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Report No: PAD4619

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED LOAN

IN THE AMOUNT OF US\$40 MILLION

TO THE

ORIENTAL REPUBLIC OF URUGUAY

FOR A

STRENGTHENING PEDAGOGY AND GOVERNANCE IN URUGUAYAN PUBLIC SCHOOLS
PROJECT

December 17, 2021

Education Global Practice
Latin America And Caribbean Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective December 9, 2021)

Currency Unit = Peso Uruguayo

UY\$44.20 = US\$1

FISCAL YEAR

January 1 - December 31

Regional Vice President: Carlos Felipe Jaramillo

Country Director: Jordan Z. Schwartz

Regional Director: Luis Benveniste

Practice Manager: Emanuela Di Gropello

Task Team Leaders: Helena Rovner, Renata Freitas Lemos

ABBREVIATIONS AND ACRONYMS

ANEP	National Administration of Public Education (<i>Administración Nacional de Educación Pública</i>)
CEB	Council of Europe Development Bank
CFE	Training in Education Council (<i>Consejo de Formación en Educación</i>)
CODICEN	ANEP's Central Steering Council (<i>Consejo Directivo Central</i>)
CPF	Country Partnership Framework
DGEIP	General Directorate for Initial and Primary Education (<i>Dirección General de Educación Inicial y Primaria</i>)
DGES	General Directorate for Secondary Education (<i>Dirección General de Educación Secundaria</i>)
DGETP	General Directorate for Technical Professional Education (<i>Dirección General de Educación Técnico Profesional</i>)
DIEE	ANEP's Research, Evaluation, and Statistics Division (<i>División de Investigación, Evaluación y Estadística</i>)
ELT	Expanded Learning Time
ESF	Environmental and Social Framework
FM	Financial Management
FTS	Full-Time Schools
GDP	Gross Domestic Product
GoU	Government of Uruguay
IBRD	International Bank for Reconstruction and Development
INEED	National Institute for Education Evaluation (<i>Instituto Nacional de Evaluación Educativa</i>)
IPF	Investment Project Financing
LAC	Latin America and the Caribbean
LGBTI+	Lesbian, Gay, Bisexual, Transgender, and Intersex
LUC	Urgent Reform Bill (<i>Ley de Urgente Consideración</i>)
MEF	Ministry of Economy and Finance (<i>Ministerio de Economía y Finanzas</i>)
OECD	Organisation for Economic Co-operation and Development
PAEPU	Support to Uruguayan Public Schools Project (<i>Proyecto de Apoyo a la Escuela Pública Uruguaya</i>)
PBC	Performance-Based Conditions
PDO	Project Development Objective
PISA	Programme for International Student Assessment
PIU	Project Implementation Unit
PLR	Performance and Learning Review
POM	Project Operations Manual
pp	Percentage Points
PPSD	Project Procurement Strategy for Development
SCD	Systematic Country Diagnostic
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SEN	Special Educational Needs
SEP	Stakeholder Engagement Plan
STEM	Science, Technology, Engineering, and Math
UDDC	Curriculum Design and Development Unit (<i>Unidad de Diseño y Desarrollo Curricular</i>)
UDPD	Teacher Professional Development Unit (<i>Unidad de Desarrollo Profesional Docente</i>)



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Uruguay	Strengthening Pedagogy and Governance in Uruguayan Public Schools Project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P176105	Investment Project Financing	Moderate

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input checked="" type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
19-Jan-2022	30-Jun-2027

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project’s Development Objective is to strengthen pedagogy, governance, and physical learning environments in the Borrower’s public primary, secondary, and technical/vocational schools.

Components

Component Name	Cost (US\$, millions)
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Component 1: Improving Teacher Training and Pedagogical Content	7.00
Component 2: Strengthening Management Teams	4.00
Component 3: Improving Infrastructure and Complementary Services	23.00
Component 4: Strengthening Evaluation Systems and Project Management	6.00

Organizations

Borrower: Oriental Republic of Uruguay
 Implementing Agency: Administracion Nacional de Educacion Publica

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	40.00
Total Financing	40.00
of which IBRD/IDA	40.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	40.00
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INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks



SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Moderate
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Moderate
6. Fiduciary	● Moderate
7. Environment and Social	● Moderate
8. Stakeholders	● Moderate
9. Other	
10. Overall	● Moderate

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No



Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

The Borrower shall cause ANEP to operate and maintain, during Project execution, a unit (the PIU) with organizational structure, staff, functions and responsibilities satisfactory to the Bank, as set forth in the Operational Manual, and with the responsibility to implement, monitor and supervise the carrying out of the Project (including its financial management, procurement and environmental and social management). (Section I.B 1. Of Schedule 2 to the LA)

Sections and Description

The Borrower, shall cause ANEP to hire a credible verification agent, with qualifications and under terms of reference acceptable to the Bank, as these are further detailed in the Operational Manual (the “Verification Agent”), for purposes of assisting the ANEP in the verification of achievement of selected PBCs, as set forth in Section III.B.1(b)(i) of Schedule 2 to the Loan Agreement and further detailed in the Operational Manual. (Section I.B 1. Of Schedule 2 to the LA)



Conditions		
Type	Financing source	Description
Effectiveness	IBRD/IDA	The Inter-Administrative Agreement has been executed on behalf of the Borrower and the ANEP in a manner acceptable to the Bank (Section 5.01(a) of the LA)
Effectiveness	IBRD/IDA	The Project Operations Manual has been adopted by ANEP in a manner acceptable to the Bank. (Section 5.01(b) of the LA)
Disbursement	IBRD/IDA	Notwithstanding the provisions of Part A above, no withdrawal shall be made or payments made prior to the Signature Date, except that withdrawals up to an aggregate amount not to exceed US\$8,000,000 may be made for payments made twelve months prior to this date, for Eligible Expenditures under Category (1). (Section 3.B 1 (a) of Schedule 2 to the LA).
Disbursement	IBRD/IDA	Notwithstanding the provisions of Part A above, each withdrawal under Category (2) shall be made only after the Bank has received: (i) evidence acceptable to the Bank in form and content and following the requirements set forth in the Operational Manual and the Disbursement and Financial Information Letter, confirming the achievement of the respective PBCs, including the report of the Verification Agent referred to in Section I.B.2 of Schedule 2 to this Agreement; and (ii) evidence, in form and content acceptable to the Bank, confirming that the Underlying Expenditures in an amount equal to at least the amount to be withdrawn under this Category in respect of each PBC, has been incurred, and that said expenditures have not been presented before to the Bank as satisfactory evidence for withdrawals under this Agreement. (Section 3.B 1 (b) of Schedule 2 to the LA).
Disbursement	IBRD/IDA	With respect to PBCs related to Category (2), the Borrower may request withdrawals of Bank financing when the relevant expenditures have been incurred, but prior to the PBCs having been met, provided that the Borrower shall: (a) meet such PBCs no later than the Closing Date; and (b) submit to the Bank evidence



		satisfactory to the Bank of such PBCs having been met no later than the Disbursement Deadline Date. (Section 3.B 2 of Schedule 2 to the LA).

I. STRATEGIC CONTEXT

A. Country Context

1. **After a decade of inclusive economic growth, Uruguay's economy began to slow significantly in 2015.** Uruguay is a highly urbanized country of about 3.5 million people that experienced its longest economic expansion in recent history between 2003 and 2019. In 2013, the World Bank classified Uruguay a high-income country, and the country currently ranks among those in Latin America and the Caribbean (LAC) with the highest income per capita and lowest inequality. However, Gross Domestic Product (GDP) growth decelerated towards the end of the period, from an average of 5 percent per year in 2003-2014, to 0.9 percent per year in 2015-2019. The process of poverty reduction had also stagnated to 8.8 percent by 2019, even showing incipient growth.

2. **Uruguay has made great strides in reducing overall poverty, but younger age groups continue to be disproportionately affected by poverty.** The country achieved an impressive reduction in poverty since the end of the economic crisis (1999-2002) and, between 2006 and 2017, the percentage of the population living in poverty declined steadily from 32.5 percent to 7.9 percent, while extreme poverty was practically eradicated.¹ The reduction in poverty was accompanied by a marked decrease in inequality, with Uruguay's Gini Index gradually falling from 0.45 to 0.39 between 2006 and 2019.² However, gains in poverty reduction and shared prosperity lost steam in recent years. In the period 2014–2019, the real per capita income of the bottom 40 grew at only 0.3 percent annually. Moreover, significant disparities remained among different regions and age groups despite progress in poverty reduction: the proportion of the population below the poverty line is higher in the northern regions of the country and in Montevideo and among specific age groups, including those younger than 6 (21.3 percent), children aged 6 to 12 (20.6 percent), and youth aged 13 to 17 (18.9 percent). Conversely, only 10.3 percent of 18-64-year-olds and 2.3 percent of those over 65 are poor.³ The Afro-Uruguayan population is also disproportionately affected by poverty; 22.1 percent of Afro-descendants were poor compared to 10.1 percent of those who identify as White.⁴

3. **The shock of the COVID-19 pandemic caused a contraction of GDP of 5.9 percent in 2020.** Uruguay's quarterly growth was already in negative territory before the COVID-19 shock started to affect exports in the first quarter of 2020. The shock further pushed the economy to a strong and widespread contraction where almost all sectors showed negative growth (except for construction). Sectors sensitive to mobility restrictions and social distancing had the greatest impact on GDP contraction, and primary activities experienced a minor contraction of 0.4 percent in 2020. The economy is experiencing a widespread recovery in 2021, but the closing of borders to foreign tourism for the summer season and the late COVID-19 surge (mostly during the second quarter of 2021) dampened the prospects of achieving pre-pandemic GDP levels in 2021.

¹ National Poverty and extreme Poverty rates are measured and published by the National Statistics Institute (*Instituto Nacional de Estadística*, INE) based on household survey data from *Encuesta Continua de Hogares* (ECH)

² <https://datos.bancomundial.org/indicador/SI.POV.GINI?locations=UY>

³ INE base on ECH 2020.

⁴ Source: <https://www.ine.gub.uy/documents/10181/30913/Pobreza0321/c18681f1-7aa9-4d0a-bd6b-265049f3e26e> and Aloisio and Rivero (2021).



4. **The economic contraction in 2020 had strong repercussions on the labor market, household income, and poverty levels.** The COVID-19 shock worsened already weak labor market conditions, with labor participation and employment rates at 57.7 percent and 52.1 percent in April 2020, respectively. They gradually improved throughout the rest of the year to reach 60.5 percent and 54.3 percent on average in 2020, though still below pre-pandemic levels (62.2 percent and 56.7 percent on average in 2019, respectively).⁵ In this context, and despite the strong pre-existing social safety net complemented with emergency government measures, the poverty rate increased from 8.8 percent to 11.6 percent. The fiscal deficit of the non-financial public sector increased from 3.9 percent of GDP in 2019 to 5.4 percent in 2020.

5. **Given population aging and the slowdown in economic growth, Uruguay recognizes a critical need to raise productivity by investing in education and human capital accumulation.** Education is particularly important to strengthen the skills and increase the productivity of the current generation to sustain and extend attained social gains during slower medium-term growth. In Uruguay, the approaching end of the demographic bonus has placed additional pressure on building the human capital of current youth, given that a decline in the active-age population may reduce potential growth unless other offsetting factors are increased.⁶ Uruguay needs to focus not only on coverage and quality of education, but also on its relevance, moving away from the traditional rigid and encyclopedic curriculum and towards a model that prepares all students for a rapidly evolving labor market. Taking advantage of this opportunity requires accumulating enough human and physical capital to increase productivity in a sustainable way in the medium and long term.

B. Sectoral and Institutional Context

6. **The formal basic education system is organized into four levels: pre-primary and primary, secondary, technical-vocational (both technical secondary and tertiary), and teacher training.**⁷ All four levels are managed by the Central Steering Council (*Consejo Directivo Central*, CODICEN) under the National Administration for Public Education (*Administración Nacional de Educación Pública*, ANEP). ANEP is an autonomous institution that carries out public education policy. The pre-primary and primary, secondary, and technical-vocational levels are governed by General Directorates for Initial and Primary Education (*Dirección General de Educación Inicial y Primaria*, DGEIP), for Secondary Education (*Dirección General de Educación Secundaria*, DGES), and for Technical Professional Education (*Dirección General de Educación Técnico Profesional*, DGETP). Pre-primary includes children between the ages of 3 and 5 and is mandatory starting at age 4. Children move to primary education at age 6 and to secondary education at age 12, which includes a three-year basic cycle, after which students may choose between a diversified or technological high-school degree. In 2020, 92,340 students enrolled in pre-primary (approximately 1,625 schools); 249,942 students in public primary (2,286 schools); 225,667 in public secondary (304 schools); and 93,093 in public technical-vocational (178 schools).⁸ The teacher training institutes are managed by the Training in Education Council (*Consejo de Formación en Educación*, CFE). Approximately 32,250

⁵ Note 2019 and 2020 figures for employment and poverty are not strictly comparable due to the interruption of in-person surveys since the beginning of the pandemic.

⁶ Economic growth depends on the endowment of productive factors, work, and capital (both physical and human), as well as total factor productivity.

⁷ Tertiary Education and universities are autonomous from ANEP.

⁸ ANEP: Observatorio de la Educación. <https://observatorio.anep.edu.uy/acceso>



students enrolled in teacher training in 2020. In addition, Plan Ceibal was created in 2007 to implement the “One Laptop per Child” model. Since its creation, it has evolved into an agency independent of ANEP that distributes digital devices, manages school connectivity, and implements innovative pedagogical interventions supported by technology in public primary and secondary schools.

7. The education sector in Uruguay has made significant improvements in the last decades. The country has seen sustained improvements in access rates across education levels. In pre-primary, access increased from 46.3 percent to 75.8 percent for 3-year-olds and from 76.5 percent to 94.2 percent for 4-year-olds from 2006 to 2019. In secondary, the system reached an increase in coverage of 12.7 percentage points for 15-year-olds, 13.4 percentage points for 16-year-olds, and 16.3 percentage points for 17-year-olds in this same period. This increased access places students on a better path to complete their education trajectories and pursuing higher education. As a result of this increased coverage, entry into the first year of public higher education by students increased from 17,585 to 28,637 between these years.⁹ The education system has also made significant strides to increase internet access for students and teachers throughout its territory by partnering with Plan Ceibal. As of August 2021, 100 percent of schools (3,023 schools) had Wi-Fi connection, and 99.8 percent of enrolled students (789,000 users) had access to broadband internet. In addition, 100 percent of primary and lower secondary students and teachers had access to digital devices (laptops and tablets).¹⁰ This widespread connectivity, unmatched in most of the region, helped Uruguay respond quickly to the challenges posed by the pandemic by enabling it to continue providing education services through remote and hybrid modalities. In terms of learning outcomes, Uruguay performed 0.7 years ahead of the LAC region average in Reading, 1.0 years ahead in Mathematics, and 0.8 years ahead in Science, making it the second-best performer in the region, following Chile, in the 2018 Programme for International Student Assessment (PISA).

8. Despite this progress in access to education and connectivity, the quality of education remains as a key challenge. Learning difficulties start early in Uruguayan children’s educational trajectories, undermining human capital accumulation for future growth. Learning is a cumulative process, and low-quality early education leads to many children arriving at school unprepared to benefit fully from it. The deficits in the formation of skills start early: according to the World Bank’s Learning Poverty indicator,¹¹ 42 percent of children aged 10 in Uruguay do not reach the expected level of proficiency needed to read and fully understand a simple text. Even though that is 8.9 pp below the average for the region, it is 28.8 pp above the average for high income countries. In PISA 2018, Uruguay was also the country with the fourth highest proportion of students with grade repetition in primary and lower secondary education (31.5 percent), which is 6.8 percent higher than countries in LAC and 21.2 percent above the mean for all countries. Due to poor learning in primary and secondary education, children born today cannot achieve their full potential later in life. A child who starts school at age 4 today in Uruguay can expect to complete 11.8 years of schooling by age 18 (compulsory education is 14 years of school). When those years of schooling are adjusted for what a child actually learns, they are equivalent to only 8.4 years of schooling. Moreover, the World Bank’s Human Capital Index suggests that a child born in Uruguay today can expect

⁹ *Estadísticas Básicas 2019 de la Universidad de la República*. Dirección General de Planeamiento, Universidad de la República. Montevideo, Uruguay.

¹⁰ <https://www.ceibal.edu.uy/es/articulo/ceibal-en-cifras>

¹¹ World Bank, 2019.

to attain only 60 percent of their full potential by the age of 18.¹²

9. **Many of the challenges that Uruguay's education sector faces in tackling its learning crisis are rooted in long-lasting inequities stemming from children's socioeconomic status.** In PISA 2018, socioeconomic status explained 16 percent of the variance in reading performance for Uruguay, higher than the Organisation for Economic Co-operation and Development (OECD) average of 12 percent.¹³ Students in the top quintile scored an average of 490 points (a score that exceeds the OECD average), while those in the bottom quintile scored 339 (below the average for LAC) in reading, representing a difference of about 3 years of schooling. Boys also outperformed girls in mathematics by approximately 8 points. Other indicators such as graduation, repetition, and over-age rates also show large gaps: by 22 years of age, only 15 percent of the population in quintile 1 has completed all cycles, compared to 71 percent of those in quintile 5. In primary school, the first two quintiles (40 percent of the most vulnerable urban schools) also represented 52 percent of total repeaters in 2020. Consequently, 36.4 percent of students reached sixth grade with at least one year of over-age in the most vulnerable schools in quintile 1, compared to only 14 percent in schools from the upper quintile.¹⁴ In public secondary education, enrollment increased approximately 9 pp in the last 10 years, but only 47 percent of students from the lowest income quintile complete this level, while 96 percent of those in quintile 5 complete it.¹⁵ Moreover, the graduation rate for lower secondary level in the upper quintile is 95.6 percent, while only 58.8 percent of those in the lowest quintile graduate.¹⁶ Inequities are also prevalent among gender groups.

10. **While girls outperform boys in terms of performance and access in all education levels, female students are increasingly underrepresented in fields of study related to jobs of the future, such as Science and Mathematics, as they progress through education levels.** In the first years of primary, girls outperform boys in Mathematics; by sixth grade of primary, however, girls' performance begins to fall compared to boys.¹⁷ By the time they reach eleventh grade, only 40.5 percent of students choosing the Science Diversification track are female, and the number further drops to 34 percent for female students choosing the Physics-Mathematics track in twelfth grade. Moreover, only 15.2 percent of Computing Studies students and 12 percent of Industry and Production students in technical/vocational secondary schools are female.¹⁸ While evidence suggests that this fall in female participation is due to underlying constraints, such as cultural and social norms influencing gender stereotypes, Uruguay has made progress in tackling gender bias in teachers through the teacher training programs provided to full-time primary school teachers.¹⁹ According to the 2018 TEACH report, 98 percent of Full-Time School primary teachers did not exhibit gender bias and challenged gender stereotypes in the classroom, but similar evidence is

¹² The Human Capital Index. World Bank, 2019. The Human Capital Index (HCI), which measures the potential productivity of the next generation of workers, indicates that Uruguay has made progress in survival rates, healthy growth, and learning.

¹³ <https://gpseducation.oecd.org/CountryProfile?primaryCountry=URY&treshold=10&topic=PI>

¹⁴ ANEP, 2020.

https://www.anep.edu.uy/monitorRepo/Documentos%202020/ESTADO%20DE%20SITUACION%202020%2027_4%20final.pdf

¹⁵ OPP-MIDES, 2017.

¹⁶ ANEP, 2019.

<https://observatorio.anep.edu.uy/sites/default/files/arch/La%20Situaci%C3%B3n%20Educativa%20en%20Uruguay%202019.pdf>

¹⁷ UNESCO, 2016.

¹⁸ Administración Nacional de Educación Pública (ANEP), 2021. *Plan integral para la promoción de la accesibilidad de niñas y adolescentes a las formaciones en Ciencia y Tecnología*. https://eurosocial.eu/wp-content/uploads/2021/02/Plan-Integral-Accesibilidad-STEM_-ANEP_-2019.pdf

¹⁹ ANEP, 2021.

not currently available for the secondary level.²⁰ To address the low female participation in these subjects and diminish gender inequality in the job market, it is imperative to continue tackling potential biases in secondary teachers, school staff, and parents.

11. Uruguay's education sector is also at risk of a range of macro-level shocks as epidemiological and climate crises become more prominent. The impact of these shocks depends on the sector's ability to implement preparedness and recovery strategies in the short term while adapting and creating enhanced resilient systems in the long run. First, and most recently, Uruguay's response to the COVID-19 pandemic, including strong containment measures and relief efforts, greatly affected public sector service delivery.²¹ Preliminary estimations show that learning poverty²² is expected to increase by 2 percent. Additionally, children in the lowest socioeconomic quintile, who are more likely to lack adequate access to remote learning opportunities and childcare arrangements, would face a reduction in learning of 26 pp, which is 14 pp more than children in the highest quintile.²³ Furthermore, a dramatic increase in dropouts could occur in upper secondary, together with an increase in dropouts in lower secondary, given that learning deficiencies are an important predictor of dropout.²⁴

12. The impacts of the COVID-19 pandemic are also expected to affect boys and girls differently. According to a World Bank Policy Note,²⁵ boys may have more pressure to contribute financially to household income, while girls may have a higher burden of domestic chores and care work at home. These barriers prevent them from allocating enough time for learning activities in hybrid formats or for remedial education programs, as well as from fully reengaging in schools as they return to face-to-face learning.

13. Climate change also poses a risk to school safety and educational trajectories. Observed and projected climate change impacts in Uruguay include rising temperatures, extreme precipitation, and more frequency and severity of natural disasters, including flooding, heat waves, and droughts. Uruguay is projected to experience an overall increase of 100 millimeters in annual average precipitation by 2050, as well as an increase in rainfall variability.²⁶ Climate change and shocks disproportionately impact the poor and vulnerable, and place additional stress on education, health, and social protection systems, as well as on public services. Children, women, Afro-Uruguayan, and disabled people are among the most vulnerable to climate change given their pre-existing social and poverty conditions. Furthermore, public infrastructure systems and the services they provide can be impacted in the event of natural disasters, which are likely to intensify and become more frequent due to climate change impacts. It is therefore crucial to raise awareness on the expected impacts of climate change, build capacity to prepare adequate

²⁰ World Bank and INEE, 2018.

²¹ Most countries in the region made extensive efforts to set up remote learning for children and youth to mitigate the potentially dramatic consequences of school closures. While Uruguay was leading the implementation of digital learning, school closure is likely to negatively impact all secondary level learning outcomes. Uruguay closed schools for only three months in 2020, but courses were only partially retaken in several schools due to COVID-19 location restrictions.

²² Defined as the share of children that by age 10 cannot read and understand a simple text.

²³ Investments promoted by Plan Ceibal made Uruguay one of the best prepared countries in LAC to move to remote learning, but digital learning tools are only available for up to lower secondary. Their implementation is better coordinated in primary than in secondary. While 96 percent of students from the top quintile connected at least once during school closures in June 2020 to the *Plataforma Crea*, Uruguay's education platform, only 79 percent of students in the bottom quintile did.

²⁴ Cardozo (2016)

²⁵ World Bank Policy Note: Gender dimensions of the COVID-19 pandemic. April 16, 2020: <https://documents1.worldbank.org/curated/en/618731587147227244/pdf/Gender-Dimensions-of-the-COVID-19-Pandemic.pdf>

²⁶ According to the International Panel on Climate Change.



disaster management plans, and strengthen digital services and interconnectivity and schools' ability to continue functioning and providing services in the event of climate-induced shocks and natural disasters to improve the sector's resilience and adaptation to climate change, especially for the most vulnerable populations. In addition, Uruguay will need to complement its high standards in primary school infrastructure with maintenance and management strategies to increase infrastructural resilience to climate shocks, as well as implement these standards and strategies across the education system.

14. **A series of pedagogical, governance, and infrastructure challenges inhibit the education sector from providing adequate learning opportunities for all in schools.** First, despite efforts in recent years to develop a more integrated educational curriculum in primary schools, there is a need to increase the focus on competencies across subjects and education levels with well-defined graduation profiles to ensure continuity in curriculum content. There is little room for pedagogical innovation at large scale, in part due to a lack of time for teachers to devote to developing and implementing innovations and for students to benefit from these innovations during the standard four-hour school day, areas of knowledge are fragmented, and the focus on socioemotional and 21st century skills remains weak. Initiatives such as *the Red de Aprendizaje Profundo* and the *Centros María Espínola*,²⁷ which take advantage of innovations and allow for customization of the learning process, are promising but remain isolated and limited in scale. Rigid curricular contents and institutional rules have also restricted the adoption of these innovations, hindering new learning opportunities for most public schools in Uruguay.

15. **Second, highly centralized personnel management, as well as administrative and budgetary matters, translate into little autonomy for schools to select their own teaching staff and allocate resources to respond to specific school needs.**²⁸ A related challenge is the limited training of directors and school inspectors on school management, and the lack of incentives for qualified teachers to take on the responsibility of school directors. Additionally, personnel policies to manage the teaching workforce – such as recruitment, training, job conditions, compensation, retention – have not been designed to prepare, manage, and support teachers throughout their careers while simultaneously focusing on improving student learning. As a result, teacher turnover and teacher and student absenteeism are high.

16. **Third, institutional fragmentation affects infrastructure management at the ANEP level, hindering long-term planning.** Information on infrastructure is scarce and is not systematic, and the lack of guidelines and standards for school design and maintenance, particularly in the secondary level, makes it increasingly difficult for school directors to play a role in the efficient and effective use of maintenance resources. Secondary schools also lack the appropriate spaces for extended time activities such as sports or arts, or spaces to promote the participation of families and communities, particularly in vulnerable urban areas. Finally, rigid policies in pedagogy, governance, and infrastructure hinder the development of innovative learning initiatives, and do not allow for the needed adaptations to the COVID-19 context.

²⁷ See <https://redglobal.edu.uy/> and

<https://www.anep.edu.uy/sites/default/files/images/2021/noticias/marzo/210305/Centros%20Mari%CC%81a%20Espinola%202020%20v5.pdf>

²⁸ In high-income countries, schools enjoy higher degrees of autonomy and decision-making tools to achieve better learning outcomes than in Uruguay. For a comparison across countries of the perception of directors' autonomy on school tasks, see Figure 2.6 in Adelman, Melissa; Lemos, Renata. 2021. *Managing for Learning: Measuring and Strengthening Education Management in Latin America and the Caribbean*. *International Development in Focus*; Washington, DC: World Bank. World Bank. <https://openknowledge.worldbank.org/handle/10986/35514>



17. **The sector's leadership, tasked with responding to these challenges, is composed of multiple, high-level actors that centralize decision-making responsibilities but do little to promote institutional coordination and collaboration, thus constraining an effective response.** The ANEP is composed of the Central Steering Council (*Consejo Directivo Central*, CODICEN), the CFE, and three General Directorates (Initial and Primary Education, Secondary Education, and Technical-Professional Education). A recent reform simplified ANEP's structure,²⁹ transforming the collective Primary, Secondary, and Technical Education Councils into a function carried out by a single General Director that reports directly to the CODICEN, but the mechanisms of coordination between education levels are unclear and decisions are made mainly independently in each level. Other relevant actors, such as the Ministry of Education and Culture (*Ministerio de Educación y Cultura*, MEC) and Plan Ceibal, have limited jurisdiction in the areas overseen by ANEP. Furthermore, ANEP's coordination with these actors is primarily based on individual programs and activities rather than on a general sector strategy. This lack of clear coordination rules and accountability adds to a tradition of atomization of initiatives, regulations, and programs.

18. **The Government of Uruguay's (GoU) approach to improve the education system's performance is based on three strategic policy areas:** (i) on pedagogy, the GoU is focusing on curriculum reform to ensure adequate development of competencies and a smooth transition among educational levels, adding cohesion to the educational trajectories; (ii) on governance, the GoU is focusing on promoting merit-based trajectories and improving working conditions in the teacher career, including the pre-service stage, as well on improving school management to build capacity for greater school autonomy in the medium term; (iii) on infrastructure, the focus is on taking advantage of the strengthened school management capacity to provide adequate maintenance of school infrastructure and optimize its use to improve learning outcomes.³⁰ Moreover, to address the socioeconomic inequalities in the system, ANEP is prioritizing the monitoring of children in pre-primary from quintiles 1 and 2 and extending time for pedagogy at this level, while also working to improve the access, trajectory, and completion rates of students from quintiles 1 and 2 across education levels.³¹

19. **The proposed Project would strengthen learning quality and equity by supporting the implementation of a new national curriculum and the adaptation of schools in the country to a new expanded learning time school model.** The national curriculum, which is currently being redesigned, is heavily content-based and has failed to systemically bridge the gap in learning gains, particularly for students in the lower quintiles. As such, ANEP has started developing a new competency-based curriculum for all school grades in the compulsory education cycle (students 4 to 17 years old). The redesign of the curriculum is supported by the Inter-American Development Bank and incorporates skills across subjects, promoting sustainable behaviors among youth and developing capacities for adaptation to climate change

²⁹ Until 2020, the three education levels were managed by collective councils, with overlapping spheres, duplication of functions, and a lack of a systemic approach. With the objective of resolving decision-making bottlenecks, the *Ley de Urgente Consideración* (LUC), the Fast-Track Omnibus Law approved by the Parliament in 2020, simplified ANEP's governance; however, education levels are still highly independent from each other, and coordination rules are not implemented.

³⁰ ANEP's strategy for the period 2020-2024 is detailed in the *Proyecto de Presupuesto y Plan de Desarrollo Educativo 2020-2024* and *Centros Educativos María Espínola*.

³¹ ANEP. *Proyecto de Presupuesto y Plan de Desarrollo Educativo 2020-2024*, Tomo 1.

<https://www.anep.edu.uy/sites/default/files/images/2020/noticias/setiembre/200910/TOMO%201%20MOTIVOS%20Presupuesto%202020-2024%20v12%20WEB.pdf>

and specific skills for green jobs to support a low carbon economy and climate resilience.³² It also promotes a gender focus, and the proactive inclusion of afro-Uruguayan children and youth, revising contents and textbooks and teaching materials accordingly.³³ Beyond supporting the implementation of the new curriculum, notably through improving teachers' and directors' skills and physical learning environments, the Project would also improve the effectiveness of its delivery strategies for in-person, hybrid, and remote education to increase the resilience of the education system, including to climate events. Lastly, the pedagogical innovations to implement the new curriculum would be designed with a focus on narrowing gender gaps in Science, Technology, Engineering, and Math (STEM) and out-of-school populations that were identified in the latest country gender assessment.³⁴

20. Expanded Learning Time (ELT) schools can foster the development of academic, digital, citizenship, and socioemotional skills in an equitable manner and would be better equipped than half-day schools to reengage students to successfully transition back to in-person learning or continue to engage in virtual or hybrid learning during crises. The GoU has already undertaken initiatives aligned with the three strategic lines above through the design of the *María Espínola* program, which focuses on expanding learning time in 12 secondary schools with an emphasis on innovative pedagogies, reorganization of school spaces, curricular flexibility and project-based learning, self-evaluation, consolidation of pedagogical teams, improved contractual arrangements for staff, greater school autonomy, resources and tools for school management, and the participation of families and the extended education community in the education process.³⁵ Building on the lessons of this model and the implementation of Full Time and Extended Time schools in the last fifteen years,³⁶ the ELT model supported by the Project would include both (i) the traditional extended-day model where schools expand the length and quality of the school day and activities are provided directly by the schools; and (ii) an innovative model where schools partner with other local schools and/or organizations to lengthen the school day and provide activities that go beyond the regular school day. The model to be followed by each school will be determined by several factors, including their current infrastructure needs and the availability of other schools or strong local organizations that could be partnered with, and would focus on vulnerable primary and secondary schools (classified under quintiles 1 and 2). By adapting, coordinating, and providing services for learning continuity, these schools will be prepared to face epidemiological crises, climate-related shocks, or more endemic crises stemming from socioeconomic disparities in the population. Further details on the ELT model can be found in Annex 6.

³² For example, the new curriculum will include building skills in low-carbon and energy efficient technologies, including renewable energy (solar, wind, etc.), climate change science, environmental awareness, knowledge on causes and impact of climate change, water conservation, waste segregation, recycling and disaster response.

³³ Cfr. IDB, *Educación Para La Transformación: Finalización De Ciclos Y Nueva Oferta Educativa*, (UR-L1176)

³⁴ Country Gender Assessment for Uruguay, 2021: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/305771601535010024/jugar-un-partido-desigual-diagn%C3%B3stico-de-g%C3%A9nero-en-uruguay>

³⁵ Technology adoption and digital skills are also a core element of the model, in close articulation with Plan Ceibal, which strengthens schools' potential to implement virtual and hybrid education services. This renewed expanded learning time model feeds from lessons learned during the implementation of Full Time and Extended Time schools, including the implementation of remedial education; the incorporation of arts, sports and nutrition as pedagogical activities; the rehabilitation and/or adaptation of infrastructure to create flexible spaces for these additional activities; the use of extended time to improve students' cooperation and civic skills; and the improvement in working conditions for teachers, granting, for instance, centralization of teaching time in a single educational center, stability in the post for at least 3 years, and paid hours for pedagogical planning.

³⁶ The Full-Time School (FTS) model in Uruguay in the primary level has been supported through World Bank projects since its origins in the 1990s; the FTS model has expanded to reach 228 primary schools in 2019, showing positive impacts on learning in the evaluation conducted by ANEP's *Dirección de Investigación, Evaluación y Estadística* in 2017.

C. Relevance to Higher Level Objectives

21. **The proposed Project contributes to the Bank’s twin goals of eradicating poverty and promoting shared prosperity, as well as its overall strategy for Uruguay.** As noted, despite Uruguay’s commendable record in poverty reduction and inclusive growth, children and youth are substantively overrepresented among the poor; poor children also fare worse in educational attainment and dropout rates. The Project would focus on increasing this population’s human capital by enhancing investment in quintile 1 and 2 schools (extending learning time in *Aprender* schools),³⁷ providing targeted infrastructure investment (75 percent of which would be focused on schools in quintiles 1 and 2),³⁸ improving internal efficiency, and supporting identification mechanisms and teaching practices that focus on at-risk students, most of whom are from vulnerable backgrounds. An adequate development and sustained accumulation of human capital has been identified as key for Uruguay to avoid the potential negative impacts of demographic and technological change by raising work productivity.³⁹ The proposed Project is also aligned with the World Bank’s Gender Strategy, specifically its strategic objectives: (1) Improving human endowments (educational outcomes for underperforming boys/girls living in vulnerable areas); and (3) Removing constraints for more and better jobs (professional development for female directors, supervisors, teachers, etc.).

22. **The proposed Project is aligned with Uruguay’s CPF for the Period FY16-FY20 (Report No. 97063-UY),⁴⁰ the finding of the 2018 Performance and Learning Review (PLR) (Report No. 124164-UY),⁴¹ and the Systematic Country Diagnostic (SCD) currently under preparation.** The CPF and PLR highlight the need to address the poverty disproportionately affecting children and youth and the Afro-descendant population, the challenges in human capital formation for the bottom 40 percent of the income distribution, the completion and quality of education for the poor, and the complex governance structure in education. The Project would respond to Pillar 2 of the CPF: Rebalancing the Social Compact, which emphasizes the need to strengthen the quality of and access to education to prepare the bottom 40 to acquire marketable labor skills (Objective 4). It is also aligned with one of the key lessons detailed in the PLR: the need to focus on education, with special attention to early childhood development and skilled youth, as a long-term strategy for poverty reduction and inclusion in a small, open economy with a strong social contract like Uruguay. The proposed Project is also consistent with the Bank’s framework for Green, Resilient, Inclusive Development (GRID) approach by providing support toward resilience of school infrastructure (climate change adaptation and mitigation), protecting poor and vulnerable people by addressing structural inequalities deepened by COVID-19, and fostering 21st century skills for all students to raise education quality, particularly in the most vulnerable sectors of the population.

³⁷ The *Aprender* program is an educational inclusion policy that seeks to ensure access for and retention of children in pre-primary and primary schools in quintiles 1 and 2, promoting the active involvement of families and extended communities in school activities. Since its introduction in 2011, the program includes 260 half-day schools.

³⁸ Sociocultural context levels are determined from the *Contexto Sociocultural* data prepared by DIEE, 2015. The *Contexto Sociocultural* integrates three dimensions conceptualized in 2005 and 2010: household education level, socioeconomic level (measures as unmet basic needs), and social integration (educational and territorial). The *Contexto* is updated every five years, but the 2020 update has been delayed due to the COVID-19 pandemic. These quintiles are thus socioeconomic classifications of schools, not students.

³⁹ Cfr. Apella, Ignacio R., R. Rofman, and H. Rovner. 2020. “Skills and the Labor Market in a New Era: Managing the Impact of Population Aging and Technological Change in Uruguay.” World Bank, Washington, DC.

⁴⁰ Discussed by the World Bank’s Board of Executive Directors on January 21, 2016.

⁴¹ Discussed by the World Bank’s Board of Executive Directors on April 4, 2018.



23. **The proposed Project would not only foster increased access to quality education, but it would also increase the resilience of children and vulnerable populations to climate change by ensuring that this access is not interrupted by any external shocks, including those related to climate, that could disrupt face-to-face schooling.** Furthermore, the forthcoming SCD identifies the fragmented governance of the education system and the excessively centralized management of schools as the main challenges for the creation of human capital. The Project would enhance the articulation among education levels through the implementation of an integrated national curriculum, and to the development of adequate skills for management teams in schools, to ensure education staff in all levels can deal with the challenges and complexities of increasing school autonomy in the medium term.

24. **The Project would also support one of the three main pillars of the GoU's strategy for public education, as expressed in the Urgent Reform Bill (*Ley de Urgente Consideración, LUC*).** The bill, approved by the National Congress in 2020, included reforms to ensure (i) better coordination of decision-making processes in the CODICEN; (ii) increasing autonomy for school directors; and (iii) potential modifications to the teaching career to enhance school management professional profiles and transform seniority-based career paths into merit-based paths. The proposed Project specifically supports coordination among educational levels through the promotion of a competency-based integrated curriculum for the entire compulsory education trajectory, by helping teachers develop the pedagogical skills needed for its success, and by ensuring that increased autonomy for schools is adequately designed and staffed.

25. **Furthermore, the Project would contribute to three of the main objectives of the Education Development Plan and Budget 2020-2024 (*Presupuesto de Desarrollo Educativo 2020-2024, ANEP*):** (i) reducing internal inequity of the education system, including resource allocation and adequate policy targeting; (ii) strengthening teacher professional development, with a focus on teacher accountability in education outcomes; and (iii) evaluation policy as a tool for improvement, better decision-making processes, and increased sector accountability.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

26. The Project's Development Objective is to strengthen pedagogy, governance, and physical learning environments in the Borrower's public primary, secondary, and technical/vocational schools.

PDO Level Indicators

27. The following are the Project's PDO-level indicators:

- i. Percentage of schools implementing the new curriculum, disaggregated for vulnerable

- schools⁴²
- ii. Percentage of ELT schools with an improved school governance index
 - iii. Repetition rate in quintile 1 and 2 primary schools, disaggregated by gender
 - iv. Number of schools converted to ELT Schools

B. Project Components

28. **The Project would be comprised of four components:** (i) strengthening pedagogy by developing adequate pedagogical activities to implement the new curriculum design, strengthening teachers' professional development by realigning their skills to the new curriculum, and developing educational resources, across education levels; (ii) strengthening governance by realigning the role of school directors and other academic staff to support the new curriculum, as well as improve training programs and the hiring and school assignment processes; and (iii) improving school infrastructure and other complementary services to adequately support students and learning activities during extended school days; and (iv) strengthening evaluation systems and project management. In combination, these activities would help address critical pedagogy, governance, and infrastructure constraints; ensure the effective implementation of the new curriculum; and ensure that the additional instructional time that comes with the extension of the school day is used effectively and supports vulnerable students to strengthen their academic trajectories across primary and secondary education.

29. **To foster the strengthening and coordination of national institutions, the Project would include Performance-Based Conditions (PBC).** The Project includes a technical assistance component to support critical actions required for the achievement of the PBCs, as well as overall project management. Importantly, through strengthened pedagogy and governance in all grades, the Project would improve coordination between primary and secondary schools, and tackle repetition in primary schools, dropouts in the early years of secondary, and overall cumulative learning deficits. To ensure improved equity in the education system, the Project would focus on support to vulnerable schools. A detailed description of the Project's components can be found in Annex 2.

30. **Component 1: Improving Teacher Training and Pedagogical Content (IBRD financing: US\$7.0 million; Counterpart financing: US\$1.8 million).** This Component would (i) support in-service training programs for effective teaching of the realigned competency-based curriculum for all compulsory education levels in all public primary, secondary, and technical/vocational schools; and (ii) improve the quality of the pedagogical content of activities for ELT schools.

31. **Subcomponent 1.1: In-service training programs for effective teaching of the new curriculum (US\$5.25 million IBRD).** This subcomponent would ensure that teachers in primary, secondary, and technical/vocational schools develop and strengthen the needed skills to teach the new competency-

⁴² Vulnerable schools are defined as schools in areas with vulnerable populations. Vulnerability in the primary level is defined as schools from quintile 1 and 2, based on the Socio-Cultural Context Level Index, constructed by ANEP and updated every 5 years, that aggregates student indicators, such as education level of the mothers, household characteristics, and social inclusion measures. Given that the Index is only collected for primary level, vulnerability for the secondary level will be defined based on information collected through the Integrated System of Social Information (*Sistema de Información Integrada del Área Social, SIASS*), which provides social inclusion deficit measures for all students in the country. The SIASS tracks families that receive conditional cash transfers and other social welfare support from the *Ministerio de Desarrollo Social*. Schools are indexed on the basis of SIASS data and divided in quintiles.



based curriculum,⁴³ and would include: (i) the organization of academic events to communicate and promote the understanding of the new curriculum; (ii) the design and implementation of in-service training of teachers on competency-based instruction; (iii) the design and implementation of in-service training on the learning progressions framework for teachers; (iv) the design and implementation of in-service training of teachers on new pedagogies for the new curriculum; and (v) the design and implementation of general in-service training on operational aspects of the new curriculum.

32. **To ensure the quality of these activities, the teacher training program would include:** (i) specific professional development programs for upper primary and lower secondary teachers and directors, focused on pedagogic continuity among education levels; (ii) programs for pre-primary education teachers and directors of ELT schools, focusing on early psychomotor development, the importance of ludic activities, childhood literature and artistic education; (iii) workshops on project-based learning; and (iv) an emphasis on sensitization of teachers on the consequences of both conscious and unconscious biases against students of different genders, racial and ethnic groups, and students with disabilities. It would equip them with strategies to help overcome biases and accommodate students with Special Education Needs (SEN) and diverse learning styles. Further detail on how this Subcomponent will incorporate climate considerations can be found in Annex 9.

33. ***Subcomponent 1.2: Piloting and monitoring of pedagogical innovations for the implementation of the realignment of the new curriculum (US\$1.75 million IBRD).*** This subcomponent would support the implementation of the new national curriculum in ELT schools, developing innovative pedagogical activities that would cater for in-person, hybrid, and remote education, such as computational thinking workshops, robotics projects, and adaptive learning, including activities to increase girls' participation in technology-related offerings. These would also include activities that promote the development and implementation of climate action projects and solutions to mitigate and/or adapt to climate change, in line with the new curriculum objectives of promoting awareness and capacities for adaptation to climate change, and specific skills for green jobs.

34. **The subcomponent would support the piloting of innovations, led by teachers, school directors, and students.** Among others, these would put a greater emphasis on STEM, gender-related equality of opportunities, promote girls' participation in STEM, differentiation of teaching to provide inclusion to students with SEN, and climate-related issues, such as the creation of skills for green jobs to promote a low carbon economy.⁴⁴ These innovations could include communication strategies and inclusive materials for students and their families to foster female students' participation in STEM-oriented tracks in secondary and strategies to address gender stereotypes that hinder female participation and interest in STEM-related tracks, among others. In addition, the Subcomponent would support the scaling up of successful school-specific innovations,⁴⁵ including resources for planning, implementation, and purchase of adequate equipment (prioritizing the procurement of energy-efficient devices), starting in the third year of the Project. The monitoring tools developed during the pilot stage of each pedagogical innovation would be adapted and used by schools to manage the day-to-day implementation of activities.

⁴³ On the curriculum climate considerations, see Paragraph 19 above.

⁴⁴ These include training students on practical applications of renewable energy and/or raising awareness of how to improve energy efficiency.

⁴⁵ Successful innovations would be identified through monitoring and evaluation of activities being implemented across schools.

35. **Component 2: Strengthening Management Teams (IBRD financing: US\$4.0 million; Counterpart financing: US\$1.2 million).** The Component's objectives are (i) to strengthen the governance framework and management skills of institutional management teams and system supervisors in all compulsory education levels, and (ii) to strengthen the capacity of school management teams and system supervisors that lead teaching and learning processes. This component targets all public primary, secondary, and technical/vocational schools, including approximately 3,800 school directors, deputy directors, and system supervisors, of which approximately 85 percent are female in primary, that will receive in-service training on governance aspects and management practices, as well as on the development and implementation of the new curriculum. Further detail on how this Component will incorporate climate considerations can be found in Annex 9. The component has two subcomponents.

36. **Subcomponent 2.1: In-service training of school management teams and system supervisors in governance and management for the new curriculum (US\$3.40 million IBRD).** This subcomponent would support the redesign and implementation of in-service training modules, high frequency low-stakes professional evaluations, and other ongoing support to update the skills of and provide feedback to school directors, deputy directors, and supervisors of all education levels. To increase the resilience of the school system to expected climate change impacts, the training program would also include content on climate change mitigation and adaptation for learning continuity through hybrid or remote modalities. It will also include the identification and monitoring of conscious and unconscious gender biases. School management teams would also be trained to play a key role in risk management, as they would lead school committees responsible for risk prevention and carry out training activities on climate-related emergency response with their teachers and other learning support staff throughout the school year.

37. **Activities to be developed under this subcomponent include:** (i) regional and international consultancies for knowledge exchange on best practices in school governance and management competences; (ii) training in competencies and capacities for school governance and management for school management teams in all subsystems; (iii) organization of workshops and events, including production of dissemination materials, to communicate and promote understanding of the new curriculum; and (iv) training in curriculum design, implementation, and follow-up for school management teams and school supervisors, including training on the specific features of ELT school management.

38. **Subcomponent 2.2.: Revision of key aspects and redesign of the framework governing the career of directors, teachers, and other learning support staff (US\$0.60 million IBRD).** This will be complementary to the training and support programs under Subcomponent 2.1, with the objective of ensuring alignment, continuity, and sustainability. The aspects to be reviewed include (i) competency frameworks; (ii) selection, hiring, and contract hours; (iii) assignment mechanisms; and (iv) compensation structure.⁴⁶ This Subcomponent would also support the redesign of the framework that defines and allocates roles and tasks across school staff in the first two years and its piloting in ELT schools starting in the third year to increase their autonomy to deliver education services locally and ensure support is provided for ELT schools, including the provision of climate-risk related information to inform school planning, early warnings, and response.

⁴⁶ The activities for this subcomponent would draw from lessons from the new *Maria Espínola* centers, currently under the first year of implementation.



39. **Component 3: Improving Infrastructure and Complementary Services (IBRD financing: US\$23.0 million; Counterpart financing: US\$8.0 million).** This Component would support the maintenance, construction, expansion, and/or rehabilitation of infrastructure as a core process of the implementation of a new curricular design that includes an extension of the pedagogical time and complementary services. Investments will target primary schools in quintiles 1 and 2. The Component would support the systematic identification of educational infrastructure needs, directing efforts to produce analytical inputs to review school designs in an interdisciplinary and innovative context, to explore new ways of producing learning spaces. Additionally, this Component would develop channels for registration, publication, and knowledge exchange with the extended educational community and general public to share best practices. To further strengthen physical learning environments, the Project would support complementary services that are needed to adequately support additional learning time, particularly to address the needs of vulnerable schools.

40. **The infrastructure supported under this Component will focus on being inclusive, innovative, flexible, healthy (including good ventilation and access to water and sanitation services), resilient to climate change, energy efficient, digitally connected, and student-centered.** This will include the identification and addressing of the specific needs of female and male students and teachers, such as the provision of adequate and accessible toilets, specialized school equipment, and lactation rooms, among others, as well as the implementation of measures to prevent and address Gender-Based Violence (GBV). Annex 9 provides details on how this Component will incorporate climate considerations. It is important to note, however, that sites for school construction in Uruguay are selected outside flood plains or fire prone areas, the main climate risks identified in the country, to discourage population crowding in these areas and reduce vulnerability of schools to climate risks.

41. **This Component would include support for both preventive and corrective maintenance of existing school infrastructure, which was identified as a key need in the National Institute for Education Evaluation's (Instituto Nacional de Evaluación Educativa, INEE) Informe del Estado de la Educación 2019-2020.**⁴⁷ According to the *Informe*, school directors noted that while primary and secondary schools had the necessary infrastructure and resources to provide education services, the state of buildings varies across education levels and socioeconomic contexts, and schools in lower quintiles often do not have sufficient resources to adequately maintain existing infrastructure. As such, it has become imperative to ensure that the existing infrastructure is maintained to continue providing quality services with increased efficiency, as well as to adapt this infrastructure to better address potential risks, including those related to climate.

42. **Subcomponent 3.1 Studies to identify infrastructure needs (US\$1.15 million IBRD).** This subcomponent would support the elaboration of studies to identify infrastructure needs in the sector, focusing on: (i) studies to identify the required infrastructure and maintenance services (which will include needs based on expected climate change impacts to ensure the climate resilience of infrastructure); (ii) piloting new parameters for learning spaces, using the methodology provided by the Council of Europe Development Bank's and European Investment Bank's infrastructure teams (see Annexes 7 and 8 for further details); (iii) developing guidelines for the design of projects and infrastructure works needed for

⁴⁷ INEE (2021). *Informe sobre el estado de la educación en Uruguay 2019-2020*. Tomo 1. <https://www.ineed.edu.uy/images/ieeu/2019-2020/Informe-estado-educacion-Uruguay-2019-2020-Tomo1.pdf>



schools, prioritizing innovative design, energy efficiency,⁴⁸ resilience to climate change, the construction of sanitary and sanitation facilities, management and waste reduction, and the construction and/or rehabilitation of climate-resilient schools based on risks assessments; and (iv) developing and implementing a preventive maintenance services program for all primary schools.

43. **The studies and guidelines would include relevant lessons learned across infrastructure teams of all education levels, to make sure that innovations and good practices in primary, financed and systematized by the Project, can be adapted by secondary level schools.** This subcomponent would finance goods, minor works, and maintenance operative costs, as well as training on school maintenance management for school directors and system inspectors, to contribute to the long-term climate-resilience, climate mitigation, and sustainability of investments in infrastructure.

44. **Subcomponent 3.2 Construction, rehabilitation, and maintenance of school infrastructure (US\$20.24 million IBRD).** This subcomponent would support the construction, rehabilitation, and maintenance of school infrastructure, focusing on risk-based, climate-resilient, and energy-efficient designs and methods, as determined in Subcomponent 3.1. Investments under this Subcomponent will focus on vulnerable schools, which are those located in areas with vulnerable populations (quintiles 1 and 2) to ensure the targeting of students from vulnerable socioeconomic groups, including Afro-descendants and recent immigrants that are traditionally overrepresented in quintiles 1 and 2.

45. **Investments in infrastructure would include:** (i) the maintenance of FTS in quintiles 1 and 2; (ii) annual maintenance for pre-primary schools in quintiles 1 and 2; (iii) annual maintenance for extended time schools in quintiles 1 and 2; (iv) maintenance, expansion and/or rehabilitation of *Aprender* schools in quintiles 1 and 2 to transform them into ELT schools; and (v) maintenance, expansion and/or rehabilitation of selected FTS in quintiles 1 and 2. This Subcomponent would finance, among others, civil works, goods, and maintenance operational costs.

46. **Possible interventions would include the upgrading of existing infrastructure to mitigate the impacts of climate-related risks such as floods, landslides, and heat waves, such as:** (i) improved drainage systems and integrated water management; (ii) improved ventilation systems; and (iii) waste management and recycling systems, including food waste reduction from the school system. Investments in technological infrastructure would use best international practices for energy efficiency, that are supplied largely by on-site renewable energy generation, and/or are made climate resilient in the event of any climate disaster disruption. In addition, works will include measures to ensure accessibility for persons with disabilities and to respond to special education needs.⁴⁹

47. **Subcomponent 3.3. Systematization of evidence-based design processes for learning spaces (US\$1.15 million IBRD).** This subcomponent would support research processes throughout the Project by promoting knowledge sharing of written and graphic material to contribute to the current global discussions on best practices in school infrastructure, including adaptations of spaces to address gender-specific, health, and student-specific needs (including for students with disabilities). The strengthening of

⁴⁸ Energy efficiency guidelines will include, among others, those related to Heating, Ventilation, and Air Conditioning (HVAC) maintenance and use; lighting; equipment that meets energy efficiency standards, such as Energy Star; and hot water.

⁴⁹ *Ley No. 16.095, Capítulo IX: Arquitectura y Urbanismo, Artículos 49 y 5º* requires that all public buildings and spaces are accessible and useful for persons with disabilities, as well as encourage their autonomy of movement.



communication strategies that includes the relevant projects produced to date by ANEP would be supported to communicate the process, including reviews based on the interaction with the new curricular models and their pedagogical designs, and the consideration of climate risks and low-carbon measures in school design (more details provided in Annex 9). The subcomponent would also promote the participation of project teams in local, regional, and international events to share information and interact with other teams working on similar topics.

48. **Subcomponent 3.4 Provision of complementary services (US\$0.46 million IBRD).** To address the needs resulting from expanded learning time, such as the need for school feeding and additional support for both teachers and students, this subcomponent would support the provision of goods such as equipment for school feeding (i.e., furniture for dining and common areas). In addition, it would support services to enable teachers to address deficits in children’s development, including the hiring of counselors and psycho-motor skills specialists.

49. **Component 4: Strengthening Evaluation Systems and Project Management (IBRD financing: US\$6 million; Counterpart financing: US\$4.5 million).** This component would seek to strengthen the evaluation capacity of the education system and ensure the appropriate management and monitoring of the Project by (i) supporting the design and financing of key analytical studies and evaluations to strengthen evidence-based policy and further promote the culture of evaluation among the main actors of the extended education community; and (ii) providing assistance and resources for the coordination of different education levels for the implementation and monitoring of the Project. This includes staff for Project coordination and administration, monitoring and evaluation of the Project’s results framework, and fiduciary and environmental and social management.

50. **Subcomponent 4.1. Evaluation Capacities (US\$2.04 million IBRD).** This subcomponent would support the following activities: (i) Adaptive Learning Assessments, including the SEA+ assessment (an innovative adaptive learning assessment developed by ANEP’s Research, Evaluation, and Statistics Division (*División de Investigación, Evaluación y Estadística*, DIEE), which currently measures learning gains at the student level for all grades between third and sixth to monitor students’ academic trajectories, and other evaluation activities that might be designed; (ii) Monitoring Survey: a nationally-representative survey, including public schools of all levels, to interview teachers and directors and feed the Project’s Results Framework; (iii) Impact Evaluations: at least one impact evaluation would be financed to understand the impact of key component(s) of the Project. Whenever possible, the impact evaluation will look at heterogeneous effects such as on gender and ethnicity. (iv) Other Studies: the Project would support other useful studies to inform education policy, such as the scale-up of the class observation tool TEACH, discrete-choice (in-lab) experiments to learn about the preferences of teachers over different training program attributes, or infrastructure-related evaluations.

51. **Subcomponent 4.2. Project Administration (US\$3.96 million IBRD).** This subcomponent would support (i) Project implementation, monitoring, and evaluation; (ii) fiduciary activities; (iii) environmental and social management; (iv) technical assistance to enhance the Project’s communication strategy and disseminate the Project’s activities; (v) the financing of independent audits and of PBC verification services; and (vi) recurrent costs such as office space rental, insurance, and operational costs.

52. **The following table lists the populations targeted by the Project’s components:**

Table 1: Target Population by Project Activity

Activity	Target Population
<i>Component 1: Improving Teacher Training and Pedagogical Content</i>	
Design and implement in-service teacher training on new competency-based curriculum	All primary, secondary, and technical-vocational teachers
Develop a communication strategy on new curriculum	All primary, secondary, and technical-vocational schools
Pilot pedagogical innovations to implement new curriculum	To be defined in the first six months of the Project, ensuring the inclusion of all ELT schools
<i>Component 2: Strengthening Management Teams</i>	
Design and implement in-service school management and system supervisor training	All primary, secondary, and technical-vocational school directors, management teams, and system supervisors
<i>Component 3: Improving Infrastructure and Complementary Services</i>	
Provide maintenance, expansion, and/or rehabilitation works	Primary ELT and FTS schools in quintiles 1 and 2
Works to transform selected <i>Aprender</i> schools to ELT nationwide	35 <i>Aprender</i> schools
Provide equipment and support for school feeding, counseling, and psycho-motor skills programs	Primary ELT and FTS schools in quintiles 1 and 2
<i>Component 4: Strengthening Evaluation Systems and Project Management</i>	
Carry out adaptive learning assessments	All primary, secondary, and technical-vocational schools
Carry out impact evaluation(s) of key Project component(s)	All primary, secondary, and technical-vocational school

C. Project Beneficiaries

53. **The Project would directly reach approximately 292,131 students (100 percent) in the primary level and 43,437 in the pre-primary level, of which 122,955 are from vulnerable pre-primary and primary schools from quintiles 1 and 2 by training all teachers in the system.** Approximately 48.5 percent of these students are female. In-service training activities would directly benefit approximately 50,000 teachers and 3,800 school directors, deputy directors, and supervisors (100 percent of these actors, of which approximately 77.4 percent are female). Additional direct beneficiaries would include all students in the compulsory public secondary (approximately 228,287 students) and technical/vocational (approximately 100,798 students) education levels taught by the teachers receiving the in-service training on the new curriculum. The innovations in pedagogical practices are expected to directly benefit all students and teachers in public primary and secondary, given that all teachers will be trained to implement innovations through the new curriculum. The enhancements to infrastructure would directly benefit students in the 175 schools benefiting from maintenance, rehabilitation, and/or new construction, and indirectly benefit the broader educational community in those areas.

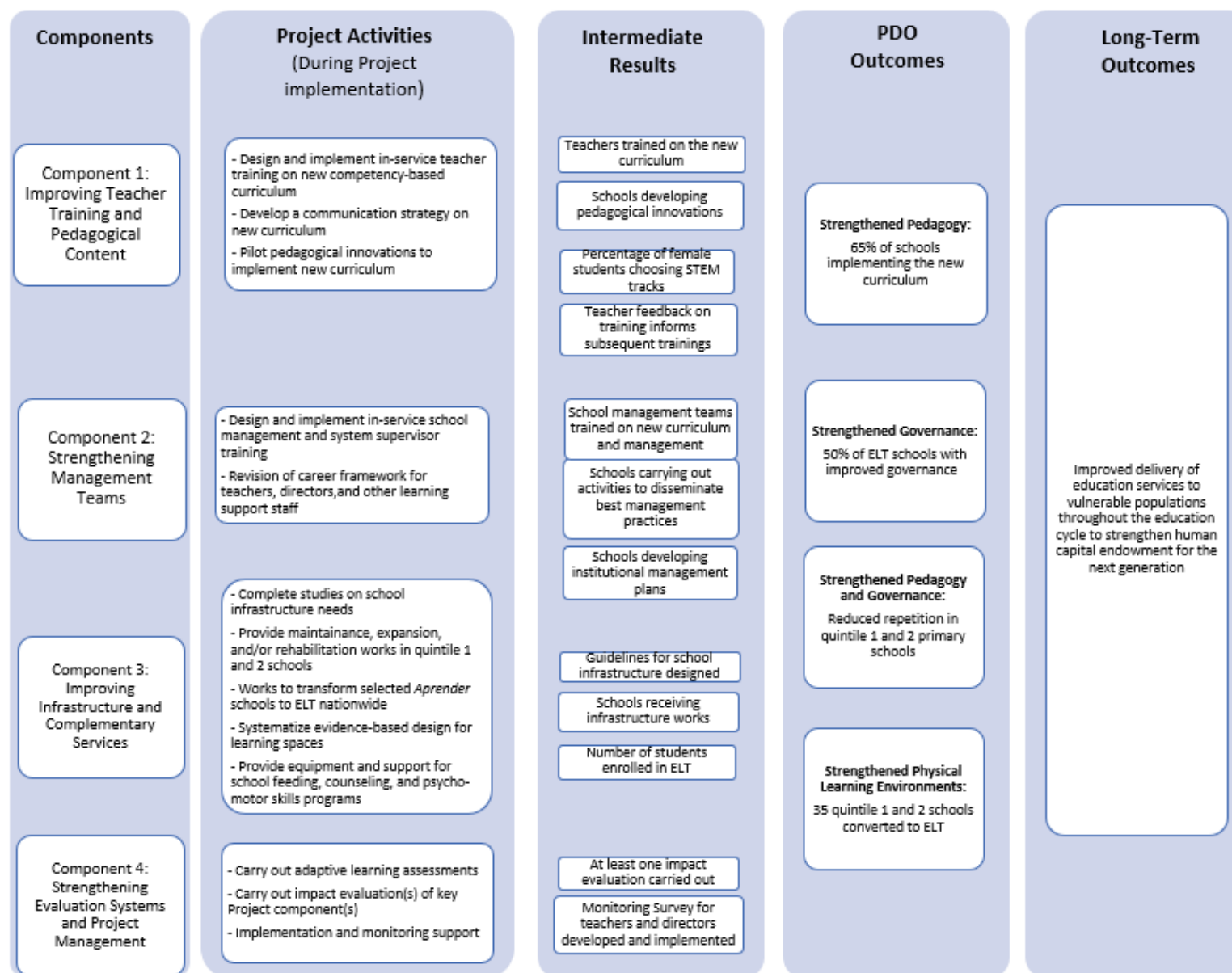
D. Results Chain

54. **Problem statement.** Uruguay's education system faces critical constraints in pedagogy, governance, and infrastructure, namely: (i) rigid curricular contents and institutional rules that hinder innovation and competency-based teaching; (ii) highly centralized personnel management and limited training of school management teams; and (iii) institutional fragmentation that hinders systematic reporting on infrastructure and a lack of standards for school design and maintenance. A results chain, summarized in the table below, describes the components and activities to address these constraints, and expected medium- and long-term benefits of the Project.

55. **Central to the Project's theory of change is ensuring that conditions for the new competency-based curriculum are implemented effectively in schools:** (i) training programs for teachers to adequately implement the curriculum; (ii) innovative pedagogical programs to better address student and local context needs; (iii) training programs for school directors and supervisors to monitor the adoption of the new curriculum and support teachers in the classroom, as well as to strengthen routine management and planning practices in the school; (iv) strong recruitment and hiring practices for school management teams to ensure they have the necessary skills for greater autonomy in decision-making; (v) improved design and use of infrastructure to foster better teaching and learning practices; and (vi) systems to monitor activities for implementation of the new curriculum and evaluations that can inform the design of subsequent activities throughout the duration of the Project.

56. **Key Assumptions:**

- a. The investments in pedagogy, governance, and infrastructure are mutually reinforcing. These complementary investments thus boost integrated serviced delivery to achieve the intended higher results.
- b. Teachers are well-prepared to implement the new curriculum and are adequately supported by school management teams.
- c. Teachers have adequate spaces and resources to teach.
- d. School directors are well-prepared to effectively manage their school, monitor and mentor teachers in the implementation of the new curriculum, and can make informed decision.
- e. Physical learning spaces are well-equipped for learning, are well-maintained, and meet physical health needs of all occupants.





E. Rationale for Bank Involvement and Role of Partners

57. **The World Bank has extensive experience supporting governments to improve their provision of education services, and a long history working with the Uruguayan education sector to expand learning time through the Full-Time School Model since the mid-1990s.** The Bank's sustained engagement on this topic in Uruguay has generated extensive knowledge of the sector and its needs and trust with the GoU. This Project would build on and complement previous Bank operations in Uruguay, allowing it to draw on lessons learned and successful interventions.⁵⁰ In particular, the Bank's previous support to develop in-service teacher training programs helped reduce teacher rotation in FTS; that increased stability further reinforced ties with parents and local communities. The extensive collaboration on infrastructure, moreover, contributed to the discussion on the importance of incorporating maintenance strategies to extend the lifespan of investments in infrastructure. By building on this experience, the Bank is well poised to support the core activities for the new ELT schools.

58. **The World Bank has the capacity to bring in international experience and best practices to foster improvements in the Uruguayan education sector.** The World Bank is currently working with over 100 countries worldwide on training programs by supporting the work of more than 16 million teachers and school directors. In particular, the Bank has dedicated thematic groups to generate lessons learned from investments in the professional development of teachers and school directors and has generated policy recommendations to improve management in LAC through a regional study. The Bank also has a variety of tools, such as TEACH and COACH, and ad hoc solutions that can help Uruguay measure the quality and impact of its training programs.

59. **Notably, the Bank has robust knowledge on how to combine teaching practices and infrastructure to optimize learning spaces, as well as the convening power to bring cutting-edge international expertise into Uruguay.** This convening power has resulted in partnerships with the Council of Europe Development Bank (CEB), the European Investment Bank, and the Inter-American Development Bank (IADB). The partnership with the CEB, resulting from ongoing collaboration under the Improving the Quality of Initial and Primary Education in Uruguay Project (P159771), would focus on building new parameters for learning spaces under Subcomponent 3.1 using the methodology developed by the CEB's infrastructure team and would include support from teams based in Finland, France, and Sweden to the pedagogical teams implementing the new curricular model in Uruguay. The Project would also require coordination with the IADB, who approved a loan in the amount of US\$40 million in September 2021 that supports the redesign of the curriculum to prioritize central content, reflect the development of skills transversely, incorporate considerations of climate change, gender, and diversity, and include the development of digital tools for learning.⁵¹ This Project would complement the development of the new curriculum with activities to improve its implementation in ELT schools.

F. Lessons Learned and Reflected in the Project Design

60. **Defining attributes of effective training programs:** Lessons from surveying training programs

⁵⁰ Including the Support to Uruguayan Public Schools Project (P126408) and the ongoing Improving the Quality of Initial and Primary Education in Uruguay Project (P159771)

⁵¹ IADB, 2021. <https://www.iadb.org/es/noticias/el-bid-aprueba-us40-millones-para-apoyar-la-transformacion-educativa-en-uruguay>

around the world to understand the important features of these programs would inform the design phase of in-service teacher training and management training programs.⁵² Careful consideration would be given to specific training program attributes such as (i) program organization, including implementation characteristics, diagnosis for program design and targeting, professional implications and incentives; (ii) program content, for example, ensuring alignment with the new competency-based curriculum; and (iii) program delivery, including type of activity during core delivery and post-program monitoring, duration and distribution of time across different delivery modalities, and trainer profile.

61. **Coordination and cooperation between teachers in primary, secondary, and Technical and Vocational subsystems:** As learned during the implementation of Improving the Quality of Initial and Primary Education in Uruguay Project,⁵³ which includes coordination between the primary and technical secondary levels in the Primary-Secondary School Alliances (*Centros CEA*) to support the transition between education levels, the Project would promote activities with a focus on the integral trajectory of students across the complete compulsory education cycle, adding technical assistance as needed to assess the need of appropriate incentives for teachers to interact and share knowledge beyond the limits of formal education levels.

62. **Cooperation among pedagogical teams, extended education communities, and infrastructure teams:** As an integral part of infrastructure activities in the framework of Bank projects to support FTS in Uruguay, many rich experiences that implied instances of dialogue between teachers, families, and infrastructure professionals were developed, with positive outcomes in terms of effective use of physical spaces in schools. These experiences would become a relevant part of Uruguay's contributions in the knowledge exchanges activities planned with the CEB and EIB included in the Project.

63. **Cooperation and synergy with Plan Ceibal:** The focus on STEM proposed for innovative pedagogic activities in the Project would build on the lessons learned by the Programs Computational Thinking and Deep Learning Network of Plan Ceibal, activities that have developed strategies, materials, and teacher training activities that incorporate project-based learning and core competencies aligned with the objectives of ANEP's curricular reform.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

64. **The Project would be implemented by a Project Implementation Unit (PIU, the *Proyecto de Apoyo a la Escuela Pública Uruguaya, PAEPU*) located under ANEP and would be responsible for the**

⁵² Popova et al (2019) and Adelman and Lemos (2021)

⁵³ The World Bank's support for education sector has a solid background in Uruguay since the first Basic Education Quality Improvement Project (P008171) in 1994, which financed school equipment, extension of pre-primary services, and teaching materials, focusing on inclusion of the most vulnerable children. From 1999 onwards (P041994, pP070937, P126408 and the currently active P159771), the Bank's projects in the country supported progress in the extension of school day through a single shift, full-day school model, infrastructure improvement, and national learning evaluation systems. The projects supported ANEP to achieve positive outcomes in terms of reduction of repetition rate, the piloting of primary-secondary-level initiatives to enhance transit between education levels, the development of standardized and formative adaptive learning assessments, and the creation of the national Institute for In-Service Teacher Training.



carrying out of all activities related to financial management, procurement, and environmental and social management. ANEP, through this PIU, would also be responsible for all external linkages needed to carry out Project activities, such as with INEEd, Plan Ceibal, the MEC, and other partners. The PIU has extensive experience and a strong track record managing World Bank projects, having implemented Bank-financed education operations since the mid-1990s and currently satisfactorily implementing the Improving the Quality of Initial and Primary Education Project (P159771).

65. **To ensure that curricular reform is prioritized, ANEP created specific units to carry out in-service teacher and school management training.** ANEP's Teacher Professional Development Unit (*Unidad de Desarrollo Profesional Docente, UDPD*), under Sectorial Directorate of Educational Planning (*Dirección Sectorial de Planificación Educativa*) would articulate all the in-service training activities under Components 1 and 2 through ongoing coordination with the different participating units, including the DGEIP, the DGES, the DGETP, the CFE, the Improvement and Higher Studies Institute (*Instituto de Perfeccionamiento y Estudios Superiores, IPES*), and Plan Ceibal. These units would, in turn, provide timely information on the effectiveness of the trainings, on training program development and implementation needs, and would contribute to the validation of all initiatives generated by the Curriculum Design and Development Unit (*Unidad de Diseño y Desarrollo Curricular, UDDC*). These institutions would also provide logistical support for the onsite and online activities both in the capital and well as in the provinces. The PIU would coordinate all activities related to Components 3 and 4, in coordination with relevant partners, and collect data on the overall execution of Project activities from the different units involved in implementation.

B. Results Monitoring and Evaluation Arrangements

66. **INEEd and DIEE would be responsible for results monitoring and, in collaboration with the PIU. Indicators would largely be tracked through semi-annual reports produced by UDPD (e.g., reporting the number of school directors and teachers that participate in in-service trainings) and surveys.** Administrative data, such as coverage of ELT schools, would be reported in the *Monitor Educativo*, ANEP's public annual report on primary education produced by the DIEE. Several studies, financed by the Project, are also planned to evaluate the Project. The impact evaluation would focus on key components (e.g., teacher and/or school director training) and on identifying low-cost innovations with potential for improving students' outcomes under the new curriculum framework.

C. Sustainability

67. **This Project supports key actions and objectives under the Education Development Plan and Budget 2020-2024, which is ANEP's strategic and budgetary framework for the next five years, ensuring the relevance and prioritization of the proposed activities.** The infrastructure works considered under the Project are also part of ANEP's five-year infrastructure plan, and thus do not imply additional recurring budget needs. Combined with the strong focus on maintenance of infrastructure, this will ensure their sustainability in the long term. Activities to strengthen coordination between actors in the system and across education levels also present an important opportunity to strengthen ANEP's, and the education sector's overall, institutional capacity. Since 2020, ANEP has been prioritizing the creation of activities across education levels to strengthen the focus on the overall education trajectory, rather than the completion of separate levels. As such, the proposed activities to articulate across the levels would

strengthen this focus and ensure retention of students and foster their completion of schooling in the long term.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

68. **The proposed Project activities are expected to result in better classroom teaching, decreased repetition, higher retention, and decreased dropouts. The Project is expected to increase educational attainment, which would improve labor market outcomes (earnings).** In addition, the Project is likely to have a positive impact on beneficiaries' overall wellbeing (e.g., health, resilience, and citizen engagement), beyond improved schooling and labor market outcomes, especially for vulnerable students, promoting poverty and inequality reduction. The expected costs of the Project would include the cost of developing pedagogical programs and in-service trainings, as well as the costs associated with implementing and monitoring these. Project costs also include studies to assess current school infrastructure, along with infrastructure investments to improve schools and related maintenance costs.

69. **An economic analysis was conducted for Component 1 (proxied by teacher training), Component 2 (proxied by principal training), and Component 3 (infrastructure), which amount to 85 percent of Project fund allocation.** The analysis focuses on economic benefits, in monetary terms, that accrue from the additional lifetime income expected from improved educational outcomes and additional years of education that Project beneficiaries would obtain because of the Project compared to the Project costs. Total costs include the loan amounts for each component and funding by the counterpart. In this analysis, we assume that these students are distributed evenly in each grade, enter the labor market at 20 years old with a 10 percent unemployment rate, work for 38 years (retiring at 58), and we use a discount rate of 7 percent. Component 4 is not considered for benefits in this Analysis, given that the project management component is comprised of activities that are related to collecting assessment data and generating evidence to inform the scaling up of activities in the other 3 components. However, evidence shows that it is not the creation of data or information but their use that matters for learning. The effective use of information can only be realized once teachers and school principals are trained and well-prepared to take advantage of information to improve learning outcomes. Training activities are already included in Components 1 and 2 and taken into account in the economic analysis. As such, if we were to include data and information availability, this would be considered double counting in the economic analysis.

70. **Project Costs.** Total project costs are derived from both the loan amount and government counterpart funding for each of the three components considered under this analysis. For the analysis, we also assume that the costs are disbursed evenly throughout the lifetime of the project (five years). The table below summarizes total costs by component:

Table 2: Funding by Component Considered in Economic Analysis (US\$ million)

Component	IBRD Financing	Counterpart Funding	Total
Component 1	7.0	1.8	8.8
Component 2	4.0	1.2	5.2
Component 3	23.0	8.0	31.0
Total	34.0	11.0	45.0

Project Benefits:

71. **Component 1: The effects of in-service teacher training programs vary widely.** For this component, we estimate an effect of 0.03 standard deviations (SD) (or 0.08 years of education attainment) based on lower bound estimates of other studies and adjusting for the scale of the intervention. The Project is assumed to impact all students in public schools, approximately 664,653 beneficiaries. The average annual earnings increase for this component is US\$111.

72. **Component 2: The evidence of the effect of principal trainings for improved school management is scarce.** For this component, we estimate an effect of 0.01 SD (or 0.03 years of education attainment) based on lower bound estimates and adjusting for the scale of the intervention. The Project is assumed to impact all students in public schools, approximately 664,653 beneficiaries. The average annual earnings increase for this component is US\$41.

73. **Component 3: The component is only expected to affect a subset of public-school students enrolled in 175 schools.** For this analysis, we assumed a school size of 300 students, for approximately 52,500 students. Estimates for the effects of school infrastructure programs are also diverse. We use an estimate of an increase in 0.01 years of education. The average annual earnings increase for this component is US\$138.

74. **Net Present Value (NPV) and Internal Rate of Return (IRR).** Combining the costs and benefits from each of the three components, using a discount rate of 7 percent until 2040, we obtain a NPV of US\$24.4 million and an IRR of 15 percent. The analysis gives a conservative estimate of the benefits of the Project that does not account for indirect benefits, such as health and wellbeing or other positive externalities. Despite this, the Project yields a positive NPV and an IRR in excess of the discount rate. See Annex 2 for more details.

B. Fiduciary

(i) Financial Management

75. **A Financial Management Assessment⁵⁴ was carried out to assess the adequacy of Financial Management (FM) arrangements in place at the PIU under ANEP.** The overall conclusion of the FM

⁵⁴ The FM Assessment was carried out from October to mid-November 2021 by the Financial Management Specialist assigned to the Project; in accordance with the Bank Policy: Investment Project Financing and Bank Directive: Investment Project Financing and in line with Bank Directive: Financial Management Manual for World Bank-Investment Project Financing Operations.



Assessment is that: (i) the FM arrangements for the proposed Project are considered adequate; (ii) the funds flow, disbursements, monitoring, auditing, and supervision arrangements have been designed in a way that responds to the Project's implementation arrangements; and (iii) the residual FM risk associated with the Project is Moderate. Currently, there are no outstanding or unsatisfactory audit reports for the Bank project (managed by the same PIU) under implementation. In general terms, the Public FM arrangements in Uruguay function well.⁵⁵ This Project is expected to make extensive use of "Country systems" in terms of budgeting, flow of funds, and internal and external audits.

(ii) Procurement

76. **Procurement will be conducted using the Bank's "Procurement Regulations for IPF Borrowers," issued in July 2016 and updated in November 2020, for the supply of goods, works, non-consulting, and consulting services (including those related to the procurement of PBC procurable expenditures).** The Bank's Standard Procurement Documents will govern the procurement of Bank-financed Open International Competitive Procurement. For procurement involving National Open Competitive Procurement, the Borrower may use documents previously agreed with the World Bank. For each contract to be financed by the Loan, the different procurement methods or consultant selection methods, the estimated costs, prior review requirements, and timeframe will be agreed between the Borrower and the Bank in the Procurement Plan, which will be registered in the corresponding Systematic Tracking of Exchanges in Procurement System (STEP) prior to process implementation. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

77. **A procurement capacity assessment of the PIU was carried out by the Bank to review the organizational structure for implementing the Project, and the experience of the existing procurement staff.**⁵⁶ As a result, it was concluded that current staff in the unit counts with experience implementing Bank-financed projects and, particularly, on the type of procurement expected under the Project, based on the knowledge acquired from previous operations.

78. **Based on the results of the capacity assessment, the following actions are recommended to mitigate potential risks and facilitate project implementation:** (i) include in the Project Operational Manual the lessons learnt from previous operations to identify fit-for-purpose procurement arrangements, as well as any other particular arrangement for the implementation of procurement activities; (ii) use of the National Procurement Informative System (SICE) for the publication of the procurement processes (opportunities and information on the award of contracts) and, eventually, for the receipt of offers and quotations.

⁵⁵ Major strengths of Uruguay's Public FM systems are transparency of public finances and predictability and control in budget execution which are reasonably aligned with international standards and practices. Policy-based fiscal strategy and budgeting also shows some strength, as per the 2012 Public Expenditure and Financial Accountability Review Report (PEFA) published in December 2012 (<https://www.gub.uy/ministerio-economia-finanzas/comunicacion/publicaciones/informe-pefa-public-expenditure-and-financial-accountability-sobre>); and subsequent reviews: the Quality of Financial Management was regularly reviewed as part of the Country Policy and Institutional (CPIA) exercise. In 2018, it indicated that there have been no major changes in the country's Public FM environment.

⁵⁶ The assessment was carried out in June 2021 through a virtual meeting with the PIU Coordinator and the PIU's Procurement coordinator.

79. **The PIU prepared a Project Procurement Strategy for Development (PPSD), using a short form given the scope of the activities to be implemented, identifying the procurement arrangements that will support the delivery of processes while efficiently achieving the objectives of the Project.** Activities foreseen include, primarily, low risk and low value processes, and the PPSD analysis took into consideration lessons learned from previous operations as a primary input to define the most suitable procurement arrangements. Based on such analysis, the activities envisaged at this stage include the procurement of works for remodeling and adaptation of schools (including the contracting of works for the corrective maintenance of schools related to PBCs), goods (such as furniture and equipment for schools and IT equipment) to be procured mainly through Requests for Bids and Requests for Quotations with National Approach, as well as consultancy services (for both individuals and firms) and non-consultancy services (mostly related to training services and events).

80. **The Procurement Plan for the activities expected to be carried out during the first 18 months of Project implementation is included in the short form PPSD.** The rest of the activities will be added to the Procurement Plan once they are defined by the technical areas during project implementation.

C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

D. Environmental and Social

81. **The Project’s Environmental and Social risk classification is assessed as Moderate under the Bank’s Environmental and Social Framework (ESF).** From the environmental side, low to moderate environmental, health, and safety risks and potential impacts are expected under the Project, mainly associated with the physical interventions foreseen under Component 3, whereby the maintenance, construction, and/or rehabilitation of infrastructure needed for ELT schools would be financed. These interventions are of small scale and no particularly sensitive environmental conditions are expected for the works sites (urban or peri-urban zones, already transformed land), which will be defined during Project implementation. Thus, no potential large-scale, significant, and/or irreversible impacts are expected. Anticipated potential adverse environmental impacts would be primarily during the construction phase of civil works (e.g., construction staging, debris generation, dust emission, noise, safety, crosswalk, and traffic restrictions around workplace, etc). During the operation stage, potential negative impacts would be related to potential misuse or maintenance problems of the school infrastructure. Environmental risks and potential impacts are expected to be: (i) temporary and/or reversible; (ii) not significant nor complex/large; (iii) site-specific; and (iv) easily mitigated in a predictable manner. The prevention, reduction, and mitigation of these impacts are mainly based on the adoption of engineering and management good practices, such as the specific measures to be included in the Environmental and Social instruments of the Project (Environmental and Social Management Framework, Stakeholder Engagement Plan, Labor Management Procedures).

82. **The Social Risk rating for the Project is also Moderate.** The Project is expected to have only



positive impacts on all target populations, including women and vulnerable and systematically excluded groups (Afro-descendants, persons with disabilities, and LGBTI+ people), and will have no negative social effects. The main social risks are associated with the potential exclusion of these vulnerable groups from participating in the benefits of the Project. In this context, ANEP will need to assess the proposed pedagogy, governance, and infrastructure interventions to ensure they are socially and gender inclusive.

83. **The Borrower prepared an Environmental and Social Management Framework (ESMF)⁵⁷** to identify any potential barriers that the targeted groups may face to access the activities financed by the Project and look for ways to ensure that these groups are afforded opportunities to participate in planning and/or implementation of activities that can affect them. The Framework also highlights the need to address potential Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) risks associated with the Project, in consultation with the relevant authorities and stakeholders.

84. **The Borrower also developed a draft Stakeholder Engagement Plan (SEP)⁵⁸** to ensure active participation of all stakeholders, including representatives of teachers, school directors, and beneficiaries from the vulnerable groups identified above, among other interested parties, during Project preparation and implementation. The SEP also ensures that a Grievance Mechanism (GM) is in place to address concerns and grievances during project preparation and implementation. The draft SEP and the draft ESMF will be updated based on the feedback from consultations and re-disclosed accordingly. The Borrower will also identify project workers and develop the corresponding Labor-Management Procedures (LMP), which will be finalized in a satisfactory manner to the Bank before hiring any project worker.

85. **An Environmental and Social Commitment Plan (ESCP) was prepared⁵⁹** and includes specific actions related to (i) ensuring an adequate organizational structure to manage the environmental and social risks associated with the Project; (ii) ensuring adequate monitoring and reporting procedures, including specific guidance to report Incidents; and (iii) the operationalization of the project Grievance Mechanism and any additional measures that may be necessary to address risks identified during preparation.

86. **Uruguay already has capacity to prepare and implement Bank-financed projects** under the safeguard policies and the proposed PIU is currently executing one. A capacity assessment of the PIU was conducted prior to Project appraisal, which confirmed the capacity and resources of the PIU to manage environmental and social risks in line with the World Bank's Environmental and Social Standards.

87. **The Project will incorporate a citizen-oriented design and will include a beneficiary feedback indicator in the results framework.** A self-administered satisfaction survey will be included in the virtual training package for in-service teacher training to measure teachers' satisfaction with the training courses, namely, their perception of the usefulness of the training for the application of the new curriculum. The survey will include an open field where teachers can provide comments and suggestions that will help

⁵⁷ The latest version was disclosed on December 8, 2021 on the PIU's website, and can be found at:

<https://www.mecaep.edu.uy/innovaportal/v/700/1/paepu/instrumentos-ambientales-y-sociales.html>

⁵⁸ The latest version was disclosed on November 25, 2021 on the PIU's website, and can be found at:

<https://www.mecaep.edu.uy/innovaportal/v/700/1/paepu/instrumentos-ambientales-y-sociales.html>

⁵⁹ The latest version was disclosed on December 9, 2021 on the PIU's website, and can be found at:

<https://www.mecaep.edu.uy/innovaportal/v/700/1/paepu/instrumentos-ambientales-y-sociales.html>

inform the design of the training program. Comments received in the open field will be analyzed and those that require a response will be answered within a maximum period of 30 days from their receipt.

V. GRIEVANCE REDRESS SERVICES

88. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

89. **The individual risk ratings are all assessed as Moderate, and thus the Project's overall risk is assessed as Moderate.**



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Uruguay

Strengthening Pedagogy and Governance in Uruguayan Public Schools Project

Project Development Objectives(s)

The Project’s Development Objective is to strengthen pedagogy, governance, and physical learning environments in the Borrower’s public primary, secondary, and technical/vocational schools.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Strengthen Pedagogy							
Percentage of schools implementing the new curriculum (Percentage)		0.00	0.00	35.00	45.00	55.00	65.00
Percentage of vulnerable schools implementing the new curriculum (Percentage)		0.00	0.00	35.00	45.00	55.00	65.00
Strengthen Governance							
Percentage of ELT schools with an improved school governance index (Percentage)		0.00	0.00	20.00	30.00	40.00	50.00
Strengthen Pedagogy and Governance							



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Repetition rate in quintile 1 and 2 primary schools (Percentage)		6.20	6.20	6.00	5.70	5.40	5.20
Repetition rate in quintile 1 and 2 primary schools, female (Percentage)		5.40	5.40	5.20	5.00	4.70	4.40
Repetition rate in quintile 1 and 2 primary schools, male (Percentage)		7.00	7.00	6.80	6.60	6.30	6.00
Strengthen Physical Learning Environments							
Number of schools converted to Expanded Learning Time Schools (Number)	PBC 1	0.00	5.00	10.00	18.00	26.00	35.00

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Component 1: Improving Teacher Training and Pedagogical Content							
Teachers recruited or trained (CRI, Number)		0.00	0.00	12,000.00	24,000.00	40,000.00	45,000.00
Number of teachers recruited (CRI, Number)		0.00	0.00	0.00	0.00	0.00	0.00
Teachers recruited or trained - Female (RMS)		0.00	0.00	9,288.00	18,576.00	30,960.00	34,380.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
requirement) (CRI, Number)							
Number of teachers trained (CRI, Number)		0.00	0.00	12,000.00	24,000.00	40,000.00	45,000.00
Percentage of schools that develop pedagogical innovations (Percentage)	PBC 4	0.00	0.00	10.00	15.00	20.00	25.00
Percentage of vulnerable schools that develop pedagogical innovations (Percentage)		0.00	0.00	10.00	15.00	20.00	25.00
Gender Gap: Percentage of female students that choose STEM-related tracks (Percentage)		37.00	37.00	37.50	38.00	39.00	40.00
Citizen Engagement: Percentage of teachers and directors who consider that the in-service training received is useful for implementing the new curriculum (Percentage)		0.00	0.00	65.00	65.00	65.00	65.00
Passing rate in secondary schools with expanded learning time (Percentage)		81.10	81.30	81.60	82.10	82.60	83.10
Passing rate in secondary schools with expanded learning time, female (Percentage)		84.40	85.40	85.70	86.20	86.60	87.20
Component 2: Strengthening Management Teams							
Number of members of school management teams trained		0.00	900.00	2,000.00	3,000.00	4,000.00	5,000.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
(Number)							
Number of female members of school management teams trained (Number)		0.00	693.00	1,538.00	2,307.00	3,076.00	3,845.00
Percentage of schools that carry out activities to promote better management practices (Percentage)		0.00	0.00	20.00	30.00	40.00	50.00
Percentage of schools that develop an institutional management plan (Percentage)	PBC 2	0.00	5.00	10.00	30.00	50.00	70.00
Component 3: Improving Infrastructure and Complementary Services							
Development of guidelines for the design of school infrastructure (Text)	PBC 3	Guidelines not yet developed	Preparation of guidelines	Guidelines designed	Guidelines published	Pilot for implementation designed	Pilot implementation of guidelines
Number schools that receive infrastructure works under the Project (Number)		0.00	20.00	58.00	95.00	131.00	175.00
Number of students enrolled in Expanded Learning Time schools (Number)		0.00	4,500.00	13,050.00	21,375.00	29,475.00	39,375.00
Percentage of female students enrolled in Expanded Learning Time schools (Percentage)		0.00	2,160.00	6,264.00	10,260.00	14,148.00	18,900.00
Component 4: Strengthening Evaluation Systems and Project Management							
Impact evaluations completed under the Project (Text)		Impact evaluation not yet designed	Impact evaluation not yet designed	Impact evaluation not yet designed	At least 1 impact evaluation designed	At least 1 impact evaluation under implementation	Results report of at least 1 impact evaluation



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Development of a Monitoring Survey for teachers and directors (Text)	PBC 5	Survey not yet designed	Survey designed and piloted, and measurement of baseline	Survey implemented and data reported	Survey implemented and data reported	Survey implemented and data reported	Survey implemented and data reported

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Percentage of schools implementing the new curriculum	This indicator tracks the number of public primary, secondary, and technical/vocational schools that implement the new national curriculum, as a percentage of the total number of public schools in the country. Implementation will be measured according to an index to be defined in the Operations Manual within the first six months of implementation.	Annual starting after Year 2 (2023)	Reports based on data collected through the Monitoring Survey	A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors (the Monitoring Survey).	ANEP-DIEE



<p>Percentage of vulnerable schools implementing the new curriculum</p>	<p>This indicator tracks the number of primary, secondary, and technical/vocational schools in vulnerable areas that implement the new national curriculum, as a percentage of the total number of schools in vulnerable areas. Implementation will be measured according to an index to be defined in the Operations Manual within the first six months of implementation.</p>	<p>Annual after Year 2 (2023)</p>	<p>Reports based on data collected through the Monitoring Survey</p>	<p>A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors. The survey will be stratified to boost the sample for the bottom 40 (the Monitoring Survey).</p>	<p>ANEP-DIEE</p>
<p>Percentage of ELT schools with an improved school governance index</p>	<p>The indicator will measure the percentage of schools with an improvement in the governance index in primary, secondary, and technical/ vocational schools. The index would be constructed from a combination of key variables. These could include: (a) whether or not the school implements management tools (e.g. a triannual management plan, an institutional self-assessment, a results report,</p>	<p>Annual starting in Year 2 (2023)</p>	<p>Reports based on data collected through the Monitoring Survey</p>	<p>A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors (the Monitoring Survey).</p>	<p>ANEP-DIEE</p>



	and an improvement plan); (b) number of learning support staff at the schools (e.g. teaching, activities and participation coordinators); (c) whether or not the school has a collaborative space for teachers; (d) student attendance; (e) teacher turnover rates. The construction of this index will be completed during the first six months of implementation and will be defined in the Operations Manual. The indicator will be measured only in ELTs, which include primary schools in quintiles 1 and 2 that have extended learning time (Aprender schools that are transformed into ELT schools; extended-time schools in quintiles 1 and 2; and full-time schools in quintiles 1 and 2); and Maria Espinola secondary schools.				
Repetition rate in quintile 1 and 2 primary schools	This indicator measures repetition rates in public primary schools in quintiles	Annual	Administrative Data	Administrative data updated in Project progress report.	ANEP



	1 and 2.				
Repetition rate in quintile 1 and 2 primary schools, female	This indicator measures repetition rates for female students in public primary schools in quintiles 1 and 2.	Annual	Administrative Data	Administrative data updated in Project progress report.	ANEP
Repetition rate in quintile 1 and 2 primary schools, male	This indicator measures repetition rates for male students primary schools in quintiles 1 and 2.				
Number of schools converted to Expanded Learning Time Schools	This indicator measures the number of primary schools in quintiles 1 and 2 that will receive rehabilitation and/or expansion works to transform them into ELT. Possible interventions would include the upgrading of existing infrastructure to mitigate the impacts of climate-related risks such as floods, landslides, and heat waves, including: (i) improved drainage systems and integrated water management; (ii) improved ventilation systems; and (iii) waste management and recycling systems, including food waste reduction from the school system.	Annual	Administrative Data	Administrative data updated in Project progress report.	ANEP



Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Teachers recruited or trained		Annual	Administrative Data	Update of administrative data produced by the Teacher Professional Development Unit in the Project's progress report.	Teacher Professional Development Unit (Unidad de Desarrollo Profesional Docente, UDPD)
Number of teachers recruited		Annual	Administrative Data	Update of administrative data produced by the Teacher Professional Development Unit in the Project's progress report.	Teacher Professional Development Unit (<i>Unidad de Desarrollo Profesional Docente</i> , UDPD)
Teachers recruited or trained - Female (RMS requirement)		Annual	Administrative Data	Update of administrative data produced by the Teacher Professional Development Unit in the Project's progress report. Targets are calculated based on the current estimates that	Teacher Professional Development Unit (Unidad de Desarrollo Profesional Docente, UDPD)



				77.4% of teachers are female.	
Number of teachers trained		Annual	Administrative Data	Update of administrative data produced by the Teacher Professional Development Unit in the Project's progress report.	Teacher Professional Development Unit (Unidad de Desarrollo Profesional Docente, UDPD)
Percentage of schools that develop pedagogical innovations	This indicator measures the number of schools with at least 1 teacher who has participated in the teacher training program that implements at least 1 pedagogical innovation (i.e., on STEM, gender balance, climate change, special education needs) as a percentage of all primary, secondary, and technical/ vocational schools.	Annual after Year 2 (2023)	Reports based on data collected through the Monitoring Survey	A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors (the Monitoring Survey).	ANEP-DIEE
Percentage of vulnerable schools that develop pedagogical innovations	This indicator measures the number of schools in vulnerable areas with at least 1 teacher who has participated in the teacher	Annual starting in Year 2 (2023)	Reports based on data collected through the	A nationally representative survey of public primary, secondary, and technical/ vocational	ANEP-DIEE



	training program that implements at least 1 pedagogical innovation (i.e., on STEM, gender balance, climate change, special education needs) as a percentage of all primary, secondary, and technical/ vocational schools.		Monitoring Survey	schools for teachers and directors (the Monitoring Survey).	
Gender Gap: Percentage of female students that choose STEM-related tracks	This indicator measures the number of female students who choose agriculture, engineering, mathematics, and/or technology tracks in the fifth and sixth year of secondary as a percentage of all students in those tracks. The indicator is measured for these specific tracks given that, among all STEM tracks, these are the ones that currently have the lowest female participation.	Annual	Administrative Data	Updates provided in the Project's progress report	ANEP
Citizen Engagement: Percentage of teachers and directors who consider that the in-service training received is useful for implementing the new curriculum	The indicator will measure the satisfaction of teachers with the in-service training courses, as their perception of the usefulness of the training for the application of the new competency-based curriculum. To collect	Annual	Compliance with this goal will be reported in the Unit for Teacher Professional Development	A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors.	ANEP-DIEE



	<p>this information, a self-administered satisfaction survey will be part of the virtual training package. The survey will include an open field where teachers can provide comments and suggestions that will help inform the design of the training program. Comments received in the open field will be analyzed and those that require a response will be answered within a maximum period of 30 days from their receipt.</p>		's reports.		
<p>Passing rate in secondary schools with expanded learning time</p>	<p>This indicator measures the percentage of students passing into the lower secondary education cycle in secondary and technical/vocational Maria Espinola schools,</p>	<p>Annual</p>	<p>Administrative Data</p>	<p>Administrative data provided in the Project's Progress Report</p>	<p>ANEP-DIEE</p>
<p>Passing rate in secondary schools with expanded learning time, female</p>	<p>This indicator measures the percentage of female students passing into the lower secondary education cycle in secondary and technical/vocational Maria Espinola schools.</p>	<p>Annual</p>	<p>Administrative Data</p>	<p>Administrative data update in the Project's progress report</p>	<p>ANEP-DIEE</p>



<p>Number of members of school management teams trained</p>	<p>The indicator will monitor the number of school directors, deputy directory, and secretaries in primary, secondary, and technical/ vocational schools that receive training in management practices. Targets are cumulative.</p>	<p>Annual</p>	<p>Administrative Data</p>	<p>Update of administrative data produced by the Teacher Professional Development Unit in the Project's progress report.</p>	<p>Teacher Professional Development Unit (Unidad de Desarrollo Profesional Docente, UDPD)</p>
<p>Number of female members of school management teams trained</p>	<p>The indicator will monitor the number of female school directors, deputy directory, and secretaries in primary, secondary, and technical/ vocational schools that receive training in management practices. Targets are cumulative.</p>	<p>Annual</p>	<p>Administrative Data</p>	<p>Update of administrative data produced by the Teacher Professional Development Unit in the Project's progress report.</p>	<p>Teacher Professional Development Unit (Unidad de Desarrollo Profesional Docente, UDPD)</p>
<p>Percentage of schools that carry out activities to promote better management practices</p>	<p>This indicator tracks the percentage of schools that carry out at least one knowledge exchange activity carried out by the school management teams to disseminate information on management of the new curriculum, including teacher support strategies, innovative practices, risk</p>	<p>Annual starting in Year 2 (2023)</p>	<p>Reports based on data collected through the Monitoring Survey</p>	<p>A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors (the Monitoring Survey).</p>	<p>ANEP-DIEE</p>



	management strategies, infrastructure maintenance plans, etc.				
Percentage of schools that develop an institutional management plan	This indicator measures the percentage of schools that have developed an institutional plan for school coexistence, include activities for the adaptation and improvement of school coexistence. The minimum contents of these plans will be included in the Operations Manual, reflecting the schools' evaluation of priorities, according to their specific context, to improve management, school climate, and learning. The Management Plans will be triannual, voluntary, and available for consultation with the	Annual starting in Year 2 (2023)	Reports based on data collected through the Monitoring Survey	A nationally representative survey of public primary, secondary, and technical/ vocational schools for teachers and directors (the Monitoring Survey).	ANEP-DIEE
Development of guidelines for the design of school infrastructure	This indicator measures the design, publication, and piloting of new parameters for learning spaces, using the methodology provided by the Council of Europe	Annual	Project Progress Report	Update for the Project progress reports	ANEP



	Development Bank and European Investment Bank, prioritizing innovative design, energy efficiency, resilience to climate change, the construction of sanitary, potable water, and sanitation facilities, management and waste reduction, and the construction and/or rehabilitation of climate-resilient schools based on risks assessments.				
Number schools that receive infrastructure works under the Project	This total number of infrastructure works to be reported in this indicator include: (i) maintenance of 94 Full Time Schools in quintiles 1 and 2; (ii) annual maintenance for 21 full-time pre-primary schools in quintiles 1 and 2; (iii) annual maintenance of 20 extended time schools in quintiles 1 and 2; (iv) maintenance, expansion and/or rehabilitation of 35 Aprender schools to	Annual	Project progress reports	Update for the Project progress reports	ANEP



	<p>transform them into ELT schools; and (v) maintenance, expansion and/or rehabilitation of 5 FTS in quintiles 1 and 2. Investments will focus on schools located in vulnerable areas (socioeconomic quintiles 1 and 2) to ensure the targeting of students from vulnerable socioeconomic groups. Targets for this indicator are cumulative.</p>				
<p>Number of students enrolled in Expanded Learning Time schools</p>	<p>This indicator measures the number of students enrolled in primary, secondary, and technical/vocational schools that receive interventions to expand learning time, including (i) the implementation of the new curriculum; (ii) in-service teacher training on the new curriculum; (iii) training for school management teams on the new curriculum; (iv) infrastructure works to maintain, rehabilitate, or convert schools to the Expanded Learning Time</p>	<p>Annual</p>	<p>Administrative Data</p>	<p>Update on administrative data for the Project progress reports</p>	<p>ANEP</p>



	(ELT) schools.				
Percentage of female students enrolled in Expanded Learning Time schools	<p>This indicator measures the number of female students enrolled in primary, secondary, and technical/vocational schools that receive interventions to expand learning time, including (i) the implementation of the new curriculum; (ii) in-service teacher training on the new curriculum; (iii) training for school management teams on the new curriculum; (iv) infrastructure works to maintain, rehabilitate, or convert schools to the Expanded Learning Time (ELT) schools.</p> <p>The targets for this indicator consider the gender distribution in quintiles 1 and 2 (48% girls), in line with the demographic distribution of that population.</p>	Annual	Administrative Data	Update on administrative data for the Project progress reports	ANEP



<p>Impact evaluations completed under the Project</p>	<p>This indicator tracks the completion of at least one impact evaluation to understand the impact of key component(s) of the Project. This impact evaluation could potentially focus on one of the training programs that will be rolled out in a staggered manner across the country over a period of four years, to which schools could be assigned to through random selection.</p>	<p>Once</p>	<p>Project progress report</p>	<p>Update of the Project progress report</p>	<p>ANEP</p>
<p>Development of a Monitoring Survey for teachers and directors</p>	<p>This indicator reflects the development of a nationally representative survey of public primary, secondary, and technical/vocational schools to be administered to teachers and principals. This survey will be used to report baselines and progress on various indicators in the Project's results framework. The survey will be stratified to over-represent the bottom two quintiles (boost sample</p>	<p>Annual</p>	<p>Update of the Project progress report</p>	<p>Project progress report</p>	<p>ANEP</p>



bottom 40).

Performance-Based Conditions Matrix

Performance-Based Conditions Matrix				
PBC 1	Number of schools converted to Expanded Learning Time Schools			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Number	1,000,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
March 2022 – March 2023	5.00		0.00	-
April 2023 – March 2024	10.00		1,000,000.00	Evidence of certificates of completion for at least 10 works are presented
April 2024 – March 2025	18.00		0.00	-
April 2025 – March 2026	26.00		0.00	-
April 2026 – March 2027	35.00		0.00	-



PBC 2		Percentage of schools that develop an institutional management plan		
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	No	Percentage	750,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
March 2022 – March 2023	5.00		0.00	-
April 2023 – March 2024	10.00		0.00	-
April 2024 – March 2025	30.00		0.00	-
April 2025 – March 2026	50.00		750,000.00	Reports provided indicate that at least 50% of schools have developed the plan
April 2026 – March 2027	70.00		0.00	-
PBC 3		Development of guidelines for the design of school infrastructure		
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	500,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	Guidelines not yet developed			
March 2022 – March 2023	Preparation of guidelines		0.00	-



April 2023 – March 2024	Guidelines designed		0.00	-
April 2024 – March 2025	Guidelines published		500,000.00	Evidence of formal publication of the guidelines in physical or electronic format is provided.
April 2025 – March 2026	Pilot implementation designed		0.00	-
April 2026 – March 2027	Pilot implementation begun		0.00	-
PBC 4	Percentage of schools that develop pedagogical innovations			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Outcome	No	Percentage	1,250,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
March 2022 – March 2023	0.00		0.00	-
April 2023 – March 2024	10.00		0.00	-
April 2024 – March 2025	15.00		500,000.00	Report verifies that at least 15% of schools have developed pedagogical innovations
April 2025 – March 2026	20.00		0.00	-
April 2026 – March 2027	25.00		750,000.00	Report verifies that at least 25% of schools have developed pedagogical innovations



PBC 5		Design and Pilot a Monitoring Survey for teachers and directors		
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	No	Yes/No	250,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	No			
March 2022 – March 2023	Yes		250,000.00	Instrument, complete field and results report of the survey pilot, including recommendations for improvement and future operation
April 2023 – March 2024	No		0.00	-
April 2024 – March 2025	No		0.00	-
April 2025 – March 2026	No		0.00	-
April 2026 – March 2027	No		0.00	-
PBC 6		Implementation of a Monitoring Survey for teachers and directors		
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Process	No	Yes/No	500,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	No			
March 2022 – March 2023	No		0.00	-



April 2023 – March 2024	Yes		0.00	-
April 2024 – March 2025	Yes		0.00	-
April 2025 – March 2026	Yes		500,000.00	Report containing data from the third measurement of the survey to directors and teachers
April 2026 – March 2027	Yes		0.00	-
PBC 7	Final report of a Monitoring Survey for teachers and directors			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Yes/No	750,000.00	
Period	Value		Allocated Amount (USD)	Formula
Baseline	No			
March 2022 – March 2023	No		0.00	-
April 2023 – March 2024	Yes		0.00	-
April 2024 – March 2025	Yes		0.00	-
April 2025 – March 2026	Yes		0.00	-
April 2026 – March 2027	Yes		750,000.00	Final report containing data from the final measurement of the survey to directors and teachers



Verification Protocol Table: Performance-Based Conditions

PBC 1	Number of schools converted to Expanded Learning Time Schools
Description	This indicator measures the number of primary schools in quintiles 1 and 2 that will receive rehabilitation and/or expansion works to transform them into ELT. Possible interventions would include the upgrading of existing infrastructure to mitigate the impacts of climate-related risks such as floods, landslides, and heat waves, including: (i) improved drainage systems and integrated water management; (ii) improved ventilation systems; and (iii) waste management and recycling systems, including food waste reduction from the school system.
Data source/ Agency	Updates for the Project progress report by the PIU's Infrastructure Unit
Verification Entity	PIU
Procedure	Review and validation of progress report presented by the PIU, detailing data collected by its Infrastructure team. It will be measured based on the number of completed works, including additional information on the characteristics that contribute to mitigating risks related to climate, as defined in the Operations Manual. ANEP/PIU will provide evidence of certificates of works completion, as defined in the Operational Manual. Values are cumulative.
PBC 2	Percentage of schools that develop an institutional management plan
Description	This indicator measures the percentage of schools that have developed an institutional plan for school coexistence, include activities for the adaptation and improvement of school coexistence. The minimum contents of these plans will be included in the Operations Manual, reflecting the schools' evaluation of priorities, according to their specific context, to improve management, school climate, and learning. The Management Plans will be triannual, voluntary, and available for consultation with the
Data source/ Agency	Project progress report - ANEP/PIU
Verification Entity	PAEPU, with assistance from a Verification Agent



Procedure	External verification based on the ANEP/PIU annual progress report, containing a quantification of the institutional management plans through a platform (or multiple platforms) to be defined in the Operations Manual. The external verification process will be as follows: the PIU will present the report, validated by the <i>Dirección Sectorial de Planificación Educativa</i> , which will include progress on the implementation plan to strengthen school directors' skills in schools in all education levels; on the preparation and implementation of tools to support management, as defined in the Operations Manual; in addition to the necessary evidence on the management report, as defined in the Operations Manual. The PBC will be considered achieved once the reported evidence can be verified with assistance from the Verification Agent.
PBC 3	Development of guidelines for the design of school infrastructure
Description	This indicator measures the design, publication, and piloting of new parameters for learning spaces, using the methodology provided by the Council of Europe Development Bank and European Investment Bank, prioritizing innovative design, energy efficiency, resilience to climate change, the construction of sanitary, potable water, and sanitation facilities, management and waste reduction, and the construction and/or rehabilitation of climate-resilient schools based on risks assessments.
Data source/ Agency	Updates for the Project progress report by the PIU's Infrastructure Unit
Verification Entity	PIU
Procedure	The verification will be carried out on the basis of the formal publication, in physical or electronic format, of the Guidelines for the Design of School Infrastructure, for which minimum contents will be defined in the Operations Manual. The contents of the Guidelines must be reviewed through the consultation of national and international experts, or local authorities, among others, in workshops and seminars. The indicator will be considered achieved when the Bank receives and finds acceptable (i) the description of the minimum contents of the Guidelines in the Operations Manual, (ii) evidence of consultation activities, (iii) confirmation that technical consultations have been answered, and (iv) confirmation and evidence of the publication of the Guidelines.
PBC 4	Percentage of schools that develop pedagogical innovations
Description	This indicator measures the number of schools with at least 1 teacher who has participated in the teacher training program that implements at least 1 pedagogical innovation (i.e., on STEM, gender balance, climate change, special education needs) as a percentage of all primary, secondary, and technical/vocational schools.



Data source/ Agency	Nationally-representative School Monitoring Survey for public primary and secondary school teachers and directors - ANEP/DIEE
Verification Entity	PIU, with assistance from a Verification Agent
Procedure	External verification based on the ANEP/PIU annual progress report, which contains survey data for directors and teachers from a nationally-representative sample of schools, reported by ANEP/DIEE. The external verification process will be as follows: the PIU will present the report, validated by the <i>Dirección Sectorial de Planificación Educativa</i> , which will include the progress of the implementation plan of the new curriculum, as defined in the Operations Manual, in addition to the necessary evidence on the innovations that meet the criteria defined in the Operations Manual. The PBC will be considered achieved once the reported evidence can be verified with the assistance of the verifying agent
PBC 5	Design and Pilot a Monitoring Survey for teachers and directors
Description	This indicator reflects the development of a nationally representative survey of public primary, secondary, and technical/vocational schools to be administered to teachers and directors. This survey will be used to report baselines and progress on various indicators in the Project's results framework. The survey will be stratified to over-represent the bottom two quintiles (boost sample bottom 40).
Data source/ Agency	Project progress reports - ANEP/DIEE
Verification Entity	PIU, with assistance from a Verification Agent
Procedure	External verification based on the report of the instrument, complete field and results report of the survey pilot, including recommendations for improvement and future operational steps. The data will be reported by ANEP/DIEE, and the reports will be validated by the <i>Dirección Sectorial de Planificación Educativa</i> . The indicator will be achieved when the external verifying agent receives the validated version of the reports from ANEP/PIU and when additional queries are answered.
PBC 6	Implementation of a Monitoring Survey for teachers and directors
Description	This indicator reflects the development of a nationally representative survey of public primary, secondary, and technical/vocational schools to be administered to teachers and directors. This survey will be used to report baselines and progress on various indicators in the Project's results framework. The survey will be stratified to over-represent the bottom



	two quintiles (boost sample bottom 40).
Data source/ Agency	Project progress reports - ANEP/DIEE
Verification Entity	PIU, with assistance from a Verification Agent
Procedure	External verification based on the report containing data from the third measurement of the survey to directors and teachers. The data will be reported by ANEP/DIEE, and the reports will be validated by the <i>Division de Planeamiento Educativo</i> . The indicator will be achieved when the external verifying agent receives the validated version of the reports from ANEP/PIU and when additional queries are answered.
PBC 7	Final report of a Monitoring Survey for teachers and directors
Description	This indicator reflects the development of a nationally representative survey of public primary, secondary, and technical/vocational schools to be administered to teachers and directors. This survey will be used to report baselines and progress on various indicators in the Project's results framework. The survey will be stratified to over-represent the bottom two quintiles (boost sample bottom 40).
Data source/ Agency	Project progress reports - ANEP/DIEE
Verification Entity	PIU, with assistance from a Verification Agent
Procedure	External verification based on the report containing data from the final measurement of the survey to directors and teachers. The data will be reported by ANEP/DIEE, and the reports will be validated by the <i>Division de Planeamiento Educativo</i> . The indicator will be achieved when the external verifying agent receives the validated version of the reports from ANEP/PIU and when additional queries are answered.



ANNEX 1: Implementation Arrangements and Support Plan

Financial Management

1. **A Financial Management Assessment⁶⁰ was carried out to assess the adequacy of FM arrangements in place at the Project Implementation Unit (PIU)** under the National Administration of Public Education (*Administración Nacional de Educación Pública, ANEP*).
2. **The scope of the FM Assessment included:** (i) an evaluation of existing FM systems in place to be used for Project budgeting, monitoring, accounting and reporting; (ii) a review of staffing arrangements; (iii) a review of the flow of funds arrangements and disbursement methods to be used (including those under the PBC scheme); (iv) a review of internal control mechanisms in place, including the internal audit; (v) a discussion with regards to the reporting and disbursement requirements under the PBC scheme, including the format and content of the customized reports to be used for disbursement purposes; (vi) a discussion on reporting requirements, including the format and content of Unaudited Interim Financial Reports (IFRs) for reporting purposes; and (vi) a review of the external audit arrangements.
3. **The overall conclusion of the FM Assessment is that:** (i) the FM arrangements for the proposed Project are considered adequate; (ii) the funds flow, disbursements, monitoring, auditing, and supervision arrangements have been designed in a way to respond to the Project's implementation arrangements; and (iii) the residual FM risk associated with the Project is rated as Moderate. The combined fiduciary risk (FM and Procurement) is rated as Moderate. The Project's risk rating will be reviewed regularly during Project implementation. Currently, there are no outstanding or unsatisfactory audit reports for the active Bank project (managed by the same PIU) under implementation.
4. **The FM Assessment identified the PBC complexity as the main risk to the achievement of the PDO.** The following specific mitigation measures will be implemented to address this risk: (i) specific flow of funds, disbursement arrangements, and internal control procedures will be used under the PBC scheme; (ii) preparation of a Project Operations Manual (POM), including a section on FM arrangements (reflected as a Project effectiveness condition); (iii) annual audits of the Project's financial statements following auditing standards and Terms of Reference acceptable to the Bank; and (iv) continued close Bank support and supervision.
5. **Implementing Agency.** The Project will be implemented by ANEP through its PIU, which is also in charge of the implementation of the Bank's Improving the Quality of Initial and Primary Education in Uruguay Project.⁶¹ The PIU will be responsible for the FM aspects, including: the Project's budget formulation and execution, flow of funds and disbursement arrangements, assuring adequate and timely financing of eligible expenditures, maintaining the Project's accounting records and the preparation of

⁶⁰ The FM Assessment was carried out from October to mid-November 2021 by the Financial Management Specialist assigned to the Project; in accordance with the Bank Policy: Investment Project Financing and Bank Directive: Investment Project Financing and in line with Bank Directive: Financial Management Manual for World Bank-Investment Project Financing Operations.

⁶¹ P159771- Improving the Quality of Initial and Primary Education in Uruguay, partially financed by the Loan 8675-UY, amounting to US\$ 40 with closing date on May 31, 2022.



interim and annual financial reporting required by the Bank, and complying with the Project's external auditing arrangements. ANEP is ruled by a Central Steering Council (CODICEN) whose functions are established by Law 18.437 and its organization chart is publicly available in the official website.⁶²

6. **Organization and Staffing.** The PIU's *Coordinación Finanzas y Desembolsos* is composed by 7 qualified professionals with relevant experience in implementing other Bank financed projects.⁶³ The FM Coordinator reports to the Project Coordinator and leads the budgeting, treasury, accounting, and disbursement functions and is supported by two FM Specialists and two FM Assistants. The PIU's Organization Chart is clearly defined. Staff's roles, responsibilities, and oversight lines allow adequate segregation of duties and are included in the POM. FM personnel are qualified and capable of undertaking the Project's FM function. No additional FM staff will be required/hired, most likely because the Bank's Project currently under implementation will be closed by the time this operation is expected to be effective

7. **Planning and Budgeting:** Uruguay's budget system is well-suited for the implementation of the proposed operation. The institutional framework that governs the preparation of the National Budget involves a range of entities including the Budget & Planning Office (OPP) and various departments within the Ministry of Economy and Finance (MEF). Uruguay has a five-year budget that operates in practice as a medium-term fiscal framework.⁶⁴ This plan is the basis for a monthly cash planning, agreed bilaterally between MEF and each spending unit included in the National Budget. Project transactions will flow through the Government Integrated Financial Information System (*Sistema Integrado de Información Financiera*, SIIF) to control the allocated budget. Budget operations are accounted for in the SIIF and controlled by the Accountant General Office (*Contaduría General de la Nación*, CGN). The PIU, in conjunction with CODICEN's *Dirección Sectorial de Programación y Presupuesto*, will be responsible for preparing the Project's specific budget. For planning purposes, the PIU will lead the planning process of the entire Project with specific procedures to require and monitor financial information under each subcomponent. As part of the internal control framework, each government entity has a Central Accountant in charge of validating each spending decision for legality and control of the budget costs. The application for this type of control is applied for all types of expenses, regardless of their amount. All the Project's budgeting transactions will be processed through the SIIF. Spending decisions are registered in SIIF and include a set of accounting sequences for adequate commitment and payment control, and to keep expenses within set budget limits and cash projections. The monitoring and control of budget execution is carried out through standard management reports generated by SIIF and reviewed monthly by the PIU FM Coordinator. Actual expenditures are compared to budgeted expenditures, with reasonable frequency, and justifications provided for variations relevant to the budget.

8. **Accounting and Financial Reporting:** For accounting matters, the Project will use the Memory Conty Information Technology (IT) system. This system is already in place and functioning well, though it

⁶² <https://www.anep.edu.uy/codicen>

⁶³ The PIU has vast experience, having coordinated the implementation of five completed operations in the Education Sector since the mid-1990s.

⁶⁴ The five-year budget can be modified through several legal procedures. The main tool for modifying budgeted allocations is the so-called *Rendición de Cuentas* (RdC), which are fundamentally budget execution reports, prepared yearly by the Executive before June 30 of the following year, made publicly available and submitted to Congress for approval. Budget law No. 19.924 for the period 2020-2024 passed by the Legislature in December 2020.



is important to mention that the SIIF budgeting system is not interfaced with the Memory Conty IT system. Therefore, the PIU will implement manual controls to ensure the integrity and accuracy of data between both systems. The PIU will be responsible for: (i) maintaining the Project’s accounts with the Chart of accounts reflecting the Project categories, components, and source of funding; and (ii) producing the requisite semi-annual Interim Financial Reports (IFR) and annual financial statements. Those reports will be prepared on a cash accounting basis using the standard formats agreed with the Bank. The IFR will be submitted to the Bank within forty-five (45) days after the end of the reported period. These reports will be used by PIU management to monitor the Project, including comparisons of actual vs. budgeted expenditure. The Chart of accounts (that is adequate, and can be adapted to properly account for, and report on all the Project’s activities), format and content of the IFR and annual financial statements will be included in the POM. There are written policies and procedures covering all routine accounting and related administrative activities and only authorized persons may change or establish new accounting principles, policies, or procedures. The accounting function within the PIU is adequately staffed with experienced and qualified persons. The PIU will also have access to the Bank’s Client Connection system for up-to-date information relating to the disbursement of the proceeds of the Loan. The Project’s accounting records in the Memory Conty IT system and SIIF will be reconciled on a regular basis with this information.

9. **The following table shows the financial reports schedule to be submitted to the Bank:**

Table A1.1: Reports’ Schedule

Report	Due date
Semi-annual unaudited IFRs reflecting the sources and uses of funds for each semester and cumulative uses by category, including beginning and ending cash balances	Within forty-five (45) days after the end of each calendar semester
Annual audit report on the Project’s financial statements	Within six (6) months after the end of each calendar year (or other period agreed with the Bank)
Special opinions on SOEs and Designated Account	
Management letter identifying any internal control weaknesses and areas for improvement	

10. **Internal Auditing and Internal Control:** ANEP has an Internal Audit Department (IAD). This unit has technical autonomy and unlimited access to financial records and is technically supervised by the Government’s Internal Audit Office (*Auditoria Interna de la Nacion, AIN*), which depends functionally and financially on the MEF. AIN prepares an annual audit plan and progress is measured periodically. There have been no IAD reports covering the Bank’s projects for the last years. The internal audit function is fully effective. Internal audit reports issued by the AIN under ANEP are publicly available in the official AIN website.⁶⁵ When internal control weaknesses are highlighted in the reports along with auditors’ recommendations, action plans are requested, including measures to be adopted, deadlines, and responsibility for its implementation. However, no systematic follow up on audit findings and action plans to address auditors’ recommendations are evidenced. At this stage, the Project has not been included in IAD’s internal audit plan for the next year. There is adequate segregation of duties in the PIU to maintain an adequate level of control. The internal control environment to be used for the Project is anchored in

⁶⁵ <https://www.gub.uy/ministerio-economia-finanzas/comunicacion/publicaciones/informe-actuaciones-del-sector-publico/informe-actuaciones-del-sector-19>



Uruguay’s legal and institutional framework and ANEP operational processes and procedures i.e., approval and authorization controls are in place and properly documented. The process flows appear to be well understood by PIU personnel. Bank reconciliations are performed regularly. All accounting and support documents are retained on a secure basis, using an electronic system that allows for easy retrieval for the authorized user. The IT department of ANEP is well staffed with adequate personnel, and detailed procedures are in place to ensure the integrity of data captured by the various IT systems, including daily back-ups of all data, in an alternative secure location. Fixed assets/inventories are also controlled, with regular asset/inventory counts, reconciled with control accounts and procedures in place to control the disposal/sale of assets. The Project’s internal control system will also be documented in the POM. The POM will comprise descriptions, flow charts, policies, templates and forms, user-friendly tools, tips and techniques to ensure that the approval and authorization controls continue to be adequate and are properly documented and followed with adequate safeguarding of the Project’s assets. The POM will be prepared by the PIU and be approved by the Bank and be maintained/updated throughout the Projects’ life.

11. **External Auditing Arrangements:** The Project’s external audit will be performed by the Uruguayan Supreme Audit Institution (*Tribunal de Cuentas de la República*, TCR) following agreed Terms of Reference (TOR) acceptable to the Bank, and in accordance with International Standards of Supreme Audit Institutions (ISSAIs) (issued by the International Organization of Supreme Audit Institutions (INTOSAI)). The audit report (and any accompanying Management letter) should be submitted to the Bank no later than six (6) months after the end of each fiscal year. In accordance with the Bank’s Access to Information Policy, upon receipt of the annual audited financial statements of the Project, they will be made available to the public (but not the Management letter) by the Bank. TORs will be included in the POM. There are no overdue audit reports and/or outstanding FM or audit issues affecting the PIU at this moment.

12. **Disbursement Table:** the following tables show the Project’s component names, activities comprised under each component and allocated amount, and the category of expenditures.

Table A1.2: Project Costs and Financing

Project Components	IBRD Project Costs (US\$)	Counterpart Project Costs (US\$)	Total Project Costs (US\$)
Component 1: Improving Teacher Training and Pedagogical Content Subcomponent 1.1: In-service training programs for effective teaching of the new curriculum. Subcomponent 1.2: Piloting and monitoring of pedagogical innovations for the implementation of the realignment of the new curriculum.	7,000,000	1,800,000	8,800,000
Component 2: Strengthening Management Teams Subcomponent 2.1: In-service training of school management teams and system supervisors in governance and management for the new curriculum. Subcomponent 2.2. Revision of key aspects and redesign of the framework governing the career of directors, teachers, and other learning support staff.	4,000,000	1,200,000	5,200,000



Component 3: Improving Infrastructure and Complementary Services Subcomponent 3.1 Studies to identify infrastructure needs. Subcomponent 3.2 Construction, rehabilitation, and maintenance of school infrastructure. Subcomponent 3.3. Systematization of evidence-based design processes for learning spaces. Subcomponent 3.4 Provision of complementary services.	23,000,000	8,000,000	31,000,000
Component 4: Strengthening Evaluation Systems and Project Management Subcomponent 4.1. Evaluation Capacities. Subcomponent 4.2. Project Administration.	6,000,000	4,500,000	10,500,000
Total Project Costs	40,000,000	15,500,000	55,500,000

Table A1.3: Category of Expenditures and Financing Percentages

Category	Amount of the Loan Allocated (expressed in US\$)	Percentage of Expenditures to be financed (inclusive of Taxes)
(1) Goods, works, consulting services, non-consulting services, Training and Operating Costs for the Project except for Parts 1.2, 2.1, 3.1 iii), 3.2 iv) and 4.1 ii) of the Project	35,000,000	100%
(2) Underlying Expenditures ⁶⁶ for Parts 1.2, 2.1, 3.1 iii), 3.2 iv) and 4.1 ii) of the Project	5,000,000	100% of the amount of the Loan allocated to each PBC as set for in Schedule 4 to the Loan Agreement
TOTAL AMOUNT	40,000,000	

13. **Flow of Funds and Disbursement Arrangements for Eligible Expenditures (input-based):** the following disbursement methods may be used under the loan: (i) Advance, (ii) Reimbursement, and (iii) Direct Payment. The Project's funds will be managed by the PIU through a specific segregated Designated Account (DA) and denominated in the loan currency (US\$), which will be opened at the Central Bank of Uruguay (BCU). This account will receive advances from the Loan account and will be replenished by the Bank as execution progresses. The DA will have a Fixed Ceiling of US\$5 million. The frequency for reporting eligible expenditures paid from the DA will be once every three (3) months. In addition, two operating accounts will be opened at the *Banco República* (BROU) acceptable to the Bank and managed by PIU: one in U.S. dollars which proceeds from the DA will be transferred and other in local currency to handle payments of eligible expenditures to local providers. These transfers will take place based on forecasted expenditures for the next two months. Under this modality, PIU will document eligible expenditures to the Bank using Statements of Expenditures (SOEs). At the request of the Government, the Bank will make Direct Payments to vendors based on requests for payments and Records. Reimbursement of eligible expenditures will also be permitted. The Project's Minimum Application Size will be defined in the Disbursement and Financial Information Letter (DFIL). The Project will have a four (4) month Grace Period.

⁶⁶ The definition of Underlying Expenditures is included in the Loan Agreement.



While most of the disbursements under the Project’s components will follow regular input-based procedures by which the PIU will make payments to providers of goods, works and services, a portion of Components 1, 2, 3 and 4 will be disbursed against eligible expenditures and based upon the achievement of PBC.⁶⁷

14. **The table below shows the overall arrangements for the input-based disbursements.**

Table A1.4: Disbursement Arrangements

Retroactive expenditures	Eligible expenditures: <ul style="list-style-type: none"> ▪ Are paid up to 12 months prior to the date of loan signing; and ▪ Do not exceed 20 percent of the loan amount.
Reimbursement of eligible expenditures pre financed by the Government after the date of loan signing	<ul style="list-style-type: none"> ▪ Reimbursement of eligible expenditures.
Other Disbursement Methods	<ul style="list-style-type: none"> ▪ Advance to a segregated DA in US\$ managed by PIU with a proposed ceiling of US\$5 million. ▪ Direct Payments to suppliers. The Minimum Application Size for Direct Payment requests will be defined in the DFIL.
Frequency of reporting expenditures paid from the DA	<ul style="list-style-type: none"> ▪ Once every three (3) months.
Supporting documentation	<ul style="list-style-type: none"> ▪ Statement of Expenditures (SOEs). ▪ Records (supplier contracts, invoices and receipts) for Direct Payments.

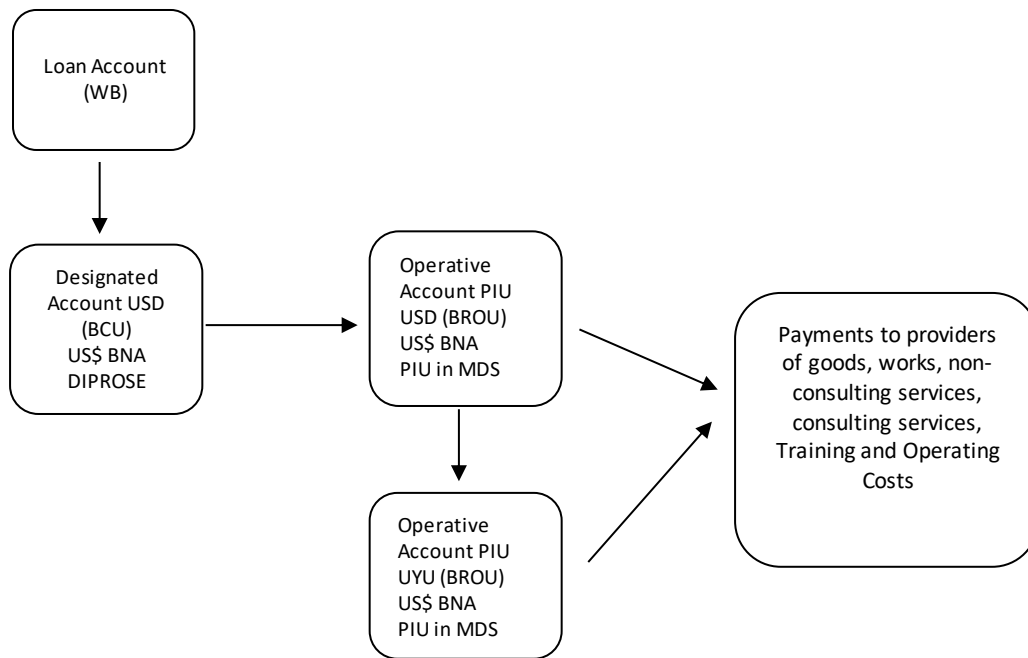
15. **Retroactive Financing:** the Bank may reimburse the expenditures for payments made up to 12 months prior to the expected date of the Loan Agreement. These expenditures will not exceed US\$8 million equivalent. Such funds will be deposited in a separate bank account (not the DA).

16. **The following figure presents the flow of funds:**

⁶⁷ Bank Guidance: Investment Project Financing with Performance-Based Conditions issued on January 29, 2020.



Figure A1.1: Inputs-Cased Flow of Funds



17. **Specific arrangements under the PBC scheme:** a portion of the Loan will be disbursed following a results-based financing approach. Achievement of established PBC (included in the table below) will trigger reimbursements for an accumulated amount of US\$ 5 million. Specific targets under each PBC are included in the PBC Matrix of the PAD.

Table A1.5: PBC Allocated Amounts

PBC Name	Component	Amount (US\$)
1. Number of schools converted to Expanded Learning Time Schools	3.2, activity (iv)	1,000,000
2. Percentage of schools that develop an institutional management plan	2.1	750,000
3. Development of guidelines for the design of school infrastructure	3.1, activity (iii)	500,000
4. Percentage of schools that develop pedagogical innovations	1.2	1,250,000
5. Design and Piloting a monitoring survey for teachers and directors (Part 4.1. (ii) of the Project)	4.1, activity (ii)	250,000
6. Implementation of a monitoring survey for teachers and directors (Part 4.1. (ii) of the Project)	4.1, activity (ii)	500,000
7. Final report of a monitoring survey for teachers and directors (Part 4.1. (ii) of the Project)	4.1, activity (ii)	750,000
Total Amount		5,000,000



18. **Disbursements will be supported with underlying expenditures incurred by ANEP which will be pre-financed with local counterpart funds.** The PBC will not be scalable and partial achievement of PBCs is not expected. No withdrawals for Project expenditures associated with the PBCs will be done before the PBCs are met. In relation to PBC 4, disbursements of financing proceeds will be determined by the level of achievement of the envisioned results, as follow:

Table A1.6: PBC 4 Targets and Disbursements

PBC#4 Targets	Amount (US\$)
15% of schools develop pedagogical innovations	500,000
25% of schools develop pedagogical innovations	750,000
Total	1,250,000

19. **ANEP’s Budget⁶⁸ approved for 2020-2024 includes the following associated single budgetary program line:** *Inciso #25: ANEP-Unidad Ejecutora #001: CODICEN Financiamiento #11: Rentas Generales-Programa #608: Inversiones – Proyecto #812: PAEPU (ex. MECAEP) – Concepto: Otras Edificaciones.* Budget execution reports produced by the SIIF under these programs will demonstrate the underlying expenditures incurred by ANEP required to support reimbursements.

20. **A Verification Protocol Table included in the PAD comprises:** (i) a brief description of the condition to be verified; (ii) the agency responsible for providing the data to be used for verification; (iii) the external agency which will follow TORs acceptable to the Bank for purposes of assisting ANEP in the verification of PBC compliance; and (v) the specific procedures to be used for the verification. A detailed verification protocol will be included in the POM.

21. **A customized consolidated report for disbursement purposes will be prepared by the PIU** including the following information: (i) budget financial reports issued by the SIIF system identifying the underlying expenditures incurred during the period; (ii) technical report specifying the PBC targets achieved; and (iii) PBC verification report from the corresponding verification agent. This consolidated report will be submitted to the Bank depending on compliance with the PBC (and not on a set schedule) and will be reviewed by the Task Team before submission to the WFA Department for processing.

22. **Flow of funds under the PBC scheme:** the Bank loan will reimburse the Government for the expenditures incurred under the above-mentioned budgetary programs linked to the expected results. Disbursements will be authorized against the achievement of the PBC agreed targets. In cases of non-achievement of a PBC, the expenditures associated with that PBC will not be eligible for Bank financing even if they are incurred. Since PBC are valued in US\$, the Reimbursements will be requested by the Borrower also in US\$. The underlying expenditures incurred by ANEP will be converted from the local currency to US\$ using the exchange rate of the date on which the transfer/payment was made. Loan funds will be transferred to a BCU Account managed by the MEF using the reimbursement method.

⁶⁸ ANEP’s approved budget: <https://www.anep.edu.uy/sites/default/files/images/Archivos/presupuestos-rendicion-balances/presupuesto-2020/TOMO%20%20ANEXOS%20Presupuesto%202020-2024%20v12%20WEB.pdf>



23. **As noted earlier, a portion of Loan will follow a results-based financing approach by establishing a set of PBCs that will trigger disbursements amounted to US\$5 million.** Disbursements under these PBC will be supported with underlying expenditures incurred by ANEP under the concept of preventive and corrective maintenance expenditures which will be pre-financed with local counterpart funds.

24. **These preventive maintenance expenditures consist of funds transferred to schools based on resolutions which are approved by CODICEN on an annual basis.** Transfers are used by the schools to cover the costs associated with smaller expenses for maintenance and general upkeep. ANEP has in place a control framework to ensure that these funds are adequately controlled and spent by the schools which includes the following aspects: (i) a resolution approved by CODICEN including the rules and procedures applicable to the eligible schools for requesting, using and reporting the use of funds; (ii) an internal unit within ANEP named *División Hacienda de la División General de Educación Inicial y Primaria*,⁶⁹ which together with the PIU are involved in the payment and reporting process; (iii) a specific bank account is opened by each school for managing the resources and then, expenditures' supporting documentation should be submitted by the beneficiary schools; and (iv) expenditures' supporting documentation is subject to the concurrent review performed by the General Accountant designated by the TCR, and the ex-post review of TCR's annual audit.

25. **In relation to the corrective maintenance expenditures, procurement processes for works to be implemented in the schools are carried out by the PIU based on an annual planning of works approved by CODICEN.** This process was reviewed from the procurement standpoint during appraisal and found acceptable to the Bank. No transfers of funds are made to schools. Payments under the works' contracts are made to the providers by *Tesorería General de la Nación* (TGN) with local counterpart funds once the payment is registered by the PIU and approved in the SIIF.

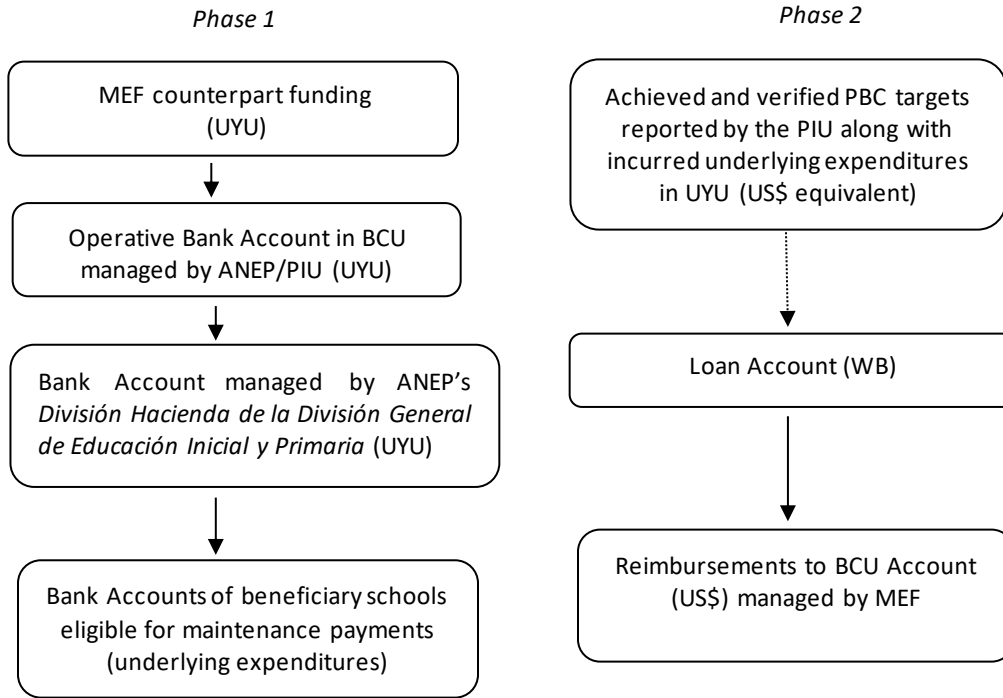
26. **Both preventive and corrective expenditures' supporting documentation are subject to the concurrent review performed by the General Accountant designated by the TCR, and the ex-post review also performed by the TCR.**

27. **The following figures present the flow of funds under the PBC scheme :**

⁶⁹ <https://www.dgeip.edu.uy/divisiones/hacienda/>

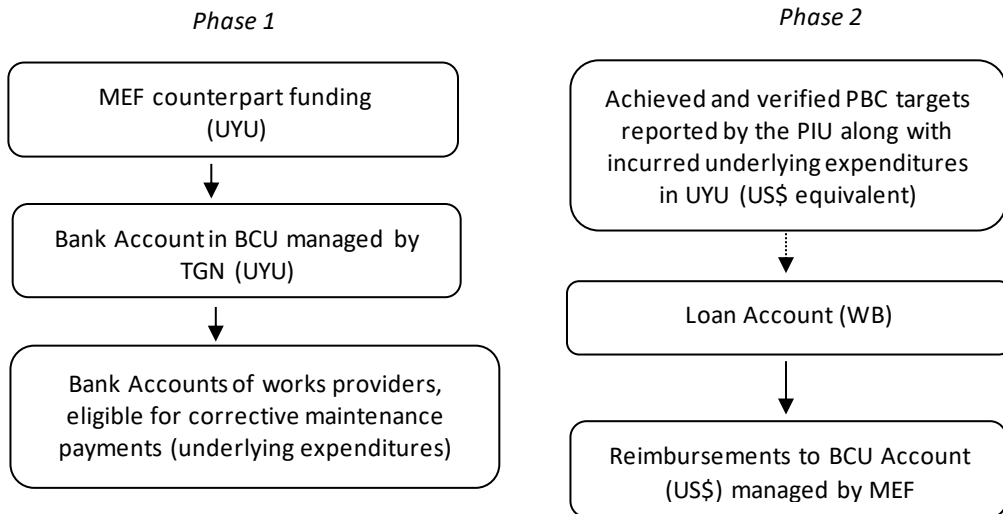


Figure A1.2: PBC Flow of Funds (preventive maintenance expenditures)



The solid lines represent the flow of funds and the dotted lines represent flow of information.

Figure A1.3: PBCs Flow of Funds (corrective maintenance expenditures)



The solid lines represent the flow of funds and the dotted lines represent flow of information.

28. **The overall FM residual risk after mitigating measures is assessed as Moderate.** The combined Fiduciary (Financial Management and Procurement) risk assessment is rated Moderate. The FM risk is



rated as Moderate due to the PBC scheme complexity. The following specific mitigating measures will be implemented to cope with the identified risk: (i) specific flow of funds, disbursement arrangements and internal control procedures will be used under the PBC scheme; (ii) preparation of POM including a section with FM arrangements (reflected as a Project effectiveness condition); (iii) annual audit of the Project's financial statements following auditing standards and Terms of Reference (TOR) acceptable to the Bank; and (iv) continued close Bank support and supervision.

29. **FM implementation support will include on-site and off-site supervisions:** On-site missions will be carried out at least once a year and later calibrated following assessed risk and project performance. In case of lack of physical access once implementation begins, virtual FM implementation support monitoring will be conducted using ICT tools. Off-site implementation support will comprise: (i) the reviews of interim financial reports; (ii) the review of audited financial statements and follow up of issues raised by auditors in the Management letter, as appropriate; (iii) follow up on any financial reporting and disbursement issues; and (iv) ongoing guidance to the PIU on FM-related matters.

30. **No other than standard conditions for FM are applicable to this Project except for the following:** an external verification of the PBCs will be carried out by a credible verification agent, with qualifications and under TORs both acceptable to the Bank. This will be the independent mechanism for purposes of assisting ANEP in the verification of the accomplishment of agreed-upon targets to trigger reimbursements of underlying expenditures linked to agreed PBC.

Procurement

31. **The Project will be implemented by ANEP through its PIU** (also referred to as *Proyecto de Apoyo a la Escuela Pública Uruguaya*, PAEPU), which has experience implementing Bank-financed projects. A procurement capacity assessment of the PIU was carried out by the Bank to review the organizational structure to implement the Project and the experience of the existing procurement staff. As a result, it was concluded that current staff in the unit have experience implementing Bank-financed projects and, particularly, on the type of procurement expected under the Project, based on the knowledge acquired from previous operations.

32. **Based on the results of the capacity assessment, the following actions are recommended to mitigate potential risks and facilitate project implementation:** (i) include in the Project Operational Manual the lessons learned from previous operations to identify fit-for-purpose procurement arrangements, as well as any other particular arrangement for the implementation of procurement activities; (ii) use of the National Procurement Informative System (SICE) for the publication of the procurement processes (opportunities and information on the award of contracts) and, eventually, for the receipt of offers and quotations.

33. **Procurement support:** during procurement post reviews and/or project supervision, procurement will review the implementation of agreed arrangements and performance metrics, identify corrective and/or mitigative actions if necessary and monitor the procurement risk and procurement performance ratings. The Project will be closely monitored and supported with the aim of ensuring that the procurement arrangements are working as intended and the Procurement Regulations are adhered to. Procurement post reviews are expected to take place on an annual basis. Procurement support will



aim to (i) provide training and guidance on carrying out procurement processes in compliance with the Procurement Regulations and Anti-Corruption Guidelines from the Bank and according to POM arrangements; (ii) review procurement documents where applicable and provide timely feedback to the PMU; (iii) carry out the post review of the corresponding procurement activities; and (iv) help monitor project’s progress against the Procurement Plan.

Implementation Support Plan

34. **The proposed Implementation Support Plan (ISP) is consistent with the Bank’s operational guidelines for Investment Project Financing with Performance-Based Conditions (PBCs) and considers the Project-specific challenges and risks, as defined in the Systematic Operations Risk-Rating Tool (SORT).** It also draws on lessons learned from previous Bank -financed projects in the education sector in Uruguay.

35. **The ISP is based on mechanisms that would enable enhanced implementation support to Government of Uruguay (GoU);** timely and effective Project monitoring; and guidance on technical, fiduciary, environmental, and social aspects. The ISP would entail technical meetings and implementation support missions with the GoU, especially with ANEP and the MEF; regular technical meetings; field visits, as needed; and monitoring and evaluation. The Bank’s implementation support would broadly consist of:

- i. Capacity-building activities to strengthen the ability to implement the proposed activities, covering the technical, fiduciary, and environmental and social dimensions
- ii. Provision of technical advice and implementation support geared towards the attainment of the PDOs, PBCs, and intermediate results indicators.
- iii. Ongoing monitoring of implementation progress, including regular review of key outcome and intermediate indicators, and identification of bottlenecks
- iv. Monitoring changes in risks to the Project, identification of appropriate mitigation measures, and compliance with the Loan Agreement

36. **Technical meetings and semi-annual supervision missions would seek to provide strategic support to ANEP** to assess implementation progress; ensure the continued strategic alignment of the Project to local priorities, especially through continuous engagement with key stakeholders in the education sector and Project beneficiaries; and build ANEP’s capacity to evaluate Project progress and ensure achievement of Project results. The Bank’s support will also include the hiring of specialized consultants for the Project’s technical aspects as needed, including, but not limited to, specialists on teacher and director training, school infrastructure, and impact evaluation design and monitoring.

Table A1.7 Main Focus of Implementation Support

Time	Focus	Skills Needed
Year 1	<ul style="list-style-type: none"> • Ensure Project budgeting and allocation • Monitor PBCs and Results Framework • Define school governance index • Establish baselines for all indicators • Fine-tune PBC verification mechanisms and their effectiveness 	<ul style="list-style-type: none"> • Project management, monitoring, and evaluation • Operations and implementation support • Financial management • Procurement management



	<ul style="list-style-type: none"> Review staffing of implementing agency Assist client in formulation of terms of reference and assessment of resources required to implement Project components Determine TA needs 	<ul style="list-style-type: none"> ESF management
Years 2-4	<ul style="list-style-type: none"> Monitor Program budgeting and allocation Monitor PBCs and Results Framework Review evidence for PBC achievement according to verification protocols Review technical performance Assess fiduciary performance Monitor E&S performance Carry out Mid-Term review to assess the Project's performance and identify if any changes are needed in the Project's design 	<ul style="list-style-type: none"> Project management, monitoring, and evaluation Operations and implementation support Impact evaluation design Financial management Procurement management ESF management
Year 5	<ul style="list-style-type: none"> Monitor Project budgeting and allocation Complete all planned infrastructure works Monitor PBCs and Results Framework Assess technical, fiduciary, and E&S performance Review results reports for pilots carried out during the Project Begin collecting data for the implementation completion and results report in the final 6 months of implementation 	<ul style="list-style-type: none"> Project management, monitoring, and evaluation Financial management Procurement management ESF management

37. The following table presents the estimated number of staff weeks and trips (for Bank staff and specialized consultants) that would be required during Project implementation.

Table A1.8: Task Team Skills Mix Required for Implementation Support

Skills Needed	Staff Weeks per Year	No. of Trips per Year
Task Management, Monitoring and Evaluation		
Task Team Leader – Senior Education Specialist/Economist	10	2
Analyst	10	2
Program Assistant	6	0
Specialized consultants	To be determined according to needs	
Teacher and Director Training Specialist		
Infrastructure Specialist		
Impact Evaluation Support		
Procurement Specialist	4-6	2
Financial Management Specialist	4-6	2
Social Specialist	4	2
Environmental Specialist	4	2
Counsel	1	0
Disbursement Officer	1	0



ANNEX 2: Detailed Project Description

- 1. The proposed Project would seek to strengthen learning quality and equity by supporting the implementation of a realigned curriculum and the adaptation of schools in the country to a new expanded learning time school model.** The national curriculum, currently under a redesign process, is heavily content-based and has failed to systemically bridge the gap in learning gains, particularly for students in the lower quintiles. As such, ANEP has started developing a new competency-based curriculum for all school grades in the compulsory education cycle (4 to 17 years old). Beyond supporting the implementation of the new curriculum, the Project would also improve the effectiveness of its delivery strategies for in-person, hybrid, and remote education to increase the resilience of the education system, including to climate events. Lastly, the pedagogical innovations to implement the new curriculum would be designed with a focus on narrowing gender gaps in Science, Technology, Engineering, and Math (STEM) and out-of-school populations that were identified in the latest country gender assessment.⁷⁰
- 2. Expanded Learning Time (ELT) schools can foster the development of academic, digital, citizenship, and socioemotional skills** in an equitable manner and would be better equipped to reengage students to successfully transition back to in-person learning or continue to engage in virtual or hybrid learning during crises. By adapting, coordinating, and providing services for learning continuity, these schools will be prepared to face epidemiological crises, climate-related shocks, or more endemic crises stemming from socioeconomic disparities in the population.
- 3. The new ELT model would include both** (i) the traditional extended-day model where schools expand the length and quality of the school day and activities are provided directly by the schools; and (ii) an innovative model where schools partner with other local schools and/or organizations to lengthen the school day and provide activities that go beyond the regular school day. The model to be followed by each school will be determined by several factors, including their current infrastructure needs and the availability of other schools or strong local organizations that could be partnered with. The Project would focus on the development of the ELT model, which builds on the lessons learned from implementation of the *María Espínola* and FTS models, in vulnerable primary and secondary schools (classified under quintiles 1 and 2) and would include support for teacher training for pre-primary level teachers, to support the new pedagogic model for the whole system.
- 4. The Project would be comprised of three key components:** (i) strengthening pedagogy by developing adequate pedagogical programs to implement the new curriculum design, strengthening teachers' professional development by realigning their skills to the new curriculum, and developing educational resources; (ii) strengthening governance by realigning the role of school directors and other academic staff to support the new curriculum, as well as improve training programs and the hiring and school assignment processes; and (iii) improving school infrastructure and other complementary services to adequately support students and learning activities during extended school days.
- 5. The Project would also include a fourth technical assistance component to support critical actions required for the achievement of the PBCs, as well as to support overall project management.**

⁷⁰ Country Gender Assessment for Uruguay, 2021: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/305771601535010024/jugar-un-partido-desigual-diagn%C3%B3stico-de-g%C3%A9nero-en-uruguay>



Importantly, through strengthened pedagogy and governance in all grades, the Project would improve coordination between primary and secondary schools, and tackle repetition in primary schools, dropouts in the early years of secondary, and overall cumulative learning deficits.

6. **Component 1: Improving Teacher Training and Pedagogical Content (IBRD financing: US\$7.0 million; Counterpart financing: US\$1.8 million).** This Component would (i) support in-service training programs for effective teaching of the realigned competency-based curriculum for all compulsory education levels in all public primary, secondary, and technical/vocational schools; and (ii) improve the quality of the pedagogical content of activities for ELT schools.

7. **Subcomponent 1.1: In-service training programs for effective teaching of the new curriculum (US\$5.25 million IBRD).** This subcomponent would ensure that teachers in all education levels develop and strengthen the needed skills to teach the new competencies-based curriculum, and would include: (i) the organization of academic events such as seminars and workshops to communicate and promote the understanding of the realigned curriculum; (ii) the design and implementation of in-service training of teachers in primary, secondary, and technical/vocational schools on competency-based instruction; (iii) the design and implementation of in-service training on the learning progressions framework for teachers in primary, secondary, and technical/vocational schools; (iv) the design and implementation of in-service training of teachers in primary, secondary, and technical/vocational schools on new pedagogies for the new curriculum; and (v) the design and implementation of general in-service training on operational aspects of the new curriculum (content selection and sequencing in competency-based education, assessment in competency-based education, alignment of competencies and learning progressions).

8. **Teacher training would include** (i) specific professional development programs for upper primary and lower secondary teachers and directors, focused on pedagogic continuity among education levels; (ii) programs for pre-primary education teachers and directors of ELT schools, focusing on early psychomotor development, the importance of ludic activities, childhood literature and artistic education; (iii) workshops on project-based learning; and (iv) an emphasis on sensitization of teachers on the consequences of both conscious and unconscious biases against students of different genders, racial and ethnic groups, and students with disabilities. It would equip them with strategies to help overcome biases and accommodate students with Special Education Needs (SEN) and diverse learning styles.

9. **The Teacher Professional Development Unit (*Unidad de Desarrollo Profesional Docente, UDPD*) would coordinate and articulate all the in-service training activities through ongoing interaction among the different subsystems.** These subsystems would provide timely information on the effectiveness of the program and on program development and implementation needs, as well as contribute to the validation of all initiatives generated by the Curriculum Design and Development Unit (*Unidad de Diseño y Desarrollo Curricular, UDDC*). The monitoring and assessment of the in-service training program will be through self-administered participant surveys, and training activities would be rolled out in a staggered manner over a period of four years. This would allow ANEP to learn what the most appropriate delivery mechanism is after each round of implementation and adjust as needed.

10. **The design of the training program in this Subcomponent would take into consideration** (i) teachers' preferences over different program attributes (decentralized hybrid structure, cascading, styles for training, plans for training, trainer profile, incentives to attend training, monitoring of in-class use,



rewards for implementation) to improve the take-up of the training and the adoption of the new curriculum in the classroom; and (ii) the impact of the training program on teacher and student outcomes for those teachers participating in the first cohort (activities will be carried out under Component 4).

11. **This subcomponent targets teachers in ELT schools and all teachers in other schools in primary, secondary, and technical/vocational levels (approximately 50,000 teachers).** This would ensure that teachers rotating to the ELT schools in the next years are also trained on the new competency-based curriculum. Finally, the training program would formally accredited and counted for teacher professional development.

12. ***Subcomponent 1.2: Piloting and monitoring of pedagogical innovations for the implementation of the realignment of the new curriculum (US\$1.75 million IBRD).*** This subcomponent would support the implementation of the new national curriculum in ELT schools, developing innovative pedagogical activities that would cater for in-person, hybrid, and remote education, such as computational thinking workshops, robotics projects, and adaptive learning, including activities to increase girls' participation in technology-related offerings. These would also include activities that promote the development and implementation of climate action projects and solutions to mitigate and/or adapt to climate change. The subcomponent would support: (i) piloting of innovations, led by teachers, school directors, and students, to put a greater emphasis on STEM, gender-related equality of opportunities, promote girls' participation in STEM, differentiation of teaching to provide inclusion to students with SEN, and climate-related issues.

13. **These innovations could include communication strategies and inclusive materials for students and their families** to foster female students' participation in STEM-oriented tracks in secondary and strategies to address gender stereotypes that hinder female participation and interest in STEM-related tracks, among others. (ii) Scaling up of successful school-specific innovations,⁷¹ including resources for planning, implementation, and purchase of adequate equipment (prioritizing the procurement of energy-efficient devices), starting in the third year of the Project. The monitoring tools developed during the pilot stage of each pedagogical innovation would be adapted and used by schools to manage the day-to-day implementation of activities.

14. **Component 2: Strengthening Management Teams (IBRD financing: US\$4.0 million; Counterpart financing: US\$1.2 million).** The Component's objectives are (i) to strengthen the governance framework and management skills of institutional management teams and system supervisors in all compulsory education levels, and (ii) to strengthen the capacity of school management teams and system supervisors that lead teaching and learning processes. This component targets all public primary, secondary, and technical/vocational schools, including approximately 3,800 school directors, deputy directors, and system supervisors, of which approximately 85 percent are female in primary, that will receive in-service training on governance aspects and management practices, as well as on the development and implementation of the new curriculum. The component has two subcomponents.

15. ***Subcomponent 2.1: In-service training of school management teams and system supervisors in governance and management for the new curriculum (US\$3.40 million IBRD).*** This subcomponent would support the redesign and implementation of in-service training modules, high frequency low-stakes

⁷¹ Successful innovations would be identified through monitoring and evaluation of activities being implemented across schools.



professional evaluations, and other ongoing support to update the skills of and provide feedback to school directors, deputy directors, and supervisors. To increase the resilience of the school system to expected climate change impacts, the training program would also include content on climate change mitigation and adaptation for learning continuity through hybrid or remote modalities. It will also include the identification and monitoring of conscious and unconscious gender biases.⁷² School management teams would also be trained to play a key role in disaster risk management, as they would lead school committees responsible for incorporating disaster risk prevention and carry out training activities on climate-related emergency response with their teachers and other learning support staff throughout the school year.

16. **Activities to be developed under this subcomponent include:** (i) regional and international consultancies for knowledge exchange on best practices in school governance and management competences; (ii) training in competencies and capacities for school governance and management for school management teams in all subsystems; (iii) organization of workshops and events, including production of dissemination materials, to communicate and promote understanding of the realigned curriculum; and (iv) training in curriculum design, implementation, and follow-up for school management teams and school supervisors, including training on the specific features of ELT school management.

17. **This subcomponent would also strengthen the coordination among several units:** the UDPD will coordinate the deployment of the various formats of the in-service training program with existing units, resources and infrastructure, to include: Improvement and Higher Studies Institute (*Instituto de Perfeccionamiento y Estudios Superiores*, IPES), in the orbit of the CFE; the Support to Uruguayan Public Schools Program (*Proyecto de Apoyo a la Escuela Pública Uruguaya*, PAEPU) and the In-Service Training Institute – General Directorate for Initial and Primary Education (*Instituto de Formación en Servicio – Dirección General de Educación Inicial y Primaria*, IFS-DGEIP); the General Directorate for Secondary Education (*Dirección General de Educación Secundaria*, DGES); the General Directorate for Technical Professional Education (*Dirección General de Educación Técnico Profesional*, DGETP); and Plan Ceibal. These institutions will provide logistical support for the onsite and online activities both in the capital and in the provinces. On-site activities in the departments will be carried out in the 33 teacher education institutes that report to the CFE. Similar to in-service teacher training, training activities would be rolled out in a staggered manner over a period of four years to allow for program adjustments.

18. **Subcomponent 2.2.: Revision of key aspects and redesign of the framework governing the career of directors, teachers, and other learning support staff (US\$0.60 million IBRD).** This will be complementary to the training and support programs under Subcomponent 2.1, with the objective of ensuring alignment, continuity, and sustainability. The aspects that will be reviewed include (i) competency frameworks; (ii) selection, hiring, and contract hours; (iii) assignment mechanisms; and (iv) compensation structure.⁷³ Subcomponent 2.2 would support the redesign of the framework that defines and allocates roles and tasks across school staff in the first two years and its piloting in ELT schools starting in the third year to increase their autonomy to deliver education services locally and ensure support is provided for ELT schools, including the provision of climate-risk related information to inform school

⁷² To be discussed with ANEP.

⁷³ The activities for this subcomponent would draw from lessons from the new *Maria Espínola* centers, currently under the first year of implementation.



planning, early warnings, and response. A similar exercise as that explained in Subcomponent 2.1 will be carried out to improve the take-up of the training and the adoption of the new curriculum in the classroom.

19. **Component 3: Improving Infrastructure and Complementary Services (IBRD financing: US\$23.0 million; Counterpart financing: US\$8.0 million).** This Component would support the maintenance, construction, expansion, and/or rehabilitation of infrastructure as a core process of the implementation of a new curricular design that includes an extension of the pedagogical time and complementary services. Investments will target public primary schools in quintiles 1 and 2. The Component would support the systematic identification of educational infrastructure needs, directing efforts to produce analytical inputs to review school designs in an interdisciplinary and innovative context, to explore new ways of producing learning spaces. Additionally, this component would develop channels for registration, publication, and knowledge exchange with the extended educational community and general public to share best practices.

20. **The infrastructure supported will focus on being inclusive, innovative, flexible, healthy (including good ventilation and access to water and sanitation services), resilient to climate change, energy efficient, digitally connected, and student-centered.** This will include the identification and addressing of the specific needs of female and male students and teachers, such as the provision of adequate and accessible toilets, specialized school equipment, and lactation rooms, among others, as well as the implementation of measures to prevent and address Gender-Based Violence.

21. **Subcomponent 3.1 Studies to identify infrastructure needs (US\$1.15 million IBRD).** This subcomponent would support the elaboration of studies to identify infrastructure needs in the sector, focusing on: (i) studies to identify the required infrastructure and maintenance services (which will include needs based on expected climate change impacts); (ii) piloting new parameters for learning spaces, using the methodology provided by the Council of Europe Development Bank's and European Investment Bank's infrastructure teams, in coordination with teams based in Finland, France, and Sweden, and with the pedagogical teams implementing the new curricular model; (iii) developing guidelines for the design of projects and infrastructure works needed for schools, prioritizing innovative design, energy efficiency, resilience to and mitigation of climate change, the construction of sanitary and sanitation facilities, management and waste reduction, and the construction and/or rehabilitation of climate-resilient schools based on risks assessments; and (iv) developing and implementing a preventive maintenance services program for all primary schools. This subcomponent would finance goods, minor works, and maintenance operative costs, as well as training on school maintenance management for school directors and system inspectors, to contribute to the long-term climate-resilience and sustainability of investments in infrastructure.

22. **Subcomponent 3.2 Construction, rehabilitation, and maintenance of school infrastructure (US\$20.24 million IBRD).** This subcomponent would support the construction and rehabilitation of school infrastructure, focusing on risk-based, climate-resilient, and energy-efficient designs and methods, as determined in Subcomponent 3.1. Investments under this Subcomponent will focus on schools located in areas with vulnerable populations (quintiles 1 and 2) to ensure the targeting of students from vulnerable socioeconomic groups, including Afro-descendants and recent immigrants that are traditionally overrepresented in quintiles 1 and 2.



23. **Investments in infrastructure would include** (i) the maintenance of 94 FTS in quintiles 1 and 2; (ii) annual maintenance for 21 pre-primary schools in quintiles 1 and 2; (iii) annual maintenance for 20 extended time schools in quintiles 1 and 2; (iv) maintenance, expansion and/or rehabilitation of 35 *Aprender* schools in quintiles 1 and 2 to transform them into ELT schools; and (v) maintenance, expansion and/or rehabilitation of 5 FTS in quintiles 1 and 2.

24. **Possible interventions would include the upgrading of existing infrastructure to mitigate the impacts of climate-related risks such as floods, landslides, and heat waves**, such as: (i) improved drainage systems and integrated water management; (ii) improved ventilation systems; and (iii) waste management and recycling systems, including food waste reduction from the school system. Investments in technological infrastructure would use best international practices for energy efficiency, that are supplied largely by on-site renewable energy generation, and/or are made climate resilient in the event of any climate disaster disruption.

25. **Subcomponent 3.3. Systematization of evidence-based design processes for learning spaces (US\$1.15 million IBRD)**. This subcomponent would support research processes throughout the Project by promoting knowledge sharing of written and graphic material to contribute to the current global discussions on best practices in school infrastructure, including adaptations of spaces to address gender-specific, health, and student-specific needs. The strengthening of communication strategies that includes the relevant projects produced to date by ANEP would be supported to communicate the process, including reviews based on the interaction with the new curricular models and their pedagogical designs, and the consideration of climate risks in school design. The subcomponent would also promote the participation of project teams in local, regional, and international events to share information and interact with other teams working on similar topics.

26. **Subcomponent 3.4 Provision of complementary services (US\$0.46 million IBRD)**. To This subcomponent would support the provision of other services such as equipment for school feeding, counseling, and psycho-motor skills programs.

27. **Component 4: Strengthening Evaluation Systems and Project Management (IBRD financing: US\$6 million; Counterpart financing: US\$4.5 million)**. This component would support the evaluation capacity of the education system and ensure the appropriate management and monitoring of the Project by (i) supporting the design and financing key analytical studies and evaluations to strengthen evidence-based policy and to further promote the culture of evaluation among the main actors of the extended education community; and (ii) providing assistance and resources for the coordination of different education levels for the implementation and monitoring of the Project. This includes staff for Project coordination and administration, monitoring and evaluation of the Project's results framework, and fiduciary and environmental and social management, as well as the financing of independent audits and of PBC verification services. Additionally, this component would cover other recurrent costs such as office space rental, insurance, and operational costs.

28. **Subcomponent 4.1. Evaluation Capacities (US\$2.04 million IBRD)**. This subcomponent would support the following activities: (i) Adaptive Learning Assessments, including the SEA+ assessment (an innovative adaptive learning assessment developed by ANEP's Research, Evaluation, and Statistics Division (*División de Investigación, Evaluación y Estadística*, DIEE) that currently measures learning gains



at the student level for all grades between third and sixth to monitor students' academic trajectories) and other evaluation activities that might be designed; (ii) Monitoring Survey: a nationally-representative survey, including public schools of all levels, to interview teachers and directors and feed the Project's Results Framework; and (iii) Impact Evaluations: at least one impact evaluation would be financed to understand the impact of key component(s) of the Project. This impact evaluation could potentially focus on one of the training programs that will be rolled out in a staggered manner across the country over a period of four years, to which schools could be assigned through random selection. Whenever possible, the impact evaluation will look at heterogeneous effects such as on gender and ethnicity. (iii) Other Studies: the Project would support other useful studies to inform education policy, such as the scale-up of the class observation tool TEACH, discrete-choice (in-lab) experiments to learn about the preferences of teachers over different training program attributes, or infrastructure-related evaluations.

29. ***Subcomponent 4.2. Project Administration (US\$3.96 million IBRD).*** This subcomponent would provide support for the implementation and monitoring of the Project, as well as technical assistance to enhance the Project's communication strategy and disseminate the Project's activities.



ANNEX 3: Economic Analysis

1. **An economic analysis was conducted to estimate the economic benefits in monetary terms, that accrue from the additional lifetime income expected from the additional years of education and improved educational outcomes that Project beneficiaries would obtain because of the Project and compare these to the Project costs.** For this cost-benefit analysis, we calculate the net effect of the Project on the beneficiaries using a present discounted value approach. In this approach, we estimate the stream of benefits and costs over the lifetime of students with and without the Project. It is important to note that this approach only captures the most readily quantifiable benefits, as better educated individuals also enjoy other improvements in wellbeing that are not being captured (e.g., health and life satisfaction), as well as providing positive externalities to society. Thus, the economic benefits captured here are a lower bound of the Projects' potential returns.

2. **For this economic analysis, we focus on the main parts of components 1, 2, and 3.** That is, we consider benefits and costs from: (i) teacher training to strengthen pedagogy (component 1), (ii) director training to improve governance and school management (component 2), and (iii) improved infrastructure (component 3). Component 4 is not considered for benefits in this Analysis, given that the project management component is comprised of activities that are related to collecting assessment data and generating evidence to inform the scaling up of activities in the other 3 components. However, evidence shows that it is not the creation of data or information but their use that matters for learning. The effective use of information can only be realized once teachers and school principals are trained and well-prepared to take advantage of information to improve learning outcomes. Training activities are already included in Components 1 and 2 and taken into account in the economic analysis. As such, if we were to include data and information availability, this would be considered double counting in the economic analysis.

3. **We do not explicitly consider the benefits and costs from extended learning time as the impact of extended learning time will be observed through teacher training, principal training, and improved infrastructure.** We estimate the benefits and costs for each of the components separately. Component 1 and 2 apply to all public schools, thus affect the same beneficiaries, while improvements in school infrastructure of component 3 benefits a smaller subset of the beneficiaries. Throughout the analysis, we assume a return to the additional year of schooling to be 10.5 percent (Haimovich and Vazquez, 2016). In addition, we assume the average individual works from age 20 to 58, with a 10 percent unemployment, and average annual earnings are US\$13,217 (USD 2017 PPP), already adjusted for unemployment. Lastly, we consider a discount rate of 7 percent.

Project Costs

4. **The Project costs included in this analysis are derived from the components 1 (US\$7 million), 2 (US\$4 million), and 3 (US\$23 million), for a total cost of US\$34 million (85 percent of the total loan amount).** In addition to these, we also consider the costs that the government of Uruguay (counterpart) has/will incur because of this Project (US\$ 11 million). Thus, the total project costs are US\$45 million. These total costs by source and component are summarized in Table A2.1.



Table A2.1: Total Costs by Component Considered in this Analysis (US\$)

Component	IBRD Financing	Counterpart Funding	Total
Component 1	7.0	1.8	8.8
Component 2	4.0	1.2	5.2
Component 3	23.0	8.0	31.0
Total	34.0	11.0	45.0

5. **The cost for component 1 is US\$7 million, which is 18 percent of the total loan, with an additional US\$1.8 million from the counterpart.** The cost for component 2 is US\$4 million, which is 10 percent of the total loan, with an additional US\$1.2 million from the counterpart. The cost for component 3 is US\$23 million, which is 58% of the total loan, with an additional US\$8 million from the counterpart. The total costs for components 1, 2, and 3 are: US\$8.8 million, US\$5.2 million, and US\$31 million, respectively. For this analysis, we assume these costs are disbursed equally throughout the project’s five years.

Project Benefits

6. **For components 1 and 2, project beneficiaries include approximately:** 43,437 students in pre-primary, 191,131 students in primary level, 228,287 students in compulsory secondary education, and 100,798 students in technical/vocational education levels in schools with teachers and principals receiving the in-service training, for a total of 664,653 students. At the end of the fifth year, the Project plans to train approximately 30,000 teachers and 5,000 principals. For component 3, the number of beneficiaries is the subset of students attending the 175 schools with improved infrastructure. We derive the economic value of the benefits from the effects of teacher and principal training, and school infrastructure on student’s learning gains in assessments (in terms of standard deviations) translated to years of educational attainment. The estimates for these types are programs vary widely and depend a lot on the context. Evidence the literature also indicates that the scale of the program matters, with smaller interventions have much larger effects on student’s learnings than larger ones. A review of the impact of education interventions in low- and middle-income countries finds a median effect size of 0.10 stand deviations (SD) on learning and 0.09 SD in Latin America and the Caribbean (Evans and Yuan, 2020). It also finds that smaller studies (with fewer than 500 students) report point estimates that are twice the size of larger studies (with more than 5,000 students) on average. To translate these gains into learning, we use the following rule of thumb: learning gains on most national and international tests for one year are equal to between one-quarter and one-third of a standard deviation (Woessmann, 2016).

Component 1:

7. **Teacher trainings are assumed to be staggered in the following way:** 5,000 teachers in year one, 10,000 teachers in year two, 15,000 teachers in year three, 20,000 teachers in year four, and 30,000 teachers will have received training by the fifth year of the Project. Assuming that there are 22 students for each teacher (dividing 664, 653 students by 30,000 teachers) in public schools, we obtain the following number of Project beneficiaries each year (Table A2.2). The total number of beneficiaries is 664, 653 students, for a total cost of US\$8.8 million.



Table A2.2: Project Beneficiaries by Year for Component 1 (in thousands)

Project Year	Teachers	Students
1	5	110
2	10	221
3	15	332
4	20	443
5	30	664

8. **The evidence for the effects of in-service teacher trainings for pedagogy are mixed.** On the higher end of the estimates, a study in Liberia finds that a teacher training program in reading improved scores by 0.79 SD (Piper and Korda, 2011). Similarly, a program in Kenya increased test scores by 0.17 SD in language and 0.16 SD in math (Kerwin and Thornton, 2021). A meta-analysis of randomized experiments finds teacher training interventions to have an effect of 0.12 SD (McEwan, 2015). However, there is also evidence for null or even negative effects from these types of programs. A large-scale program in China had zero effect (Loyalka et al., 2019), and a program in Costa Rica for middle school math resulted in negative effects of 0.17 SD (Berlinski and Busso, 2017). A simple average of these effect sizes (excluding the highest value from study in Liberia) is equal to 0.06 SD. Because of the scale of this Project, we adjust down our estimates by half. Thus, we assume the effect of in-service teacher training in Uruguay to be 0.03 SD. Using the rule of thumb, this translates into an improvement of 0.08 years of educational attainment. The average annual earnings increase for this component is US\$111.02.

Component 2:

9. **Principal trainings are assumed to be staggered in the following way:** 900 principals the first year of the Project, 2,000 the second year, 3,000 in the third year, 4,000 in the fourth year, and 5,000 in the last year of the Project. Assuming that there are 133 students for each principal (dividing 664, 653 students by 5,000 teachers) in public schools, we obtain the following number of Project beneficiaries each year (Table A2.3). The total number is 664, 653 students, for a total cost of US\$5.2 million.

Table A2.3: Project Beneficiaries by Year for Component 2

Project Year	Directors	Students
1	900	119,638
2	2,000	265,861
3	3,000	398,792
4	4,000	531,722
5	5,000	664,653

10. **The evidence for the effects of principal training for school management is scarce.** Fryer (2017) finds a range of effects on standard deviation of learning assessments ranging from 0.19 standard deviation for low stakes and 0.10 standard deviation for high stakes test scores. The effects could be as high as 0.35 of a standard deviation depending on principal characteristics. A meta-analysis of randomized



experiments finds that treatments that improve school management and supervision tend to have small mean effect sizes between 0.04 to 0.06 standard deviations. We use the lower bound of these estimates (0.04 SD) and adjust our estimate down by a quarter. Thus, we assume the effect of principal training in Uruguay to be 0.01 SD. Using the rule of thumb, this translates into 0.03 years of educational attainment. The average annual earnings increase for this component is \$41.63.

Component 3:

11. **For component 3, project beneficiaries include:** 94 full-time schools, 35 *Aprender* schools, 21 pre-primary schools, and 20 ELT schools, all in quintiles 1 and 2. This would be a total of 170 schools benefiting from maintenance, rehabilitation, and/or new construction. Assuming the average number of students is 300, this would mean approximately 52,500 beneficiaries for Component 3. To account for construction delays, we assume construction begins in the second year of the Project and is staggered (Table A2.4). The total costs of these are estimated to be US\$31 million, which we assume are disbursed equally throughout the project’s 5 year (US\$6.2 million per year).

Table A2.4: Project Beneficiaries by Year for Component 3

Project Year	Directors	Students
1	0	0
2	50	15,000
3	90	27,000
4	120	36,000
5	175	51,000

12. **Evidence for the effect of school infrastructure improvements on improved educational outcomes and attainment is obtained from international literature of similar projects.** Duflo (2001) uses a natural experiment of school building in Indonesia to estimate that one new school per 1,000 students increases education by 0.12 to 0.19 years. Since this Component deals with school maintenance and expansions, rather than school building, we assume slightly lower effects on years of schooling. Thus, we assume infrastructure improvements are estimated to increase 0.1 years of educational attainment in this Project, which would benefit a total of 51,000 students. The average annual earnings increase for this component is \$138.78.

Total NPV and IRR

13. **Combining both the costs and benefits of Components 1 and 2 and Component 3, we obtain a total NPV of US\$24.4 million and an IRR of 15 percent** (Table A2.5). A sensitivity analysis was conducted to test the effects of the different assumed values of the parameters used in this economic analysis (results not shown).



Table A2.5: Total NPV of Project Costs and Benefits in US\$ million until 2040 (discount rate of 7%)

Year	Total Costs	NPV of Total Costs	Total Benefits	NPV of Total Benefit	Benefits - Costs
2022	\$9.0	\$9.0	\$ -	\$ -	\$9.0
2023	\$9.0	\$8.4	\$ -	\$ -	\$8.4
2024	\$9.0	\$7.9	\$ -	\$ -	\$7.9
2025	\$9.0	\$7.3	\$1.1	\$0.9	\$6.4
2026	\$9.0	\$6.9	\$3.5	\$2.7	\$4.2
2027	\$ -	\$ -	\$7.2	\$5.1	\$5.1
2028	\$ -	\$ -	\$12.1	\$8.0	\$8.0
2029	\$ -	\$ -	\$18.7	\$11.6	\$11.6
2030	\$ -	\$ -	\$19.1	\$11.1	\$11.1
2031	\$ -	\$ -	\$19.6	\$10.6	\$10.6
2032	\$ -	\$ -	\$20.0	\$10.2	\$10.2
2033	\$ -	\$ -	\$20.5	\$9.7	\$9.7
2034	\$ -	\$ -	\$21.0	\$9.3	\$9.3
2035	\$ -	\$ -	\$21.0	\$8.7	\$8.7
2036	\$ -	\$ -	\$21.0	\$8.1	\$8.1
2037	\$ -	\$ -	\$21.0	\$7.6	\$7.6
2038	\$ -	\$ -	\$21.0	\$7.1	\$7.1
2039	\$ -	\$ -	\$21.0	\$6.6	\$6.6
2040	\$ -	\$ -	\$21.0	\$6.2	\$6.2

Source: author's calculations

**ANNEX 4: Performance-Based Conditions Timeline and Expenditures****Table A4.1: PBC Disbursement Timeline and Amounts**

	March 2023	March 2024	March 2025	March 2026	March 2027	Total PBC (US\$)
PBC1: Number of schools converted to Expanded Learning Time Schools (ELT)		10 schools converted to ELT US\$1,000,000 Non-Scalable				1,000,000
PBC2: Percentage of schools that develop an institutional management plan				50% of schools develop an institutional management plan US\$750,000 Non-Scalable		750,000
PBC3: Development of guidelines for the design of school infrastructure			Guidelines published US\$500,000 Non-Scalable			500,000
PBC4: Percentage of schools that develop pedagogical innovations			15% of schools develop pedagogical innovations US\$500,000 Non-Scalable		25% of schools develop pedagogical innovations US\$750,000 Non-Scalable	1,250,000
PBC5: Design and Pilot a Monitoring Survey for teachers and directors	Yes US\$250,000 Non-Scalable					250,000
PBC6: Implementation of a Monitoring Survey for				Yes US\$500,000		500,000



teachers and directors				Non-Scalable		
PBC7: Final report of a Monitoring Survey for teachers and directors					Yes US\$750,000 Non-Scalable	750,000
TOTAL	250,000	1,000,000	1,000,000	1,250,000	1,500,000	5,000,000

1. With the objective of providing details on the project expenditures to be financed that are associated with PBC, an analysis of the specific types of expenditures, Project components, and related subcomponents/activities was carried out during appraisal. As a result, some expenditures will be shared between the traditional investment parts of the Project and PBC that are critical, but for which the direct expenditure is too low to provide a strong enough financial motivation. The total US\$5 million of preventive and corrective maintenance expenditures (composed by works and operating costs) will be shared across the seven PBC. Detailed information is provided in the table below:

Table A4.2: PBC and Project Expenditure Composition

Component/Subcomponent/ Activity and cost	Of which, PBC-based and pure input-based	Description and Amount of Expenditures		Identification of PBC expenditure-sharing (if relevant)
		Procurable Inputs	Non-Procurable Inputs	
Component 1: Improving Teacher Training and Pedagogical Content (IBRD: US\$7.0 million; Counterpart financing: US\$1.8 million)				
Subcomponent 1.1	Traditional input financing: US\$5.75 million	Goods, consulting services and non-consulting services: US\$7.00 million	<i>Salaries and operating costs: US\$1.8 million</i>	
Subcomponent 1.2	PBC#4: US\$1.25 million	-		
Component 2: Strengthening Management Teams (IBRD: US\$4.0 million; Counterpart financing: US\$1.2 million)				
Subcomponent 2.1	PBC#2: US\$0.75 million	-	<i>Salaries, training and workshops, operating costs: US\$1.20 million</i>	
Subcomponent 2.2	Traditional input financing: US\$3.25 million	Consulting services and non-consulting services: US\$4.00 million		
Component 3: Improving Infrastructure and Complementary Services (IBRD: US\$23.0 million; Counterpart financing: US\$8.0 million)				
Subcomponent 3.1 - activities (i), (ii) and (iv)	Traditional input financing: US\$21.50 million	Goods, works, consulting services and non-consulting services: US\$23.00 million	<i>Salaries, training and workshops, operating costs: US\$3.00 million</i>	
Subcomponent 3.2 –				



activities (i), (ii), (iii) and (v)				
Subcomponent 3.3				
Subcomponent 3.4				
Subcomponent 3.1 - activity (iii)	PBC#3: US\$0.50 million	-		
Subcomponent 3.2 - activity (iv)	PBC#1: US\$1.00 million	-	<i>Preventive and corrective maintenance expenditures (operating costs and works): US\$5.00 million</i>	<i>Preventive and corrective maintenance expenditures (operating costs and works) amounted to US\$5.00 million will be shared with the rest of the PBC</i>
Component 4: Strengthening Evaluation Systems and Project Management (IBRD: US\$6.0 million; Counterpart financing: US\$4.5 million)				
Subcomponent 4.1- activities (i), (iii) and (iv)	Traditional input financing: US\$4.50 million	Consulting services and non-consulting services: US\$6.00 million	<i>Salaries, training and workshops, operating costs: US\$4.50 million</i>	
Subcomponent 4.2				
Subcomponent 4.1 – activity (ii)	PBC#5 US\$0.25 million, PBC#6: US\$0.50 million and PBC#7 US\$0.75 million	-		



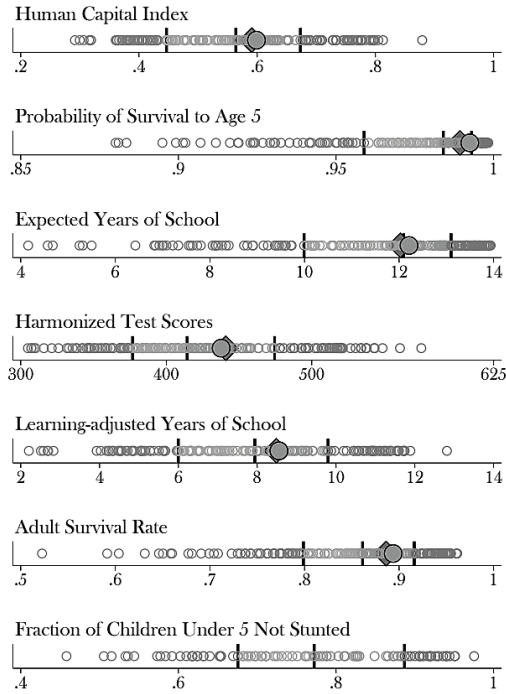
Table A4.3: PBC Allocated Amounts

PBC Name	Component	Amount (US\$)
1. Number of schools converted to Expanded Learning Time Schools	3.2, activity (iv)	1,000,000
2. Percentage of schools that develop an institutional management plan	2.1	750,000
3. Development of guidelines for the design of school infrastructure	3.1, activity (iii)	500,000
4. Percentage of schools that develop pedagogical innovations	1.2	1,250,000
5. Design and Piloting a monitoring survey for teachers and directors	4.1, activity (ii)	250,000
6. Implementation of a monitoring survey for teachers and directors	4.1, activity (ii)	500,000
7. Final report of a monitoring survey for teachers and directors	4.1, activity (ii)	750,000
Total Amount		5,000,000



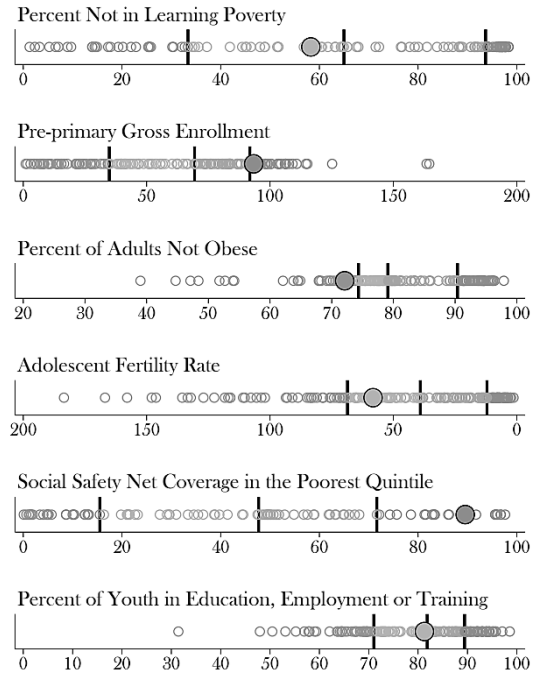
ANNEX 5: Human Capital Indicators and Recent Education Reforms

Figure A4.1 Uruguay's 2020 HCI



Source: Human Capital Project Uruguay Report. Large circle represents Uruguay in 2020, diamond represents Uruguay in 2010, small circles represent other countries, and thick vertical lines and color of circles reflect quartiles of the distribution.

Figure A4.2 Uruguay's 2020 HCI Complementary Indicators



Source: Human Capital Project Uruguay Report. Large circle represents Uruguay, small circles represent other countries, lines and color of circles indicate quartiles of the distribution.

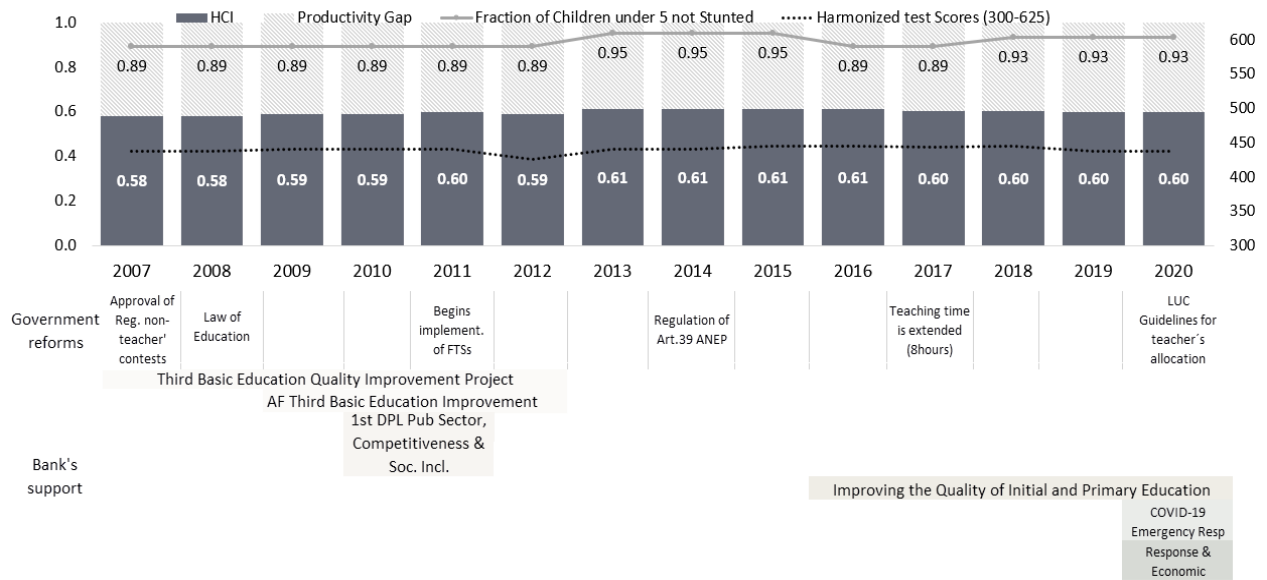
Table A4.1 Timeline of Recent Reforms in Education

Year	Reform
1996	Rationalization of the educational supply services
1998	Regulations for teacher supervision: <i>Circular No 371</i> (Pre-primary and Primary education)
2007	June: Approval of the General Regulation for non-teacher Contests
2008	December: Approval of the Law of Education
2011	Implementation of Full-Time Schools begins
2014	Regulations for supervisory visits to schools and classroom: <i>Circular No 46/2014</i> (Pre-primary and Primary education) September: Approval of the Regulation of Art.39 for ANEP
2015	July: Modification and approval of Non-Teacher Statute August: Modification and approval of Teacher Statute



2017	Teaching time is extended (to 8 hours) in selected schools targeting Q1 and Q2. November: The Primary Education curriculum is organized in two cycles and learning assessment is now organized according to those cycles. There is to be no repetition in First Grade. <i>Acta 119. Resolución 15.</i>
2020	July: – <i>Ley de Urgente Consideración</i> (LUC, No. 19.889) is passed by Congress. This law introduces changes both in the structure and the governance of the Public Education System, Teacher Education, and in Teacher Statute. November: New guidelines for teacher allocation and designation (Secondary). <i>Acta 50, Resolución 45</i>
2021	June: National Plan for Educational Development 2020 – 2024. CODICEN. <i>Circular 47/2021.</i>

Figure A4.3 Evolution of Uruguay’s Human Capital Index, Selected Indicators, and World Bank Support





ANNEX 6: Uruguay's New Model for Extended Learning Time Schools

- 1. The new Expanded Learning Time (ELT) model would be based on the lessons learned from the implementation of the *María Espínola* schools and the Full-Time School (FTS) model for primary and lower secondary schools from quintiles 1 and 2.** The *María Espínola* secondary and technical/vocational schools, launched in 2020, implement an all-day academic schedule (compared to the four-hour day of most schools in the country). The model's main objective is to enhance student learning and retention, and to ensure an integral approach to education by restructuring the way learning time is allocated and used.
- 2. The model supported by the Project incorporates also lessons learned through INEE and DIEE research conducted during the implementation of the FTS model in Uruguay** (for instance: INEE (2021), *Formación en territorio en las escuelas de tiempo completo de educación primaria*; DIEE (2017), *Evaluación de impacto de las escuelas de Tiempo Completo en Uruguay 2013 – 2016*; INEE (2018) and INEE (2019), *Observación de Aula (TEACH) en escuelas de tiempo completo de educación primaria*, Waves 1 and 2, among others). These studies highlight, for instance, the need to implement teacher training focused on practical examples rather than on theoretical and abstract contents; the importance of focusing on foundational skills across the school-day, avoiding the tendency of rigidly dividing time between curricular content and extracurricular activities ("the afternoon activities"), as deficiencies in the development of foundational skills are correlated to dropouts later in educational trajectories; or the importance of planning collective work that includes management and teachers teams in the extended school day (like the weekly "rooms" implemented in the current FTS model).
- 3. The ELT model seeks to transform the organizational matrix of all levels of compulsory education (from pre-primary to the end of upper secondary, both for general and technical-vocational paths) by strengthening each school's autonomy to adequately respond to the needs of their context.** Additionally, the model seeks the participation of the entire community in school governance, the promotion of a socioemotional-educative focus in all activities, the development of the curriculum adaptations necessary for a competency-based view of learning, and the implementation of an interdisciplinary, activity-focused, project-based instructional approach.
- 4. The two pillars upon which this model is built are the close and ongoing monitoring of students' learning processes and trajectories, and the support and guidance of the work of teachers using tools provided by school management teams, as well as by supervisors.** Simultaneously, the model is based on a whole-system curricular transformation that articulates the essential competencies students must achieve across their learning trajectory.
- 5. The ELT model also targets the development of learning spaces, congruently with the new curriculum, as well as specific teaching models to promote the essential competencies.** For this, learning progressions that lay out possible learning trajectories have been established, defining general and specific target competencies for each cycle and level, as well as for graduation. This framework is a fundamental tool to align the competencies taught and the evaluation data to be collected. Once these tools are created and refined, a follow-up phase would elaborate the curriculum maps and level syllabi needed.



ANNEX 7: Infrastructure Plans to Adapt Schools to Extended Learning Time

1. **Proposed interventions under this Project are based on the national infrastructure plan for Full-Time Schools 2020-2024, according to the methodology detailed below.**
2. **The ELT Planning Process responds to the following sequence:** (i) CODICEN authorities define the characteristics of schools planned for intervention as defined in this document (e.g., quintile 1 and 2 schools with the potential to extend learning time); (ii) the PIU completes a broad preliminary selection, which is then filtered by quintiles and enrollment, to analyze schools' potential for infrastructure interventions. The PIU has an inventory that contains, for all schools, data on enrollment, geolocation, infrastructure plans, and classification according to sociocultural quintiles. (iii) Authorities from DGEIP and the PIU, along with the PIU's technical team, then visit the selected school to define the Works Plan. This Plan will be an adjusted selection that will contain the architectural program for each intervention and a cost estimate. (iv) CODICEN must then ratify said Plan.
3. **The types of interventions are the following:**
 - i. Construction of new works.
 - ii. Expansion of an existing school to allow for extended learning time and/or increased enrollment. The architectural plan will be defined jointly with the technical-pedagogical teams according to the methodology presented in Annex 8. Innovative, energy-efficient, and climate-resilient design will be prioritized.
 - iii. Rehabilitation of an existing school where expansion is not required, but the school does require rehabilitation or update of its facilities (sanitary, electric, flooring, openings, covers, etc.) to ensure cross-ventilation and intervention on specific elements to meet the Guidelines on Accessibility and Fire Protection.
 - iv. Maintenance of an existing school. This can include corrective maintenance (substitution or repair of elements that are failing due to an unplanned cause, which is carried out through "Minor Works") or preventive maintenance (planned interventions to extend the useful life of schools, which are carried out through "Maintenance Plans").
4. **Regarding the selection of schools, the Works Plan for transformation of *Aprender* schools to ELT schools is currently in a pre-selection stage, according to the following criteria:**
 - i. Enrollment: 150 to 400 students.
 - ii. Size of the site: that allows for the required expansion.
 - iii. Location: sites that would benefit from interventions, in terms of reversing exclusion and social fragmentation, and contributing to local identity and historical values.
 - iv. Staff: that are already hired, trying to avoid the creation of new positions and new schools.
 - v. Compliance with World Bank requirements and conditions.
5. **In addition, the following criteria would prevent the selection of schools for intervention under this Project:**
 - i. Rural schools or schools with fewer than 150 students to maximize the Project's impact.
 - ii. Schools with more than 400 students, to avoid overly complex management issues.



- iii. School sites that are not owned by ANEP
- iv. Schools that are not easily accessible by public transportation
- v. Sites that are environmentally fragile (for instance, vulnerable to floods).
- vi. Sites that are already occupied.
- vii. Sites that could imply adverse social or environmental impacts.



ANNEX 8: Council of Europe Development Bank's Constructing Education Program

1. **In 2021, the Council of Europe Development Bank (CEB) developed a new approach for investments in educational infrastructure**, seeking to ensure links between the new educational paradigms and the physical space of the schools, based on the capacity of the educational community to use them effectively. The process identifies activities, in parallel to the infrastructure planning process, that need to be carried out to ensure that, when completed, the community can fully harness its potential. This implies that costs related to pedagogical inputs are included as part of the total investment costs. The process includes 4 phases in the architectural process: (i) initial planning, (ii) preparation, (iii) transfer, and (iv) reflection and adjustment.
2. **In 2021, a pilot was launched in a selected group of countries, co-financed by the CEB and the European Investment Bank (EIB)**. The project aims to support officials in their efforts to apply the framework by: (i) gathering information on the feasibility of applying the framework in different governance systems; (ii) the identification of distances between the current practices of the countries and those proposed by the framework; (iii) testing solutions to solve them; (iv) assessing whether the activities proposed enable teachers to be better prepared to effectively use the potential of the new environments to support student learning; (v) collecting data on the costs associated with the application of the proposed educational activities; and (vi) drawing conclusions to refine and adjust the proposed framework.
3. **The pilot includes two cities in Finland (Espoo and Järvenpää), and the municipality of Milan in Italy**. Upon completion of the pilot, case studies summarizing the experience and lessons learned in each city will be published. Knowledge exchange between participating cities is supported throughout the project, and lessons learned will be used to refine "Building education," and to identify tolls and the type of supports that can facilitate its application in a higher number of countries.
4. **The four phases of the project are described below (the instance that occurs in parallel in the architectural process is noted in parentheses):**
 - i. Initial planning (overlapping with the stage of definition of the program): This stage lasts approximately one year once the budget and location are confirmed. It includes: (i) participative consultation with interested stakeholders for the development of an educational vision that guides design options; and (ii) definition of general parameters: site, study plan, enrollment, timetables.
 - ii. Preparation (overlapping with the construction stage): This stage lasts about 18 months and prepares teachers and the school community for the new learning models. It includes: (i) testing the prototypes of the new learning environments; (ii) testing the new flexible furniture; (iii) visiting other schools; and (iv) developing the environmental skills of teachers.
 - iii. Transfer (overlapping with the stage of delivery of the work): This stage develops during the first year of use of the building. It includes: (i) Time for the appropriation of spaces by the school community; (ii) provision of a budget that allows decision-making that facilitates appropriation in relation to furniture, computer options, and/or emerging artistic expressions within the community; and (iii) strengthening collaboration and professional development of staff.



- iv. Reflection and adjustment (overlapping with the post-delivery data collection stage): This stage occurs after two years of use of the infrastructure. It includes: (i) data collection on the use of space to inform in the next phase and promote profitability; (ii) support in the school environment for continuous reflection on the use of space and any necessary adjustments; (iii) designation of a group work for these tasks; and (iv) connection with universities and/or other research projects to socialize the experience.



ANNEX 9: Project Activities Addressing Climate Change

- 1. Components 1 and 2 of the Project focus on training and implementation of the new curriculum as part of Uruguay's overall curricular transformation.** The new curriculum will incorporate the development of generic, transversal skills in students to foster their capacity to adapt to and mitigate climate change, as well as their ability to pursue green jobs, particularly in programs of study that promote the transition to a low carbon economy that is resilient to climate change. Strengthening youth's knowledge and awareness on climate change is particularly relevant in Uruguay; PISA data show that, for instance, only half of 15-year-old students in Uruguay can explain how carbon dioxide emissions affect global climate change, and one third declares to be uninformed about climate change and/or global warming. As such, the training programs proposed under these two components will focus on enhancing school staff's capacity to implement these climate considerations in the new curriculum. Component 3, which focuses on school infrastructure, will also be carried out with a focus on sustainability that enhances schools' capacity to adapt to climate change and mitigate the impacts of potential climate events.
- 2. Subcomponent 1.1: In-service training programs for effective teaching of the new curriculum (US\$5.25 million IBRD) and Subcomponent 1.2: Piloting and monitoring of pedagogical innovations for the implementation of the realignment of the new curriculum (US\$1.75 million IBRD).** The training on the new curriculum and its implementation for teachers and school management teams will include contents and activities to foster their ability to prepare for and adequately respond to climate events that could impact their schools, such as floods or fires. This will include a specific, voluntary module in each of the training programs on the management of climate risks for teachers and school management teams. The module would touch on these and broader climate-related issues by raising teachers' and school management teams' awareness of climate risks, sharing tools to develop adaptation and mitigation strategies to address climate-related impacts, and increasing their ability to communicate these issues with the broader school community. As a measure to follow up on the incorporation of climate considerations in the teaching of the curriculum, the Government of Uruguay, in its project with the Inter-American Development Bank, will monitor the number of students that benefit from plans and programs on the new curriculum that focus on gender, diversity, and climate change.
- 3. Subcomponent 1.2: Piloting and monitoring of pedagogical innovations for the implementation of the realignment of the new curriculum (US\$1.75 million IBRD).** This subcomponent would support pedagogical activities that promote the development and implementation of climate action projects and solutions to mitigate and/or adapt to climate change, in line with the new curriculum objectives of promoting awareness and capacities for adaptation to climate change, and specific skills for green jobs. These specific skills will be defined by the Borrower once the design of the new curriculum is finalized.
- 4. Subcomponent 3.1 Studies to identify infrastructure needs (US\$1.15 million IBRD).** This Subcomponent will include studies to assess what further measures can be incorporated in the Borrower's school infrastructure plans to reduce net energy consumption, resource consumption, and greenhouse gas emissions. Studies will consider the time it will take to see a return on the investments in renewable energies, the availability (or lack) of secondary energies, and maintenance-related aspects to improve buildings' resilience to climate change. The studies will also evaluate the cost-effectiveness of their use.



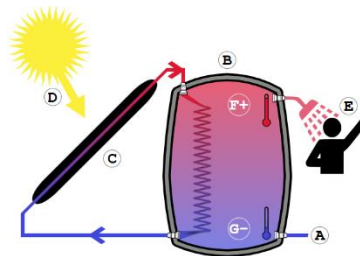
5. **Subcomponent 3.2 Construction, rehabilitation, and maintenance of school infrastructure (US\$20.24 million IBRD).** Infrastructure investments under the Project will incorporate weather-resistant design and on-site renewable energy generation. Infrastructure design for climate mitigation seeks to generate conditions for adaptation to current climate conditions, in addition to planning for future conditions. In this sense, infrastructure design will include bioclimatic strategies, such as the incorporation of passive solar control elements,⁷⁴ of high thermal performance (low thermal transmittance) insulation of site coating requiring low maintenance, the use of oversized rainwater management elements,⁷⁵ and the selection of building sites in areas that have the least possible exposure to natural disasters. Other mitigation measures would be implemented to collect, treat, and reuse rainwater, both in dry areas and in areas with a shortage of running or drinking water.⁷⁶

6. **The bioclimatic strategies mentioned above will also focus on reducing the energy demand of buildings** by producing greater insulation in school coatings, ensuring the best building orientation, implementing cross-ventilation, and installing passive solar control elements that help generate thermal comfort with minimal energy demand. Measures to produce energy in situ and to reduce the consumption of non-renewable energy and carbon dioxide emission will also be put in place. Moreover, the use of local technologies, materials, and labor will help reduce the emissions associated with transportation, thus reducing the Project's carbon footprint.

7. **The development of the Project's ESMF also included the preparation of a detailed plan of action to develop strategies and tools to promote an efficient use of resources and increasing users' awareness of climate considerations in school buildings.** This approach will be applied to all infrastructure carried out under Subcomponent 3.2 of the Project and will be considered in the detailed plans for preventive and corrective maintenance of schools. These include:

- i. The use of different types of solar collectors to heat water. Solar thermal collectors are devices that collect solar energy and transfer it to a mass of water. These can be used both for human consumption and for heating systems. A diagram of its operation is shown below.

- A: Intake of cold drinking water
- B: Water accumulator
- C: Plate or tube solar collector
- D: Solar energy
- E: Hot drinking water outlet



⁷⁴ Passive solar control systems are those that do not require energy for their operation. They have two objectives: to control the incidence of the sun to protect a construction, and/or to generate thermal gains by taking advantage of solar energy. These devices tend to reduce the energy demand of a building, while renewable energies allow the amount of "non-clean" energy necessary for comfort to be reduced.

⁷⁵ Oversizing the elements for rainwater evacuation improves a building's ability to tackle changing rain loads, under the assumption that future volumes could be much higher, and in shorter periods of time.

⁷⁶ It is also important to point out that sites for school construction in Uruguay are selected outside flood plains or fire prone areas, the main climate risks identified in the country.



- ii. Given the lack of a collective water sanitation network, the use of underground flow systems with emergent plants for the reuse of purified water and to periodically obtain plant biomass.
- iii. Collection and use of rainwater, through the installment of hydropneumatics equipment and backup pumps, to ensure adequate water supply in school cisterns.
- iv. The inclusion of “green rooftops” to improve interior and exterior comfort and manage rainwater.
- v. Consideration of existing plant life in construction sites to build around those plants, transplant them within the vicinity of the site, and/or use local plant life as part of teaching plans on sensory stimulation, use of color, and visualization of seasonal cycles, to contribute to increasing environmental awareness in students.
- vi. The involvement of the broader school community in the adequate management of solid waste, including:
 - a. Raising awareness on best recycling practices
 - b. The inclusion of plant plots in the school’s territory where compost collected from the schools’ waste (from kitchens and schoolyards) is used as fertilizer, students can learn about farming, and the school can consume what is planted.