevant to the rural context called Productive Pedagogical Projects (PPPs).

Component 3: Strengthening Ministry of Education for Project Coordination and Monitoring and Evaluation (US$6.06 million)

16. This component would include support for overall project coordination, supervision, and evaluation by (a) designing and implementing different studies to promote quality education in rural areas; (b) designing and implementing a project-related monitoring and evaluation (M&E) strategy; and (c) strengthening the capacity of the Project Coordination Unit (PCU) to comply with its responsibilities for managing the project at the ministry.

1.6 Revised Components

17. Not Applicable

1.7 Other significant changes

18. The July 2010 Level One restructuring, in addition to the revised PDO indicators discussed above, had the following changes:

- Revision of intermediate indicators to more accurately measure progress in the target population, to drop the target value from the indicator definition
- Elimination of several intermediate indicators mainly because of difficulties with data collection and measurement
- Addition of one new intermediate indicator to measure the formulation of ethnic education models by 26 ethnic groups

19. The November 2013 Level Two restructuring, in addition to the revised PDO indicators discussed above, had the following changes:

- Extension of the closing date of the project by 18 months from December 31, 2013 to June 30, 2015, to allow time for the completion of project activities.

- The design and implementation of a new in-service and in situ teacher-training program called *Desarrollo Profesional Situado* (DPS), which consisted of professional development activities for teachers at their respective schools. This new program led to an increased cost in Component 2, which would be offset by cost savings in Components 1 and 3.

- Reallocation of loan proceeds (funds) from Category 1 (Goods, consultants' services, and operating costs) to Category 2 (Rural Education Subprojects) as a result of the decrease in actual consultant and personnel cost. The reallocated funds would be used to strengthen the DPS program for teachers.

- Revision of seven intermediate indicators to more accurately measure progress in the target population, to drop the target value from the indicator definition, and to reflect further expected progress during the extended project period.

- Addition of three intermediate indicators to capture progress in activities that increased access to quality education under Component 2 and to enhance the sustainability of the project.

20. The June 2015 Level Two restructuring served exclusively to extend the closing date of the project by five months from June 30 to November 30, 2015 to allow time for the completion of two project activities: i) the external evaluation including a qualitative assessment as well as an impact evaluation; and ii) the development of a rural education guidelines document. Additionally, cost savings in Component 2 for the DPS program for teachers meant that roughly US$2.61 million went unused by the end of the project.

21. The October 2015 Level Two restructuring served exclusively to reallocate US$2,283,000 from Category 2 (Rural Education Subprojects) to Category 1 (Goods, consultants' services and operating costs under Part 1 and Part 3 of the project) to ensure there are sufficient funds to complete the external evaluation and to consolidate lessons from the project into a rural education policy guidelines document.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design, and Quality at Entry

Strengths

- The project designed was innovative, using a well-suited approach to tackle rural education challenges through the use of flexible models and other innovative approaches.

- The design of the project adequately incorporated lessons learned from the Rural Education Project Phase I, as well as from other projects in Antioquia, Pasto, and Cundinamarca, which had meaningful decentralization aspects.

- The project's implementation design was aligned with the government system, which relied on decentralized decision making and implementation of activities that are envisioned and carried out by the ETCs with appropriate technical assistance at every stage, increasing the sustainability of the interventions.

- Through the implementation arrangements, which required ETC to develop rural education plans, the project generated strong commitment from most ETCs and subnational governments to take on greater ownership of the strategies to improve rural education in their regions. This greater ownership allowed the technical assistance provided by the PCU to be better absorbed.

Shortcomings

- The decentralization of implementation and reliance on government systems generated risks which were not completely foreseen during preparation. The risk of limited implementation capacity was foreseen and planned to be mitigated through intense technical assistance and training. Yet, the risk of project complexity at the ETC level and proper integration among project activities was not foreseen, which at times resulted in many disparate activities being planned and implemented. The project might have had even larger impacts had this risk been anticipated and had activities under subprojects been better coordinated with each other.

- The PDO suffered from a lack of specificity, and the Results Framework was incomplete. On the one hand, the PDO lacked specificity on the objectives, referring to "access to quality education" and "relevance." On the other hand, the RF did not include indicators for all objectives stated in the PDO.

- There were inadequate preparations for M&E. Specifically, there were no baseline values available for several intermediate indicators even after quite some time after the project had started.

2.2 Implementation

Key factors that positively affected implementation

- There was a significant and effective effort by the MEN's PCU to address potential low implementation capacity by providing technical assistance, training, and resources to ETCs at the beginning of the project.

- The project was implemented under a clear commitment to rural education development, with a political climate that was favorable to the rural regions, their needs and interests, as well as their overall visibility in relation to those of urban and peri-urban areas within the participating ETCs.

- The 2013 restructuring helped shift project resources and attention to the DPS program, an innovative in situ teacher training scheme.

- The use of evidence for decision making was good throughout the project, with wide use of findings from studies commissioned by the ministry about project activities.

Challenges that became apparent during implementation

- Although this is partly a result of decentralizing decision-making and building capacity at the ETC-level, Rural Education Plans were often ambitious and intricate by including a great number of disparate activities, many of which were relatively small (for example, the purchase of school supplies, such as pencils). At times, this complexity and ambitiousness, when combined with little previous experience and insufficient knowledge of procurement processes, resulted in inadequate planning.

- The high level of rural teacher turnover presented significant challenges, adding complexity to the implementation. High teacher turnover areas is common in rural areas and it is very difficult to prevent, but the project could have been more proactive about addressing these turnover through intensive and targeted teacher training. Instead, many newly trained teachers in one of the MEFs would move from participating schools to another school, many times in urban areas. As a result, a pedagogical model would, at times, be delivered by a substitute teacher often not trained in the MEF.

- The changes in leadership at the ministry presented some challenges in the continuity of project implementation. For instance, key education authorities had given the project a prominent place by meeting regularly to discuss progress, review activities, coordinate with other ministerial programs, and make necessary approvals. However, after a change in vice-ministers, these meetings became much less regular, and the review of project activities was passed down to lower-level managers. These changes led to a reduction in visibility of the project within the ministry—including lower levels of coordination with other programs—and to some limits in the range of action of the PCU.

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

Design

- Many indicators were difficult to measure, not properly formulated, or explicitly defined.[16]

- Although it is difficult to measure, the objective of improving "relevance" did not have an indicator associated with it in the original results framework. The second restructuring tried to correct this situation, but the indicator was more an output indicator than a results indicator.

[16] There are also important idiosyncrasies with the Colombian education system that are not properly explained or dealt with in the Results Framework.

- Some existing baseline values proved problematic.
    - There were no official population projections for rural areas for school-age children at the subnational level, which resulted in sometimes strong assumptions in the calculations.
    - There was a problem with the lack of intertemporal comparability of the country's assessment tests (SABER) before 2009.
- The demand-driven nature of the inclusion of ETC in the project and the decentralized selection of beneficiary schools made it difficult to establish adequate baselines and targets, since beneficiaries changed overtime. This dynamic demand-driven nature of implementation, while adequate from a project design perspective, also complicates the identification strategy of the impact evaluation.
- As there was no identification strategy for the impact evaluation at the design stage, it was later difficult to find a good comparison group. Specifically, a key limitation was that almost 50% of the comparison group of teachers were receiving a teacher training intervention that was similar to one offered by the project, which complicates the assessment of effects on quality indicators, but probably less so for access and retention.

Implementation

- Indicators were generally collected and properly reported throughout the project, but M&E arrangements could have been stronger. While there was good use of commissioned studies to plan and make decisions, there was not as much use of the M&E system for timely adjustments and decision-making. These issues were improved but not fully remedied in the 2013 restructuring.
- Additionally, in 2012, the MEN started conducting enrollment audits for every school in the country (previously only a sample of schools underwent audits). The census of the school audits revealed massive enrollment inflation, particularly in rural areas and in the last grade of preschool. Consequently, indicators relying on enrollment, such as gross coverage rate fell dramatically over the next few years. See section 3.2 under access.

Utilization

- As discussed in the borrower's Implementation and Completion Results Report (ICR), the PCU's monitoring systems focused on management and fiduciary aspects of the project: recording requests for goods and services from ETCs, planning of acquisitions for such requests, and preparing mandatory reports to the ministry and the Bank. While this fiduciary role was important, it also proved very time consuming and limited the capacity of the PCU to provide what would have been very useful follow-up technical support with ETCs on important M&E analytic activities.

- Additionally, better utilization of M&E data would have highlighted some of the above shortcomings and led to restructure the project sooner.

2.4 Safeguard and Fiduciary Compliance

22. **Financial management.** Financial management (FM) performance has been assessed Moderately Satisfactory throughout project implementation, except during the supervision carried out in March 2015 where the FM rating was downgraded to Moderately Unsatisfactory as a result of delays in contracting of external auditors for 2013 and 2014 and low contracting for 2015 activities. The project execution was low during the first 3 years, affected mainly by (a) deficient arrangement with the fiduciary agent supporting a component co-financed with funds provided by the territorial entities; (b) internal cumbersome budget processing and contracting processes; (c) poor planning; and (d) high rotation of the project coordinator position. The project FM risk was assessed as Substantial.

23. From 2008 to 2012 the project was audited by the *Contraloria General de la Republica* and from 2013 until 2015 by private audit firms. The auditors issued an unqualified (clean) opinion and indicated that no material internal control findings were noted. However, during the life of the project, the auditors noted deficiencies in the planning and monitoring of the contracts and low project execution for the first three years of the project. Furthermore, the 2013 audit report noted conditions that resulted in ineligible costs in the amount of COP 259 million (approximately US$131,000). Because of delays in the contracting of the audit firm, the 2013 and 2014 audit reports were submitted late, but corrective actions were taken and the 2015 audit report has been issued within the agreed timeframe. Acceptable interim unaudited financial reports were submitted within the contractual date.

24. **Procurement**. The management of procurement processes by the Borrower was Satisfactory. Four ex-post procurement reviews were conducted by the Bank during Project implementation. The ex-post reports and the Supervision Mission Aide Memoires included recommendations to improve the management of procurement processes, related particularly to: (a) the improvement of the quality of Procurement Planning and follow up; (b) the use of evaluation criteria consistent with the particularities of the process and the capacity of the market; (c) the regular training of procurement staff and; (d) avoid minor deviations in procedures. Based on these recommendations, an action plan was included in the ex-post reports and was partially implemented during Project's Execution. No fraud and corruption issues were found during project execution. However, based on the results of the Independent Audit a contract was not eligible for Bank's financing because of substantial deviations from the Bank's Procurement Guidelines.

25. **Safeguards.** The safeguard missions—exclusively social—that were carried out were able to document that the project allowed for the adequate consideration of indigenous and Afro-Colombian issues in its activities. In the middle of 2014, after implementation had been completed with regard to activities specifically directed at indigenous and Afro-Colombian groups, a safeguards mission that visited five different groups found that there was a wide recognition of the work done under the project. While in all communities that were visited there was an emphasis on the importance of an additional phase of support to ensure continuity in processes and achievements, the performance of the specific projects for each community was deemed Satisfactory.

2.5 Post-completion Operation/Next Phase

26. There is currently no discussion of a next phase, but one of the three pillars in the GOC's 2015–2018 NDP is education, which may facilitate further engagement with the Bank. Specifically, the education pillar aims to close gaps in access and quality across various dimensions: individuals, population groups, and regions.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design, and Implementation

Objectives
Rating: High

27. The PDO's relevance is considered High. The project's objectives align very well with the GOC's 2015–2018 National Development Plan (named *Todos por un Nuevo País* or Everyone for a New Country), which is organized around the following three pillars: Peace, Equity, and Education. This third pillar has a single high-level objective: close the gaps in access and quality of education across individuals, population groups, and regions, moving the country toward higher international standards. Moreover, the objectives of the project also overlap with the education objectives and strategies in the 2010-2014 National Development Plan (named *Prosperidad para Todos* or Prosperity for All), which emphasized human capital formation by increasing access, retention and relevance as a way to close regional and social gaps and foster prosperity. Finally, the project's objectives are relevant to the World Bank Group's Country Partnership Framework for FY2016–FY2021 (Report No. 101552-CO), which was discussed by the Board on April 7, 2016. The project's objectives fit well with two of the Country Partnership Framework's three pillars: Pillar 1. Fostering a Balanced Territorial Development and Pillar 2. Upward Social Mobility and Social Inclusion. In particular, each of these two pillars has objectives to improve service delivery in target areas (Objective 2 under Pillar 1) and improve support for labor market integration including through skills formation (Objective 5 under Pillar 2) that relate to the PDO's emphasis on relevant programs to rural communities and providing access to quality education.

Design and Implementation
Rating: Modest

28. The relevance of project's design and implementation is Modest. While the overall design was strong by (a) building on the strengths of the Rural Education Project Phase I; (b) focusing on addressing the remaining challenges to rural education; and (c) working on coordinating project components and subcomponents so that they would support each other, it also had modest shortcomings. Specifically, as detailed above in section 2.3, M&E procedures were a weakness for the project and could have been more relevant to the project's design and implementation. Additionally, a greater coordinating role of the MEN's PCU to support ETC throughout implementation could have resulted in a more coordinated and efficient implementation.

3.2 Achievement of Project Development Objectives

Increase Rural Population's Access to Quality Education (Access)[17]
Rating: Pre June 2010 Restructuring - Substantial/Pre November 2013 Restructuring - High/Post November 2013 Restructuring - High

Table 1. Access Indicators

Indicator	Baseline 2009 %	Target 2015 %	Actual 2015 %	Difference between Actual and Baseline
(1)	(2)	(3)	(4)	(5)
Increase rural population's access to quality education (Access)				
1. PDO indicator 1: Gross enrollment ratio (GER) for participating rural schools[a]				
Preschool (only last grade)	81	96	83	2% points
Lower Secondary	79	94	99	20% points
Upper Secondary	40	54	65	25% points
2. More Intensity: GER for municipalities with 80% or more of its students (enrollments) participating in the project[b, c]				
Lower Secondary	72.0	n.a.	82.4	10.4% points
Upper Secondary	27.8	n.a.	44.8	17.0% points
3. Less Intensity: GER for municipalities with 50% or more of its students (enrollments) participating in the project[b, c]				
Lower Secondary	71.1	n.a.	76.3	5.2% points
Upper Secondary	30.8	n.a.	44.1	13.3% points

a. Revised target from 2013 restructuring—see R2 values in Datasheet.
b. Indicator added at ICR stage.
c. Uses municipalities intervened by 2012, which correspond to those used in the revised target from 2013 restructuring

29. While the gains in preschool were not as large as targeted due to measurement factors beyond the control of the project, in both lower and upper secondary the gross enrollment ratio surpassed each of the original and revised targets by considerable margins. With the set of schools and municipalities that had interventions by the project by 2012, the GER for lower secondary and upper secondary went from 79 percent and 40 percent in 2009 to 99 percent and 65 percent in 2015, respectively (indicator 1, Table 1).

30. The second and third indicators (Table 1) for the access objective assess whether those areas with greater intensity to the project's interventions also had greater increases in the GER than those areas that had milder intervention intensity. The GER growth in lower secondary and upper secondary in those municipalities with greater intensity of intervention (80 percent or more of its students participating in the project) was 5.2 and 3.7 percentage points greater, respectively, than the gains in municipalities with lower intervention intensity—those with only 50 percent or more of its students participating in the project. The reason for choosing those with 50 percent or more of its students participating in the project as the group with less intensity as opposed to those

[17] The achievement of the 'access to quality education' objective of the PDO is assessed by separately addressing the concepts of access and quality.

with even less or no intervention is because they have very similar baseline GERs, which makes them good comparisons.[18]

31. In the preschool level, perverse incentives to inflate school enrollment and later action by the government to correct this problem made this subindicator behave erratically for a few years. Specifically, as part of a reorganization of the education sector in the early and mid 2000s, schools began to receive resources as a function of enrollments as opposed to costs (Piñeros Jiménez 2010). While this new financing mechanism increased efficiency, it also generated incentives to inflate enrollments, which were particularly strong in dispersed and remote rural regions that are hard to access and less likely to be monitored. This incentive was even stronger in small and dispersed rural preschools, which at most have three grades and make the monitoring costs per student even higher, compared to primary schools that have five grades or lower-secondary schools that tend to be much larger and less common in remote areas. As a consequence, the new target of the 2013 restructuring, which relied on the 2009-2012 trend that started at 81% (2009) and had reached 95%, was set at 96%. This same year the government started to correct the problem of enrollment inflation by conducting visits to every school in the country to audit the enrollments (see Technical Appendix of Borrower's ICR Summary for more details). This auditing process has led to corrections that by 2015 had systematically brought down the preschool GER more than 12 percentage points in rural areas and almost 10 percentage points at the national level from their peak in 2012. It is also likely that population projections for the very young, particularly in rural areas and in the latest years of the project, are likely somewhat overestimated since they rely on the 2005 census. This projections are also likely contributing to lower preschool GER values in the latest years.

32. Consequently, it is not appropriate to assess the achievement targets for the preschool subindicator established in the PAD, since these were established using inflated enrollment trends before the 2012-2013 auditing process and rely on population projections that have strong assumptions for the very young in rural areas. Moreover, as the government did not conduct an exercise to deflate its official statistics prior to the 2012-2013 audits, it is also difficult to evaluate the time trends for this education level during the period. Yet, even with likely inflated data from 2009 for school and municipalities that had been participating in the project by 2012, the preschool GER was higher in 2015 (83 percent) than it was in 2009 (81 percent; indicator 1, Table 1).[19]

33. The project's impact on access to schooling stems in great part from having schools that operate MEFs. In these models, the content, pedagogy, and materials and kits are customized for a rural context and its student population. As such, many of these models operate multigrade classrooms, and are characterized by active hands-on and applied learning by students, flexible promotion, and strong participation from parents and the community into school life (Hincapié 2015). Importantly for increasing access, these models keep flexible schedules and allow students

[18] The pattern of higher growth among those with higher intensity than those with less remains the same when compared with those municipalities with 70%, 60%, or 40% or more schools participating.

[19] If one is willing to concede that the 2009 values of the preschool GER are inflated 2 points or more for the original and 2010 restructuring baselines, then it would also be the case that by 2015 there had been increases in this subindicator over the period.

to work lesson plans on their own and at their own pace, which provide flexibility when they are called to support agricultural activities (McEwan 1998; PAD 2008).

34. While not captured anywhere in the PAD, these increases in access to education have particularly important positive impacts in the Colombian context. Several papers (Perfetti 2003, MEN 2015) have associated limited access and quality of education to violence and conflict, especially in youth. In the contexts where the project operated, these impacts on access not only lead to effects on cognitive skills but are also usually associated with further schooling.

Increase Rural Population's Access to Quality Education (Quality)
Rating: Pre June 2010 Res- Modest/Pre November 2013 Res- Modest/Post November 2013 Res- Modest

Table 2A. Quality Indicators

Indicator	Baseline 2009 %	Target 2015 %	Actual 2015 %	Difference between Actual and Baseline
(1)	**(2)**	**(3)**	**(4)**	**(5)**
Increase rural population's access to quality education (Quality)				
4. PDO indicator 4: Percentage of students in lowest two levels of achievement on the SABER tests in schools participating in the project by the end of 2010 [a, b]				
Grade 5 Math	75	70	72	-3% points
Grade 9 Math	84	79	82	-2% points
Grade 5 Language	72	68	68	-4% points
Grade 9 Language	73	69	71	-2% points
5. Comparison schools: Percentage of students in lowest two levels of achievement on the SABER tests in rural schools that did not participate in the project but that are in municipalities with participating schools by the end of 2010 [c]				
Grade 5 Math	73	n.a.	74	1% point
Grade 9 Math	86	n.a.	87	1% point
Grade 5 Language	71	n.a.	73	2% points
Grade 9 Language	75	n.a.	78	3% points
6. Heterogeneity: Percentage of students in lowest two levels of achievement on the SABER tests in schools participating in the project by the end of 2010 with full implementation of MEFs [c]				
Grade 5 Math	77	n.a.	70	-7% points
Grade 9 Math	87	n.a.	80	-7% points
Grade 5 Language	74	n.a.	70	-4% points
Grade 9 Language	72	n.a.	71	-1% points

Note: Please note that *negative* differences between the actual and baseline values, presented in column (5), represent *improved* student performance, as there are less students performing at the lowest two levels. On the other hand, *positive* differences represent *decreased* student performance.
a. Revised target from 2010 restructuring—see R1 values in Datasheet.
b. Indicator was dropped in the 2010 restructuring.
c. Indicator added at ICR stage.

Table 2B. Quality Indicators

Indicator	Project Schools Actual (2015)	Comparison Schools Actual 2015 (unless otherwise stated)	Difference between Project and Comparison Schools
(1)	(2)	(3)	(4)
Increase rural population's access to quality education (Quality)			
7. Average time on classroom instruction [a, b, c]			
% In academic activities	67.5	65 (2011)	2.5% points
% In classroom management	25.5	25.5 (2011)	0.0% points
% Off-task	7	9.5 (2011)	-2.5% points
8. Teacher's perceptions of their student's learning and future schooling in project schools [a, b]			
% of students motivated about learning	84.5	78.3	6.2% points
% of students displaying inquiry-based learning	59.6	50.3	9.3% points
% of students expected to graduate from high school	84.1	50.4	33.7% points

a. Indicator added at ICR stage.
b. Data for this indicator come from the project's external evaluation report (*Econometría Consultores* and *Sistemas de Especialización de Información* (SEI) 2015).
c. Data for this indicator are from Bruns and Luque (2015).

35. While PDO indicator 4 (indicator 4, Table 2A) is officially dropped in the 2013 restructuring and its 2010 revised targets are only partially met (62.5% achieved on average[20]), multiple sources of evidence strongly suggest the project was behind quality increases. The revised language of PDO indicator 4 aims for the reduction in the percentage of students in the lowest two levels (Insufficient and Minimum) in participating rural schools for both math and language in grades 5 and 9. Column (5) of PDO indicator 4 (Table 2A) shows there are meaningful decreases in the percentage of students in the lowest achievement levels—i.e. improved student performance—in all four of the subindicators.

36. There is strong evidence to suggest that the project is behind the observed improved student performance. First, indicator 5, Table 2A shows that in a comparison set of schools not only did performance not improve but it actually worsen over the same period. Specifically, the percentage of students in the lowest two levels of achievement on the SABER tests in rural schools that did not participate in the project increases—i.e. decreased student performance—in all of the four subindicators. Second, these non-participating rural schools: a) are in the same municipalities as those schools that start participating by 2010 and; b) have baseline percentages for subjects and grades that are very similar to participating schools. This suggests that they are good comparisons. Third, the baseline (2009) average socioeconomic levels in both participating and non-participating schools is 1.1 out of 4, which, beyond confirming the high levels of poverty in rural areas, reinforces the argument that participating and non-participating schools were similar before the beginning of the project. Consequently, it is likely that the project is behind important gains in student achievement in project schools. The focus of this analysis was in rural schools (and their comparisons) that had started participating in the project by 2010 since it is well established that it may take some years before student achievement gains resulting from interventions such as those

[20] There are four targets, and their achievement is as follows: 100%, 60%, 50% and 40%, or 62.5% achieved on average—see Data Sheet for details.

carried out by the project can be realized and measured.[21] Schools that started participating in the project after 2010 are likely to see similar gains in achievement in the future.

37. There are various ways that the activities under the project shed light on how it likely contributed to gains in quality indicators in participating schools. The first piece of evidence of this comes from assessing the changes in student achievement outcomes during the project for those schools that implemented MEFs, the most important intervention of the project in terms of comprising both the largest share of participating schools (4,994 schools or 69% of all project schools) and overall expenditures (47% of Component 2 expenditures, and roughly 34% of overall expenditures). As shown by indicator 6 (Table 2A), in schools that started to fully implement MEFs—receiving both training for teachers as well as goods for teachers, students and schools—by the end of 2010, the decrease in the percentage of students in the lowest achievement levels is considerably greater on average than the decrease observed for the entire set of participating schools by 2010 (PDO Indicator 4).

38. Evidence of the project's contributions to gains in student achievement can be further assessed by analyzing the work and perceptions of teachers given that MEFs (subcomponent 2.1), the in situ teacher training DPS program and the other Rural Education Subprojects (subcomponent 2.2); and the technical support to teacher training colleges (2.4) focused on improving the quality of pedagogical practices in the classroom. As part of the impact evaluation of the project, classroom observations using the Stallings instrument were conducted on a representative sample of schools (*Econometría Consultores* and SEI 2015). Indicator 7 (Table 2B) shows that although time spent on instructional activities in project classrooms does not meet the Stallings best practice benchmarks, the values are more favorable with regards to total class time spent on instruction (2.5% points greater) and time being off-task (2.5% points lower) when compared to a group of schools observed in 2011 (Bruns and Luque 2015). This finding is remarkable given that the comparison group of schools is made up of a nationally representative sample, which almost always show better school-level indicators than those only comprising rural areas. Finally, the external evaluation does show that there are statistically significant differences between teachers who benefitted from the project and comparison teachers on their perceptions of their student's learning and future schooling (indicator 8, Table 2B). More students in classrooms of teachers who benefited from the project are perceived to be motivated about learning and display inquiry-based learning than those of comparison teachers. This is also the case with regard to high school graduation expectations. Finally, three evaluations of *Escuela Nueva*, the oldest and largest MEF, which has also strongly influenced the other models, have shown positive impacts on student achievement (Psacharopoulos, Rojas and Velez 1993, McEwan 1998, Hincapíe 2015).

39. It is important to acknowledge that the impact evaluation of the project does not find robust effects on student achievement (*Econometría Consultores* and SEI 2015). Yet, the lack of robust effects is likely to be because of a crucial limitation of this evaluation, which is acknowledged by the authors. Specifically, close to 50% of comparison schools participate in a teacher training

[21] This set of schools that started participating by 2010 represents almost 30 percent of all schools that benefitted from the project.

program that is extremely similar to DPS, which is the main teacher-training intervention of the project.

40. Although there is strong positive evidence on student achievement and direct connection with the project and its activities, we assess the achievement of this objective as modest throughout the project since the revised target (2010) is not met and the impact evaluation, despite its limitations, finds no robust effects on student achievement.

Promote Higher Retention of Children and Youths in the School System
Rating: Pre June 2010 Res- High/Pre November 2013 Res- High/Post November 2013 Res- High

Table 3. Retention Indicators

Indicator	Baseline 2009 %	Target 2015 %	Actual 2015 (unless otherwise stated) %	Percent Difference between Actual and Baseline
(1)	(2)	(3)	(4)	(5)
Promote higher retention of children and youths in the school system				
9. PDO indicator 2: Completion rates for participating rural schools [a]				
Primary	76%	80%	87%	14.5%
Lower Secondary	42%	53%	59%	40.5%
Upper Secondary	23%	32%	35%	52%
10. Dropout rates for participating rural schools [b, c]				
Primary	7.0	n.a.	5.4 (2013)	22.9%
Lower Secondary	6.7	n.a.	6.9 (2013)	-4.8%
Upper Secondary	3.7	n.a.	3.3 (2013)	10.8%

a. Revised target from 2013 restructuring—see R2 values in Datasheet.
b. Indicator added at ICR stage.
c. Data for this indicator come from the C600 school survey from the National Statistics Administrative Agency (DANE).

41. Gains in retention were high as measured by indicators 9 and 10 in Table 3. The PDO indicator 2 observed consistent and considerable increases in all three education levels throughout the project, with original and both revised targets met in each level. To complement the evidence on completion rates, which uses the MEN's data, Table 3 also presents dropout rates using data from DANE. The more reliable and valid methods and procedures used by DANE come at the cost of longer processing times, which is why the latest year available is 2013. For both the primary and upper secondary levels, there were 23 and 11 percent reductions, respectively, in the dropout rates in participating rural schools between 2009 and 2013. The value for lower secondary school remains stable, although it does increase a bit. Finally, the impact evaluation of the project found large and statistically significant effects on completion rates in secondary school (*Econometría Consultores* and SEI 2015).

42. The key project activity that is most closely related to retention is the implementation of MEFs. Specifically, there are MEFs (Post-primary and Rural Upper Secondary) that allow students who graduate from one education level to continue their studies (to higher levels of education) without having to abandon their rural setting even if their school doesn't offer it. This process is achieved by relying on the recent reform to the school management system, which creates networks of rural schools that have connections to larger and typically urban or semi-urban schools. The Post-primary MEF, the second largest of the models in terms of project schools reached (41%

of all project schools), is certainly behind the large percent increase in secondary school completion rates. Important contributions were also made by the Rural Upper-Secondary MEF. There is also one MEF that provides an accelerated curriculum for over-aged students, who tend to be the target of retention efforts as they are often at high risk of dropping-out. Finally, retention is also a consequence or by-product of efforts to increase access and quality (discussed above), as well as relevance (discussed below).

Improve Education Programs Relevant to Rural Communities and their School Populations
Rating: Pre June 2010 Res- Substantial/Pre November 2013 Res- Substantial/Post November 2013 Res- Substantial

Table 4. Relevance Indicators

Indicator	Baseline 2009	Target 2015	Actual 2015
(1)	**(2)**	**(3)**	**(4)**
Improve education programs relevant to rural communities and their school populations			
11. PDO indicator 3: Number of schools offering flexible curriculum and ethnic education services, according to the IPPF [a]	1,095	6,000	7,286
12. Intermediate indicator 2: Number of students who benefit from flexible curriculum and ethnic education services from participating rural schools [a]	12,863	385,000	837,000
13. PDO indicator 5: Rural-urban disparities in completion rates among public schools in participating territorial entities using only participating rural schools [b]			
Primary	15% points	n.a.	5% points
Lower Secondary	45% points	n.a.	20% points
Upper Secondary	47% points	n.a.	23% points
14. Comparison: Rural-urban disparities in completion rates among public schools in participating territorial entities using non-participating rural schools [b]			
Primary	17% points	n.a.	10% points
Lower Secondary	65% points	n.a.	53% points
Upper Secondary	53% points	n.a.	43% points

a. Revised target from 2013 restructuring—see R2 values in Datasheet.
b. Indicator was dropped in the 2010 restructuring.

43. A total of 7,286 rural schools participated in the project and offered a flexible curriculum and ethnic education services, according to the IPPF (indicator 11, Table 4 and PDO indicator 3). This value surpassed the target considerably and represented more than 830,000 student beneficiaries (indicator 12, Table 4 and Intermediate indicator 2). Additionally, MEFs reached more than 50 percent of rural participating schools. The DPS in-service training program benefitted 44 percent of teachers in participating schools (intermediate indicator 5).

44. The project does not have an outcome indicator that directly and explicitly measures relevance. Yet, from the very beginning, the project had a strong emphasis on trying to ensure that the programs that reached those 7,286 schools were relevant to the rural context. As mentioned

before, the project commissioned studies to evaluate and upgrade rural education policies and practices. For instance, the first few studies at the beginning of the project, guided the upgrading of MEF's content and materials. Another study was also largely responsible for supporting the development of the DPS program. The findings from these studies guided the MEN's PCU in their technical support of the ETCs. The studies also were used as key inputs in the development of Rural Education Plans for the ETCs, which were based on a set of Rural Education Subprojects tailored to their needs and context.

45. Moreover, as the development and implementation of the Rural Education Plans required considerable investment from education authorities, the project likely contributed to significantly raise awareness of and capacity to address rural education challenges at the subnational level. Evidence of this contribution was found by the qualitative external evaluation of the project. Out of eight categories, the two in which ETC directors agreed that the project had the most contribution was in visibility of rural education and relevance (*Econometría Consultores* and SEI 2015). The visibility given to rural education needs and the relevance of the education programs to these needs likely contributed to the reduction in rural-urban disparities in completion rates observed over the life of the project (indicator 13, Table 4 and PDO indicator 5). Tellingly, the drop in urban-rural disparities is much more pronounced for the participating rural schools than for the non-participating rural schools (indicator 14, Table 4), which strongly suggests that these reductions do not simply represent a secular trend but rather that the project has contributed meaningfully to these gains.

3.3 Efficiency

Rating: Pre June 2010 Res- Modest/Pre November 2013 Res- Substantial/Post November 2013 Res- Substantial

46. The main objective of the project focused on increasing rural access to quality education, promoting higher retention in the school system, and improving programs relevant to rural communities.

47. **Ex-ante:** In this context, the ex-ante economic analysis in the PAD assessed the effects that dropout reduction would have on years of schooling, the economic return of an additional year of education, the costs per student (CPA), opportunity costs, and Project effects on education quality. For this analysis, two types of internal rates of return (IRR) were calculated. The first one was based on a flow of total income that includes the effect of quality plus lower dropout. The second included the effect of quality plus coverage increases. The 'dropout and quality' IRR was calculated for 27 ETCs and was 26 percent—with a range of 9 to 31 percent. The 'quality plus coverage' IRR, which was also calculated for 27 ETCs, was 30 percent—with a range between 17 and 66 percent.

48. **Ex-post:** The ex post economic analysis relied on the methodology used in the PAD but adjusted the assumptions on costs, timing, benefits, and number of students affected from what was learned from the project and its impact evaluation. Importantly, the number of students that the project reached was considerably larger than originally expected. The main benefit of the project that was used in the calculations was the effect on completion rates, which was found in the impact evaluation of the project (*Econometría Consultores* and SEI 2015). Yet, a second

scenario that included effects on student academic achievement as a benefit was also calculated given the strong trends and suggestive evidence of impact covered in Section 3.2. Using a variety of discount rates, the analysis made both an optimistic and a more conservative calculation, which are presented below depending on the benefits included:

Table 5. Internal Rate of Return (IRR) Calculations

Scenarios:	Conservative Calculation	Optimistic Calculation
1. Only completion rates	13%	18%
2. Completion rates + Student achievement (0.12 SD)	29%	32%

49. Scenario 1, which assumes no effects on student achievement, leads to lower estimates of the IRR than those in the PAD. However, scenario 2, which includes an estimated effect of 0.12 standard deviations on student achievement has estimates of the IRR that are very consistent with those in the PAD—29% and 32% in the conservative and optimistic calculations, respectively. These results and the fact that the project's activities are quite cost-effective (Hincapié 2015), means Efficiency is rated as Substantial for most of the period of implementation. The rationale for rating the project's efficiency as Modest before the 2010 restructuring is the low execution during this period.

3.4 Justification of Overall Outcome Rating

Rating: Satisfactory

50. The project's objective remained highly relevant from beginning to end, and the design and implementation were modestly appropriate to achieve the PDO. Efficacy ratings are substantial for the three periods of the project (pre-2010 restructuring, from 2010 to 2013, and post 2013 restructuring). For Efficiency, the pre-2010 restructuring period is Modest while the other two periods are Substantial. The overall weighted rating of Satisfactory reflects the weighting of the ratings for the three periods according to the percentage that was disbursed during each of them.

Table 6. Weighted Project Rating

		Pre 2010 Restructuring	**2010–2013**	**Post 2013 Restructuring**	**Overall**
Pre and Post Restructuring Outcome Rating					
Relevance	Overall Design	**Substantial**	**Substantial**	**Substantial**	Substantial
	Objectives	High	High	High	
	Design and Implementation	Modest	Modest	Modest	
Efficacy	Overall Efficacy	**Substantial**	**Substantial**	**Substantial**	Substantial
	Access: Increase rural population's access to quality education	Substantial	High	High	

		Pre 2010 Restructuring	2010–2013	Post 2013 Restructuring	Overall
	Quality: Increase rural population's access to quality education	Modest	Modest	Modest	
	Retention: Promote higher retention of children and youths	High	High	High	
	Relevance: Improve education programs relevant to rural communities	Substantial	Substantial	Substantial	
Efficiency	–	**Modest**	**Substantial**	**Substantial**	Substantial
Rating	–	Moderately Satisfactory	Satisfactory	Satisfactory	Satisfactory
Overall Outcome Rating					
Rating value	–	4	5	5	–
Disbursement weight (%)	–	10	58.50	31.5	–
Weighted value	–	0.4	2.925	1.575	4.9
Final Rating	–	–	–	–	**Satisfactory**

3.5 Overarching Themes, Other Outcomes and Impacts

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

51. As the project's main beneficiaries are rural communities and their school populations, which are often marginalized and poor, the project was nicely aligned with the Bank's twin goals of eliminating extreme poverty and boosting shared prosperity. That the project increased access to quality education, increased retention rates, emphasized the relevance of education programs to the needs of those in the rural areas, and supported the longer-term objective of improving learning outcomes meant that it contributed to these twin goals. Furthermore, the MEFs, which comprised the largest subcomponent under the project, were upgraded at the beginning of the project to ensure they considered perspectives related to gender and ethnicity.

(b) Institutional Change/Strengthening

52. The project's design and implementation have certainly helped create a core group of trained and more experienced regional education professionals. This core group has strengthened capacity overall in their respective ETCs. In addition, the capacity to develop good rural education development plans was installed in the participating ETCs, and the fact that these strategies continue to be developed after project completion is a sign of lasting institutional consolidation.

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

53. One unintended outcome of the project is the influence the DPS teacher training program is having on the ministry-wide teacher training program called *Todos Aprender*. Both programs originated at roughly the same time and had a similar approach to the training activities. However, the profile of the tutors in charge of the training, the number of visits, and the pedagogies used were somewhat different. Although the DPS program has concluded, its former head was recruited

to become the director of *Todos Aprender*. This meant that the experience and many of the lessons learned during the implementation of the DPS program are now being used to strengthen *Todos Aprender*.

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

54. Not Applicable

4. Assessment of Risk to Development Outcome

Rating: Negligible to Low

55. The objectives and approaches of the three pillars of the 2015–2018 NDP, Peace, Equity, and Education, are closely related to the objectives of the project and should help consolidate and maintain its gains. In addition, the project's design and implementation approach fostered the development of capacity at the subnational level to properly diagnose and address rural education needs. While the assessment of risk is deemed Negligible to Low, the assessment of the risk is closer to Low than Negligible given that the MINED could have provided a slightly greater integration of the PCU and its work to the existing departments to generate further sustainability.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: Moderately Satisfactory

56. The Bank provided assistance to the GOC to ensure the project had relevant objectives and a suitable design able to achieve the PDO. A key aspect was the Bank's support in designing a project that could consolidate gains made under Phase I and simultaneously address remaining challenges—particularly quality. Yet, there were several shortcomings related to the Results Framework. First, the choice and definition of PDO indicators was somewhat problematic. For instance, the student achievement scores of SABER (PDO indicator 4) were not comparable across time when the project was appraised. Additionally, there were no clearly established definitions for some of the PDO indicators and it was not explicitly stated which populations they referred to.

(b) Quality of Supervision

Rating: Moderately Satisfactory

57. The Bank provided adequate supervision throughout the life of the project. Missions were conducted regularly and technical and operational assistance were provided on time. These missions and constant communication from the Bank helped develop a close relationship with the PCU, which, in turn, allowed for adequate coordination, adjustments to the project—including restructurings—and fiduciary arrangements, quick resolution of challenges, and alignment of next steps. However, moderate shortcomings in the M&E of the project and in the planning and coordination of procurement processes result in a Moderately Satisfactory rating. In particular, the 2010 and 2013 restructurings could have provided more detail on the definitions of indicators and calculations of their baselines and targets and could have better supported the PCU with relevant monitoring by more closely aligning them to measurable project activities. Lastly, planning related

to procurement processes could have been improved to properly coordinate the acquisition of both goods and consulting services that supported subprojects and activities requiring both to operate properly.

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

58. Overall, the Bank's performance is Moderately Satisfactory since this is the rating for both Quality at Entry and Quality of Supervision.

5.2 Borrower Performance
(a) Government Performance
Rating: Satisfactory

59. The GOC took full ownership of the project and the achievement of its PDO. Although there have been two different presidential administrations over the life of the project, the GOC was careful to ensure continuity in its commitments to the project. The only minor shortcoming has been that some inter-institutional procedures (for example, formal agreements between the national and subnational governments) are lengthy because of bureaucratic requirements.

(b) Implementing Agency or Agencies Performance
Rating: Moderately Satisfactory

60. The MEN has ensured that the budget of the project was mostly executed and that most activities were implemented as planned. Additionally, the MEN has acted as a very good coordinator with the ETCs for all project-related issues. There have been a few moderate shortcomings. First, the execution of the project was low during the first three years, leading to an extension on the implementation of project activities by 18 months. This execution was low mainly because of challenges related to longer capacity building support with the ETCs as well as longer preparation of ETC Rural Education Plans. Second, as mentioned in section 2, changes in education authorities—including vice-ministers—and project management leadership did not always provide consistent responsibilities, visibility, and continuity in the management of the project. This situation reduced the synergies that project activities could have generated had they been better coordinated with other work and projects at the MEN.

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

61. The overall rating for Overall Borrower Performance is Moderately Satisfactory.

6. Lessons Learned

62. Spending the time and resources to contextualize and adapt an intervention can lead to innovative approaches with positive results. The success of the DPS program lays in great part on an in-depth study of the understanding of the reality rural teachers face at their schools and the constraints they are subject to. The process to develop the successful MEFs is also quite intensive in terms of preparations and analysis to assess the needs of children in rural areas, as these have been the result of many years of in-depth study and continuous improvement through calibration.

63. Program design should address context specific factors outside of the control of the project that could negatively affect its impact. In this project, high teacher turnover rates in rural schools can potentially limit the impact of interventions. While retaining these teachers is outside of the scope of the project, training could have been tailored so that built capacity could be more easily transferred from one teacher to his or her teaching peers. Ideally, the expert tutor should also provide (reduced) training in the form of follow-ups to the other teachers.

64. Widely disseminating the M&E framework and associated information along with capacity-building efforts on their use for decision-making are a necessary condition to instill a culture of focusing on measuring and achieving results. In other words, M&E should not be an afterthought, or a step to comply with, but a management tool. With regard to the M&E of a project, in addition to designing a Management Information System to track inputs, processes, outputs, and outcomes at the central level, a system for reporting back regular and relevant information and specific feedback to the regional or lower levels should also be prepared at the design stage. Capacity-building sessions for those in the regions or lower levels on how to use the information in reports and system feedback to improve project implementation, planning, and calibration of activities should also be planned at the design stage.

65. Ensuring that efficiency, on the one hand, and ownership and integration, on the other, are not a tradeoff, is difficult. The borrower's ICR describes some of this potential tension: the PCU used government systems to ensure continuity and integration; yet, the PCU was moved in its reporting structure within the Ministry in addition to receiving inconsistent visibility and enjoying varying levels of integration, which did not always guarantee consistency and sustainability. Balancing project efficiency (which can be more easily attained by a more independent unit) and government ownership is a challenge, but one that is worth pursuing.

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

(a) Borrower/implementing agencies

Please see section B of Annex 7 for comments from the Borrower on the ICR and how they were addressed if applicable.

(b) Cofinanciers

66. Not Applicable

(c) Other partners and stakeholders

67. Not Applicable

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in US$, millions equivalent)

Components	Appraisal Estimate (US$, millions)	Actual/Latest Estimate (US$, millions)	Percentage of Appraisal
Component 1	5.25	4.98	94.9
Component 2	28.69	25.98	90.6
Component 3	6.06	5.2	85.8
Total Baseline Cost	40.00	37.39	93.5
Physical Contingencies	0.00	0.00	–
Price Contingencies	0.00	0.00	–
Total Project Costs	40.00	37.39	93.5
Front-end fee Project Preparation Fund	0.00	0.00	–
Front-end fee IBRD	0.10	0.10	100
Total Financing Required	40.10	37.39	93.5

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (US$, millions)	Actual/Latest Estimate (US$, millions)	Percentage of Appraisal
Borrower	–	10.00	10.00	100.00
International Bank for Reconstruction and Development	–	40.00	37.39	93.5

Annex 2. Outputs by Component

Component/Subcomponent	Project Outputs
Component 1. Improving Departmental Secretariat of Education and Municipal Management Capacity for Rural Education Quality	
Implementation of this component was carried out in four phases: (a) dissemination of rural policy goals of the program and implementation criteria; (b) selection of participating departmental and municipal secretariats of education based on predefined criteria and their expression of interest; (c) provision of technical assistance and training for eligible and selected territorial entities; and (d) preparation of Rural Education Subprojects by selected ETs through a diagnostic, strategic planning, and operational design process.	• Provision of technical assistance, guidance, and follow-up to all of the 36 participating ETCs as part of the capacity-building activities from the MEN to be able to develop Rural Education Plans. The capacities developed included (a) diagnosis of rural and ethnic education needs; (b) formulation of and adjustments to Rural Education Plans; (c) implementation of the plans; (d) monitoring of the plans; and (e) evaluation of the plans. According to the external evaluation of the project (*Econometría Consultores* and SEI 2015), the perception of ETC staff regarding the project's contribution was strongest for (b), followed by (a) and with lower valuations for (c), (d), and (e). • Rural education plans in 35 ETCs. • 36 ETCs with an agreement and program of activities that include attention to ethnic populations in their Rural Education Plan.
Component 2. Strengthening Rural Education Management at the School Level for Better and More Equitable Results in Access, Completion and Quality of Learning	
Subcomponent 2.1: Increase Equitable Access and Retention in Rural Education from Preschool to Upper Secondary	• **MEFs.** The MEFs are education delivery approaches that rely on materials, including printed guides, and methodologies particularly suited to the needs of rural communities. There are a variety of MEFs; among the ones that were implemented most widely by schools under the project were *Escuela Nueva* (51% of the participating schools) and post primary (41% of the participating schools). The rest of the MEFs (telesecondary, learning acceleration, rural upper secondary, preschool) only reached 8% of the participating schools.
Subcomponent 2.2: Implement a Comprehensive Quality Improvement Strategy in the Classroom and Schools	• Implementation of the following Rural Education Subprojects: o **In-service and in situ teacher-training program (DPS).** This program provided 60 hours of professional development for teachers in their schools by tutors who visited and stayed in the communities over a period of several weeks. Close to 25% of participating schools benefitted from the DPS program. o **PPPs.** The PPPs develop students' social and general labor market competencies through a productive project relevant to the rural context, such as agricultural activities. PPPs reached 105 schools in 39 municipalities. o **English for Colombia.** Training for primary school teachers to have better command of the English language and instructional strategies to teach the language. English for Colombia reached about 200 schools in 83 municipalities. o A training program for teachers to teach basic language and mathematic skills called *Lectura, Escritura* and *Matemáticas* (LESMA), which reached 202 schools in 43 municipalities. This

	training program included the provision of 211 customized suitcases with school materials as well as hands-on training workshops to guide teachers in the use of the materials. o Provision of customized rural education audiovisual kits, which included sessions on how to include their use in lesson plans. The kits reached 118 schools. o Provision of ICT training for teachers in coordination with the ministry's program to support ICT-teacher skills. o Development and delivery of 'peace games' program to promote and strengthen citizenship competencies that reached 77 teachers and more than 100 parents.
Subcomponent 2.3: Strengthen School Management	• This subcomponent strengthened the school management model that was developed under Phase I of the Rural Education Project. The school management model linked a network of schools under a central node school or hub. The hub is typically a bigger school with more levels of education, and is located closer to an urban area or, at times, in one. There were three phases to this subcomponent: (a) initial assessment of the current school networks and the selection of a set of networks to strengthen; (b) preparation of the strengthening plan; and (c) technical assistance and training to carry out the plan.
Subcomponent 2.4: Strengthen Teacher Training Colleges	• This subcomponent aimed to scale up and improve the experience that the Phase I of the Rural Education Project had in supporting teacher training colleges. The key activity was to upgrade the previously developed model to support normal schools in adapting the pedagogical strategies that were being taught to be relevant to the rural context. • 48 teacher-training colleges benefited from these activities.
Component 3. Strengthening Ministry of Education for Project Coordination and Monitoring and Evaluation	
Subcomponent 3.1: Studies to Promote Quality Education in Rural Areas	• The MEN commissioned a total of nine studies with the objective of evaluating rural education policies and practices. Among the topics covered in the studies were (a) improvement and adaptation of education models; (b) the effects of the school-management model discussed in Subcomponent 2.3; (c) the problem of high teacher turnover in the rural areas; (d) best practices from traditional models; (e) education strategies for armed conflict zones; and (f) rural teacher incentives. • Some of these studies led to the upgrading of a variety of the MEFs training and materials in the first couple of years of the project. • One of these studies supported the Colombian analysis conducted in the Bank's book Great Teachers: How to Raise Student Learning in Latin America and the Caribbean (Bruns and Luque 2015). Results from this study led to the development of the DPS program.
Subcomponent 3.2: Impact Evaluations and Monitoring Strategy	• The MEN developed a specialized and customized online system to collate and organize project data, reports, and information at the ETC level. This system included the organization of demands for goods and services related to the ETCs Rural Education Plans. • Although it had been intended, there is no evidence that the MEN had an established system to provide regular and consistent information and feedback reports to support project implementation. • The MEN also commissioned an external evaluation, which comprised both qualitative and quantitative analysis, including an impact evaluation.
Subcomponent 3.3: Project Management	This subcomponent financed the team in charge of supporting the implementation of the project. • The organization structure and its place in the MEN changed at different times.

	• As far as sustainability of the project was concerned, the MEN also commissioned the production of a document with guidelines for rural education policy. These guidelines have not been published by the MEN and will be an important input into the formal Rural Education Policy that the MEN is preparing.

Annex 3. Economic and Financial Analysis

1. An economic evaluation of the project was carried out using a cost-benefit analysis, in which the two main impacts considered were increases in the completion rate based on the results of the impact evaluation (Econometría *Consultores* and SEI 2015) and the effects on student academic achievement described in Section 3.2. under the quality indicators.

Benefits

- The impact of the project on completion rate was 13 percentage points in a conservative calculation and 39.6 percentage points in an optimistic one. A methodology relying on matching on observables was used to identify the impact.

- The higher completion rate is equivalent to 0.32 and 0.47 additional years of schooling in the conservative and the optimistic calculation, respectively.

- The additional years of schooling will increase the future incomes of the benefited students. The return to education of an additional year of schooling is extracted from Montenegro and Patrinos (2014), equal to 5.3 percent. The minimum wage was taken as a reference for rural incomes.

- Student academic achievement, measured by the SABER standardized scores on grades 5 and 9, increased 0.12 standard deviations between 2009 and 2014 in schools that implemented the program. This result corresponds to the average gain in mathematics and language for both grades 5 and 9. This increase is most likely a lower bound estimate of the effect of the project since comparable non-participating rural schools saw a decline in test scores over the same period—see Section 3.2 for details.

- The return to education of one standard deviation increase in the SABER standardized test is 12 percent (Lazear, 2003). The minimum wage was taken as reference of rural incomes to calculate the annual income increase--other approaches not relying on the minimum wage yielded very similar results.

- The annual benefit for the higher completion rate is of COP 42.22 and COP 62.26 billion for the conservative and the optimistic calculation, respectively. When adding the impact on academic achievement equal to 0.12 standard deviations, the annual benefits increase to COP 119.94 and COP 149.97 billion, in each case.

- With a discount rate of 8 percent, the present value of the annual flow of is of COP 326.03 and COP 480.74 billion for the conservative and optimistic calculation of the completion rate, respectively. When including the effect on academic achievement, the present value increases to COP 926.11 and COP 1,080.82 billion, respectively.

Costs

- The costs associated with the project were divided into government and private costs.
- The government costs include:
  - total investment allocated to 'Strengthening Rural School Management to Reach Better and Equitable Results in Access, Completion, and Quality of Learning', which corresponds to Component 2 of the project;
  - the interest paid by the government during 2009 and 2015 (interest rate: 0.67 percent); and
  - the cost of increasing the years of schooling; the average annual cost per student in prices of 2014 was COP 1,892,391.
- The private costs include the household expenditure for increasing the years of schooling.
- The resources came from the Bank (US$28.7 million) and the Colombian government (US$9.0 million).

Net Present Value (NPV)

- Using a discount rate of 8 percent, the NPV is of COP 129.71 and COP 284.42 billion for the conservative and optimistic calculation, respectively, if we only include the completion rate effects. When adding the effects on student academic achievement, the NPV reaches COP 729.79 and COP884.51 billion in each case.
- The IRR was 12.7 percent for the conservative calculation of the completion rate and 17.6 percent for the optimistic one. When adding the impact on student academic achievement, the IRR is 29.0% and 32.4%, respectively.

Project's Cost and Benefits

.	Ex ante		Ex post			
	Scenario 1	**Scenario 2**	**Scenario 1 (impact on completion rate)**		**Scenario 2 (impact on completion rate and academic achievement)**	
Impact (efficiency and quality indicators)						
% Dropout rate decrease (basic and upper secondary)	3.0		–			
Impact in the years of schooling	0.3		–			
% Increase of the enrollment rate	10.0		–			
Impact on the years of schooling+	2.0		–			
% Increase in lower secondary completion rate	–		13.0	39.6	13.0	39.6
Impact on the years of schooling	–		0.32	0.47	0.32	0.47
Improvement in quality of education (standard deviation)	0.11		–		0.12	0.12
Return to education (future incomes)						
One additional year of schooling (%)	8.6		5.3			
One standard deviation in the standardized test (SABER)	12.0		n.a.		12.0	
Number of students						
With cofinancing	269,928	470,367	336,972		730,094	
Impact on the students' income in COP	5,365,878		967,529	1,426,645	2,806,612	3,275,463
Cost per student of the investment	340,069	195,154	136,122	136,122	62,826	62,826
Operating cost per student	340,069	195,154	–			
Opportunity cost per student	1,705,572		–			
Cost for the additional years of schooling (government and households)	–		446,469		206,066	
NPV (COP Billion)						
With cofinancing	687.78	1,315.05	129.71	284.42	729.79	884.51
Discount rate (%)	10.0		8.0			
Economic IRR (%)	26.0	29.6	12.7	17.6	29.0	32.4

Note: + Additional years of schooling for those who were out of the system and decide to reenter.
The costs, incomes, and NPV in the ex ante evaluation are in prices of 2005.
The costs, incomes, and NPV in the ex post evaluation are in prices of 2014.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit
Lending		
Juan Carlos Alvarez	Senior Counsel	LEGES
Regis Thomas Cunningham	Sr Financial Management Specialist	GGODR
Jeannette Estupinan	Sr Financial Management Specialist	GGODR
Mark V. Hagerstrom	Country Program Coordinator	EACIQ
Martha Laverde	Senior Education Specialist	GEDDR
Sonia M. Levere	Language Program Assistant	GHNDR
Jose M. Martinez	Senior Procurement Specialist	GGODR
Eduardo Velez Bustillo	Consultant	GEDDR
Supervision/ICR		
Keisgner de Jesus Alfaro	Procurement Specialist	GGODR
Juan Diego Alonso	Senior Economist	GEDDR
Marcelo Becerra	Lead Education Specialist	GEDDR
Mary Bend	Consultant	LCSHE- HIS
Claudia Mylenna Cardenas Garcia	E T Consultant	LCSFM-HIS
Pedro Cerdan-Infantes	Senior Economist	GEDDR
Elsa Coy	Team Assistant	LCCCO
Wendy Cunningham	Program Leader	LCCCO
Isabela Echeverry	Consultant	LCSHE- HIS
Jeannette Estupinan	Sr Financial Management Specialist	GGODR
Viviana A. Gonzalez	Program Assistant	GHNDR
Raja Bentaouet Kattan	Program Leader	GEDDR
Martha Laverde	Senior Education Specialist	GEDDR
Myrna Machuca-Sierra	Education Spec.	GEDDR
Jose M. Martinez	Senior Procurement Specialist	GGODR
Octavio Medina	Junior Professional Associate	GEDDR
Carlos Alberto Molina Prieto	Social Development Specialist	GSU04
Juan Manuel Moreno Olmedilla	Lead Education Specialist	GED05
Antonella Novali	Program Assistant	GEDDR
Francisco Rodriguez	Senior Procurement Specialist	GGO04
Esteban Miguel Székely Pardo	Consultant	GED04
Ximena B. Traa-Valarezo	Consultant	GSURR
Luz A. Zeron	Financial Specialist	GGO22

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	US$, thousands (including travel and consultant costs)
Lending		
FY04	0.6	2.7
FY05	0.4	1.7
FY06	12.6	27.3
FY07	23.7	56.2
FY08	19.6	54.5
Total:	56.9	142.4
Supervision/ICR		
FY09	23.9	60.9
FY10	28.1	80.1
FY11	20.6	78.0
FY12	22.5	85.6
FY13	25.3	90.6
FY14	20.9	72.9
FY15	24.1	89.5
FY16	13.8	38.9
Total:	179.2	596.5

Annex 5. Beneficiary Survey Results

Not Applicable

Annex 6. Stakeholder Workshop Report and Results

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

A. Summary of Borrower's ICR

Presentation

1. This document is an executive summary of the completion and results report[22] of the Rural Education Project—PER - Phase II prepared by the MEN. Its purpose is to provide a systematic and complete explanation of the performance and results of the operation during its seven years of implementation (2009–2015), accountability, and transparency; to be the vehicle for a realistic self-evaluation of its performance; and to contribute to the learnings of the country and the Bank.

Context of the PER

2. The formulation of the Rural Education Project—PER,[23] as a long-term project, grew out of a series of events unleashed in the 1990s, a critical juncture for the country and especially for the Colombian countryside. This situation led to farmers' marches, which led, in 1996, to the agreement *Contrato Social Rural* (Rural Social Contract), the state's commitment to improve the condition of life for residents in rural areas; that agreement included the need to modify education, seeking to counter the obvious inequities.

3. In 1997, the MEN developed a national consultation on the problems of rural education, with broad participation, whose proposal was to increase the coverage of basic education, with greater emphasis on preschool and high school education. As a result, in 1999, the national government formulated the Education Project for the rural sector—PER, with cofinancing from the IBRD. The educational offer of PER-I was based on alternatives to conventional school education, whose pedagogical characteristics and application conditions could adapt to the geographical and social conditions of the rural environment: MEF. In 2006 once PER-I was completed, it was agreed to start the formulation of a second phase of the PER since the gaps in quality and coverage were still very high.

4. The national government, by means of the document CONPES 3500 of December 3, 2007, was authorized to hire an external credit with multilateral banks for US$40 million to partially finance the program to strengthen coverage with quality for the Rural Education Sector - Phase II.[24]

5. The PER, as a whole leaves, some learnings, capacities, and instruments that constitute a starting point for the country in connection with the approach of education in the Colombian countryside, which may be of vital importance at this time of post conflict, without doubt an opportunity. As stated by the recent mission for the transformation of the countryside, MTC, it is

[22] Denominated in English by the IBRD ICR.
[23] The Rural Education Project—PER-II had two phases: period 2000–2006 PER-I and period 2008–2015 PER-II, the object of this report.
[24] PER-II was part of a long-term agreement carried out with the BIRF in 2000, where it was agreed under the modality of oriented credit to finance long-term projects, denominated APLs to develop three phases: a design and start-up phase; an expansion phase; and a consolidation phase. Each phase would have a duration of 3.5 years and should be flexible enough to adapt to changes regarding needs, priorities, leadership, and personnel.

necessary that all rural policies are oriented under principles to promote a participatory territorial approach that empowers rural inhabitants, a development that will include them both socially and productively, and that is competitive and environmentally sustainable by providing the public goods that will ensure the development of countryside inhabitants, a strategic axis of the country. The PER's learnings precisely contribute in this way.

6. Thus, at the time of closure of PER-II and beginning of a postconflict process, it is an opportunity to strengthen the Rural Education Policy, taking into account the learning derived from the implementation, which is developed in this document.

Summary Results of the Implementation

7. The Rural Education Project's Phase II (2008–2013) development objective was to increase access of rural population to quality education from preschool to high school education, increase children and young people's permanence in the school system, and improve the relevance of educational programs for rural communities and their school populations. With this second phase it was intended to consolidate the achievements of PER-I (2001–2006), expand it to other departments and municipalities, and ensure its sustainability. The achievement of the PDO will be measured through five key indicators that are listed in the first column of table 7.1.

8. However, both, these PDO indicators and the intermediate indicators (products) initially formulated, were adjusted in the restructurings in 2010 and 2013. Table 7.1 summarizes such adjustments.

Table 7.1. Development Objectives (PDO)

Loan Agreement	Restructuring 2010	Restructuring 2013
1. To improve the SABER test results in mathematics and language of grades 5 and 9 students of public rural schools of participant ETs. This improvement will be measured in relation to the national average of rural EEs (Baseline 2005–2006).	1. The number of students in the lowest achievement level in mathematics and language in the SABER 2012 tests will be reduced by 5 percentage points in mathematics of grades 5 and 9 and 4 percentage points in language of grades 5 and 9 (Baseline SABER 2009)	**Eliminated** "because it does not measure the Development Objective of increasing the access to an education of quality due to inter-temporary comparability problems and in the fact that the project's activities are expected to have an effect at the medium term."
2. Increase the GER from 44.8 to 55.0% in preschool and from 28 to 35% in middle school education.	2. The GER of preschool and middle school in rural areas will be increased by 2 percentage points and at least by 4 percentage points in basic high school in participant territorial entities (Baseline SIMAT 2009).	Increase of GER for preschool, basic high school, and middle school of participant educational centers (sic). **Goals:** preschool, 96%; high school, 94%; middle school, 54%[25]

[25] The argument of change is not clear. "The indicator was changed to reflect the terminology used in the PAD. The new indicator measures preschool gross coverage more than that of transition to reflect the MEN's national effort to increase preschool registration." On the one hand, kindergarten and prekindergarten registration (the two grades before transition and that together constitute preschool) in the countryside is minimum; the effort in rural areas has been to universalize the transition grade. On the other hand, neither in the Developmentally Appropriate Practice nor in the restructuring of 2010, was kindergarten mentioned (transition) but rather preschool.

Loan Agreement	Restructuring 2010	Restructuring 2013
3. To increase the completion rate in rural public EEs of participant ETs by at least 5 percentage points in elementary school, 13 percentage points in basic high school, and 7 percentage points in middle school (Baseline 2007).	3. Improvement of the completion rate **in participant ETs** of 5 percentage points in elementary school; 4 percentage points in basic high school; and 3 percentage points in middle school (Baseline SIMAT 2008).	1. Increase of completion rates in elementary school, basic high school, and middle school in participant schools.[26] **Goals**: elementary school, 80%; high school, 53%; middle school, 32%
4. Reduce the urban-rural gap in the rate of completion in rural public establishments in participant ETs.	**Eliminated,** for considering that they could not be attributed to the project's activities	–
5. Increase financial resource allocation to rural education in participant ETs.	**Eliminated,** for considering that they could not be attributed to the project's activities	–
–	–	Number of schools offering flexible curricula and ethnic education (intermediate indicator that was moved to the PDO group) **Goal**: 6,000 centers

About the increase of the GER for preschool, basic high, and middle school of participating educational venues:

9. According to the zone of residence of the student, the goal of gross coverage for high school was achieved (99 percent) and the middle school one was exceeded (65 percent versus the 54 percent goal), with an increase of 20 and 15 percentage points in the rates, respectively, between 2009 and 2015.

10. In the case of transition grades, it shows an irregular behavior with a positive trend between 2009 and 2012 (increase of 14 points, 9 of which correspond to the last year) that is reverted between 2012 and 2015, falling by 12 percentage points, remaining at only 4 percentage points away from the year of reference, 2009, without reaching the 96 percent goal set forth in year 2013. This trend and irregular behavior repeats itself in the different measurements

11. Several reasons can explain the fact that the coverage goal for the transition level has not been achieved; among them is the implementation of the census-based audit process that the MEN started between year 2012 and 2013. With the purpose of debugging the information systems and achieving efficiency in the distribution of Small Grant Programme resources in the educational sector, it was decided to implement this audit process with the hypothesis that for some educational levels enrollments had been inflated. Indeed, the process showed the findings necessary to validate the hypothesis, which generated a fall in reported enrollments in the last years for this level and, therefore, smaller levels in the coverage rate since the fall in the population projections does not counter the debugging process that was implemented. Additionally, the exercises to estimate the coverage goal were carried out with the registration information without the debugging process, having generated overestimates for the goal, which implied starting off from higher levels than the real ones, issues that had a direct incidence in the fulfillment of the achievement of the goal for

[26] Instead of 'in participant ETs'.

this educational level. With the purpose of having more details on these causes, a technical appendix at the end of the executive summary was included with this explanation.

About the increase of termination rates in elementary, basic high school, and middle schools in participating schools:

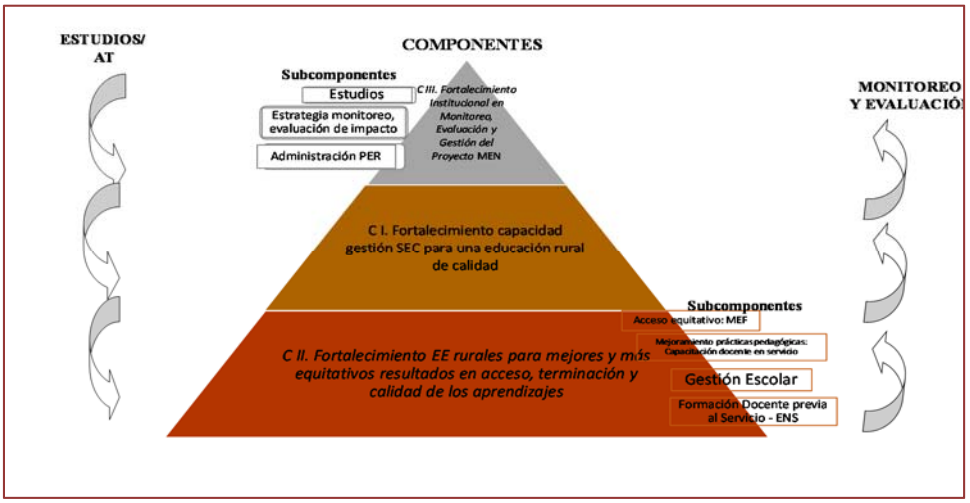
12. In elementary schools, the rate increased 11 points during 2009–2015, exceeding the target of (80 percent) in 2013 and placing itself at 87 percent in 2014. In high and middle school the increase is significant, because for the middle school level the goal was achieved in 2015 (35 percent versus 32 percent established in the last restructuring), achieving a 17 point increment during the entire period analyzed, exceeding in 6 percentage points the goal set in year 2013. In addition, the estimate for the completion rate for all the municipalities finally intervened (696) shows higher increments exceeding the goals in the three levels: 9 percentage points for the goal set in the elementary level, reaching 89 percent at the end of the period, and 13 and 8 points above the goal in high school and middle school, reaching 66 percent and 40 percent, respectively. These increments were much higher than those registered in non-PER rural venues of intervened municipalities. This result shows that in the first instance (without multivariate analysis with control of other variables), the PER achieves a more fluid transit of the students within the system and its permanence therein.

13. Although the urban-rural gap in completion rates tended to close both in PER municipalities as well as non-PER municipalities, in the first ones the gap is smaller, and its decline in the period was greater, particularly in high and middle high school.

About the number of schools offering flexible curricula and ethnic education:

14. Between 2009 and 2015, 7,286 educational venues benefited, surpassing the goal (6,000). Figure 7.1 summarizes the structure of PER-II components and subcomponents. The indicators proposed for each one of them and the intermediate results achieved are presented in table 7.2.

Figure 7.1. Components and Subcomponents



Source: Own elaboration from PAD (March 17, 2008).

Table 7.2. Products Indicators/Intermediate Results[27]

Loan Agreement	Restructuring 2010	Restructuring 2013	Results
Component 1. Improve management capacity of the department and municipal SEs for a good quality rural education			
80% of the participating departments formulate integrated projects that include models designed to serve indigenous, Raizal, and Afro-Colombian populations.	35 ETCs have signed an agreement, developed a program of activities, and included specific actions for ethnic populations in Rural Education Plans.	1. Number of ETCs that have signed an agreement, have an activities program, and include care to ethnic populations in their Rural Education Plan. **Goal:** 36	36 agreements were signed with that same number of SEs corresponding to 28 departments and 8 municipalities
Component 2. Strengthening Rural Education management at the School Level for Better and More Equitable Results in Access, Completion, and Quality of Learning.			
75% of the rural schools with predominantly indigenous or Afro-Colombian student populations in participant ETCs, implement flexible models fit to their expectations and cultural context.	2,416 Educational establishments offer flexible curricula and ethnic education services.	1. Number of centers that offer flexible curricula and ethnic education. This new Indicator became a part of the PDOs (no. 4). **Goal:** 6,000	7,286 venues benefited
75% of participant rural schools of the ETCs have achieved 75% of the objectives of the projects designed to strengthen peace and social cohesion between the student's population	91,133 students (accumulated) benefit from flexible models and ethnic education in the participant ETCs.	2. Number of students of schools participating in the project that benefit from flexible models and ethnic education. **Goal:** 385,000	837,129 students benefited
75% of rural schools of participant ETCs have achieved 75% of the objectives of the projects designed to develop P PPs	25% of rural EEs participating in the project apply strategies to develop at least one of the following aspects: basic competences, relevance, and strengthening management.	3. % of rural EEs participating in the project apply strategies to develop at least one of the following aspects: basic competences, relevance, strengthening management. **Goal:** 25%	Of the 7,286 venues benefited, 4,019 benefited from advise oriented to education in flexible educational models or teaching strategies.
75% of the ENS supported by the project obtain the highest level of accreditation	48 ENSs in the participant ETCs receive technical assistance from the MEN to improve their pedagogical practices for rural areas	4. ENS in the participant ETCs that have been assisted to improve their pedagogical practices for rural areas. **Goal:** 48	The 48 served in 2011.
–	–	5. % of teachers from participating rural schools that have participated in new service training programs. New program	7.309 (44%) of a total of 16,645 teachers were trained in the 1,810 beneficiary venues of 35 ETCs.

[27] Those eliminated in the 2010 restructuring are not included.

Loan Agreement	Restructuring 2010	Restructuring 2013	Results
		(DPS) implemented between 2013 and 2014. **Goal:** 40%	
–	–	6. % of participating school directors that implement teaching training between peers. **Goal:** 40%	1.289 EE DPS of 2.853 EE PER (45%)
–	26 ethnic groups have formulated relevant models of ethnic education	7. Number of ethnic groups that have formulated relevant models of ethnic education. This Indicator was moved from component 3 to Component 2. **Goal:** 26	28 ethnic groups of 14 ETCs benefited.
Component 3. Strengthening Ministry of Education for Project Coordination, Monitoring, and Evaluation.			
A proposal to improve the quality of rural education adopted by the government after consultations with stakeholders, with objectives with measurable performance indicators and with a plan of action to be implemented.	Nine studies to promote rural education quality within the project's framework.	1. Number of studies to promote the quality of rural education. **Goal:** 9	Nine studies were carried out.
80% of SEs participating in the project have a software for M&E installed and are producing standard reports to fulfill their obligations of publishing information on their territorial entities and performance of their EEs.	35 participant ETCs have a software installed and they use it for management, to produce reports and to disclose information on the implementation of the project in their area.	2. % of participant ETCs that have software installed and in use for management, report, and publication of information on the progress of the project in their area. **Goal:** 100%	In 2010, a web application operated by the regional coordinators for systematization of PER-II, programming demands of goods and services of their rural educational plans. This application operated until early 2012.
The MEN has implemented impact evaluation, published the results, and proposed a set of policy actions based on the results of the evaluation.	The MEN has implemented the evaluation of impact, published the results, and proposed a set of policy actions based on the results of the evaluation	3. The government has adopted a policy of Rural Education, after consultations with key stakeholders. This indicator will contribute to the sustainability of the project's activities after its closure.	In 2015, the guidelines document for Rural Education Policy in Colombia was drafted.

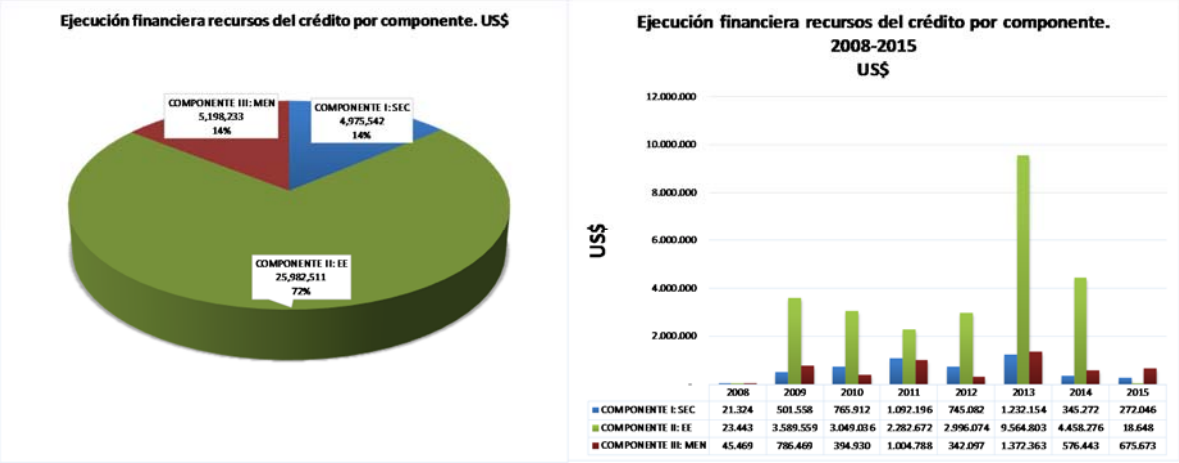
15. The project's execution was developed during three periods of national government and two territorial ones, as shown in figure 7.2. It also had two restructurings and one trust change between 2011and 2012. These milestones influenced the development of the project, both in its feasibility of operations as well as in the scope.

Figure 7.2. PER Timeline: Governments and Restructurings

Source: Own elaboration.

16. Around 72 percent of the resources were allocated to Component 2, that is, to educational establishments, and Components 1 and 3 were allocated 14 percent each. According to the government period, it is observed that between 2008 and 2010, 24 percent of the investment was executed; between 2011 and 2014, 72 percent; 2013 was an outstanding year, which concentrated 34 percent of the total investment; finally 2015 with 3 percent, the closing year. Consistently, in the first and last year of the project, Component 3 is the one with greater investment, that is, the central level, because of years of preparation and closing, respectively. The remaining years, 2009 to 2014, the investment focuses on Component 2; once again, 2013 was an outstanding year, the year of implementation of the on-site professional development—DPS—intervention.

Figure 7.3. Financial Execution of Credit Resources per Component

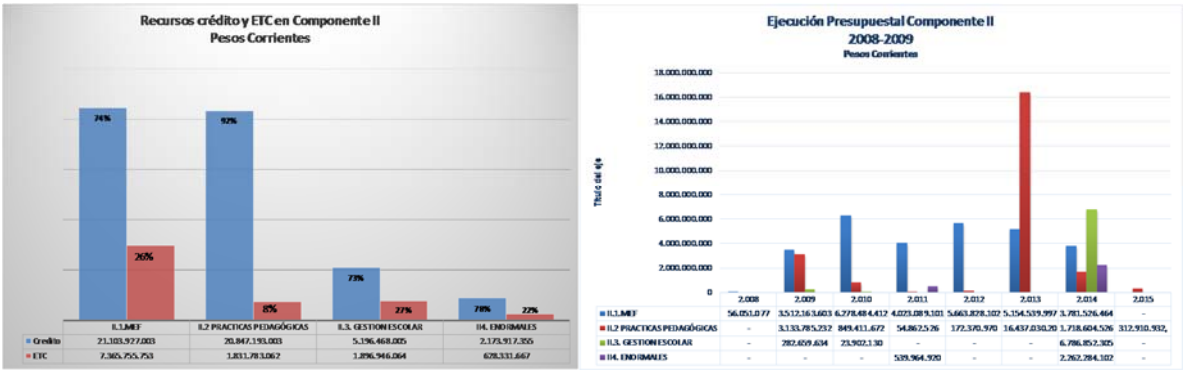


Source: Own elaboration with data from M&E.

17. Resources execution within Component 2 is depicted in figure 7.4, including both sources: external credit and ETC. Of the total investment of Component 2, on average 81 percent was financed with resources from the credit and the rest with resources from the ETC. The

subcomponent with a greater investment was the one oriented to flexible educational models—MEF with 47 percent, followed by classroom practices improvement with 37 percent, school management with 12 percent, and 5 percent for regular schools. Looking at this same information per year, the change in the investment trend in 2013 between Subcomponents 1 (MEF) and 2 (pedagogical practices) is highlighted. This behavior shows the decision to focus resources on DPS instead of on the MEF.

Figure 7.4. Credit Resources and ETC Subcomponent 2



Source: Own elaboration with data from M&E.

18. As an operational mechanism to execute the investment of Component 2, which integrated the two funding sources, the autonomous patrimony was created through a trust agreement. During the execution period, there were two contracts. The first one with Fiduagraria dated August 25, 2009 in force, until November 30, 2011. As of 2012 with Fiduprevisora.[28]

Lessons Learned (successes and failures)

19. The PER raised the visibility and positioned rural education as a priority and strategic issue in the regions and the need to differentiate it from the rest, for which it is a starting point that can be capitalized in this historic moment of post conflict. There are well-established dynamics of different types, but there is fertile ground for the postagreement moment.

20. Positioning inside the MEN is also a positive outcome that needs to consolidate. The first documents to feed the dialogues were prepared be the PER-II team, which means that the MEN recognizes it as the expert on the subject. On the other hand, it is a team hired on a fee basis, with no guarantee of permanence, a strategy being pending to integrate these capabilities into the educational system.

21. While deficits in coverage persist in the rural settings that require infrastructure and access to ICT, with some of the studies performed, the materials designed, and the OPD experience, there is a large body, which, although not resolving questions, does advance in elements to contribute to improvement in the quality of rural areas. In any case, although these studies certainly constitute

[28] Aide memoire of June 2013 was reported that on January 26, 2012, a new trust agreement was requested (agreement 840 of 2011); in November 2012 the process for the signature of the contracting minutes to start the signature of agreements with each ETC was completed.

a wealth of knowledge and at the time were socialized, there were no clear mechanisms to promote the use of the recommendations in the decision-making process of institutions.

22. The Rural Education Project Phase II was a mechanism to update the MEF and try other tools for the management of education in rural areas, such as the OPD, to be incorporated into the education policy; these tools strengthened the capacity of the system to help understand such diversity.

23. The existence of the PER as an external credit project forced the recurrence of actions beyond the periods of government, even though these same changes in government affected the emphasis.

24. PER management through a unit parallel to institutionality and also composed of professional consultants[29] hired that the project would serve as an opportunity to strengthen the development of organizational capabilities to manage rural education from missional areas of the MEN. This is a recurring debate in all countries with this type of projects, where the challenge is to find the organizational model that allows sufficient autonomy and preferential handling in procedures for the use of foreign credit resources and simultaneously maintain the proper coordination with the corresponding missional areas.[30] The MEN, after its history, came up with the model that operated in the last year of PER-II when the office of strategic manager was created, whose manager's profile was defined at the level of directorate. Some respondents believe that leaving it with the general secretariat[31] does not make it functional, as this area is not responsible for any missional areas, at least for the projects in operation at the time; in turn recommend that the unit can be ordering spending, as in other countries, since it is the implementation of a strategic project for the country.

25. Changes in the national government affected the fluid continuity of the project, generating needs for readjustment to fit the new educational policies of each new administration. Although these adjustments can be legitimate, the manner in which they were done affected the credibility of the national government in relation to the territories, making the effort more difficult to manage.

26. PER-II had a high fragmentation of resources reducing the possibility of more decisively impacting the capacities of the SECs and the EEs benefited. This was due to the absence of an initial focus of the centers and/or municipalities to be benefited, and an insufficiently explicit budgetary structure of the program, to establish the types of eligible expenditures, which led to any initiative or need for resources being covered by PER-II. [32]

27. The execution through alliances and broad participatory processes for the formulation of Rural Education Plans contributed to improving the conditions of sustainability in Phase I, leaving better capabilities in the territory, which were lost in the second phase, arguing that these processes

[29] Professionals not hired full-time, but on a fee basis and for fixed terms.
[30] Strategic location with strong technical leadership and parallel procedures and methodologies to be more efficient and could meet the requirements of the multilateral banks.
[31] Area that depends on the minister's office responsible for supporting the mission areas.
[32] Findings and conclusions of the final report of assessment of results.

became slower in their implementation, but the implementation at the central level showed high levels of inefficiency.

28. The involvement of the MEF did not arrive holistically, on the one hand, the acquisition and distribution of materials was hired, and the other hand, the training consultancy. This type of decision affected the quality of the arrival of interventions.

29. The MEN's relationship with educational centers was strengthened by the OPD strategy to the extent that there was direct contact with them; however, the territorial capacity could be strengthened if other entities of the territorial education system, such as universities, normal schools and if a broader promotional exercise had been implemented. [33]

30. Despite the decision to go directly to the EEs with procurement processes led from the central level, arrival was untimely,[34] adversely affecting the quality of training and support. There was also a negative impact on the nature of the project itself and of the NME, which ended up becoming a recruitment agency, neglecting their issues and ignoring the SEC.

31. IBRD participated in the procurement processes. It joined the long internal process, specifically the process of 'no objection', which took between two weeks to one month. In 2012, the procurement process of the OPD was delayed for six months because of arbitrary actions of IBRD. The issue had to be overcome in the face of a requirement from the NME where the bank's leadership had to intervene.

32. The bank does a good job tracking the procurement process, but it could be faster, as it has no other control tools for project management. The monitoring and control actions were insufficient. There should be instructions in accordance with the methodology of the bank and additionally ways to facilitate a multiyear view, rather than submit to the constraints of annual budgets, thus dismantling the intervention strategy of the project.

33. The project suffered from a lack of the use of methodologies and tools for project management and operated as an area of NME, which performed annual procurement planning, losing sight of the whole project cycle. It is necessary to have multiyear planning to have a comprehensive view of the project.

34. At the same time, the closing process is a cycle, which must integrate the liquidation phase of contracts and delivery to the institutions. This means having a team for at least six additional months at the end of the procurement process.

35. The use of the trust account was a success for facilitating financial control of the project.

36. Such projects must have an ongoing communications strategy, linked to the management of knowledge that must produce monitoring and tracking of the same project, to provide timely

[33] *Source:* Final report assessment results.
[34] Primarily, the arrival of materials, although in some cases allowed by the IBRD, allowed performing consultation processes associated with acquisition of materials; this, though possibly allowed best price buy volumes.

visibility and accompany the same implementation, contributing to social control and thus to sustainability.

37. Any training action requires maintaining the accompanying effort over time, for which it is essential to regain the initiative of working together with the SECs so that they take ownership and develop their capabilities to maintain the processes.

38. On arrival to the EEs, it is important to start with the school year arriving the previous semester to prepare the institutional conditions in the IEs.

39. In selecting participating teachers, those who will remain a long time in the classroom and the EE should be sought out, so that the capacity for the beneficiary IE is not lost; that is, the person receiving training must have a minimum-term commitment that could be linked with possibilities for promotion. It is best to start with volunteer teachers and then engage the rest.

Conclusions

40. The PER, in its two phases over the 13 years of implementation, was a milestone for the education of Colombian rural areas to reduce gaps with the urban areas and raise the visibility of the issue at the national and regional levels. The second phase, whose closure was in November 2015, updated and qualified the MEF portfolio and left evaluative elements to continue improving it and increasing the number of models, precisely in line with the diversity of the Colombian countryside. On the other hand, a strategy was developed for on-site classroom teacher training, specifically for rural areas, which complements learning of the developed country by means of the MEFs. Unfortunately, in practice, the OPD strategy came to replace the intervention of the NME, in place of having made them really complementary in rural areas, training through the OPD model the teachers who implemented the MEF. However, both strategies are an opportunity for future integration.

41. PER-II had recognized organizational difficulties in implementation, despite which it achieved a budgetary execution of 90 percent, which may be due to the creation of a group at the central level dedicated exclusively to leading this process from the second half of the implementation period of the project. Despite this, it is unanimous among the players involved that there were no mechanisms and methodologies suitable for a better institutionalization of learning and that a properly targeted, systemic, and coordinated intervention was not available, reducing the possibilities of impact.

TECHNICAL APPENDIX

Explanation of the Fall of Transition Enrollment in Recent Years in the Education Sector

1. Information taken from the report reported by the planning and finance advisory office for the follow-up to the Millennium Development Goals.

ODM 2014 (data 2013)

2. "Although Colombia achieved the universalization of the gross coverage in basic education (elementary and high school) levels, the efforts of recent years have been concentrated in structurally improving timely enrollment and permanence of the school population in the educational system, which is described in the net coverage indicator. This indicator had shown a growing dynamic in the last 10 years, although from 2012 it has shown a slowdown compared to the preceding year, which continued appearing in 2013; This result is the product of debugging processes of the information systems by the ETC, and of audits done to the enrollment records, which were done to every single school in the country in 2012 and to a sample of them in 2013. Thus, for 2003 the national total net coverage rate was 86.1 percent, while for 2013 this rate stood at 87.5 percent, representing an increase on 1.4 percentage points (graph 2.9)."

3. Before the 2012 term, the planning office of MEN implemented a yearly audit sampling process and selected, with certain technical criteria, the ETs' object of this audit process. To debug information systems, achieving efficiency in the distribution of Small Grant Programme resources in the education sector, it was decided to carry out this process in a census manner. One of the results of this decision is a significant fall in the transition grade enrollment report. With this drop in the report, there is a decrease in the coverage indicator for the transition level. Additionally, this indicator has also reduced for the past years because of demographic reduction that has been occurring in recent years. Having to add to this factor the change in DANE's methodology in population projections by simple ages. The change in methodology after the last census, increased by some percentage the projections by simple age in relation to the previous methodology, which implies changes in the coverage rate denominator that are reflected in the official indicator of the gross and net coverage rate for the transition grade level.

B. Summary of Borrower's Comments on Draft ICR

1. **Comments from DNP:** There was an acknowledgment that the document presented the details of the planning and execution of the project activities including implementation results. With regards to national education policy and a few sectoral technical issues there were three comments:
    - **a.** No mention of the education objectives in the National Development Plan from 2010 to 2014.
    - **b.** The dropout rates presented in the section on retention relied on data from DANE and not with the official data from the MEN, which could differ.
    - **c.** The conclusions related to the results obtained from the provision of kits and materials financed by the project were not covered.

2. **Comments from MEN:** The document made clear that the PDO was met, and that the project consolidated the gains from the previous project (2001-2006, PER I) and ensured sustainability and ownership by the ETCs. There was an acknowledgement that the project led to the increase in key PDO indicators, that it was carried out in coordination and support from the World Bank, and that the MEN's performance was satisfactory. Finally, it states that in accordance with what is discussed in the document, the MEN will provide appropriate follow-up to on related activities.

This version of the document has already addressed comments a. and c. from DNP by explicitly discussing them in key sections. Additionally, we clarify here that the official indicator to measure the PDO related to retention is measured by the completion rate, and not the dropout rate. The completion rate data used is from the MEN. The dropout rate data used is complementary and having a different source (i.e. DANE) provides robustness to the findings.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Annex 9. List of Supporting Documents

Bruns, Barbara, and Javier Luque. 2015. *Great Teachers: How to Raise Student Learning in Latin America and the Caribbean*. Washington, DC: World Bank.

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Hincapié, Diana. 2015. *1 The Effectiveness of Multigrade Classrooms: Evidence from Colombia's New School Model*.

Instituto Colombiano para la Evalución de la Educación (ICFES). 2015. Guía para la Interpretación y Uso de Resultados de las pruebas SABER 3ro, 5to y 9no. Colombia. Version 1.

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Montenegro Claudio, and Harry Patrinos. 2014. *Comparable Estimates of Returns to Schooling Around the World. Policy Research Working Paper No. 7020*. Washington, DC: World Bank.

Piñeros Jiménez, Luis Jaime. 2010. Una Mirada a las Cifras de la Educación en Colombia: 2002-2009. Proyecto Educación Compromiso de Todos. Mayo.

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World Bank (2005. *Colombia: Progress Report (32999-CO) for the Country Assistance Strategy FY 2003–2007, September 9, 2005*. Washington, DC: World Bank.

World Bank. April 19, 2013. *Restructuring Paper on a Proposed Restructuring of the School-based Management Project, Phase II. Loan 7948-mx.* Approved by the Board on June 17, 2010 to the United Mexican States. Report No. 73325-MX. Washington, DC: World Bank.

World Bank. *Aide Memoires and Back-to-Office reports for Preparation and Supervision missions*.

World Bank. *Implementation Status Reports (ISRs) for Colombia's Rural Education Project APL Phase II in Support of a Program to Improve Access and Quality*.

World Bank Group. 2016. *Draft Country Partnership Framework (CPF) for FY2016–2021 (Report No. 101552-CO).*

Annex 10. Additional Details on Changes to PDO Indicators throughout the Project.

Changes to PDO Indicators during the Project

PDO Indicator	PAD	2010 Restructuring Paper	2013 Restructuring Paper
1.[access to quality education]	Increase gross enrollment rate from 44.8 to 55.0 in pre-school and 28 to 35 percent in upper secondary (2007 baseline)	Gross coverage rates in rural areas will increase for the transition [2% points], intermediate levels [2% points, refers to upper secondary] and secondary level [4% points refers to lower secondary]for ETC participants [baseline data is from 2008]	Preschool, lower secondary and upper secondary gross coverage rates for participating rural schools. (2008 baseline)
2.[higher retention of children in the system]	Improvement in completion rates among rural public schools in the participating territorial entities by at least 5 percentage points in primary, 13 percentage points in lower secondary and 7 percentage points in upper secondary education (2007 baseline)	Improvement in completion rates for participating territorial entities (2008 baseline)	Primary, lower secondary and upper secondary completion rates for participating rural schools (2008 baseline)
3. [education programs relevant to rural communities]	n.a.	n.a.	Number of schools offering flexible curriculum and ethnic education services, according to the IPPF [Originally an intermediate indicator].
4.n.a.	Improve Language and Mathematics outcomes (as measured by the SABER tests) for Grade 5 and 9 among rural public schools in the participating territorial entities. This overall improvement will be measured in comparison with the national average of the rural schools. (2006 baseline)	The number of students in the lowest level of achievement in math and language on the SABER 2012 tests will decrease. (2009 baseline) [Despite the use of the word 'number,' the indicator refers to percentage. It also likely refers to the lowest two levels not just the lowest level.]	Dropped because it did not measure the objective of increasing access to quality education because of the methodological concerns over intertemporal comparability and the fact that project activities can only be expected to have an effect on student scores in the medium term
5. n.a.	Decrease in rural-urban disparities in completion rates among public schools in participating territorial entities (2007 baseline)	Dropped—not attributable to project activities	n.a.
6. n.a.	Increase in financial resources designated toward rural education in the participating territorial entities (2007 baseline)	Dropped—not attributable to project activities	n.a.

Note: With the exception of what is presented within brackets, which are explanatory comments, the language is entirely from the PAD and the 2010 and 2013 restructuring papers. The language is mostly taken from the Results Frameworks in the respective annexes.

MAP


IBRD 33388R1
SAN ANDRÉS, PROVIDENCIA and SANTA CATALINA
San Andrés
Providencia
Santa Catalina
COLOMBIA
Caribbean Sea
PACIFIC OCEAN
PANAMA
ECUADOR
PERU
BRAZIL
R.B. DE VENEZUELA
Lago de Maracaibo
Puerto Bolívar
Riohacha
Santa Marta
Barranquilla
Pico Cristóbal Colón (5,775 m)
Cartagena
Valledupar
Montería
Sincelejo
El Banco
Ocaña
Cúcuta
Arauca
Yopal
Puerto Carreño
Puerto Nuevo
Santa Rita
Gaviotas
Chaviva
San Pedro
Puerto Inírida
Tabaquén
Mapiripana
San José del Guaviare
Calamar
Miraflores
Mitú
Yavaraté
San Rafael
Lérida
Puerto Santander
Leticia
Lagos de Cahuinarí
La Pedrera
El Encanto
Macujer
Puerto Huitoto
Puerto Legúizamo
Puerto Pizarro
Puerto Asís
Mocoa
Pasto
Ipiales
Tumaco
Florencia
San Vicente del Caguán
Garzón
Neiva
Popayán
Guapi
Cali
Palmira
Buga
Buenaventura
Armenia
Pereira
Manizales
Quibdó
Medellín
Yarumal
Montelíbano
Turbo
Acandí
Sincelejo
Magangué
Bucaramanga
Socorro
Barrancabermeja
Girardot
Ibagué
Chiquinquirá
Tunja
Villavicencio
BOGOTÁ
ATLÁNTICO
LA GUAJIRA
MAGDALENA
CESAR
NORTE DE SANTANDER
SUCRE
BOLÍVAR
CÓRDOBA
ANTIOQUIA
SANTANDER
BOYACÁ
ARAUCA
CASANARE
CHOCÓ
CALDAS
CUNDINAMARCA
RISARALDA
QUINDÍO
TOLIMA
DISTRITO CAPITAL
META
VICHADA
VALLE DEL CAUCA
CAUCA
HUILA
GUAINÍA
NARIÑO
GUAVIARE
PUTUMAYO
CAQUETÁ
VAUPÉS
AMAZONAS
Cordillera Occidental
Cordillera Central
Cordillera Oriental
Río Magdalena
Río Cauca
Río Meta
Río Guaviare
Río Caquetá
Río Putumayo
Río Vaupés
Río Amazonas
Río Negro
Río Arauca
Río Casanare
Río Vichada
Río Guainía
COLOMBIA
CITIES AND TOWNS
DEPARTMENT CAPITALS
NATIONAL CAPITAL
RIVERS
MAIN ROADS
RAILROADS
DEPARTMENT BOUNDARIES
INTERNATIONAL BOUNDARIES
0 80 160 240 320 Kilometers
0 40 80 120 160 200 Miles
75°W
70°W
10°N
5°N
0°N
GSDPM
DECEMBER 2013